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INTRODUCTION

MISSOULA CITY LOCAL GOVERNMENT STUDY COMMISSION

FINAL REPORT

Adopted August 2, 2006
Signed on August 16, 2006

Attached is the Missoula City Local Government Study Commission Final Report developed by seven citizens of Missoula who have served as members of the Study Commission over the past 21 months. The Final Report was adopted and signed by the following members of the Missoula City Local Government Study Commissioners:

Pam Walzer
Sarah Van de Wetering
Susan Reber Orr

Bob Oaks
Sue Malek

A minority report was adopted and signed by the following members:

Jane Lewis Rectenwald
Alan Ault

We very much appreciate you taking the time to read these recommendations and findings.

Respectfully Submitted,

Sue Malek

Sarah Van de Wetering

Susan Reber Orr

Bob Oaks

Jane Lewis Rectenwald

Pam Walzer

Alan Ault

2004-2006 CITY OF MISSOULA LOCAL GOVERNMENT STUDY COMMISSION

FINAL REPORT Adopted August 2, 2006

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I. Introductory Letter to the Citizens of the City of Missoula

The Missoula City Local Government Study Commission elected by the voters November 4, 2004, or thereafter appointed, presents this final report to you, the Citizens of the City of Missoula.

The purpose of a Study Commission, as defined in state law, is "to study the existing form and powers of a local government and procedures for delivery of local government services and to compare them with other forms available under the laws of the state." After completing its research, a Study Commission must issue a report to the voters which may: (1) recommend no change; (2) propose amendment(s) to the existing form of government; (3) offer an alternative form of government; (4) recommend City-County consolidation; or (5) recommend dis-incorporation.

In this report, the 2004 Missoula City Local Government Study Commission is recommending the following amendments to the Missoula City Charter:

1. Reduce the size of City Council from twelve (12) members to nine (9) members by increasing the number of wards in Missoula from six to nine, and by providing for election of one, rather than two, council representatives per ward.
2. Return to partisan elections for City Council and Mayor by requiring that each candidate list his or her political party affiliation on the ballot.
3. Provide that eligibility to participate in Neighborhood Councils be defined by ordinance rather than in the City Charter. Currently the charter conflicts with city ordinances by limiting participation to residents only.
4. Clarify that elected and appointed City Officers must meet the residency requirements for their offices, rather than defining residency requirements in the City Charter.

Missoula voters will be asked to vote on each of these ballot measures on Tuesday, November 7, 2006. Citizens will decide if they want nine City Council members (one from each of nine wards) or whether they want to continue having six wards with two representatives per ward. For what we believe are very valid reasons, the five-member majority on this commission is recommending nine wards.

In addition to those four ballot measures, this report includes some non-ballot recommendations to City government. Some changes have already occurred in City government. Concerns we were addressing two years ago, when we were first elected, may have changed.

Throughout this review the Study Commission sought advice and information from local government officials, community organizations, and citizens. All Study Commission meetings were open to the public, and most were broadcast on local cable access television (MCAT). Commission members appeared before various community organizations to explain our work and to solicit viewpoints, ideas, and concerns. We held public hearings and conducted a professional survey of citizen attitudes.

In developing our recommendations, we drew upon the thoughts and opinions of those who were invited to our meetings, including political science experts Jim Svara and Jim Lopach; city managers from Great Falls and Bozeman; neighborhood outreach staff



from Helena, Billings, and Great Falls; City Council members; Missoula City and County department officials, board and commission members; and present and past Mayors of Missoula. We drew from the thoughtful comments of those who attended our meetings and public hearings; we studied the issues facing Missoula City government and discussed trends in municipal governance presented in the research literature; we considered the findings outlined in our citizen survey and we worked diligently in committees and in meetings of the entire Commission to bring together the information we compiled into the recommendations we hereby present to you.

Consistent with state law, our recommendations reflect our best judgment of the changes necessary to respond to concerns, issues, and needs identified during the course of our study. Our main concern has been to provide a form of government that will be responsive to Missoula's citizens and provide the best opportunity for devising solutions to local issues today and into the future.

Two commission members disagreed with the recommendations adopted by the majority of Study Commissioners. Those members have written a minority report, which appears as Section VIII.

The 2004 Missoula City Local Government Study Commissioners have been honored to serve the Citizens of Missoula on this Study Commission. We very much appreciate the hard work of City officials who provided support in a myriad of ways. We appreciate the interest of many citizens who shared their concerns and ideas with us in the course of our work. We hope our work encourages all citizens to participate in Missoula's government and live up to the high standards set out in the preamble of the Missoula City Charter which states:

We, the citizens of the City of Missoula, blessed by the natural beauty of our mountains, valleys, and rivers; enriched by the diversity and vitality of our people; mindful of the contributions made by those who lived here before us; and thankful for a good place to live and the rights and responsibilities of liberty; as stewards of our community, do hereby establish and ordain this charter to provide accessible and effective government for ourselves and for our children.

Respectfully submitted,


Sue Malek (Chair)


Bob Oaks


Pam Walzer


Alan Ault


Susie Reber Orr (Vice-Chair)


Sarah Van de Wetering


Jane Lewis Rectenwald

Missoula City Local Government Study Commissioners

II. REPORT SUMMARY

The Missoula City Local Government Study Commission, having thoroughly studied our present form of City government and alternative forms available under state law and across the United States, and having studied the needs of this City, recommends the following:

The City of Missoula continues to operate with self-governing powers under a Charter form of government with an adapted Council-Mayor structure. The structure of our current City government is described in the 1996 Missoula City Charter adopted by popular vote in Missoula, Montana, June 1996.

THE MISSOULA CITY LOCAL GOVERNMENT STUDY COMMISSION
RECOMMENDS THAT THE FOLLOWING FOUR AMENDMENTS TO OUR CITY
CHARTER BE ADOPTED BY THE VOTERS OF MISSOULA AT THE FALL
ELECTION TO BE HELD NOVEMBER 7, 2006, MISSOULA, MONTANA. THE
RECOMMENDATIONS INCLUDE:

1. Reduce the size of City Council from twelve (12) members to nine (9) members by increasing the number of wards in Missoula from six to nine, and by providing for election of one, rather than two, council representatives per ward.
2. Return to partisan elections for City Council and Mayor by requiring that each candidate list his or her political party affiliation on the ballot.
3. Provide that eligibility to participate in Neighborhood Councils be defined by ordinance rather than in the City Charter. Currently the charter conflicts with city ordinances by limiting participation to residents only.
4. Clarify that elected and appointed City Officers must meet the residency requirements for their offices, rather than defining residency requirements in the City Charter.

Non-ballot measures intended to inform rather than mandate action by local officials are included in our final report. Those non-ballot measures include the following:

- 1) Missoula City Council representatives are paid approximately \$11,000 a year and have benefits including earned sick and vacation time and retirement. Reducing the size of City Council from 12 to nine members will save \$40,000 - \$50,000 a year. We recommend using this savings to pay for a legislative staff member for council. This position, in our minds, would research possible legislation, draft it and be responsible for the final format of each ordinance. Alternatively, local government officials may decide to increase the salaries of Council members. We recommend that one or the other is done to assist council in performance of their

critical legislative duties, regardless of other pressing priorities impacting our City budget.

- 2) Increase the Neighborhood Liaison position from half-time to full-time AND increase funding for each Neighborhood Council in Missoula from the current \$800 per each of 17 Neighborhood Councils to \$1600 per Neighborhood Council. The additional staff time would allow for assistance to councils for organizing, publishing newsletters, training officers in parliamentary procedure, and communication between Neighborhood Councils. We found Neighborhood Councils to largely be vital, hardworking, and a huge benefit to our City in terms of educating people, organizing people to do neighborhood projects, and bringing people together.
- 3) Ombudsman. We recommend the City consider hiring someone to resolve conflicts and facilitate communications between concerned citizens and city officials. You can find more about this position in the report.

III. FINDINGS AND RECOMMENDATIONS: Ballot Issues

Many of the issues arising in our study indicate a high level of concern about Missoula's rapid growth. When we met with Dr. Larry Swanson of the O'Connor Center for the Rocky Mountain West, we learned that Missoula's growth rate is typical for cities throughout the region, from Calgary to Phoenix. He suggested that retirees, people living on non-wage incomes (retirement and investments), and telecommuters are electing to move to areas like Missoula, as are young, affluent, educated couples with young children. All are attracted to the region's public lands, parks, open spaces, and generally high quality of life.

Population growth has put pressure on the City and County to provide additional roads, sidewalks, sewer hook-ups, police and fire protection and planning for livability in terms of safety, access to schools and shopping opportunities. Housing prices have risen rapidly, especially when compared with wages, making housing affordability a major issue in Missoula. Citizens disagree about how the City should respond to the various pressures of growth and change.

Our citizen survey confirmed these observations and provided valuable insights into Missoula residents' concerns and priorities. Ninety-three percent (93%) of our survey respondents agreed that Missoula is a good place to live. They expressed concerns about protecting the natural environment, small town atmosphere, and recreational opportunities that make Missoula a special place to live. Respondents reported being remarkably engaged in City affairs, attending numerous public meetings and following government activities on local-access cable television. In our survey, more than half of respondents recommended no change to City government. Most of those who recommended changes offered ideas focused on processes like giving feedback to citizens who are making comments on City affairs. Respondents recommending change did not recommend structural changes to government. (The full survey report appears as an appendix at the end of this report.)

Although a number of issues raised in our public meetings fell beyond the scope of our work, we have attempted to present the major issues which emerged in the course of our

study: (1) government structure; (2) communications concerns; and (3) suggestions to improve the Neighborhood Council system. These sections describe recommendations that we considered but ultimately decided not to adopt. Each section also describes the changes we are recommending and provides summaries and analyses of the information upon which we based our decisions.

A. MISSOULA'S GOVERNMENT STRUCTURE

Following the recommendation of the 1994 Missoula City Local Government Study Commission, Missoula voters adopted a City Charter that gives Missoula self-governing powers. Before adoption of the Charter, the City of Missoula had general powers, which means it could exercise only those powers specifically *granted* to cities by state law. By adopting self-governing powers, Missoula City Government assumed broader authority, to exercise all powers not specifically *denied* by state law. Two results most of us remember were (1) the City of Missoula adopting a smoking ban in eating establishments and (2) the City of Missoula implementing impact fees for new subdivisions to pay for the increased demand for tax-funded City services like roads, sewer, sidewalks, access to emergency services and schools, etc. The 1996 Charter gave the City additional powers. It did not change the existing government structure, the Council-Mayor form of government.

The 2004 City Study Commissioners spent a great deal of time examining Missoula's current Council-Mayor structure. We carefully considered whether the Council-Manager form would serve Missoula better. Our many public meetings and our citizen survey led us to conclude a change in form was unwarranted. Overall survey respondents more often rated the Mayor very or somewhat effective, higher than the ratings given City Council. In addition, in meetings with community groups, we found citizens most concerned with the efficiency and effectiveness of City Council.

Although overall we found that the majority of citizens view Missoula's government as somewhat or very effective, our goal in this report is to respond to expressed concerns about City Council and about communications between citizens and their government so that more responses move to the "very effective" category. With that in mind, our major recommendation is a change in the size and composition of City Council. Secondly, we recommend that we give voters more information about candidates for Mayor and City council, by requiring partisan elections in the Missoula City Charter.

Our final two recommendations are to "clean up" some discrepancies between the charter and current practices in the City of Missoula. The charter is too specific in regards to two matters. The charter defines residency requirements for all Missoula City elected and appointed officials; and the charter defines who can participate on Neighborhood Councils in Missoula.

The charter is meant to be a broad, fairly static document which gives overall guidance to City government. We are recommending the charter be amended to state, "City officials must meet the residency requirements for their offices."

We recommend changing the charter provisions regarding participation on Neighborhood Councils. We recommend changing the charter to read, "Eligibility for participation on Neighborhood Councils shall be defined by city ordinance."

THE MAYOR

Except for a few years in the 1950s when the City of Missoula experimented with a Council-Manager government structure, the City has operated under a Council-Mayor structure. While the 1994 Study Commission described this as a "weak mayor" system, we found that Missoula's current system is more accurately described as an "adapted political" system.¹

Under the Missoula City Charter, the Mayor is the chief executive officer of the City.² The Mayor performs the following duties:

- presides at City Council meetings,
- breaks tie votes of City Council,
- has line-item veto power, which can be overridden by a 2/3 majority of council,
- appoints and removes department heads with approval of City Council,
- can appoint and fire all other employees,
- can hire personal staff, which, in Missoula, has traditionally included a Chief Administrative Officer (CAO)
- presents an executive budget to the City Council,
- recommends appointments to 17 of 24 City boards and commissions.
(Some board appointments are controlled by state law. Some appointments are reserved to City Council.)

The Study Commission closely examined these powers. As described below, we considered various means of making the executive (Mayor) and legislative (Council) branches more autonomous, or moving toward a classic "strong mayor" system by further separating the executive and legislative functions. Some members of the Study Commission felt this could make both branches of government more responsive and accountable.

Ultimately we concluded Missoula should continue to have a full-time Mayor elected at large with the same responsibilities already outlined in the Charter. Some separation of powers remains. **The Mayor will continue to be the sole representative of the City at large.** For that reason, the Mayor will continue to have leadership prerogatives and the associated difficulties of communicating a vision of the City to our citizens.

MAYORAL DUTIES

a. Presiding Over City Council – Recommendation - Retain

¹ Defined by George Frederickson in his book "Adapted City"

² Missoula City Charter - Article III

Missoula's Charter names the Mayor as the presiding officer at City Council meetings. This is not typical in a classic "strong mayor" system, where the mayor sends recommendations to City Council, but does not attend Council meetings. Presiding at council encourages more cooperation between the executive and legislative branches of government. Additionally, presiding at City Council gives the Mayor visibility as the main public face of City government.

The Study Commission considered recommending the Mayor *not* preside over City Council meetings. The job of presiding at Council meetings is very time-consuming. One potential advantage of removing this duty from the Mayor would be to allow him or her more time to spend with department heads, stay in touch with Missoula citizens, and work on implementing the City's long-term vision. We concluded that these advantages were outweighed by the positive opportunities this role gives the Mayor to provide citywide perspectives at Council meetings, cooperate with City Council, and sustain political leadership in a highly visible role.

b. Breaking Tie Votes on Council – Recommendation – Retain

As presiding officer, the Mayor has the power to break tie votes on Council. We discussed removing this power to provide better separation between the executive and legislative branches of City government. We ultimately did decide to retain this power for the Mayor. We argued the Mayor is the sole official elected citywide in Missoula so he or she should have this power. However, we wanted to encourage City Council to take responsibility for their votes and actions. Therefore, we recommended an odd number of City Council members. The result is that the instances will be rare when the Mayor will face a tie vote and have the authority to break it. If Missoula citizens decide to vote for forming nine wards with one council-person elected per ward, council will have nine members and a tie will be very rare.

c. Veto Power – Recommendation - Retain

Missoula's Charter gives the Mayor the power to veto ordinances and resolutions in whole or part, a decision that the City Council can override by a two-thirds vote. We considered removing this veto power altogether, but concluded that it has been exercised too rarely to warrant change. For example, Mayor Kemmis vetoed two ordinances in 1993 and one in 1995, and vetoed portions of two other ordinances in 1993. All of Mayor Kemmis's vetoes were sustained by City Council. Mayor Mike Kadas vetoed three ordinances and one resolution from 1999 to 2004. One of his vetoed ordinances was overridden by City Council.

Because the Mayor's tie breaking authority will be limited under the nine-ward system, we highly recommend keeping the Mayor's authority to veto ordinances and resolutions.

d. Reporting on the City's Financial Condition – Recommendation - Retain

The Missoula Charter states the Mayor shall present a full and complete statement of the City's financial condition to the City Council every three months.³ We found this has not been done regularly in the past. We encourage the Mayor and City Council to work together to establish procedures whereby Council can review the City budget on a quarterly basis. These procedures should be integrated into City Council Policy and Procedures.

The City of Missoula has made important improvements in the past ten years, including modernizing its Finance Department. At the suggestion of the 1994 Missoula City Local Government Study Commission, City Council enacted an ordinance directing the Mayor to appoint a Finance Director (with City Council approval) to take over duties of the elected City Treasurer. Combining the City's former accounting office with the appointed Finance Director led to computerized budgeting and accounting systems, which have allowed for better financial accountability. The City of Missoula's Finance Department has received national awards for financial reporting for the past seven years, and has excellent bond ratings even though the City owns neither the local water company nor the garbage company.

Some Council members and citizens want to see the budget presented in a more user-friendly manner. That may mean hiring more accountants for the City. The City's recently appointed communication's officer is intended to help the Mayor provide better public information and accountability with regard to many City Government functions, including budgeting.

e. Appointing and Supervising the Chief Administrative Officer – Recommendation - Retain

Missoula's Mayor is the chief executive officer of the City and is charged with the day-to-day responsibility of administering the affairs of the City. For the past two decades, each of Missoula's Mayors has appointed a professional assistant called Chief Administrative Officer (CAO). This position is not spelled out in the Missoula City Charter; instead, the Charter gives the Mayor "sole discretion to appoint and remove a person or persons to assist in the execution of the Mayor's duties." (City Council has budget authority to approve or disapprove salaries for the Mayor's staff and council has used that authority in the past.)

The 2004 City Study Commission considered recommending that City Council be given authority to provide advice and/or consent on the hiring of the CAO. We also considered defining the duties of the CAO in the Charter. Study Commissioners ultimately decided the Mayor should have sole discretion to decide what type of assistance she or he requires from the CAO. Different individuals elected to the position of Mayor will bring different professional skills and strengths. We respect the need to maintain flexibility in the appointment process. We found that all CAOs in Missoula over the past 20 years have been professionals who would have qualified as City Managers in other cities. Our Mayors have enjoyed the highest level of professional assistance in running the administrative operations of Missoula.

³ Missoula City Charter - Article III, No. 5

In deciding to recommend no changes to the appointment process, we looked at the independent authority that state governors and the President exercise over their personal assistants. We concluded that Missoula's Mayor properly has sole hiring authority of the CAO.

CITY COUNCIL

Missoula's City Council currently consists of twelve members, with two members elected from each of six wards in overlapping terms. Thus, each ward elects one representative every two years.

Our charter assigns the following legislative duties to City Council:⁴

- Enact ordinances and resolutions.
- Review, approve, and adopt amendments to the City's budget.
- Determine the number of City wards and ensure that wards are regular in shape and equal in population.
- Levy taxes in accordance with state laws.
- Confirm the Mayor's appointment of department heads.

The City Council president becomes acting Mayor in the absence of the Mayor.

City Council members in Missoula have been criticized for asserting authority over department heads and staff. The 1996 Missoula City Local Government Study Commissioners wrote in their Final Report the following:

City Council spends an inordinate amount of time on managerial details. While the issues that the City Council "micro-manages" are legal and are within the Council's purview as legitimate legislative overview, the Study Commission believes that micro-management can unduly limit the City Council's deliberations on important matters of policy. The Study Commission recommends that the City Council take steps to decrease Council involvement in tasks which are best left with the City's professional staff and administrators, and work to strengthen the Council's ability to engage in thoughtful, productive policy-making on behalf of the citizens of Missoula.

Testimony from citizens, City staff, and Council members in the current study revealed that these problems remain unresolved today. Citizens frequently complained that City Council spends too much time and effort micromanaging, bickering, and repeatedly revisiting issues. Many citizens (particularly those serving on boards and commissions) also complained that City Council ordinances are poorly written, unclear, and often contradictory. Our survey showed that six in ten citizens believe:

the City Council is only "somewhat effective" in creating a long-term vision for the City, while 26 percent say it is not effective at all in its visioning. Less than

⁴ Missoula City Charter, Article II

ten percent give it a good rating on this dimension. Similar readings are registered for how effective the City Council is in addressing the City's "real problems" or responding to concerns raised by citizens. Less than ten percent rate the Council as "very effective." The "not effective" rating rests at 22 percent and rises among long-term residents, in the central and southern regions it rises to its highest level (34%) among citizens who have attended Council meetings.⁵

Moreover, among those survey respondents who said that they wanted to see changes in City government, one of the most frequent suggestions was "reducing the bickering" at City Hall.

Ten years ago, the Missoula City Local Government Study Commission considered reducing the size of City Council: "A smaller Council, it could be argued, would be more effective and able to decide issues more quickly." The 1996 Study Commission ultimately decided against recommending a smaller City Council, in part because 72.4 % of Missoula citizens surveyed felt the size of City Council was "about right," and citizens felt with the increase in population, a twelve-member council was desirable.⁶ Citizens may no longer hold that opinion. The 2004 Study Commission heard frequent comments from citizens favoring a smaller City Council.

One aspect of the City Council's current size is the number of representatives we have per ward. Dr. James H. Svava observed that, "double representation from wards is common in Montana, but not anywhere else." While some citizens and Council members expressed support for double ward representation, others felt that double representation was confusing to citizens.

Another aspect of City Council's size is the number of wards. The current number of wards (six) has remained constant since the late 1950s, despite the fact that Missoula's population has more than doubled from 24,500 (1958) to 60,768 (2003). An average City ward that had 4,083 constituents in 1958 had more than 10,000 constituents by 2003. With nine wards, we will have fewer residents per council member, approximately 7,000 per ward.

Over the past months, the 2004 City Study Commission worked with the Missoula City-County Office of Planning and Grants to update population figures for the City of Missoula. Growth and annexation west of the Northside and some infill development within the Northside and Westside neighborhoods has resulted in Ward 2 being significantly too large. Because the US Constitution mandates one person, one vote, it is important that the number of residents per ward be brought closer to equal in the near future. City Attorney Jim Nugent recommends a deviation of no more than 3 to 5% of the ideal. Our new wards comply with this recommendation (see Appendix C, Certificate For The Initial Apportionment of City Wards, with the map attached on page.)

In addition, we concluded that fewer City Council members would give the City a more efficient and accountable City Council. What size is best for City Council? Anyone who has served on a committee or board understands that in larger groups, communicating

⁵ Missoula Citizen Survey, November 2005

⁶ Missoula Citizen Survey, November 1995

with all members becomes more difficult, as is making sure all members receive the same information, and each member has adequate opportunities to participate in discussions. Researchers in group dynamics have found that, while larger groups tend to have a greater pool of talent and experience available for solving problems, smaller groups are better at developing good working relationships, full participation by members, and reaching consensus.⁷ Groups of 5 to 7 are optimal for making decisions and reaching consensus, while groups of 9 to 12 are more likely to include people with critical skills.

A. BALLOT MEASURE: Increase the number of wards to nine, and elect a single Council member for each ward.

This will result in smaller wards, bringing greater representation for citizens. The odd number of Council members will reduce the need for the Mayor to break tie votes. We anticipate that a smaller number of Council members will be able to communicate with each other more frequently and effectively. With the addition of three additional wards, each ward will be composed of approximately 7,160 citizens, rather than the average 10,740⁸ in the current ward, thereby increasing citizen representation.

Number of Wards and Council Members:

Some members of the Study Commission preferred having seven Council members, but public comment heard by the Mayor/Council Committee indicated that people will be more supportive of smaller wards. The smaller wards we propose will provide more opportunities for citizens to know their Council members. One representative per ward will make it easier for everyone in a ward to know their councilperson and how that person is voting.

A number of citizens and Mayor Kadas suggested some Council members be elected at-large so more officials share a citywide vision. Council members reported that they were constantly aware of the interests of the whole City. After meeting with Neighborhood Councils, studying our survey results, and observing diversity in the City, we concluded ward representation is good. However, we encourage Council members to continue to stress the concerns of the whole City. We also encourage Council to work cooperatively with the County on concerns shared by the City and County.

Overlapping Council Member Terms

Under our proposal, terms of Council members will continue to overlap. We recommend that four ward elections be held in November of one odd numbered year and five ward elections take place two years later. (By state law, municipal elections take place in odd-

⁷ Oxford Centre for Staff and Learning Development

⁸ Numbers based on update of 2000 US Census Bureau population numbers
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numbered years rather than corresponding with state and national elections in even numbered years.)

B. BALLOT MEASURE: Return to Partisan Elections for City Officials

In 1996, 70 percent of Missoula City voters opted to change municipal elections to non-partisan—that is, to see candidates listed on the ballot without a party affiliation. Professor Svara reported to the Study Commission that 77 percent of U.S. cities use non-partisan elections. Non-partisan elections, he said, produce a distribution that is very close to that of the population as a whole. Cities with non-partisan elections have a smaller percentage of Council members who identify themselves as Democrats, and a larger percentage of those who identify themselves as independents or Republicans. Citizen comment was divided on whether a return to partisan elections is justified.

The 2004 Study Commission recommends Missoula voters vote for a return to partisan elections for City Council and for Mayor of Missoula. Some Council members stated that decisions on City Council are not partisan decisions, and thus opposed this change. Improving roads, hiring additional police officers and firefighters as the City grows are not decided based on whether a Councilperson is a Democrat, a Republican, or an Independent, they stated.

However, Study Commissioners found substantial disagreement on City Council and among citizens about important issues in the City. We believe these issues need to be debated both during the primary and general elections, and that increasing the debate within political parties and among candidates during the election cycles will leave citizens better informed and better able to elect people who most represent them and their neighbors.

We heard that people who ran for City office under non-partisan elections were often asked as they talked to citizens, “What party do you represent?” We believe citizens want to know party affiliation and that this information helps them make decisions about their votes.

Professor Lopach noted that political partisanship is the mechanism we use in this democracy to make decisions. Political debate allows different points of view to be presented and resolved. Study Commissioners believe public debate will be aided by returning to partisan elections. We believe that more people will understand the rationale behind different points of view. We believe ultimately decisions for the City of Missoula will be made that best reflect the will of the people.

The Study Commission found that the percentage of people voting in City Council elections has decreased by 5 percent since non-partisan elections were instituted in Missoula. We believe voter turnout will be improved by a return to partisan elections.

C. BALLOT MEASURES – Correcting Charter Discrepancies

The 2004 Missoula City Study Commission is recommending two changes to the Missoula City Charter to simplify it. If voters approve these changes, City

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Council will establish eligibility requirements for participation on Neighborhood Councils rather than eligibility being defined in the charter. In addition, the City Charter will defer to state laws and local ordinances to define residency requirements for City offices other than City Council and Mayor. The City Charter cannot legally conflict with these kinds of state laws. Conflicting charter provisions should be removed. Stated separately these two charter changes are the following:

1. Provide that eligibility to participate in Neighborhood Councils be defined by ordinance rather than in the City Charter.
2. Require that elected and appointed City Officers meet residency requirements defined for their offices rather than defining residency requirements in the City Charter

IV. FINDINGS AND RECOMMENDATIONS: Non-Ballot Measures

A. LEGISLATIVE STAFF FOR CITY COUNCIL

The Study Commission believes that a legislative researcher/drafter could provide assistance to Council with its legislative responsibilities. Mayor Kadas, City Council members, and others recommended that a professional focused on the City's legislative needs will ensure better-drafted ordinances and resolutions, more consistent statutory language, and better use of Council Members' limited time. These services will be similar to those provided at the state level by the Montana Legislative Research Council.

University of Montana Political Science Professor Jim Lopach and several Council members noted that adding legislative staff will strengthen City Council by maintaining a separation of powers between the Council and the Administration. Under the current system, Council members turn to the City Attorney or staff in City departments for legislative drafting assistance; under our proposal, the Council will hire and supervise its own staff to provide this service. We recommend they do so.

B. COMMUNICATIONS: OPEN, RESPONSIVE GOVERNMENT

In its 1996 report, the Missoula City Local Government Study Commission identified several issues among Missoula residents concerning citizen participation and government responsiveness:

- City government can be difficult to understand;
- The means to participate in government decisions are not always clear; and
- Citizen input does not appear to be taken very seriously.

In response, the Study Commission recommended adoption of the Charter (which, they felt, would clarify government responsibilities and roles) and the institution of a

Neighborhood Council program (intended to increase citizens' access to government and improve the flow of information to, from, and between neighborhoods).

The current Study Commission identified similar issues of concern to Missoula residents, based on comments made at public meetings, written communications from members of the public, and feedback from the citizen survey. As the citizen survey concluded, most residents do not recommend a change in the structure of government; those who do desire change favor improved processes that will help the City be more responsive to citizen concerns, engage in better long-term planning for growth and transportation, and alleviate the recent bickering and divisiveness among public officials. (As one meeting participant commented, "It is hard to prescribe communications structurally.") All of these issues relate in one way or another to effective, consistent two-way communications between Missoula's citizens and their government officials, as well as meaningful and responsible opportunities for public participation in government processes.

1. Identified Issues

Early in the study process we heard comments about the difficulties of obtaining commercial permits and navigating land-use regulations. Several people commented that the departments involved in permitting do not always provide consistent information and may contradict one another. The citizen survey reflected that residents who reported contact with City Hall (presumably many of whom were seeking permits or expressing concern with delivery of City services) felt that they were treated courteously and professionally; many, however, felt that their concerns were not dealt with in a timely fashion.

Numerous comments reflected frustration with the standard "three-minute rule" for comment in public meetings. Many citizens do not feel adequately listened to in the formal public meeting format, and suggested alternative arrangements to encourage dialogue between citizens and elected officials. The citizen survey reflected these opinions. When asked what one change they would make to City government, the number-one recommendation (among the group of respondents recommending change) was to "Listen to citizen input."

Our Study Commission identified a need for a wider range of opportunities for citizen input and incentives for City officials (elected and staff) to engage in meaningful two-way communication before issues become contentious. Interactive, unstructured dialogue is not appropriate in a formal public meeting in which decisions are being made, but everyone will benefit if there are more opportunities for dialogue earlier in the decision process—a time to share opinions and information and brainstorm ideas for solutions.

Both citizens and elected officials expressed frustration with the City Council's habit of revisiting past decisions and changing direction after resources are already committed to a course of action. In some cases, this practice reflects legal requirements to obtain Council permission for certain contracts and expenditures. In other cases, it is a reflection of the changing composition of the Council and the desire of Council members to correct what they see as past mistakes.

Citizens attending our public meetings expressed a desire for conversations about “big issues” such as annexation and growth. Some felt that the City’s current direction is contrary to what citizens really want. Several comments reflected an interest in an ongoing study such as the Study Commission process, as well as regular citizen surveys to take the pulse of Missoula residents’ attitudes and concerns.

The citizen survey confirmed concern about a lack of overall vision of where the City is heading and a desire to participate in ongoing conversations about the City’s long-term future. Traffic congestion and growth rates rated high on the list of issues needing attention, and citizens feel that their input is necessary and should be encouraged. Respondents expressed mixed feelings about how well the Mayor and City Council seek citizen input (36 percent “excellent or good” and 39 percent “fair”) and listen to input (30 percent “excellent or good” and 39 percent “fair”). Just as in the 1996 citizen survey, the satisfaction rate is lower among those who attend government meetings frequently than among members of the general public.

Many citizens expressed gratitude for the availability of local-access cable coverage of government meetings. We discovered that a sizable segment of the public tuned in regularly to our meetings and was aware of the issues being considered, even when physical attendance at meetings was very small. The same is true with City Council and other meetings that enjoy television coverage. Respondents to the citizen survey indicated a high level of participation in City government meetings: 56 percent of respondents reported attending in the past year (a figure which includes watching these proceedings on MCAT).

Several citizens expressed an interest in access to verbatim minutes from public meetings, including committee meetings. The City’s web site is a source for some, but not all, meeting minutes of interest to the public. The citizen survey reflected a relatively high use of the City’s web site, with 31 percent of respondents saying they had visited it in the prior year. Most users rate it favorably, but there is some indication (especially among newer residents) that the site could be improved to provide information more effectively to Missoula residents.

2. Changes Currently Underway

A Study Commission committee met with Mayor Engen early in 2006 to talk about his plans for improving communications. We found that many of the changes identified during the study process are acknowledged as issues by the City and are receiving attention. We present here a brief summary of pending or planned changes.

The City hired a full-time communications officer in March, 2006. As Mayor Engen explained, the new officer’s job will be to reach beyond internal communications and seek opportunities to connect City officials more closely with citizens. It is unclear whether this effort will be matched with adequate support staff, as the budget decisions are yet to be made. One of the jobs of the new communications officer will be an update and redesign of the City’s web site. The current site works well for those who know what

they are seeking, but can be difficult to navigate for newcomers or those unfamiliar with the City government structure.

It would be helpful for the City to provide a single telephone number for questions the public has about any issue of interest. New York City has successfully implemented a "311" call center to answer questions and direct callers to appropriate City departments and services. Mayor Engen reported that the City is looking at software that will facilitate this service, although he emphasizes that first contact will be with a live human rather than a recording. He hopes to have a service that follows through and checks to see if callers' concerns were answered.

Mayor Engen reported plans to convene town-hall style meetings on topics of concern (e.g. transportation) in the community. He will include any members of City Council who wish to attend, and there will be no decisions made, so the setting will be less formal and more welcoming to dialogue and conversation. He also reported plans to change the process by which items are added to the City Council meeting agenda, asking that more homework take place before the whole group engages in a discussion. He hopes that a more formal referral process will create more transparency for the public and will discourage frequent re-visiting of past decisions unless new legislation is warranted.

3. Improving City Government Communications With Citizens

The concerns about consistent decisions and regular opportunities for input deserve attention from City government representatives. We are encouraged by the Mayor's attention to the issue, and his stated intentions to provide a more streamlined and consistent message. We urge the City to consider the "communications challenge" to include input from citizens as well as conveying a message from government to the citizens. We urge both elected officials and staff to follow through on stated policies of citizen engagement and to seek input early in decision processes when possible through informal dialogues. We support frequent reference during public meetings to the City's goals and objectives, especially prior to making decisions.

Many comments received during our study process revealed the unfulfilled potential of the City's Neighborhood Liaison office to serve as a portal of communications between Missoula residents and City officials. A full-time Neighborhood Liaison could facilitate communication of City policies, emerging plans, and other issues of concern prior to decision stages. Likewise, this office could help funnel comments and concerns from residents to the appropriate City office. At the current staffing level, such service is not realistically possible.

During the course of our study, several Council members mentioned that it would be helpful to have a person to whom they could direct calls and complaints, as they end up acting as ombudsmen for their ward members. Several other Council members argued that this is their job, and we don't need an ombudsman to do this. Several public comments on this subject indicated a desire to put the City's resources into better communications earlier in the process rather than focus on disputes. Others noted that disputes are inevitable, and anything to facilitate amicable resolution will be an

advantage. It appears that some of the difference of opinion arises from unfamiliarity with terminology, and a desire to clarify whose interests will be represented.

Since the 1960s, a number of cities and states have chosen to create a position of public sector ombudsman, defined as a public official (usually) appointed by the legislative body to receive and investigate citizen complaints about administrative acts of government. An ombudsman is a neutral party, whose job is to aid in the resolution of problems in a non-adversarial manner. An ombudsman is not a citizen advocate, but rather works to ensure that citizen concerns are investigated and answered. An ombudsman typically has broad powers of investigation and recommendation, but does not have the authority to make or reverse an administrative decision.

In many cases, merely having an attentive listener can help resolve a citizen complaint. Often the ombudsman can provide information or referrals that satisfy the concern. When that is not the case, the ombudsman may resolve the problem by facilitating effective communications with administrative staff, correcting factual misunderstandings, and helping to obtain necessary additional information to ensure a fair decision. If the parties are unable to work out an acceptable solution, the ombudsman can send a formal report of his or her findings to the City Council, the Mayor, and the public.

We recommend that the City Council create the position of Ombudsman, including the attributes of independence and accountability spelled out in the national standards of the United States Ombudsman Association. The title of this individual may incorporate more familiar terms ("facilitator," for example) to address difficulties many people have with the word "ombudsman."

C. MISSOULA'S NEIGHBORHOOD COUNCILS: TUNING THE SYSTEM

Since Missoula's Neighborhood Council system was recommended by the 1994 Study Commission, we were particularly interested in examining how the system was working. We met with the Community Forum and the Neighborhood Network, and hosted a public meeting with neighborhood coordinators from Great Falls, Bozeman, and Billings. Study Commission members attended several different neighborhood council meetings and participated in the Community Forum's semi-annual bus tours. Near the end of our study process, we convened a full-day charrette, open to all, in which participants developed detailed recommendations for changes to improve the Neighborhood Council system.

In the course of these many discussions, we learned that Missoula's Neighborhood Council system is still developing, faces a number of challenges related to participation and funding, and is not yet fully integrated into regular City government decision processes. Some councils have had problems with finding leadership in their areas and have experienced other growing pains. Council member Jon Wilkins, an avid Neighborhood Council supporter, noted that, "Neighborhood Councils started as infants. They are now teenagers and they are increasing their capacities every day." He and others urged patience with a still-developing system, and repeatedly urged that the key recommendation be for additional resources to help it succeed.

We were impressed with the number of City Council candidates who first became active in City government through their Neighborhood Councils, and we value the system for offering this grassroots opportunity for civic involvement. We are not offering ballot recommendations, but we recommend the measures described below to continue, strengthen, improve, and empower the Neighborhood Council system.

1. An Overview of the Neighborhood Council System

Missoula's City Charter directed that the Neighborhood Council system "shall provide a structure for increased citizen participation in the governance of the City, and shall build cooperation and improved communication between citizens and City officials." The Neighborhood Council system encourages participation of citizens in the governance process, providing a mechanism for them to convene regularly on a neighborhood basis and giving expression to their concerns and interests through regular reports to the City government, including minority reports by dissenters. Leadership teams are encouraged to "build opportunities for neighborhood communication, neighborhood-initiated projects, interaction, and problem-solving."

Each Neighborhood Council selects one representative and an alternate to attend meetings of the Community Forum, an arena where Neighborhood Councils can share skills and information, seek community-wide support for projects and goals, and discuss issues and projects that have community-wide or multi-neighborhood impact. The Community Forum makes recommendations to the City on neighborhood and citywide issues. It can also recommend changes in the structure or operation of Neighborhood Council system. The Community Forum meets monthly and reports directly to the City Council and Mayor following each meeting.

All Neighborhood Councils and the Community Forum have small budgets to cover operating expenses, but participation in and leadership of the Neighborhood Councils is strictly voluntary. Neighborhood Councils and the Community Forum may submit yearly budget proposals for review and approval by the Mayor and City Council. They may also independently acquire grants and donations.

Each Neighborhood Council has adopted by-laws concerning the conduct of its business which are approved by the City Council. Neighborhood Council by-laws, among other things, establish a means of selecting and organizing a 5-7 person Leadership Team to carry out administrative and coordination tasks.

The Neighborhood Council ordinance states that "All residents, property owners, and one representative from each business, school or other organization physically located in a neighborhood district shall be eligible for voting and decision making in the Neighborhood Council." Each Neighborhood Council may establish its own meeting schedule, but each must meet at least once per calendar year. Matters that are reserved for full Neighborhood Council voting and may not be decided by the Leadership Team or any subcommittee include: selection of Leadership Team members; selection of Community Forum representative; budget proposals; and advice to City government.

2. Recommended Changes to Improve the Neighborhood Council System

Although opinions about the system are mixed among citizens and elected officials, the majority of comments we received expressed support for Missoula's Neighborhood Councils. The following recommendations are organized around topics identified as critical during the study process and focused upon at the Neighborhood Council charrette in April, 2006.

The current half-time Neighborhood Coordinator position should be expanded to a full-time position. The work of the Coordinator is essential to maintaining good communication between the Neighborhood Councils and ensuring that they work efficiently and effectively. This was the most frequently and consistently offered suggestion at every forum in which the topic of Neighborhood Councils arose.

Other aspects of Neighborhood Council system will benefit from increased funding. The neighborhood project grant program is popular and should be expanded. A boost in the general operating budgets for the Neighborhoods Councils will allow them to improve their outreach and organizing efforts, helping to build participation at council meetings. A small office in City Hall, available for newsletter production and Neighborhood Council administrative duties, could meet some of the perceived need for increased resources, and also work to facilitate communication between the Neighborhood Councils, City Council, and City departments and agencies.

More cooperative strategies could improve neighborhood communication. There is a widely expressed need for educating the public about Neighborhood Council business and for gathering opinions from citizens to support informed decision-making. Public education strategies might include expanding the current newsletter mailing system, as well as creative non-print (and less expensive) communication resources such as MCAT programming, websites, kiosks, and outreach at public venues. Public opinion might be solicited through annual, City-funded neighborhood surveys and surveys conducted at polling sites. We recommend that City Council (in addition to providing desktop publishing resources) make additional funds available for neighborhood council newsletter mailings. We recommend exploring and funding a system to make periodic surveys available to interested neighborhood councils in order that they be better able to develop neighborhood needs assessments to inform the CIP (Capital Improvement Program) process.

There is a pressing need for better coordination between the Neighborhood Councils/Community Forum and City government. As the Neighborhood Council system matures, it is becoming more integrated with local policy-making and planning. Improvements in the current system, however, are needed in order to reassure citizens that their work on Neighborhood Councils is taken into account by government officials. This might be enabled by initiation of regular (e.g. quarterly) joint meetings between the City Council and the Community Forum to foster communication and shared problem solving. City Council could consider referrals passed up from the Community Forum, and the governing bodies could work more closely to discuss shared priorities. As Neighborhood Councils become more experienced, City Council could selectively delegate some decisions (on land-use, etc.) to the Councils directly, or direct OPG to work more directly with Neighborhood Councils. Many, however, cautioned the Study

Commission against such explicit authority vesting in Neighborhood Councils or the Community Forum, arguing that improvements in the current system and better cooperation with City Council members could better serve neighborhood interests. We recommend that City Council [in addition to providing desktop publishing resources] make additional funds available for neighborhood council newsletter mailings. We recommend exploring and funding a system to make periodic surveys available to interested neighborhood councils in order that they be better able to develop neighborhood needs assessments to inform the CIP process.

Neighborhood planning will foster citizen participation and empowerment. The Missoula City Charter explicitly recognizes neighbourhood planning as one of the fundamental roles and responsibilities of Neighborhood Councils. The Study Commission concluded that this responsibility remains largely unrealized, and recommends that the City devote more staff and resources to the creation of neighborhood plans in areas in which citizens have expressed a need for planning and a willingness to work together with City staff.

We do not recommend changes in Neighborhood Council leadership elections or boundaries. Some people suggested that the Neighborhood Council system could be made more effective through the adoption of a balloted election process for Leadership Team members, similar to the model operating in Great Falls. Proponents suggested that an elected Leadership Team would have more legitimacy in relations with City government and a more formal representative voice. The better reasoned arguments on this topic, however, favored the current system of grassroots elections at Neighborhood Council meetings. In a similar vein, some proposed aligning Neighborhood Council boundaries with existing ward boundaries, but we favor respecting the integrity of the existing neighborhoods as recognized in the current Neighborhood Council boundary system.

We heard a great deal about the diversity of the different neighborhoods and their councils, and the need for a Neighborhood Council system that is respectful of, and responsive to, various ways of working and organizing. The current system, within which Neighborhood Councils draft by-laws independently, accommodates this need for flexibility. We also heard a desire for standardized, system-wide procedures to clarify expectations and responsibilities. The need for consistent guidelines on topics such as the frequency of meetings, the authority of the Leadership Teams, and election protocols will need to be sensitively balanced with the grassroots, self-organizing spirit of the Neighborhood Council system.

D. MISCELLANEOUS FINDINGS

1. Consolidation of Services between City and County Government

The Study Commission met with the Missoula County Local Government on several occasions to discuss existing interlocal agreements and potential areas of further consolidation of government services. To date there have been no recommendations for changes to existing interlocal agreements or further consolidation of services with Missoula County.

2. Special Park District

The City of Missoula Local Government Study Commission, in conjunction with the Missoula County Local Government Study Commission, studied the delivery of Park services to local residents. The Study Commissions met with staff and board members from the City Parks & Recreation Department and the County Parks Board. Missoula County funding for parks is very limited, and a significant portion of those using City park services are not City residents. The idea of creating an autonomous Special Parks District encompassing the City and urban area of the County was discussed, but no recommendation was made.

V. COMPARISON OF EXISTING FORM OF GOVERNMENT AND PROPOSED CHANGES

A. GOVERNMENT STRUCTURE

<u>Present Form</u>	<u>Proposed</u>
<u>Form</u>	
Self-Governing Charter	Same
<p><u>Evaluative Comments:</u> The citizens of the City of Missoula voted to adopt self-governing powers through a Charter form of government in 1996, following the recommendations of the 1994 Missoula City Local Government Study Commission. "Self-governing" means City government has the power to do things not expressly prohibited by state or federal constitution or law, and is intended to ensure that our government is as responsive as possible to its citizens' needs. Self-governing powers enabled Missoula to implement impact fees to pay for some of the additional costs of building new roads, sidewalks, sewer, water lines and other public infrastructure needed by new commercial or residential development.</p> <p>Our Missoula City Charter defines the powers and responsibilities of our elected government officials, the Mayor and City Council. Therefore, any recommendations for changes in the form or structure of City government are presented to the voters in ballot measures asking for amendments to the City Charter.</p>	

<u>Present Form</u>	<u>Proposed Form</u>
Mayor-Council Structure	Same
<p><u>Evaluative Comments:</u> Missoula briefly experimented with the Council-Manager government structure during the 1950s, but returned to the current adapted Council-Mayor structure within four years. After studying the history of Missoula, examining current operations in the City, and learning about the limitations and benefits of the Council-Manager structure, the majority of Study Commissioners recommend to voters that we stay with our current structure as delineated in the Missoula City Charter.</p>	

B. MAYOR

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Present Form

Proposed Form

Mayoral elections are at-large and non-partisan elections

Keep at-large; add partisan

Evaluative Comments: The Mayor has many duties that require him or her to work closely with City Council. The Mayor is the only elected official regularly involved with directing and managing City business who is elected at-large. The Study Commission recommends that the Mayor continue to be elected by all citizens of the City of Missoula. We recommend returning to partisan elections to better inform citizens about candidates' positions and to encourage robust debate about local issues in both primary and general elections.

Present Form

Proposed Form

4-year Term

Same

Evaluative Comments: Mayors are traditionally elected to 4-year terms, as are governors and the President. In Missoula, City Council members are elected to 4-year terms. Missoula County Commissioners are elected to 6-years terms. The Study Commission recommends that elections for Mayor continue to be held every four years in odd-numbered years.

Present Form

Proposed Form

Duties as defined in Charter:

Same

1. Chief City Administrator over the executive function of the City government
2. Execute all ordinances and resolutions passed by the City Council
3. Execute all documents on behalf of the City following approval by City Council
4. Administer day-to-day affairs of the City
5. Appoint and remove department heads with consent of City Council
6. May appoint and remove all other department employees in accordance with law
7. Supervise all City departments, except the Municipal Court
8. Prepare an annual report detailing the financial condition of the City
9. Prepare an annual report on operations of the City including progress on programs and initiatives undertaken in the previous year
10. Report to City Council on City finances every three months
11. Prepare an annual City budget for City Council's consideration and approval
12. Preside at Council and break tie votes, but have no other vote
13. Veto City Council ordinances and resolutions in whole or in part (may be overridden by 2/3 majority of Council)

B. MAYOR (Continues)

14. Make, with the advice and consent of the City Council, all appointments to City boards, agencies, authorities and commissions created by the City Council except those appointments the City Council reserves to itself, or those appointments reserved to the Mayor exclusively or those otherwise designated by state law

Evaluative Comments: The Study Commission recommends no changes to the duties of the Mayor as defined in the Missoula City Charter. We discussed but decided against recommending that the Charter be amended to make presiding at City Council meetings the responsibility of the President of City Council rather than the Mayor. In addition, we considered requiring City Council approval authority for the Mayor's choice of a Chief Administrative Officer

Missoula citizens told us they believe presiding at City Council is an important role for the Mayor. The Study Commission agreed the current arrangement encourages more cooperation between the Mayor (administrative arm of City government) and the City Council (legislative, policy-making arm of government). Removing the Mayor from City Council meetings will provide a stronger separation of powers between the administrative and legislative branches of government, but we did not get a strong sense that City Council members or the Mayor believe a stronger separation is necessary.

The Study Commission proposes other measures to encourage City Council to focus its energies on the policy-making/legislative responsibilities. See recommendations below under City Council Duties.

Present Form

Proposed

**Staff Supervision as defined
In Charter**

Same

The Missoula City Charter gives the Mayor authority to appoint and remove his/her own personal staff. The Mayor's Chief Administrative Officer is not discussed in the Missoula City Charter. Missoula has had a professional MBA or MPA in this position for the past 20 years. This person is hired solely by the Mayor under contract. Other employees in the Mayor's office are regular City employees.

Evaluative Comments: The Commission recommends no changes to the Mayor's selection and supervision of personal staff. Commission members noted that other executives such as state governors and President select and contract with their own personal staffs without interference from legislative bodies.

C. CITY COUNCIL

Present Form Form

Proposed

Size:

12 members elected;
two in each of 6 wards

9 members elected;
one in each of 9 wards

Evaluative Comments: We recommend increasing the number of wards to nine, and electing a single Council member for each ward. These smaller wards will offer greater representation for citizens. The odd number of Council members will reduce the need for the Mayor to break tie votes. We anticipate that a smaller number of Council members will be able to communicate with each other more frequently and effectively.

Present Form

Proposed Form

Election:

Non-partisan

Partisan

Evaluative Comments: Study Commissioners recommend a return to designation of party affiliation for City Council candidates. Although we heard decidedly mixed opinions on this subject, we concluded that increasing the debate within political parties and among candidates during the election cycles will leave citizens better informed and better able to elect people most representative of their points of view.

Present Form

Proposed Form

Terms:

Overlapping, 4-year

Same

Evaluative Comments: The Study Commission wished to maintain the current situation in which at least some City Council members continuing on Council and can assist newly elected members. We recommend that four ward elections correspond with the Mayoral elections, and five ward elections take place two years later. By state law, municipal elections take place in odd-numbered years rather than corresponding with state and national elections in even numbered years.

C. CITY COUNCIL (continued)

<u>Present Form</u>	<u>Proposed Form</u>
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Presiding officer is Mayor or, in absence of Mayor
The Council president

Same

Evaluative Comments: See under Mayor, Duties.

<u>Present Form</u>	<u>Proposed Form</u>
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Duties defined in Charter:

Same

1. Legislative/policy making authority which is to enact ordinances and resolutions necessary for the protection and benefit of the people's health, welfare and security
2. Authority, by ordinance, to determine the number of City Council wards, and their size and shape
3. Create, combine, or abolish City departments pursuant to the implementation of City Council policies or administration of City business
4. Review on an annual basis and amend, if needed, the City budget submitted by the Mayor. Levy the necessary taxes and establish any fees not already in place to fund the budget in accordance with the laws of the State of Montana
5. Consent to appointments and removals of department heads

D. RESIDENCY REQUIREMENTS

<u>Present Form</u>	<u>Proposed Form</u>
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Neighborhood Councils Composition:

All residents within the boundaries of a neighborhood district shall be eligible to serve on and participate in neighborhood Councils.

Eligibility for participation on Neighborhood Councils shall be defined by City ordinance.

Evaluative Comments: The intent of the Neighborhood Council system is to include all persons in a neighborhood, such as residents, business owners, and school and church representatives into an advisory organization. Since the adoption of the Charter, the Montana State Supreme Court has narrowed the definition of residency to exclude the location of a business for residency requirements. Missoula City Ordinance 3312 defines

the composition requirements of Neighborhood Council that is in keeping with the intent of the Charter. As the Charter is supreme, it must be changed to allow for the desired broader definition.

Present Form

Proposed Form

Determination of vacancy in City office:

A vacancy in office occurs if a City Officer ceases to be a resident of the City, or for City Council members, a resident of his or her ward.

An elected or appointed office becomes vacant when an incumbent ceases to meet the residency requirements of his or her office.

Evaluative Comments: State statute no longer requires municipal judges to be residents of the city in which they serve. Instead, municipal judges must now be residents of the County in which they have jurisdiction. City charters may not add additional provisions to State requirements for the municipal judicial system. Council member and Mayor residency requirements are defined in the respective Charter sections.

Non-Ballot Recommendations

Legislative Staff

City Council has responsibility for enacting ordinances, levying taxes and passing a budget that provides for funding of essential government services in the City. Growth has placed demands on City government requiring that ordinances and policies be updated and additional City services be provided. The Study Commission recommends that "City Council hire staff to provide legislative research and to draft ordinances."

Communications

General Issues: Citizens expressed a number of concerns about communications with City officials. They were unclear about the City's vision, changes in ordinances and in the City itself (population growth, etc.), and about day-to-day government activities. They feel strongly that the City could do a better job of listening to citizen input. Study Commissioners recommend that the Mayor, Council members, and City staff redouble efforts to build two-way communications between citizens and their government. The citizen survey conducted for this study is a helpful means of understanding citizen concerns. We recommend that the City conduct regular surveys of citizens and of City staff and to seek opportunities to engage in meaningful dialogue with citizens early in the decision process.

Dispute Resolution: City officials are busy with City business. The pressures on them have increased in recent years as a result of the growth the City is facing and the inability of the City budget to keep up with the costs inherent in this growth. Study Commissioners recommend that the City Council create a new position of Ombudsman, charged with researching citizen complaints and facilitating resolution of disputes.

Neighborhood Councils

In most areas of the City, Neighborhood Councils are doing a great service by applying for City grant funds to improve blighted spaces, improve parks, or otherwise improve their neighborhoods. Neighborhood Council meetings offer an opportunity for City officials to explain and discuss various City activities with affected citizens. For example, the Franklin to the Fort Neighborhood Council has been working with the Office of Planning and Grants to develop a Neighborhood Land-use and Infrastructure Plan so that sidewalks, streetlights and other important infrastructure can be put in place.

Rather than recommending structural changes in the Neighborhood Council system, the Study Commission strongly recommends increased financial support to ensure the program's success. The Study Commission supports the request by The Office of Neighborhoods for a full-time staff person and adequate funding to allow each council to publish two newsletters each year.

This report describes other recommendations developed through citizen input and in our Neighborhood Council charrette. For example, we encourage the City to publish a citywide neighborhood newsletter quarterly and to conduct organizing meetings in neighborhoods where councils are not currently active. Term limits should be considered for incorporation in the by-laws of each Neighborhood Council to encourage more diverse participation. The City should help neighborhoods develop strong councils by providing leadership training, orientations to City services, access to computers and appropriate software for production of neighborhood newsletters, and attendance by City Council members as much as possible at Neighborhood Council meetings in their neighborhoods. We also recommend that the City increase its support for and encouragement of neighborhood plans.

VI. CONCLUSION

The 2004 Missoula City Local Government Study Commission, consisting of seven citizens of Missoula elected in November 2004 or thereafter appointed, have studied Missoula City Government and other forms of municipal government for the past 21 months. We have learned that cities are the hub of economic, cultural, social and educational opportunities for states and regions.

Missoula is a hub for shopping, health care, education, cultural activities and a variety of other services in Western Montana. The City and County of Missoula are growing. New opportunities and concerns face the City. We believe the changes we are recommending to City government will help it be more effective, efficient and responsive to its citizens.

We recommend the following changes to the Missoula City Charter which will be presented to the voters on Nov. 7, 2006:

1. Reduce the size of City Council from twelve (12) members to nine (9) members by increasing the number of wards in Missoula from six to nine, and by providing for election of one, rather than two, council representatives per ward.
2. Return to partisan elections for City Council and Mayor by requiring that each candidate list his or her political party affiliation on the ballot.
3. Provide that eligibility to participate in Neighborhood Councils be defined by ordinance rather than in the City Charter. Currently the charter conflicts with city ordinances by limiting participation to residents only.
4. Clarify that elected and appointed City Officers must meet the residency requirements for their offices, rather than defining residency requirements in the City Charter.

Under the authority of the Montana Constitution, Article IX, Section 5. Self-government charters.

- (1) The legislature shall provide procedures permitting a local government unit or combination of units to frame, adopt, amend, revise, or abandon a self-government charter with the approval of a majority of those voting on the question. The procedures shall not require approval of a charter by a legislative body.
- (2) If the legislature does not provide such procedures by July 1, 1975, they may be established by election either:
 - (a) Initiated by petition in the local government unit or combination of units; or
 - (b) Called by the governing body of the local government unit or combination of units.
- (3) Charter provisions establishing executive, legislative, and administrative structure and organization are superior to statutory provisions.

It is these self-government powers that give the citizens of the City of Missoula the right to decide how they want to structure both the executive and legislative branches of their government. The recommendations in this Final Report of the 2004 Missoula City Local Government Study Commission will result in a government which the majority of study commissioners (5 to 2) believe will better serve Missoula.

We hope our work shines a light on local government and spurs discussion among citizens about whether more wards and a smaller council would serve all citizens of Missoula better. We hope our work helps more citizens gain appreciation for the hard work government officials do for us everyday.

Many of us take for granted our streets, police, fire fighters, planners, sewer services, open City Council meetings, City web pages, parks and trails, and other services provided

Missoula City Local Government Study Commission - Final Report

by City Government. Missoula City government employees deserve the best we, as citizens, can give them. It is up to us, as citizens, to be informed and to vote for officials who will value and preserve the features of this City and the surrounding area that are so important to us.

Government is about us living together in community. We are lucky to be stewards of this beautiful place. We hope all Missoula citizens become more informed about City government, cast informed votes, and work to help City government officials be most effective today and into the future.



VII. Appendices

APPENDIX A: CERTIFICATE ESTABLISHING THE EXISTING PLAN OF GOVERNMENT (Current form of government in Missoula)

APPENDIX B: CERTIFICATE ESTABLISHING THE PROPOSED PLAN OF GOVERNMENT (Proposed changes to form of government in Missoula)

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APPENDIX A

CERTIFICATE ESTABLISHING THE EXISTING PLAN OF GOVERNMENT

(Current form of government in Missoula)

The government of the City of Missoula, Montana is organized under the charter form of government as provided by Title 7, Chapter 3, Part 7 of the Montana Code Annotated, and as provided by the charter included hereinafter. The following charter was approved by Missoula Voters on June 4, 1996, and took effect on January 1, 1997.

CHARTER FOR THE CITY OF MISSOULA, MONTANA

Upon approval of the majority of voters, the government of the City of Missoula, Montana shall be organized under the charter form of government as provided by Title 7, Chapter 3, Part 7 of the Montana Code Annotated, and as provided by the charter included hereinafter.

PREAMBLE

We, the citizens of the City of Missoula, blessed by the natural beauty of our mountains, valleys, and rivers; enriched by the diversity and vitality of our people; mindful of the contributions made by those who lived here before us; and thankful for a good place to live and for the rights and responsibilities of liberty; as stewards of our community, do hereby establish and ordain this charter to provide accessible and effective government for ourselves and for our children.

ARTICLE I.

General Provisions

1. Self-government powers. The City of Missoula shall exercise all powers conferred upon Montana cities with self-government powers and shall have all powers not prohibited by the Constitution of the United States of America, the laws of the United States of America, the Montana Constitution, the laws of the State of Montana or this Charter.

2. Right of initiative, referendum, and recall. (1) In accordance with the Montana Constitution and laws of the State of Montana, the electors of Missoula may exercise the powers of initiative and referendum. Resolutions and ordinances within the legislative jurisdiction and power of the City Council, except those set out in subparagraph (2), may be proposed or amended and prior resolutions and ordinances may be repealed by initiative and referendum in the manner provided by state law.

(2) The powers of initiative shall not extend to the following:

- (a) the annual budget;
- (b) bond proceedings, except for ordinances authorizing bonds;
- (c) the establishment and collection of charges pledged for the payment of principal and interest on bonds; or

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(d) the levy of special assessments pledged for the payment of principal and interest on bonds.

(3) The electors of Missoula may exercise the power of recall in accordance with the Montana

Recall Act as codified in the laws of the State of Montana.

3. Amendments. (1) An amendment to this charter may be made only by submitting the question of amendment to the electors of the City. To be effective, the proposed amendment must receive an affirmative vote by a majority of the electors voting on the question. An amendment approved by the electors becomes effective on the first day of the City fiscal year following the fiscal year of approval unless the question submitted to the electors provides otherwise.

(2) An amendment to this charter may be proposed by initiative by petition of 15% of the electors registered at the last general election or by ordinance enacted by the City Council. The question on amendment of this charter must be submitted to the electors at the next regular or primary City or County election, in the manner prescribed by state law.

4. City elections. Election of the Mayor, City Treasurer, and City Council members shall be nonpartisan

5. City property taxes. The City of Missoula shall not increase municipal property tax levies above the limit authorized by the State of Montana for cities with general government powers, except as approved by the City electorate.

6. City fees. There shall be no changes made in any ordinance or resolution of the City of Missoula regarding license fees, user fees, service fees, or permit fees without a prior public hearing on the matter.

ARTICLE II.

The City Council

1. Legislative authority. The legislative authority of the City of Missoula shall be vested in the City Council which shall have the authority to enact such ordinances and resolutions necessary for the protection and benefit of the people's health, welfare and security. The City Council shall be the policymaking body of the City of Missoula.

2. City Council elections. Members of the City Council shall be nominated and elected by the electors of the several wards established within the City.

3. City wards. The City Council shall have the authority to, by ordinance, determine the number of City wards. Each ward shall be established and maintained by the City Council to be generally regular in shape and as equal in population as practicably possible. Each ward shall be represented on the City Council by two City Council members who shall reside in that ward. At the time of adoption of this Charter, the number of wards in the City shall be six (6).

4. Term of office. Each City Council member shall be elected in odd numbered years for a term of four years. Terms of City Council members within each ward shall be staggered so the terms of the City Council members from each ward shall overlap.

5. Eligibility. Only registered voters who are residents of the City shall be eligible to hold the office of City Council member. Both candidates for the office of City Council member, and City Council members must reside in the ward they represent.

6. City departments. The City Council shall create, combine, or abolish City departments pursuant to the implementation of City Council policies or administration of City business.

7. Budget. The City Council shall review on an annual basis the City budget submitted to it by the Mayor. Following the City Council's review of the budget and adoption of any amendments proposed thereto, the City Council shall adopt the budget by resolution and levy the necessary taxes and establish any fees not already in place to fund the budget in accordance with the laws of the State of Montana.

8. Rules and officers. (1) The City Council shall establish rules by which it will carry out its business, including the setting of regular meetings. The City Council may also call special meetings in accordance with its rules. The City Council may elect from among its members whatever officers are required for the orderly execution of its functions, in addition to the following:

(2) **City Council President.** The City Council shall elect from among its members a City Council President in accordance with its rules and state law. In the absence of the Mayor, or in the event the Mayor is unable to discharge the duties of the office of Mayor, the City Council President shall serve as Acting Mayor.

(3) **City Council Vice-President.** The City Council shall elect from among its members a City Council Vice President in accordance with its rules and the laws of the State of Montana. In the event of the absence or inability of the President of the City Council to discharge the duties of that office, the Vice President shall assume the duties of the President.

ARTICLE III. The Mayor

1. The executive. The executive function of the City government shall be exercised by the Mayor who shall be nominated and elected on a nonpartisan basis by the electors of Missoula.

2. Term of office. The Mayor shall serve a term of four years.

3. Eligibility. Only registered voters who live in the City of Missoula may seek and hold the office of Mayor.

4. Duties of the Mayor. The Mayor shall execute all ordinances and resolutions passed by the City Council. The Mayor shall also execute all documents on behalf of the City following approval by the City Council.

5. Administration. The Mayor shall have the day-to-day responsibility of administering the affairs of the City. The Mayor may appoint and remove, with the consent of the City Council, all department heads in accordance with law. The Mayor may appoint and remove all other department employees in accordance with law. The Mayor shall supervise all City departments, except the Municipal Court. In the course of administering the City, the Mayor shall cause to be prepared on an annual basis a report detailing the financial condition of the City as well as a statement on the operations of the City including progress on programs and initiatives undertaken in the previous year. Once every three months, the Mayor shall make a full and complete statement of the financial condition of the City to the City Council.

6. Appointments. The Mayor shall make, with the advice and consent of the City Council, all appointments to City boards, agencies, authorities and commissions created by the City Council except those appointments the City Council reserves to itself, or those appointments reserved to the Mayor exclusively, or those otherwise designated by state law.

7. Annual budget. The Mayor shall present to the City Council, on an annual basis, a budget for the operation of the City for the City Council's consideration and approval. The budget presented to the City Council by the Mayor shall indicate in sufficient detail all proposed services and programs along with the costs thereof. In addition, the budget submitted by the Mayor to the City Council shall contain an estimated levy of the necessary taxes and fees to carry out the budgeted activities.

8. Presiding officer of the City Council. The presiding officer of the City Council shall be the Mayor, who shall decide all tie votes of the City Council, but shall have no other vote. The President of the City Council shall preside in the Mayor's absence.

9. Vetoes. The Mayor shall have the authority to veto any ordinance or resolution, in whole or in part, of the City Council. The Mayor shall return any vetoed item to the next regular meeting of the City Council with any objections in writing. The Mayor's veto is subject to an override by a two-thirds vote of the full City Council at the next regularly scheduled meeting of the City Council following issuance of the veto.

10. Assistants to the Mayor. The Mayor has sole discretion to appoint and remove a person or persons to assist in the execution of the Mayor's duties. The compensation of the person or persons appointed to assist the Mayor shall be identified in the City's annual budget as adopted or amended by the City Council.

11. Special meetings. The Mayor may call a special meeting of the City Council when, in the Mayor's judgment, circumstances warrant such a meeting. At the time a special meeting of the City Council is called, the Mayor shall state the object of said meeting, and the business of the meeting must be restricted to the stated object.

ARTICLE IV.

Boards, Commissions, Agencies and Committees

Boards, commissions, agencies and committees. The City Council shall create such boards, commissions, agencies or committees as are required by state law or as desired by the City Council. Such boards, commissions, agencies or committees shall be advisory only unless authorized by state or federal law, inter-local agreement, or duly adopted ordinance or resolution of the City Council. Persons appointed to positions on any board, commission, agency or committee shall serve without compensation, except for those positions permitted by state law to receive compensation.

ARTICLE V.

The Courts

The City Council shall establish and provide for such courts of law in the City of Missoula as required by the State of Montana. The City Council may also establish and provide for such courts of law permitted by the State of Montana.

ARTICLE VI.

Neighborhood Councils and Community Council

Section 6.1 – Purpose

(1) The City of Missoula values the contribution neighborhoods can make to the governance of the City. Therefore, it is the purpose of this article to strengthen neighborhood participation where it exists, and to encourage and support neighborhood participation where it does not yet exist.

(2) The City Council shall establish Neighborhood Councils to advise the City Council and the Mayor on neighborhood and citywide issues.

(3) Neighborhood Councils and Community Councils shall provide a structure for increased citizen participation in the governance of the City, and shall build cooperation and improved communication between citizens and City officials. Neighborhood Council duties shall include, but shall not be limited to, developing proposals for neighborhood plans and advising the City on neighborhood projects as they occur. Neighborhood Councils shall respond to neighborhood issues at the neighborhood level.

(4) The City Council shall establish a Community Council to be composed of representatives from the Neighborhood Councils.

(5) The Community Council shall provide a forum for Neighborhood Councils to come together, share information, and make recommendations to the City Council and Mayor on Citywide issues. Neighborhood Councils, the Community Council, and the City of Missoula shall work together in partnership, bridging the gap between citizens and government.

Section 6.2 – Composition and Responsibilities

(1) Neighborhood Councils shall be created through a democratic process. All residents within the boundaries of a neighborhood district shall be eligible to serve on Neighborhood Councils, participate with Neighborhood Councils, or participate in the selection of officers for their Neighborhood Council. Composition of each Neighborhood Council should reflect the diversity which exists within that neighborhood.

(2) Neighborhood Council members shall serve on a voluntary basis. The City of Missoula shall provide reasonable financial assistance to support the efforts associated with the formation and operation of Neighborhood Councils.

(3) Each Neighborhood Council and the Community Council shall adopt by-laws governing the conduct of their business. Such by-laws shall be approved by the City Council.

(4) Each Neighborhood Council shall meet with the residents of its neighborhood district on a regular basis. Neighborhood Councils, along with the City, shall be responsible for providing information on City and neighborhood issues to the residents of their neighborhoods. Neighborhood Councils shall facilitate participation in, and coordination of, neighborhood-initiated projects.

(5) The entire City shall be divided into neighborhood districts. Neighborhood Councils shall be formed to represent the residents in each district.

(6) A Missoula Community Council shall be created from an equal number of representatives from each Neighborhood Council, in accordance with Community Council by-laws. The Community Council shall meet on a regular basis to address citywide concerns and foster dialogue between neighborhoods.

(7) The City of Missoula shall be responsible for providing information on City and neighborhood issues to all Neighborhood Councils and the Community Council regularly and in a timely manner. The Neighborhood Councils and Community Council shall be responsible for reporting to the City Council and the Mayor regarding concerns and interests of the residents in the neighborhoods and in the City as a whole on a regular basis, and in a timely manner.

(8) The City Council shall appoint a liaison from the City government who shall facilitate communication between the City of Missoula and the Neighborhood Councils and the Community Council.

(9) Neighborhood Councils and the Community Council shall not preclude any individual or individuals from access to, or participation with, the City Council, the Mayor, or City departments.

ARTICLE VII.

City Treasurer

There shall be a City Treasurer. The duties and powers of the City Treasurer shall be established by ordinance. The City Treasurer shall be selected in the manner provided by ordinance.

ARTICLE VIII.

Additional Provisions

1. Determination of vacancy in City office. An elected or appointed office becomes vacant on the happening of any of the following events before the expiration of the term of the incumbent:

- (1) the death of the incumbent;
- (2) determination pursuant to state law that he/she is mentally ill;
- (3) his or her resignation;
- (4) his or her removal from office;
- (5) his or her absence from the City continuously for 10 days without the consent of the City Council;
- (6) his or her open neglect or refusal to discharge his or her duties;
- (7) his or her ceasing to be a resident of the City or, in the case of a City Council member, his or her ceasing to be a resident of his or her ward;
- (8) his or her ceasing to discharge the duty of the office for a period of 3 consecutive months, except when prevented by illness or when absent from the City by permission of the City Council;
- (9) his or her conviction of a felony or of any offence involving a violation of his or her official duties;
- (10) his or her refusal or neglect to file his or her official bond, if required, within the time prescribed;
- (11) the decision of a competent tribunal declaring void his or her election or appointment.

2. Filling of vacancies. (1) When any vacancy occurs in any elective office, unless otherwise provided for by state or federal law, this position shall be considered open and subject to nomination and election at the next general City election in the same manner as the election of any other person holding the same office, except the term of office shall be limited to the unexpired term of the person who originally created the vacancy. Pending such election and qualification the City Council shall, by a majority vote of the members, appoint a person within 30 days of the vacancy to hold the office until the successor is elected and qualified.

(2) If all City Council positions become vacant at one time, the Board of County Commissioners shall appoint, in accordance with state law, persons within 5 days to hold office as City Council members. The appointed City Council members shall then appoint persons to any other vacant elective offices in the manner provided by state law.

(3) A vacancy in the office of City Council member must be filled by an elector from the ward in which the vacancy exists.

3. Standards of conduct. Officials and employees of the City of Missoula shall be subject to the applicable rules of conduct set forth by the Code of Ethics and other laws of the State of Montana.

4. Severability. If any provision of this Charter is held invalid, the other provisions of this Charter shall not be affected thereby. If the application of the Charter, or any part of its provisions, to any person or circumstance is held invalid, the application of the Charter and its provisions to other persons or circumstances shall not be affected thereby.

ARTICLE IX.

Transition

1. Transition. *The current City Council shall, by ordinance, provide for transition to the Charter form of government not inconsistent with Montana law.*

2. Elections. *If the sub-option on non-partisan elections is adopted, City officials shall be elected on a non-partisan basis beginning with the next regularly scheduled municipal election after the effective date of this Charter.*

3. Terms of office and election schedule. *Existing elected officers of the City of Missoula shall continue in office until the end of the term for which they were elected. The election schedule of the existing plan of City government shall remain in effect upon the effective date of this Charter. The apportionment plan in effect on the effective date of this Charter shall remain in effect.*

4. Existing City ordinances and resolutions. *The City of Missoula ordinances and resolutions in effect on the effective date of this Charter shall remain in effect, except those ordinances and resolutions which conflict with the provisions of this Charter.*

5. Employment status of City employees. *Adoption of this charter shall have no effect upon the employment status of City employees.*

6. Neighborhood Councils. *If the Neighborhood Councils sub-option is adopted by the voters, the City Council shall, by June 30, 1997, establish and implement Neighborhood Councils and the Community Council by ordinance. The City Council shall appoint a committee whose purpose is to make recommendations for designing and implementing Neighborhood Councils and the Community Council. This committee's responsibilities shall include, but shall not be limited to, developing a process to ensure diverse representation on Neighborhood Councils and the Community Council, developing a mechanism for dividing the City by neighborhood district boundaries, and assisting the City in appointing an appropriate liaison between the City, Neighborhood Councils, and the Community Council. The committee shall be created no later than September 30, 1996. The committee shall include individuals and representatives of organizations which embody the full diversity of Missoula City residents. The committee shall make its recommendations to the City Council no later than March 31, 1997.*

7. Effective date. *This Charter shall go into effect on January 1, 1997.*

8. *Each provision of this Transition Article shall be stricken from this Charter upon its fulfillment, including this section.*

We, the Study Commission of the City of Missoula do hereby certify that this is the official Certificate Establishing the Existing Plan of Government (current form of government in Missoula).



In testimony whereof, we set our hands,

Done at 16 this day of Aug. 2006

ATTEST

Matthew J. Bohrer
CITY CLERK
OF THE CITY OF MISSOULA

Sue Malek
Sue Malek, Chairperson

Alan Ault
Alan Ault

Bob Oaks
Bob Oaks

Susan Reber Orr
Susan Reber Orr

Jane Lewis Rectenwald
Jane Lewis Rectenwald

Sarah Van de Wetering
Sarah Van de Wetering

Pamela Walzer
Pamela Walzer

LOCAL GOVERNMENT STUDY COMMISSIONERS

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APPENDIX B

CERTIFICATE ESTABLISHING THE PROPOSED PLAN OF GOVERNMENT

(Proposed changes to form of government in Missoula*)

If approved by the majority of voters, the government of the City of Missoula, Montana will continue to be organized under the charter form of government as provided by Title 7, Chapter 3, Part 7 of the Montana Code Annotated, and the 1996 Missoula City Charter shall be amended as indicated below, and the ~~strikeout~~ portions shall be deleted from the final documents as approved by the voters.

CHARTER FOR THE CITY OF MISSOULA, MONTANA

Upon approval of the majority of voters, the government of the City of Missoula, Montana shall be organized under the charter form of government as provided by Title 7, Chapter 3, Part 7 of the Montana Code Annotated, and as provided by the charter included hereinafter.

PREAMBLE

We, the citizens of the City of Missoula, blessed by the natural beauty of our mountains, valleys, and rivers; enriched by the diversity and vitality of our people; mindful of the contributions made by those who lived here before us; and thankful for a good place to live and for the rights and responsibilities of liberty; as stewards of our community, do hereby establish and ordain this charter to provide accessible and effective government for ourselves and for our children.

ARTICLE I. General Provisions

1. Self-government powers. The City of Missoula shall exercise all powers conferred upon Montana cities with self-government powers and shall have all ~~powers~~ not prohibited by the Constitution of the United States of America, ~~the laws of the United States of America~~, the Montana Constitution, the laws of the State of Montana or this Charter.

2. Right of initiative, referendum, and recall. (1) In accordance with the Montana Constitution and laws of the State of Montana, the electors of Missoula may exercise the powers of initiative and referendum. Resolutions and ordinances within the legislative jurisdiction and power of the City Council, except those set out in subparagraph (2), may be proposed or amended and prior resolutions and ordinances may be repealed by initiative and referendum in the manner provided by state law.

- (2) The powers of initiative shall not extend to the following:
- (a) the annual budget;

* Additions to the current charter language are underlined. Deletions indicated by ~~strikethrough~~.
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- (b) bond proceedings, except for ordinances authorizing bonds;
- (c) the establishment and collection of charges pledged for the payment of principal and interest on bonds; or
- (d) the levy of special assessments pledged for the payment of principal and interest on bonds.
- (3) The electors of Missoula may exercise the power of recall in accordance with the Montana Recall Act as codified in the laws of the State of Montana.

3. Amendments. (1) An amendment to this charter may be made only by submitting the question of amendment to the electors of the City. To be effective, the proposed amendment must receive an affirmative vote by a majority of the electors voting on the question. An amendment approved by the electors becomes effective on the first day of the City fiscal year following the fiscal year of approval unless the question submitted to the electors provides otherwise.

(2) An amendment to this charter may be proposed by initiative by petition of 15% of the electors registered at the last general election or by ordinance enacted by the City Council. The question on amendment of this charter must be submitted to the electors at the next regular or primary City or County election, in the manner prescribed by state law.

4. City elections. Election of the Mayor, City Treasurer, and City Council members shall be partisan ~~nonpartisan~~.

5. City property taxes. The City of Missoula shall not increase municipal property tax levies above the limit authorized by the State of Montana for cities with general government powers, except as approved by the City electorate.

6. City fees. There shall be no changes made in any ordinance or resolution of the City of Missoula regarding license fees, user fees, service fees, or permit fees without a prior public hearing on the matter.

ARTICLE II.

The City Council

1. Legislative authority. The legislative authority of the City of Missoula shall be vested in the City Council which shall have the authority to enact such ordinances and resolutions necessary for the protection and benefit of the people's health, welfare and security. The City Council shall be the policymaking body of the City of Missoula.

2. City Council elections. Members of the City Council shall be nominated and elected by the electors of the several wards established within the City.

3. City wards. The City Council shall have the authority to, by ordinance, determine the number of City wards. ~~Each~~ All wards shall be established and maintained by the City Council to be generally regular in shape and as equal in population as practicably possible. Each ward shall be represented on the City Council by ~~two~~ one City Council members who shall reside in that ward. At the time of ~~adoption~~ amendment of this Charter, the number of wards in the City shall be ~~six~~ nine (9).

4. Term of office. Each City Council member shall be elected in odd numbered years for a term of four years. Terms of City Council members within each ward shall be staggered so the terms of the City Council members from each ward shall overlap.

5. Eligibility. Only registered voters who are residents of the City shall be eligible to hold the office of City Council member. Both candidates for the office of City Council member, and City Council members must reside in the ward they represent.

6. City departments. The City Council shall create, combine, or abolish City departments pursuant to the implementation of City Council policies or administration of City business.

7. Budget. The City Council shall review on an annual basis the City budget submitted to it by the Mayor. Following the City Council's review of the budget and adoption of any amendments proposed thereto, the City Council shall adopt the budget by resolution and levy the necessary taxes and establish any fees not already in place to fund the budget in accordance with the laws of the State of Montana.

8. Rules and officers. (1) The City Council shall establish rules by which it will carry out its business, including the setting of regular meetings. The City Council may also call special meetings in accordance with its rules. The City Council may elect from among its members whatever officers are required for the orderly execution of its functions, in addition to the following:

(2) **City Council President.** The City Council shall elect from among its members a City Council President in accordance with its rules and state law. In the absence of the Mayor, or in the event the Mayor is unable to discharge the duties of the office of Mayor, the City Council President shall serve as Acting Mayor.

(3) **City Council Vice-President.** The City Council shall elect from among its members a City Council Vice President in accordance with its rules and the laws of the State of Montana. In the event of the absence or inability of the President of the City Council to discharge the duties of that office, the Vice President shall assume the duties of the President.

ARTICLE III. The Mayor

1. The executive. The executive function of the City government shall be exercised by the Mayor who shall be nominated and elected on a ~~nonpartisan~~ partisan basis by the electors of Missoula.

2. Term of office. The Mayor shall serve a term of four years.

3. Eligibility. Only registered voters who live in the City of Missoula may seek and hold the office of Mayor.

4. Duties of the Mayor. The Mayor shall execute all ordinances and resolutions passed by the City Council. The Mayor shall also execute all documents on behalf of the City following approval by the City Council.

5. Administration. The Mayor shall have the day-to-day responsibility of administering the affairs of the City. The Mayor may appoint and remove, with the consent of the City Council, all department heads in accordance with law. The Mayor may appoint and remove all other department employees in accordance with law. The Mayor shall supervise all City departments, except the Municipal Court. In the course of administering the City, the Mayor shall cause to be prepared on an annual basis a report detailing the financial condition of the City as well as a statement on the operations of the City including progress on programs and initiatives undertaken in the previous year. Once every three months, the Mayor shall make a full and complete statement of the financial condition of the City to the City Council.

6. Appointments. The Mayor shall make, with the advice and consent of the City Council, all appointments to City boards, agencies, authorities and commissions created by the City Council except those appointments the City Council reserves to itself, or those appointments reserved to the Mayor exclusively, or those otherwise designated by state law.

7. Annual budget. The Mayor shall present to the City Council, on an annual basis, a budget for the operation of the City for the City Council's consideration and approval. The budget presented to the City Council by the Mayor shall indicate in sufficient detail all proposed services and programs along with the costs thereof. In addition, the budget submitted by the Mayor to the City Council shall contain an estimated levy of the necessary taxes and fees to carry out the budgeted activities.

8. Presiding officer of the City Council. The presiding officer of the City Council shall be the Mayor, who shall decide all tie votes of the City Council, but shall have no other vote. The President of the City Council shall preside in the Mayor's absence.

9. Vetoes. The Mayor shall have the authority to veto any ordinance or resolution, in whole or in part, of the City Council. The Mayor shall return any vetoed item to the next regular meeting of the City Council with any objections in writing. The Mayor's veto is subject to an override by a two-thirds vote of the full City Council at the next regularly scheduled meeting of the City Council following issuance of the veto.

10. Assistants to the Mayor. The Mayor has sole discretion to appoint and remove a person or persons to assist in the execution of the Mayor's duties. The compensation of the person or persons appointed to assist the Mayor shall be identified in the City's annual budget as adopted or amended by the City Council.

11. Special meetings. The Mayor may call a special meeting of the City Council when, in the Mayor's judgment, circumstances warrant such a meeting. At the time a special meeting of the City Council is called, the Mayor shall state the object of said meeting, and the business of the meeting must be restricted to the stated object.

ARTICLE IV.

Boards, Commissions, Agencies and Committees

Boards, commissions, agencies and committees. The City Council shall create such boards, commissions, agencies or committees as are required by state law or as desired by the City Council. Such boards, commissions, agencies or committees shall be advisory only unless authorized by state or federal law, inter-local agreement, or duly adopted ordinance or resolution of the City Council. Persons appointed to positions on any board, commission, agency or committee shall serve without compensation, except for those positions permitted by state law to receive compensation.

ARTICLE V.

The Courts

The City Council shall establish and provide for such courts of law in the City of Missoula as required by the State of Montana. The City Council may also establish and provide for such courts of law permitted by the State of Montana.

ARTICLE VI.

Neighborhood Councils and Community Council

Section 6.1 – Purpose

(1) The City of Missoula values the contribution neighborhoods can make to the governance of the City. Therefore, it is the purpose of this article to strengthen neighborhood participation where it exists, and to encourage and support neighborhood participation where it does not yet exist.

(2) The City Council shall establish Neighborhood Councils to advise the City Council and the Mayor on neighborhood and City-wide issues.

(3) Neighborhood Councils and Community Councils shall provide a structure for increased citizen participation in the governance of the City, and shall build cooperation and improved communication between citizens and City officials. Neighborhood Council duties shall include, but shall not be limited to, developing proposals for neighborhood plans and advising the City on neighborhood projects as they occur. Neighborhood Councils shall respond to neighborhood issues at the neighborhood level.

(4) The City Council shall establish a Community Council to be composed of representatives from the Neighborhood Councils.

(5) The Community Council shall provide a forum for Neighborhood Councils to come together, share information, and make recommendations to the City Council and Mayor on City-wide issues. Neighborhood Councils, the Community Council, and the City of Missoula shall work together in partnership, bridging the gap between citizens and government.

Section 6.2 - Composition and Responsibilities

(1) Neighborhood Councils shall be created through a democratic process. Eligibility for participation on Neighborhood Councils shall be defined by city ordinance.

~~All residents within the boundaries of a neighborhood district shall be eligible to serve on Neighborhood Councils, participate with Neighborhood Councils, or participate in the selection of officers for their Neighborhood Council.~~ Composition of each Neighborhood Council should reflect the diversity which exists within that neighborhood.

(2) Neighborhood Council members shall serve on a voluntary basis. The City of Missoula shall provide reasonable financial assistance to support the efforts associated with the formation and operation of Neighborhood Councils.

(3) Each Neighborhood Council and the Community Council shall adopt by-laws governing the conduct of their business. Such by-laws shall be approved by the City Council.

(4) Each Neighborhood Council shall meet with the residents of its neighborhood district on a regular basis. Neighborhood Councils, along with the City, shall be responsible for providing information on City and neighborhood issues to the residents of their neighborhoods. Neighborhood Councils shall facilitate participation in, and coordination of, neighborhood-initiated projects.

(5) The entire City shall be divided into neighborhood districts. Neighborhood Councils shall be formed to represent the residents in each district.

(6) A Missoula Community Council shall be created from an equal number of representatives from each Neighborhood Council, in accordance with Community Council by-laws. The Community Council shall meet on a regular basis to address citywide concerns and foster dialogue between neighborhoods.

(7) The City of Missoula shall be responsible for providing information on City and neighborhood issues to all Neighborhood Councils and the Community Council regularly and in a timely manner. The Neighborhood Councils and Community Council shall be responsible for reporting to the City Council and the Mayor regarding concerns and interests of the residents in the neighborhoods and in the City as a whole on a regular basis, and in a timely manner.

(8) The City Council shall appoint a liaison from the City government who shall facilitate communication between the City of Missoula and the Neighborhood Councils and the Community Council.

(9) Neighborhood Councils and the Community Council shall not preclude any individual or individuals from access to, or participation with, the City Council, the Mayor, or City departments.

ARTICLE VII. City Treasurer

There shall be a City Treasurer. The duties and powers of the City Treasurer shall be established by ordinance. The City Treasurer shall be selected in the manner provided by ordinance.

ARTICLE VIII. Additional Provisions

1. **Determination of vacancy in City office.** An elected or appointed office becomes vacant on the happening of any of the following events before the expiration of the term of the incumbent:

- (1) the death of the incumbent;
- (2) determination pursuant to state law that he/she is mentally ill;
- (3) his or her resignation;
- (4) his or her removal from office;
- (5) his or her absence from the City continuously for 10 days without the consent of the City Council;
- (6) his or her open neglect or refusal to discharge his or her duties;
- (7) his or her ceasing to meet the residency requirements of his or her office ~~be a resident of the City~~, or in the case of a City Council member, his or her ceasing to be a resident of his or her ward;
- (8) his or her ceasing to discharge the duty of the office for a period of 3 consecutive months, except when prevented by illness or when absent from the City by permission of the City Council;
- (9) his or her conviction of a felony or of any offence involving a violation of his or her official duties;
- (10) his or her refusal or neglect to file his or her official bond, if required, within the time prescribed;
- (11) the decision of a competent tribunal declaring void his or her election or appointment.

2. **Filling of vacancies.** (1) When any vacancy occurs in any elective office, unless otherwise provided for by state or federal law, this position shall be considered open and subject to nomination and election at the next general City election in the same manner as the election of any other person holding the same office, except the term of office shall be limited to the unexpired term of the person who originally created the vacancy. Pending such election and qualification the City Council shall, by a majority vote of the members, appoint a person within 30 days of the vacancy to hold the office until the successor is elected and qualified.

(2) If all City Council positions become vacant at one time, the Board of County Commissioners shall appoint, in accordance with state law, persons within 5 days to hold office as City Council members. The appointed City Council members shall then appoint persons to any other vacant elective offices in the manner provided by state law.

(3) A vacancy in the office of City Council member must be filled by an elector from the ward in which the vacancy exists.

3. **Standards of conduct.** Officials and employees of the City of Missoula shall be subject to the applicable rules of conduct set forth by the Code of Ethics and other laws of the State of Montana.

4. **Severability.** If any provision of this Charter is held invalid, the other provisions of this Charter shall not be affected thereby. If the application of the Charter, or any part of its provisions, to any person or circumstance is held invalid, the application of the Charter and its provisions to other persons or circumstances shall not be affected thereby.

ARTICLE IX. Transition

1. **Transition.** *The current City Council shall, by ordinance, provide for transition to the Charter amended form of charter government not inconsistent with Montana law.*

2. **Elections.** *~~If the sub-option on non-partisan elections is adopted, If the amendment on partisan elections is adopted the Mayor & City Council members shall be elected on a non-partisan basis beginning with the next regularly scheduled municipal election after the effective date of this Charter.~~*

3. **Terms of office and election schedule.** *~~Existing elected officers of the City of Missoula shall continue in office until the end of the term for which they were elected. The election schedule of the existing plan of City government shall remain in effect upon the effective date of this Charter. The apportionment plan in effect on the effective date of this Charter shall remain in effect. All previously elected City Council members shall retain their seats through the terms of their elections. (MCA 7-3-158(3) Therefore, transition elections to nine council members shall be held as follows: In 2007, three City Council seats will be up for election. In 2009, six City Council seats will be up for election; one of these seats will be selected by lottery (performed by the County election official) to be a two-year seat until 2011, at which time it will become a four-year seat. (The ward seat, which will be up for election in 2009 and again in 2011, will be identified and designated, if approved by the majority of Missoula city voters, by the end of January 2007.) In 2011, four City Council seats will be up for election. The remaining five City Council seats will be up for election two years later.~~*

City Council members shall be elected to four- year terms in odd numbered years. Four City Council members shall be elected in 2011. Five City Council members shall be elected in 2013. City Council elections in the City of Missoula shall henceforth be held every two years.

4. **Existing City ordinances and resolutions.** *The City of Missoula ordinances and resolutions in effect on the effective date of this Charter shall remain in effect, except those ordinances and resolutions which conflict with the provisions of this Charter.*

5. **Employment status of City employees.** *Adoption of this charter shall have no effect upon the employment status of City employees.*

6. **Neighborhood Councils.** *~~If the Neighborhood Councils sub-option is adopted by the voters, the City Council shall, by June 30, 1997, establish and implement Neighborhood Councils and the Community Council by ordinance. The City Council shall appoint a committee whose purpose is to make recommendations for designing and implementing Neighborhood Councils and the Community Council. This committee's responsibilities shall include, but shall not be limited to,~~*

~~developing a process to ensure diverse representation on Neighborhood Councils and the Community Council, developing a mechanism for dividing the City by neighborhood district boundaries, and assisting the City in appointing an appropriate liaison between the City, Neighborhood Councils, and the Community Council. The committee shall be created no later than September 30, 1996. The committee shall include individuals and representatives of organizations which embody the full diversity of Missoula City residents. The committee shall make its recommendations to the City Council no later than March 31, 1997.~~

6. Effective date. This amended Charter shall go into effect on January 1, 1997 2007.

7. Each provision of this Transition Article shall be stricken from this Charter upon its fulfillment, including this section.

We, the Study Commission of the City of Missoula do hereby certify that this is the official Certificate Establishing the Proposed Plan of Government in Missoula (our proposed changes)



In testimony whereof, we set our hands,

Done at 16 this day of Aug. 2006

ATTEST [Signature]
CITY CLERK
OF THE CITY OF MISSOULA

[Signature]
Sue Malek, Chairperson

I DO NOT SUPPORT THIS ACT
Alan Ault

[Signature]
Bob Oaks

[Signature]
Susan Reber Orr

I do not support this. [Signature]
Jane Lewis Rectenwald

[Signature]
Sarah Van de Wetering

[Signature]
Pamela Walzer

LOCAL GOVERNMENT STUDY COMMISSIONERS

APPENDIX C

CERTIFICATE FOR THE INITIAL APPORTIONMENT OF CITY WARDS

Wards described by census block with population and deviation from ideal are shown

WARD	ESTIMATED IDEAL POPULATION	ESTIMATED 2006 POPULATION	% DEVIATION FROM IDEAL POPULATION
1	7160	7032	-1.8%
2	7160	7100	- 0.8%
3	7160	7204	+0.6%
4	7160	7388	+3.2%
5	7160	7372	+3.0%
6	7160	7156	-0.1%
7	7160	6954	-2.9%
8	7160	7467	+4.3%
9	7160	6772	-5.4%

The 9 Ward Scenario Map Draft 5 dated 7-27-06 is attached to hard copies of this report.

Copies of this map can be found online at:

<ftp://www.ci.missoula.mt.us/Documents/LGSC/Maps/new%20wards7-27-06-draft%205.pdf>

Notes:

Note 1. Ideal population is calculated by dividing the estimated 2006 population of the City of Missoula by the number of wards. 64,445 divided by 9 = 7160.

Note 2. The 2006 population is derived from US Census Bureau Block Shape File April 2003, City of Missoula Building Permits database January 1, 2000 – May 31, 2006, Missoula City Limits Shape File May 31, 2006 & Missoula County Parcel Shape File May 31, 2006. The persons per dwelling unit (2.23) is a 2000 US Census Bureau number for the City of Missoula.

Note 3. See attached map.

Note 4. Future apportionments of the nine wards will be determined by City Council by ordinance.



We, the Study Commission of the City of Missoula do hereby certify that this is the official apportionment plan for Ward districts approved by the Study Commission for the City of Missoula.



In testimony whereof, we set our hands,

Done at 16 this day of Aug. 2006

ATTEST

Maitha L. G. Reber
CITY CLERK
OF THE CITY OF MISSOULA

Sue Malek
Sue Malek, Chairperson

I DO NOT SUPPORT THIS

Alan Ault

Bob Oaks
Bob Oaks

Susan Reber Orr
Susan Reber Orr

I do not support this.

Jane Lewis Rectenwald

Sarah Van de Wetering
Sarah Van de Wetering

Pamela Walzer
Pamela Walzer

LOCAL GOVERNMENT STUDY COMMISSIONERS

APPENDIX D

ESTABLISHING THE DATE OF THE SPECIAL ELECTION AT WHICH THE AMENDMENTS TO THE CHARTER FORM OF GOVERNMENT SHALL BE PRESENTED TO THE VOTERS OF THE CITY OF MISSOULA

The amendments to the City of Missoula Charter proposed by the Local Government Study Commission shall be submitted to the voters of the City of Missoula at a special election to be held with the general election on November 7, 2006.

We, the Study Commission of the City of Missoula do hereby certify that this is the date of the special election approved by the Study Commission for the City of Missoula.



In testimony whereof, we set our hands,

Done at 16th this day of Aug - 2006

ATTEST [Signature]
CITY CLERK
OF THE CITY OF MISSOULA

[Signature]
Sue Malek, Chairperson

I DO NOT SUPPORT AND AGREE WITH THIS ACOF
Alan Ault

[Signature]
Bob Oaks

[Signature]
Susan Reber Orr

I do not support this. JLR
Jane Lewis Rectenwald

[Signature]
Sarah Van de Wetering

[Signature]
Pamela Walzer

LOCAL GOVERNMENT STUDY COMMISSIONERS

APPENDIX E

CERTIFICATE ESTABLISHING THE OFFICIAL BALLOT FOR THE SPECIAL ELECTION TO BE HELD WITH THE GENERAL ELECTION OF NOVEMBER 7, 2006

Instructions to voters: Place an "X" in the boxes which express your preferences.

1. CITY COUNCIL WARDS – AMEND CITY CHARTER TO CHANGE THE COMPOSITION OF CITY COUNCIL WARDS

Vote for one.

☐

FOR amending the Missoula City Charter to state that the number of wards in Missoula shall be nine and one council person will be elected from each of the nine wards.

☐

AGAINST amending the Missoula City Charter, and continuing to state that the number of wards in Missoula shall be six and two council people shall be elected from each of the six wards.

2. PARTISAN ELECTIONS – AMEND CITY CHARTER TO PROVIDE FOR PARTISAN ELECTIONS:

Vote for one.

☐

FOR amending the Missoula City Charter to require candidates for Mayor and City Council to declare party affiliation.

☐

AGAINST amending the Missoula City Charter and continuing to conduct elections for Mayor and City Council on a non-partisan basis.

3. NEIGHBORHOOD COUNCIL COMPOSITION - Amend City Charter language to ensure consistency with current City ordinances regarding who can participate in Neighborhood Councils.

Vote for one.

☐

FOR amending the Missoula City Charter to state, "Eligibility for participation on Neighborhood Councils shall be defined by City ordinance."

☐

AGAINST amending the Missoula City Charter and continuing to state that only residents of the neighborhood can participate on a neighborhood council.

4. RESIDENCY REQUIREMENTS FOR ELECTED AND APPOINTED CITY OFFICIALS - Amending City Charter language to ensure consistency with state law.

Vote for one.

☐

FOR amending the Missoula City Charter to state that, "An elected or appointed office becomes vacant when an incumbent ceases to meet the residency requirements of his or her office."

☐

AGAINST amending the Missoula City Charter with respect to determining a vacancy of office.

We, the Study Commission of the City of Missoula do hereby certify that this is the ballot language approved by the Study Commission for the City of Missoula.



In testimony whereof, we set our hands,

Done at 16th this day of August 2006

ATTEST [Signature]
CITY CLERK
OF THE CITY OF MISSOULA

[Signature]
Sue Malek, Chairperson

I DO NOT SUPPORT THIS [Signature]
Alan Ault

[Signature]
Bob Oaks

[Signature]
Susan Reber Orr

I do not support this. [Signature]
Jane Lewis Rectenwald

[Signature]
Sarah Van de Wetering

[Signature]
Pamela Walzer

LOCAL GOVERNMENT STUDY COMMISSIONERS

APPENDIX F

CERTIFICATE ESTABLISHING EFFECTIVE DATE OF THE PROPOSAL IF ADOPTED

If approved by voters at the November 7, 2006 election, the amended City Charter will go into effect on January 1, 2007.

We, the Study Commission of the City of Missoula do hereby certify that this is the effective date of the proposal if adopted and approved by the voters of the City of Missoula.



In testimony whereof, we set our hands,

Done at 16th this day of Aug. 2006

ATTEST

[Signature]
CITY CLERK
OF THE CITY OF MISSOULA

[Signature]
Sue Malek, Chairperson

I DO NOT SUPPORT THIS *Aug*
Alan Ault

[Signature]
Bob Oaks

[Signature]
Susan Reber Orr

I do not support this. *JLR*
Jane Lewis Rectenwald

[Signature]
Sarah Van de Wetering

[Signature]
Pamela Walzer

LOCAL GOVERNMENT STUDY COMMISSIONERS

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Missoula County Vickie H Zeiler MIS

APPENDIX G

List of City LGSC Meetings

Nov. 10, 2004 – Oath of office and organizational meeting
Nov. 16, 2004 – Meeting with Jim Nugent
Nov. 23, 2004 – Meeting with panel of former LGSC members
Dec. 21, 2004 – Janet Stevens, overview of City government
Jan. 4, 2005 – Personnel Committee
Jan. 6, 2005 – Timeline/Work Plan Committee
Jan. 19, 2005 – Regular meeting
Feb. 3, 2005 – Timeline/Work Plan Committee
Feb. 10, 2005 - Meeting with Dan Kemmis & Janet Stevens
Feb. 15, 2005 - Meeting with the City Administrative Leadership Team
Feb. 23, 2005 - City Council Committee of the Whole
Feb. 23, 2005 – Public Outreach Committee
Feb. 25, 2005 - County LGSC
March 2, 2005 – White paper assignments
March 16, 2005 – Regular Meeting
March 18, 2005 - City Club
March 30, 2005 – Meeting with Jim Lopach
April 6, 2005 - County LGSC
April 20, 2005 – Regular Meeting
April 27, 2005 – Sunrise Rotary
May 5, 2005 – Work plan and public outreach plan
May 6, 2005 - Chamber of Commerce Governmental Affairs Committee
May 17, 2005 – Consolidated Planning Board
May 19, 2005 - Town Meeting
May 2005 - Tom Steenberg, Fire Chief
May 26, 2005 – Review of Town Meeting
June 1, 2005 - Office of Planning & Grants (OPG)
June 15, 2005 - Missoula Kiwanis Club
June 15, 2005 - Meeting with Dr. Svava
June 16, 2005 - Meeting with Dr. Svava
June 20, 2005 - Grant Creek Kiwanis
June 21, 2005 - Transportation Policy Coordinating Committee (TPCC)
June 23, 2005 – Community Forum
June 29, 2005 - Afternoon meeting with Chris Kukulski and John Lawton
June 29, 2005 - Evening meeting with Chris Kukulski and John Lawton
July 7, 2005 - Sentinel Kiwanis
July 12, 2005 - Parks & Recreation Board
July 20, 2005 - Neighborhood Planners and Neighborhood Council representatives
July 25, 2005 - Work session
Aug. 16, 2005 - Dave Dewing, OPG

Aug. 17, 2005 - Missoula Housing Authority Board
Aug. 17, 2005 - Larry Swanson, Center for Rocky Mountain West
Sept. 1, 2005 - Neighborhood Network
Sept. 7, 2005 - Conference call with Behavior Research Center
Sept. 19, 2005 - County LGSC and OPG
Sept. 20, 2005 - Library Board
Sept. 21, 2005 - Mayor Kadas
Sept. 28, 2005 - Board of Adjustment
Oct. 5, 2005 - Dr. Jim Lopach
Oct. 14, 2005 - County LGSC, Special Parks District
Oct. 18, 2005 - Missoula Redevelopment Agency (MRA)
Oct. 18, 2005 - Police Chief Wickman
Oct. 19, 2005 - Regular meeting
Oct. 20, 2005 - Missoula Exchange Club
Nov. 16, 2005 - Ruth Anderson, Neighborhood Liaison
Dec. 8, 2005 - Brentt Ramharter & Beckie Christiaens, Finance Dept.
Dec. 13, 2005 - Earl de Berge of Behavior Research Center
Dec. 21, 2005 - Regular meeting
Jan. 10, 2006 - Joint meeting with County LGSC
Jan. 18, 2006 - Regular meeting
Jan. 28, 2006 - workplan committee
Jan. 31, 2006 - Communications Committee
Feb. 1, 2006 - Mayor-Council Committee
Feb. 3, 2006 - Neighborhood Council Committee
Feb. 7, 2006 - Council-Manager Committee
Feb. 7, 2006 - Mayor-Council Committee
Feb. 8, 2006 - Communications Committee
Feb. 13, 2006 - Mayor-Council Committee
Feb. 14, 2006 - Neighborhood Council Committee
Feb. 15, 2006 - Regular Meeting
Feb. 24, 2006 - Communications Committee
March 2, 2006 - Communications Committee
March 8, 2006 - Committee reports and charrette planning
March 13, 2006 - Mayor-Council Committee
March 13, 2006 - Neighborhood Council Committee
March 15, 2006 - Regular Meeting
March 24, 2006 - Plan for Neighborhood Council charrette
April 8, 2006 - Neighborhood Council charrette
April 19, 2006 - Regular Meeting
April 24, 2006 - Edit draft tentative report
April 26, 2006 - Minority Report Committee
May 3, 2006 - Adoption of Tentative Report
May 9 2006 - Meeting with Vickie Zeier, Dave Dewing, Jim Nugent
May 16, 2006 - Meeting with Jim Lopach
May 17, 2006 - Public hearing on Tentative Report

May 24, 2006 – Meeting with Dave Dewing on reapportionment
June 1, 2006 – Meeting with Jim Nugent
June 19, 2006 – Meeting with Dave Dewing on reapportionment
June 21, 2006 – Public hearing on Tentative Report
June 26, 2006 – Reapportionment
July 6, 2006 – Meeting with Neighborhood Network
July 12, 2006 – Adopt draft reapportionment plan
July 18, 2006 – Minority Committee
July 19, 2006 – Public hearing on Draft Final Report
July 24, 2006 – Adoption of transition plan
August 2, 2006 – Adopt Final Report
August 8, 2006 – Public Outreach Committee
August 14, 2006 – Minority Committee
August 15, 2006 – Public Outreach Committee
August 16, 2006 – Review and sign Final Report

VIII. MINORITY REPORT

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Is Our City Government Working?

A. Introduction

The following Minority Report focuses on the question, “Is our city government working?” The undersigned members of the Study Commission believe that dramatic improvement is needed in the structure and methods of operation of city government and the simple answer to the question is, “Not very well.” The results of 21 months of research compel a recommendation to do more than tinker with City Hall.

Montana state law directs Study Commissions to study 1) the existing form and powers of a local government and 2) the procedures for delivery of local government services and 3) compare them with other forms available under the laws of the state. We believe our minority report

differs from the conclusions of the majority report of the Commission as a result of our study of the procedures for delivery of services in Missoula.

Missoula's current structure of government gives through its Charter extraordinary powers to the mayor in hiring and firing staff (with City Council approval needed for department heads), vetoing an elected City Council, requiring 2/3 of a Council vote to override a veto, breaking tie votes, preparing the budget, hiring the Chief Administrative Officer without Council approval, presiding over city council, and appointing most of the members to citizen boards and commissions. Our structure was termed "primitive" by two of our advisors. The mayor's hiring and firing authority for staff, including the City Attorney and department heads, could provide the opportunity for the staff to mislead the City Council and take it into directions they might not have chosen if all objective facts and alternatives were presented.

To learn about the procedures for delivery of services and forms of government, the Study Commission met as a group with department heads, boards and commissions, elected officials and city staff. We learned about demographic changes in Missoula and the West from Dr. Larry Swanson at the O'Connor Center for the Rocky Mountain West. Former mayor, Dan Kemmis encouraged us to make the mayor even stronger by increasing the powers of the mayor. We met with city managers from Great Falls and Bozeman, and neighborhood council representatives from major Montana cities. We invited Dr. James Svara, an internationally recognized authority on local government, to talk with us about different forms of government and their typical characteristics. We held one public hearing to learn what concerns participating citizens had in general about their government. We commissioned a citizen survey done by the research firm used by Phoenix, a city recognized as the best managed city in the country and which has a City Manager, to learn what a representative sample of the wider Missoula community thought about their government. The Phoenix research firm has been conducting citizen surveys since 1965 and has a widespread reputation for being unbiased and providing excellent analysis. As issues arose from the research, some of us did additional research by reading city council and committee minutes, the city budget and budgets from other Montana and US cities, Missoulian articles and other public documents to learn more about the processes our government uses to deliver city services to citizens and how Missoula compares with other Montana and US cities. As our studies progressed serious concerns were raised on the procedures for the delivery of city services.

B. Delivery of Services

1. Fire and Police

The fire and police departments appear to be properly managed to address the needs of the city. The citizen survey shows that 83% of citizens give positive ratings for fire protection, and 70% for police protection. The police face increasing challenges from unprovoked attacks on people, robberies, car break-ins and a significant increase in crimes relating to the manufacture and use of methamphetamine.

2. Parks

Other areas do not appear to be similarly managed. The aquatics project is a multi-faceted example of the types of management problems facing our city. In 2002, consultants and Parks Department staff determined that the city pools needed to be replaced. Instead of conducting a professional city-wide survey to learn if citizens wanted to replace the pools with new pools of the same type, the staff and consultants, in conjunction with a 15-member citizen group appointed by the mayor, recommended that new style aquatics-amusement type facilities should be built.

The citizens of Missoula exercised the most important right Americans have, the right to vote, and in the November 2003 election, approved an \$8.1 million bond issue to raise funds to build seven items: two aquatics-amusement type facilities, four splash decks to replace the turtle pools in neighborhood parks, and a 50-meter pool. The question was clearly stated on the ballot which is shown below. There is no doubt about the actions required of the government by an affirmative vote on the question.

OFFICIAL MUNICIPAL GENERAL BALLOT		
CITY OF MISSOULA	MISSOULA COUNTY	NOVEMBER 4, 2003
CITY OF MISSOULA INSTRUCTIONS TO VOTERS: To vote you must blacken the oval completely, using only the pencil provided.		
MISSOULA CITY REFERENDUM NO. 2003-01 INSTRUCTIONS TO VOTERS: Blacken the oval before the word "FOR" if you are in favor of the issue; or blacken the oval before the word "AGAINST" if you oppose the levy.		
BALLOT PROPOSITION Shall the City of Missoula be permanently authorized to increase property taxes by approximately 7.5 mills for no more than 20 years, to generate \$8.1 million dollars to replace existing aged aquatic facilities with new facilities to include an indoor family aquatic center at McCormick Park and an outdoor family aquatic center, including a 50 meter pool, at Playfair Park and spray decks at Bonner, Franklin, Westside and Marilyn Parks.		
<input type="radio"/> FOR authorizing a property tax increase to generate \$8.1 million dollars to replace aged aquatic facilities with new aquatic facilities.		
<input type="radio"/> AGAINST authorizing a property tax increase to generate \$8.1 million dollars to replace aged aquatic facilities with new aquatic facilities.		

Sample

←

Nevertheless, the government of the City of Missoula nullified the citizens' vote by arbitrarily excluding the 50-meter pool from the facilities to be built with the bond, despite the fact that the bond specifically included the 50-meter pool. Instead the government informed the citizens the pool would have to be built with money raised by the citizens from private sources.

A year later at the final vote to spend the funds, the president of the City Council asked if the 50-meter pool were part of the bond. The Mayor, the Chief Administrative Officer, the City Attorney, the Parks Director and the Finance Director were either silent or indicated the pool was not part of the bond, clearly incorrect information. As a result, the city did not commit to

building the 50-meter pool that was on the ballot and financed by the bond sale, but decided to build Parks Department offices that were not on the ballot or covered by the bond. Our citizens have been asked to raise private funds to build the pool despite having approved it on the ballot for the bond issue, and a fundamental question of public trust has been raised in the minds of many citizens about city issues. A city government which nullifies the vote of its citizens is not good government. Such a flagrant abuse of the most basic right of an American citizen demands a change in the form of government.

The city is projecting that the usage with the new facilities will increase five times from 36,000 swimmers a year to 180,000 per year. The projected revenue of an average of \$4.71 per swimmer, and a promised subsidy of between \$100,000 to \$125,000 per year, is based on the increased usage. Other Montana cities have seen increases in usage of two times or less with new aquatics facilities, and some have been surprised at the unexpected higher maintenance costs. Using the consultants' estimates which do not include increased utility costs, the annual subsidy will be close to \$670,000 if the average annual usage only doubles instead of increasing by five times.

The construction contract was awarded to a local general contractor. A list of 4 potential pool sub-contractors was provided to the general contractor by the city's architect, only 3 of which were recommended by the city's outside aquatics consultant. The 4th sub-contractor, a Canadian firm which was ultimately awarded the job, was not considered by the aquatics consultant because its application was incomplete. Nevertheless, the sub-contractor was added by the city to the approved list, demonstrating to the general contractor that the city had verified the sub-contractor's qualifications. That subcontractor was not the original low bidder, but became the low bidder after the city asked the bidders to reduce their prices. Significant change orders have been issued since the project started covering additional project costs. The subcontractor worked for several months in Missoula starting in 2005 without Workers' Compensation coverage, a City Business License or a Montana Certificate of Contractor's Registration, legal requirements for working on this project by qualified sub-contractors. In February 2006, the city provided a City Business License to the subcontractor retroactively for 2005, and on the same day issued a 2006 license. A small fine was later assessed.

Although in January 2006, the mayor stated in the State of the City address that the city would build the 50-meter pool when the citizens raised the funds to do so, the City Council has started discussing in the last few weeks, the obligation to build the pool. The private citizens were not able to raise the original \$1.4 million required, so the city reduced the requirement to \$300,000. The city will borrow an additional \$800,000 to build the pool for a new estimate of \$1.1 million. The recommendation to the City Council was that to avoid having to get competitive bids, the city would sign an agreement to build a fabricated steel pool with a non-profit group of citizens who have no experience in building pools, and provide the \$800,000 public money to the non-profit group. The management oversight of public funds used by a non-profit group for a major city construction project will surely be addressed by our city government. That group plans to use volunteers along with a company that has built one such pool in the United States, and approximately 60 in Europe. The company is based in Europe, but its US representative is based in Florida and grew up in Missoula. Perhaps the fabricated steel pool furnished by someone with

Missoula connections is the best choice for Missoula, but without having legitimate competitive bids from several qualified, experienced pool contractors, the citizens will not know what other options exist and at what cost.

The majority members of the Study Commission voted not to discuss the aquatics project, but the process or "procedures for delivery of services," is seriously flawed and it may be typical of the way other city projects are handled. There is no accountability for gross management errors. The lack of technical expertise within city government and exclusion of the public in the process appear to be fundamental problems. There may indeed be others.

3. Finance

The city's FY 2006 budget (July 1-June 30) was not available to the City Council nor the citizens until December 2005, six months into the fiscal year, and when it became available was \$125 million, \$12 million higher than the \$113 million authorization approved by the City Council in August 2005. The discrepancy was not explained in the budget document, but was later explained when the budget was reauthorized in Jan. 2006. The process that allowed for the discrepancy was never studied by the study commission. There is no income statement in the Missoula budget, other than for the General Fund of \$36 million, so a reader cannot determine the source of the remaining \$89 million. Unlike Missoula's, the budgets for Great Falls and Billings do have income statements and many charts and graphs showing the sources and uses of funds. For the past 13 to 14 years those two cities, as well as Bozeman, have received the national Government Finance Officers Association's (GFOA) Budget Presentation Award which is given to encourage governments to prepare budgets of the highest quality to meet the needs of decision makers and citizens. It appears that Missoula's budget is inadequate for the proper management of the city's performance and planning. The budgets from Billings and Great Falls include a fiscal policy section. Missoula's budget does not include a fiscal policy section and it appears that there are no consolidated fiscal policies for the city. The lack of a city-wide competitive bidding policy may result in the City Council authorizing unwise expenditures of taxpayer dollars. Both Billings and Great Falls have been determined to be low-risk auditees by their outside auditors. Missoula is not, which may indicate that there are insufficient internal controls. A second GFOA award, the Certificate for Excellence for Financial Reporting is critical for cities to receive bond ratings. Billings, Great Falls, Bozeman and Missoula all receive that GFOA award, Missoula for the past 9 years, and the other three cities for the past 13 to 14 years.

There is a great discrepancy among the three largest Montana cities in the General Obligation (GO) per capita bond debt. For each Missoula citizen in the fiscal 2005 year end financial report, voters incurred a debt of \$225 per year, while Billings carries a debt of \$68 and Great Falls a debt of \$43 per year. The Missoula GO bonds include \$3.5 million for two open space bonds from 1996 and 1997, \$7.8 million for the 2004 aquatics bond, and \$1.3 million for the 1998 fire station bond. The Billings GO debt includes \$1.7 for parks and trails, and \$5.0 million for streets. Great Falls GO debt is \$2.4 million for a soccer field. The wide discrepancy in per capita GO debt could be because Missoula voters are more generous, or perhaps it is because the city government through the mayor and his staff do not explain the cumulative impact of bond proposals to the City Council and to citizens. Instead GO bond proposals are generally explained in terms such as "this will only cost the average homeowner \$25 per year," ignoring other outstanding debt funded by taxes, Special Improvement District (SID) fees, etc. The context of

other outstanding community needs that may be proposed the following year in bond issues is not provided. Analyzing the Governmental Activity portion of various cities' long term debt, which primarily includes the GO bonds, SIDs, and capital leases, gives a basis for comparing similar services among cities. Business-type Activities such as revenue bonds for public services such as sewer, water, airport, refuse collection, etc., and Component Unit bonds that differ widely among cities, may be excluded for this comparison purpose. The total Governmental Activity per capita debt, including GO bonds, is similar for Missoula and Billings, and is lower for Great Falls. Since the totals are similar for the two largest cities, and the GO portions differ greatly in the amount and purpose, it appears that Missoula is deferring current infrastructure funding demands onto future generations in favor of parks and recreation opportunities. That decision affects low income citizens as well as those in higher income brackets, and there is no way to know whether it reflects the true desires of Missoula citizens, or perhaps with more complete, objective information from the city government, citizens might make other choices.

The Mayor's recent announcement that the city may be headed for a "budget crunch" is a concern particularly with insufficient financial data and analysis available to the City Council members as they make financial decisions nearly every Monday night. We believe the administration and staff will continue to recommend shifting costs of basic services from the General Fund to additional direct taxes on citizens through SIDs, a potential local option tax and other techniques. Without a higher level of management expertise in government to use the General Fund wisely, citizens will find that Missoula is an increasingly expensive city to support.

The city's Charter requires that the mayor furnish a quarterly city financial statement to the City Council. This has not been done for many years, but in January 2006 in answer to a question from a citizen, the mayor indicated he planned to start providing those reports. We believe there is a need for higher levels of technical expertise to provide critical information and objective analyses to the City Council and citizens, so scarce financial resources are used in the most efficient and informed manner. These problems cannot be solved by public relations as suggested in the Majority Report, but are more fundamental structural problems in city government.

4. Infrastructure

There appears to be little management attention to long range infrastructure planning in Missoula with the exception of sewer. Citizens have expressed frustration with Public Works staff in getting incomplete or conflicting information. Street maintenance is deteriorating. The transportation plans do not recognize financing, scheduling, priorities or the real magnitude of the problems. The city could be several hundred million dollars behind what the needs are.

The Montana Department of Transportation sent a letter to the city and county dated May 23, 2005 suggesting that the two governments address the infrastructure impacts before approving new developments. It appears from studying the Office of Planning and Grants' recommendations to the County Commissioners and City Council that developments are being approved in areas that could be needed in the future for infrastructure, or that residential developments are being approved in industrial areas. Impact analyses of new development on infrastructure are inadequate or non-existent.

A citizen with over 30 years experience in international management of billion dollar infrastructure projects, prepared a white paper for our Commission, "Greater Missoula Urban Area Infrastructure," with reasoned recommendations for improving our process and results in infrastructure planning. His offer to meet with us was turned down by majority members of the Commission, and he was forced to use only a brief time during the public comment period of a meeting to present a few suggestions. The Commission never discussed his white paper.

The citizen survey showed that growth management and planning, traffic congestion and streets, sidewalks and lighting were the top three most important problems city government should be addressing. After being more responsive to citizens, better growth planning and management, and better transportation planning and management were the top three changes in city government recommended by citizens. Questions are being raised in the community about many infrastructure problems including the Broadway Diet, state and federal inquiries into Malfunction Junction costs and project management, sidewalks, Russell Street plans and costs, traffic congestion and lack of competitive bidding.

Although the Study Commission had agreed to meet with the City Public Works Department, plans for the meeting were changed by a member of the Commission, so we were never able to learn how decisions are made and executed in that department.

As the Minority Report authors, we do not believe that the Study Commission's recommendations for a smaller City Council, an increase to 9 wards from 6, and a change to partisan elections will solve or even address the city's infrastructure problems, or any other problems identified in our study of the "procedures for delivery of services."

5. Planning

The Office of Planning and Grants (OPG) has had a long history of management problems. It is by far the largest planning department in the state, yet the citizen survey showed that citizens want better planning. Multiple lawsuits have been filed and two judges have indicated that OPG must enforce underlying zoning laws. The City Council hired its own attorney when individual Council members were named in the law suits over land use issues. The department has written ordinances so poorly that staff members can use language from different sections to justify almost any decision. Presentations to City Council by OPG staff are often confusing and incomplete, with citizens spending hours of research to point out discrepancies to the City Council.

A rapid growth rate frequently has been used by the city government to explain the need for various unusual land use planning tools and ordinances, yet Missoula County's average annual growth rate between 2000 and 2004 was .84% or 3.36% for the period⁹. The planning staff admitted last year that the city's growth rate was substantially the result of annexation, not actual population growth. By comparison, Arizona's growth rate for the same period was 12%, and

⁹ US Census

Wyoming's was 2.6%. Missoula County's growth rate was 5th out of the 7 counties in the state with Class 1 cities (those with populations over 10,000), ahead only of Cascade and Hill counties. In addition to city traffic problems, the city infrastructure planning does not seem to recognize the growth of Ravalli and Lake counties and the impact of their traffic on Missoula's position as a retail trade center. Dr. Larry Swanson, from the O'Connor Center for the Rocky Mountain West, suggests that an annual growth rate of less than 1% is manageable with sufficient technical expertise, and that expertise in Missoula will be critical as the region grows. Yet the City Council has been acting on growth information that may be incomplete. All of the four Montana Class 1 cities in the counties with the higher growth rates have City Managers, and do not have the costly lawsuits over land use planning that Missoula has.

One member of the Commission stated that only a handful of citizens had any concerns about OPG, in spite of the citizens' major concerns about planning expressed in the survey. As a Commission we did not discuss the problems with this department identified in a study about OPG conducted last year by Sally Mullen for the County Commissioners, nor the problems identified in the resignation letter of June 28, 2004 from former Planning Board member, Fred Reed. It appears that OPG has taken on the policy role that is granted to the City Council and we as the Minority Report authors believe that is the basis of many of the planning problems in our community.

The Majority Report of the Study Commission recommends that the City Council hire staff to provide legislative research and to draft ordinances. In Commission discussions, some members suggested that law students might be candidates. With the largest planning department in the state and the resources of the City Attorney's office, we believe there is sufficient quantity of staff to write ordinances and conduct research. Until Missoula's fundamental planning function becomes politically neutral with sufficient technical expertise, we believe the citizens' concerns about lack of planning will continue.

6. City-County Health Department

Plans for meeting with this department were canceled by a majority member of the Commission, so we were never able to learn about "the procedures for delivery of services" in this department.

C. Study Conclusions

1. Public is excluded from the process

According to the survey, the longer citizens have lived in Missoula, the less favorably they rate how the Mayor and City Council seek or listen to input from the public, and the rating is the lowest the survey firm has ever seen. After living in Missoula for 5 years or longer, citizens' ratings of "excellent or good" in that category drop from 57% to 30-24%. In contrast, the Great Falls' planning staff visits neighborhoods to explain the impact of potential ordinances on their neighborhoods, and to get feedback. In Billings the process for reviewing the Growth Management Plan included meetings with over 1900 citizens and widespread public dissemination of objective information. In Missoula only a very small number of citizens are aware of the proposed Growth Policy or its massive implications. Ordinances are written and

enacted with very little public input or understanding. The disconnect between the Missoula government and its citizens, is not just a superficial communications problem, but is we believe, the more serious underlying problem of the public being excluded from the process.

The Mayor and staff have not been proactive in reaching out to citizens and providing the public, including the City Council, with options, pros and cons, and true financial and impact analyses. Citizens are expected to research the city's web site and the law and come to meetings where their informed testimony is ignored. Very little information is provided to citizens in a clear, understandable, and widely distributed format. It appears that special interest groups have a voice in the government but the diverse citizenry does not. The refusal of the government to recognize problems voiced by citizens creates frustration and disillusionment. Resulting law suits are a reflection of the "stuff of revolution" reported by the research firm that conducted our citizen survey. The survey researcher told our Commission that Missoula citizens want to get involved, but believe they are not heard. He suggested that to the extent that decisions do not involve the citizens, the result is a tumultuous community.

The exclusion of the public from the process has also been evident in the work of our Study Commission. The City Attorney issued Legal Opinion 2006-015 to the Study Commission confirming the public's right to participate in government proceedings, after citizens expressed concerns about being denied the opportunity to speak during Study Commission meetings. In addition to the legal requirement for an open process, better decisions are generally made when all facts and alternatives are shared throughout the community.

The Study Commission's only press release issued about the Tentative Report did not mention a Minority Report that presented different findings, conclusions and recommendations, nor did the press release mention the City Attorney's concern about the ballot recommendation of one representative per ward. There were no plans for educating the public about the Tentative Report so citizens would have an opportunity to become educated about the options and offer informed comment before the Final Report with ballot recommendations was issued. Most Missoula citizens are not aware that the Study Commission exists, or that what they will vote on in November is subject to a legal challenge.

The citizen survey, conducted by a recognized unbiased research firm with 40 years of experience in conducting citizen surveys, is the only indication available to the Commission of the widespread concerns of a cross-section of the diverse Missoula citizenry. The Commission never met as a group to discuss the implications of the citizen survey except on the day it was presented by the research firm, with less than 10 members of the public present. Contrary to what the Majority report states, when asked what changes in city government citizens would like to make, only 14% (not more than half) recommended no change. Another 35% stated they didn't know or couldn't think of anything. Being more responsive to citizens was suggested by 21% of those with suggestions, better growth planning-management by 16% and better transportation planning-management by 15%. Another question on top issues facing Missoula identified growth management, traffic congestion, streets-sidewalk-lighting maintenance, economic development-better jobs and crime prevention-law enforcement as the top concerns. In spite of the problems identified by citizens, the majority members of the Commission could not

agree that there were any problems in the city, and therefore could not discuss whether there were any structural reasons for problems.

The Study Commission had a program scheduled with the Missoula City Club to present the Tentative Report to the community after the report was published, but that meeting was canceled in secret by a small group of Commission members.

Concerning the availability of information for public participation, the City Attorney expressed his concerns on July 12 about an ongoing Study Commission problem as follows, "Public participation cannot be truly meaningfully available if the public does not have the opportunity to review the materials to be discussed at the public meeting PRIOR to the public meeting." The Study Commission's only public hearing on the Draft Final Report was held on July 19, but the first document called Draft Final Report was not created until July 23. Since there was not a Draft Final Report to review, citizens could not comment on it during a legal public hearing that was held for the specific purpose of providing public comment on the document. The July 23 document included a two page introductory letter which identified four ballot recommendations, one of which subsequently became a non-ballot recommendation, a table of contents, five draft certificates, and no body of the report. The first complete draft of the report was provided to the entire Commission on July 28, nine days after the public's opportunity to comment on the non-existent document.

We believe that the government's exclusion of the public in decision making is a fundamental flaw in our system, and will not be addressed by the recommendations in the Majority report of reducing citizen representation with a smaller City Council or by adding staff. The Study Commission's exclusion of the public in our process is a reflection of the same problem in our government, and has compromised our work.

2. Lack of technical expertise and management

There is evidence based on the problems listed above and many others that there is a lack of professional executive management supervision and technical skills, and in some cases there may be unqualified personnel in key positions. Some staff are trying to do a better job, but may be restricted by the reporting structure. The citizen survey analysis indicated that "although departmental readings are also positive, we consider it potentially problematic that one of every four customers are unwilling to rate their treatment as professional and courteous." The citizen survey showed that only 49% of the citizens rated the overall performance of the Mayor and City Council as "excellent or good," and for longer term residents (over four years), the favorable ratings drop into the 30% to 40% ranges. Earl DeBerge, from the research firm, told us that typically a rating would range from 60% to 80% for cities like Missoula, and this disconnect between citizens and their government is larger than he has seen in other cities. Attendance at City Council meetings is three times the average. He said that he had never looked at a community where citizens are as involved with government as Missoula citizens are, and that typically respect for government is high when citizens are involved, but in Missoula, it is the opposite.

The strategic planning documents prepared by the city are not strategic, nor is there any long term strategic planning reflected in the budget. The citizen survey showed that 7% of citizens mentioned bickering on City Council, a response that the research firm has never seen in any other city they have worked in since 1965. The research firm also said that when a city is in turmoil, citizens want to see that decisions are made in some kind of context. They can't fit decisions they see being made at City Hall into a vision for the community. We believe that is true also for the City Council. They make decisions outside a context of a long range vision or even outside a context of what is next door to a project because no context is provided by the staff. Some council members are trying to get facts, and often arguments are caused over facts and context, not policy. True policy discussions do not seem to occur. We believe that the solution to bickering is not a reduction in the size of the City Council, but a professional, politically neutral staff providing clear alternatives and true financial analyses to the City Council and citizens.

3. Crisis in public trust

Based on the survey and our research, we believe the city is facing a crisis in public trust in the government and increasing financial challenges. In our opinion, the current form of government of our city does not provide a solution.

D. Solution – a new form of government

We believe the solution is a Mayor-Council-City Manager form of government like all of the other large Montana cities with the exception of Havre. This form replaces the Chief Administrative Officer appointed by the Mayor, with a technically competent, politically neutral, experienced City Manager appointed by the City Council. The Mayor and City Council would remain, but their roles would be different. This would be a fundamental change from the current political appointment of the staff to a professional structure for the basic operations of the city with political leadership. The day to day city operations would be handled by the City Manager, who is bound by a code of ethics enforced by an international association of city and county managers, so higher professional standards are set for all staff. A politically neutral City Manager with experience in other cities and a graduate degree in Public Administration trains the amateur citizen City Council to be effective council members, leading to an increase in the efficiency and power of the elected City Council and a decrease in the bickering and divisiveness reported in the survey.

This form of government was created in 1908 by the progressive reform movement as a reaction to examples of misuse of local government power such as Tammany Hall's widespread corruption, graft, special interest accommodation, and nepotism. The reformers wanted to return control of municipal government to citizens. Bozeman adopted this form in 1921.

The Majority report suggests that all previously politically appointed Chief Administrative Officers in Missoula would have qualified as City Managers in other cities – but only a very few had experience in working in other cities. With our present form of government, we can elect a Mayor who has no background in managing cities, who can then appoint a Chief Administrative Officer who has no experience in managing other cities. Most cities the size of Missoula today

would hire City Managers who, along with an advanced degree in Public Administration, would have had extensive experience in several other cities as politically neutral, professionals with expertise in major construction project management, municipal finance, strategic planning, growth management, human resources and other management fields that are necessary to manage a city of the size Missoula is today. Missoula has outgrown the level of expertise that was needed in the past.

Rather than vetoing an elected City Council and therefore reducing the voice of citizens through adversarial power, the elected Mayor would still be the political leader, but would vote on the council and preside over the meetings as a facilitator contributing to the smooth functioning of government. At present his views are expressed through the staff he hires which sometimes results in an adversarial role with council. City Council would focus on policy issues and long range goals, rather than minutia.

The City Manager would prepare information for the council, mayor and citizens that presents alternatives with pros and cons and financial impacts. City Council would not be accused of "micro-managing," as both the current and 1994 Study Commission reported, nor would citizens have to spend hours looking through public records trying to learn what the real facts are and perhaps filing law suits. Ordinances would be written clearly by the staff in accordance with the law. Developers and citizens would be treated fairly and consistently. Staff would be encouraged to do their jobs according to professional standards, rather than making politically influenced recommendations. Because this form encourages open communication between citizens and their government, it gives neighborhoods a greater opportunity to influence policy.

Certainly there are problems in cities with City Managers, but the basic structure provides opportunities to address the problems more effectively. Overall the Mayor-Council-City Manager form was described by Dr. Svava as a more collaborative form of government than our current conflictual system with checks and balances between the mayor and council. Everyone wins with a City Manager – citizens, staff and elected officials.

With a City Manager, we would see more accountability of the government and most of all it would allow Missoula citizens to regain trust in a good government that acknowledges and solves problems for the benefit of all citizens, not just a few politically active ones. Contrary to statements in the Majority Report, City Managers work in 62% of cities over 50,000 people throughout the country, with different racial, ethnic and political diversities, and provide stability for basic government through technical expertise and political neutrality. Minority groups generally are very supportive of City Managers because their concerns are addressed by politically neutral, technically skilled staff.¹⁰ Political leadership and responsiveness remain with the elected Mayor and City Council. The Mayor is directly elected by the citizens in 65% of cities with the Mayor-City Council-City Manager form of government¹¹, and that choice would

¹⁰ International City/County Management Association

¹¹ Ibid.

remain in Missoula's City Charter. The City Council negotiates the contract covering severance pay, rather than such arrangements being predetermined by outside organizations.

It's time for reform in our diverse city of Missoula and to enjoy the standards set by other Montana cities and the majority of larger cities across the country. We feel strongly that the Study Commission as a whole has failed to face the significant problems of our city and as a result is not recommending change that would lead to resolution of these problems. Missoula's current system of essentially a strong mayor form of government is not working. By not giving the citizens of Missoula a chance to learn about and vote for a change which resolves the systemic problems, we believe our Study Commission has failed in the trust given us by the citizens who elected us. We believe that the problems identified by the Study Commission ten years ago, and problems we have identified in this report, will still exist ten years from now without a City Manager. The impact of poor financial decisions and lack of technical skills will exacerbate the problems. Our wonderful city deserves a better government and a better future.

Response to Majority Report Recommendations

Ballot Measures:

A. Reduction of City Council representation and increasing number of wards

The Majority Report recommends a smaller City Council with nine wards, instead of six, and one council person instead of two for each ward. We believe a smaller City Council, which was suggested by former mayor Dan Kemmis,¹² gives more power to the Mayor, reduces representation of citizens (63,000 citizens with 12 representatives versus 63,000 with 9 representatives), eliminates the opportunity for citizens to vote for a representative every two years, and reduces the chances for Council members to be elected with the needed technical skills to address informed questions to a politically appointed staff. With the proposed nine ward system, citizens in four wards would never be voting for their representative at the same time they vote for the mayor. That could result in a lower voter turnout in those wards, or confusion about city elections. Some citizens will vote every two years for city officials, while others will vote every four years (those who vote for mayor and council person at the same time). The majority report indicates the overlapping terms would remain the same. With the proposed single Council person per ward, overlapping within the ward would be eliminated, along with the institutional memory about the ward. It also eliminates the opportunity for citizens to vote for their representatives every 2 years.

With six wards, Missoula already has the largest number of wards in the state, followed by Billings with five. Smaller City Councils are typical in cities with City Managers who provide professional, politically neutral information to the City Council for policy direction. The questions of wards, the number of representatives per ward, or a desire for less representation were not raised by a representative sample of Missoula citizens in our citizen survey. Ten years ago the Study Commission learned that 72.4% of Missoula citizens surveyed felt the size of the

¹² Missoulain, December 29, 2005

City Council was about right. Our Study Commission elected not to include such a question in its survey, so there is no objective data on which to make a recommendation for change.

One justification for nine wards is to reduce the opportunity for the mayor to break tie votes. There was no indication in the citizen survey that citizens were concerned about the mayor's authority to break tie votes, and very little discussion within the Commission about the issue. The City Attorney has questioned whether the Majority Report's recommendation to retain the mayor's authority to break ties, is somewhat misleading when the recommendation to change to an odd number of wards is eliminating the opportunity for the mayor to break tie votes, unless a city council member is absent or passes and does not vote. "Practically speaking the mayor's ability to break ties is being all but eliminated, which is a significant substantive change in mayoral authority," he wrote to the Study Commission. The Commission has not discussed this concern.

The City Attorney issued Legal Opinion 2006-009, dated February 15, 2006 regarding cautionary legal concerns about preliminary recommendations from the Study Commission, one of which, recommending one council person per ward, became part of the Commission's recommendations. Unfortunately that opinion inadvertently was not made available to the Study Commission until May 8 after the Tentative Report was released. Montana state law specifies in at least two places that there shall be two council members per ward, and that local governments with self-government powers be subject to "all laws regulating the election of local officials." Jim Lopach, a respected political science professor at the University of Montana and not a lawyer, told our Commission that he recommends to Study Commissions that they be bold, take the risk and let the courts decide about questionable legal issues. Perhaps that advice would be valid if a Study Commission were recommending a solution to problems identified by the widespread citizenry, but to put the city at risk of an expensive lawsuit with a recommendation that may be illegal and does not address the significant city problems identified by citizens in the survey is not responsible.

We, as authors of the Minority Report, do not believe that a smaller City Council and the resulting reduction in citizen representation will address the major city problems identified above that were raised in the survey. Instead a smaller City Council and an increase in the number of wards appear to be political recommendations from a small group of people.

The Majority's Report states that a reason for creating nine wards is that Ward 2 is significantly too large, and that it is important to maintain the constitutional right of one person, one vote. The City Charter gives the authority to the City Council to determine the number of city wards and to determine their boundaries. Before each election, the City Council has reviewed the population within the wards to determine if adjustments should be made. On March 16, 2005 City Council members met with OPG staff to approve an ordinance to adjust the ward boundaries to reflect population changes. OPG staff recommended against changing the ward boundaries because all wards were within 3% of the mean, except for Ward 2 which was 4.6% above the mean. The OPG staff stated that the last change in ward boundaries was based on census data with a real count of persons per block and the longer the passage of time from the census, the staff must make estimates that can be subject to challenge. OPG staff stated that

Ward 2 typically has had the highest vacancy rate and the lowest occupancy rate per unit. "A high percentage of the recent construction in Ward 2 has been multi-family dwelling and staff can assume that most of that is renter-occupied. Rental units in Missoula have a person per unit occupancy rate of 1.9. If the 1.9 is applied to the growth in Ward 2, the population is within the 3% parameter." Fifteen months later, the Study Commission has arrived at a conclusion that Ward 2 is 31% too high, and that is the justification the Commission used to change the ward structure and boundaries of the entire city. Clearly there are questions about the data showing that within a short period of time one ward can be in compliance, then jump to being 31% out of compliance. The methodology used by the Study Commission members to arrive at their conclusions is highly questionable, and appears to be unique to this Commission based on past public documents. It would appear that the Study Commission's recommendations will result in over-representation in Ward 2, and therefore under-representation in other wards. The stated objective to maintain the constitutional right of one person, one vote has been negated.

One of the Commission's stated objectives in arriving at the boundaries for the nine wards was to "grandfather" in as many existing City Council members as possible. Jim Lopach made that suggestion to reduce objections current Council members might have to the Study Commission's recommendations. With the Study Commission's Reapportionment Plan, citizens in several wards will be represented for a period of time by Council people they did not vote for, but by representatives assigned to them by the Study Commission's recommendations. To draw political boundaries to accommodate elected officials has been called "gerrymandering," and does not address structural problems of city government.

The Study Commission has offered no empirical, consistent data with an objective rationale for nine wards, and the methodology used to draw the nine wards raises many unanswered questions. Since the City Council properly studied the reapportionment issue before the last election, there is no evidence that a change to the charter is warranted. For a Study Commission to usurp the City Council's proper authority to reapportion the city when there is no objective rationale for doing so, appears to be political and is an abuse of discretionary power. There is a question as to whether this Study Commission even has that power when it is not recommending a change in the form of government.

We support the continuation of election by ward, rather than at-large elections, as our Study Commission was elected at large with 5 out of the 7 members coming from one zip code – 59802. One of those five commissioners eventually resigned from the Commission and was replaced by a member from a different area of the city. Four of the five majority Commission authors are from that zip code, which includes Ward 2.

B. Return to partisan elections

A return to partisan elections was supported by a margin of 4-3 on our Study Commission. Again, this decision was not made as a result of the valid citizen survey of a cross section of Missoula citizens. The 1995 Study Commission asked the question on the citizen survey, and held meetings with the political party central committees to learn about the issue. Ten years ago

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voters overwhelmingly voted to change to non-partisan city elections. Our Study Commission did not include an election issue in the survey, nor did it meet with the political parties. Instead the question of returning to partisan elections was added as an agenda item by one member just a couple of weeks before our report was due, and many weeks after our March 15 deadline to agree on issues. It too appears to be a political recommendation from a small group of people, rather than a structural recommendation that addresses issues raised by a wide cross-section of citizens.

Dr. Svara reported to our Study Commission that 77% of US cities use non-partisan elections and he discourages local partisan elections. Non-partisan elections, he said, produce a distribution that is very close to that of the population as a whole. Dr. Svara went on to say that with partisan elections, there are more council members with a strong sense of partisanship, creating the potential for additional conflict.

In Montana, only four cities out of 127 in the state have partisan elections – Havre, Malta, Walkerville, and Wolf Point, and Wolf Point citizens will vote this November on whether to return to non-partisan elections. According to Alec Hanson with the Montana League of Cities and Towns, non-partisan municipal elections are less expensive, and the state legislature has considered requiring non-partisan elections at the local level. He indicated that many candidates in partisan elections run as Independents since local issues are not partisan in nature. Two citizens pointed out that a return to partisan elections would mean that the central committees of the political parties would choose the candidates, as opposed to the current non-partisan system where voters choose the candidates through primary and general elections. Several city staff members encouraged us to maintain non-partisan elections.

Earl DeBerge who conducted the citizen survey, said in response to a question about whether low citizen turnout for elections could be caused by non-partisan elections, that a more likely cause of low turnout might be that citizens have lost faith in their government and believe that voting is not worthwhile. The Majority Report authors do not share this conclusion. Partisan elections tend to create dissension in communities, and we believe that Missoula would be better served with the existing non-partisan elections and a community working together to solve problems. There are no Democrat, New Party or Republican pot-holes.

C. City Charter Language “Discrepancies” – residency requirements for city offices and Neighborhood Councils

The Study Commission’s Tentative Report dated May 3, 2006 included an ambiguous section on undefined City Charter language changes to be made in the Final Report. The state law on Study Commissions states that a Tentative Report must be provided to citizens for public comment prior to the Final Report being adopted. Because the Tentative Report did not identify what language changes were to be made to the City Charter, or even what the issues were, citizens were denied the opportunity for public participation in the discussion about these substantive changes, which is perhaps illegal.

The recommendation to change the Charter to reflect the change in state law stating that municipal judges are no longer required to be residents of the city in which they serve should be limited to municipal judges, and should be made in Article V. of the Charter covering the courts. The Majority Report recommendation to change Article VIII., Section 1 - determination of vacancies, may have unintentional consequences by eliminating the Charter requirement that elected or appointed office holders be City residents. There was no discussion within the Study Commission about this issue. The ballot language is misleading since it implies that the current language is inconsistent with the state law for all office holders.

We do not support the recommendation to change the Charter language on Neighborhood Councils to expand the definition of eligibility from residents to allow the City Council to determine "additional persons with interest." Missoula citizens voted 10 years ago for a Charter that specified residents as those who were eligible to participate in Neighborhood Councils. The Study Commission should not be stating that the intent of the voters was to mean more than what they voted for.

Two Missoula ordinances, 3030 and 3312 were passed in conflict with the Charter, which expanded the eligibility beyond residents, and the Study Commission is recommending that the Charter be changed to comply with the ordinances, instead of requiring ordinances to be in compliance with the Charter. Such a major change demands widespread public discussion and understanding of implications of how non-resident Neighborhood Council participation would affect decisions, plans and life-style patterns of the neighborhoods. The implications of such a change could be significant since as the Majority Report states the Neighborhood Councils apply for grant funds from the city. No such concern or even awareness by citizens of the issue was expressed in the citizen survey. Since the Study Commission did not share this recommendation with the widespread community during the Tentative Report phase, nor do we find evidence that the average citizen was aware of the change when the ordinances were adopted, we do not support the recommendation.

Non-Ballot Measures

A. Legislative Staff for City Council

Since the City Council has hired its own attorney for land use matters, it would appear that it is not necessary to encourage the City Council to hire legislative staff at additional city expense to address the problems of confusing ordinances if it so desired. As explained above, we believe the solution to the confusing and apparently illegal ordinances lies in having a politically neutral planning staff with technical expertise, in conjunction with the City Attorney, write the ordinances.

If the ballot measure to reduce the City Council passes in the November election, the Majority Report recommends using the savings to fund the legislative staff or to increase the compensation level of the City Council, which was \$11,123 in 2005. Missoula already has the highest City Council compensation in the state, followed by Class 1 cities of Bozeman at \$8220, Billings at \$7200, Helena at \$6000, Kalispell at \$5000, Great Falls at \$3744, (all of which have City Managers) and Havre at \$2400. Some people feel the Missoula compensation should be higher since Missoula City Council works harder than those in other cities. Since most City

Council people are members of most committees, it may be true that they attend more meetings than those in other cities. The Great Falls Commission (City Council) meets once every other week in its regular meeting, and once in the alternate weeks to plan the agenda. We believe that without a politically neutral, professional staff providing objective alternatives with pros and cons to proposals, Missoula's City Council members are trying to learn what they can in numerous meetings, which may not provide the most effective or efficient government.

B. Communications

Communications Officer

The majority report suggests that the mayor's new Communications Officer may be able to address problems such as sharing the mayor's vision, explaining the budget and providing for better accountability. While we believe that better communication is a benefit to a community, we believe that the magnitude of the problems facing Missoula goes far beyond what can be addressed by public relations, and is in fact structural.

Neighborhood Council Liaison

If funds are available, we support the recommendation that the city expand the Neighborhood Coordinator to a full time position and increase funding for the Neighborhood Councils for those neighborhoods who want councils. Because participation in most councils has been very low and therefore is not reflective of a broad cross section of neighborhood citizens, we do not support empowering councils to assume more of the legislative role correctly given to the City Council by state law. Nor do we support mandated term limits, but believe each Neighborhood Council should be allowed to determine its own rules within the guidelines of the Charter.

Ombudsman

This recommendation may be an improvement and while we support it in theory, we do not believe that ultimately it will address the problems that we have identified, and will create additional expense in the city budget. Ordinary citizens, many with technical skills, have tried to report on problems in the government with little effect. Perhaps an appointed staff person reporting to the City Council, would have a stronger voice. But we believe that the lack of technical expertise and political neutrality within the government will continue to create problems both for citizens and for a staff person trying to investigate and report on citizen concerns.

Minority Report Conclusion

Our research confirms that we as Missoula citizens love our city, the natural surroundings, its small town atmosphere and wonderful amenities. That research also has led us to the conclusion that with a \$125 million budget, Missoula has outgrown its ability to manage the city without experienced, trained, professional, stable management and staff that is politically neutral. New skill sets and wider perspectives are needed for day to day professional management with a City Manager, while retaining political leadership through an elected Mayor and City Council. We found that our essentially strong mayor form of government by definition is conflictual, while a

City Manager form by definition is a more collaborative form, providing more opportunity for legitimate citizen involvement, and more accountability.

Citizens are beginning to see problems in Missoula as expressed in our citizen survey, that we believe are the result of the lack of professional management. A major problem of citizens being left out of the process is evident in the disconnect between government and citizens identified in the survey, at a level greater than the researcher had seen since he started conducting citizen surveys 40 years ago. The researcher described the magnitude of the disconnect as the "stuff of revolution." Our Study Commission has been a reflection of the same situation, with major problems raised in the citizen survey being ignored and citizens being prevented from participating in the process.

As a result, we believe the recommendations written by the Majority members of the Study Commission of increasing the number of wards from six to nine, decreasing citizen representation by perhaps illegally changing from two to one council person per ward, returning to partisan elections, and empowering Neighborhood Councils do not address the substantial concerns raised by citizens. The recommendations for "correcting charter discrepancies" were added at the last minute and not included in the Tentative Report for citizen review. They contain unintended consequences regarding residency requirements for city officeholders and Neighborhood Council membership. Our Study Commission is charged by state law to study the form and powers of government, the procedures for delivery of services and recommend alternatives. We believe the Majority Report recommendations have not addressed the problems in the delivery of city services identified in our Minority Report, and the recommendations for changes could have been made without 21 months of study and a \$60,000 budget. After arriving at recommendations, two Commission members suggested that they needed to review the research to find justification for the recommendations. A sound process would be to study the city and arrive at conclusions based on the research, instead of coming to conclusions and using research for justification.

The change to nine wards from six, and fewer council people has no empirical basis. The charter correctly gives the responsibility to the City Council to determine the number of wards and to reapportion them when demographics change. The City Council reviews that situation before each election including the last one, and based on the staff's recommendation that all wards were essentially equal, did not make changes. Now fifteen months later the majority members of the Study Commission have redrawn irregular wards with inconsistent data using a different methodology than was used by the City Council and staff in the past. If successful in November, the result will be that some citizens will be represented for a period by Council people they did not vote for. The state law requires that cities with wards have two council people per ward, and the City Attorney has cautioned that the Study Commission's ballot recommendation to make the change could result in a legal challenge.

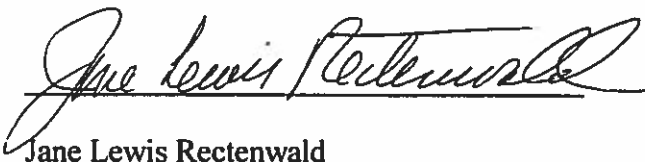
The recommendation to return to partisan elections was added at the last minute without researching the issue through the citizen survey or discussing it with political parties. Only four of 127 Montana cities still use partisan elections - Havre, Malta, Walkerville and Wolf Point. Ten years ago 70% of Missoula citizens voted for non-partisan elections and 77% of cities across

the US use them today. There is no empirical basis for this Study Commission to recommend partisan elections.

We believe these recommendations are not based in legitimate research, but are political. On January 9, 2006 an e-mail was sent to the "Big Tent folks," consisting of elected officials, citizens who benefit financially from local government decisions, and others who are politically active, describing conversations between the sender and a member of the Study Commission about two meetings to discuss possible Study Commission recommendations including "changing the ward system, returning to partisan elections, strengthening citizen involvement." Only one on the list had participated in the year-long study of the city structure and services, yet now major Study Commission recommendations are a change in the ward system, return to partisan elections and empower Neighborhood Councils.

We believe the wide-spread public has been ignored in our process, replaced by a small politically active group, and as a result our work as a Study Commission has been compromised. Our wonderful city deserves better government and better results from its Study Commission.

Respectfully submitted,



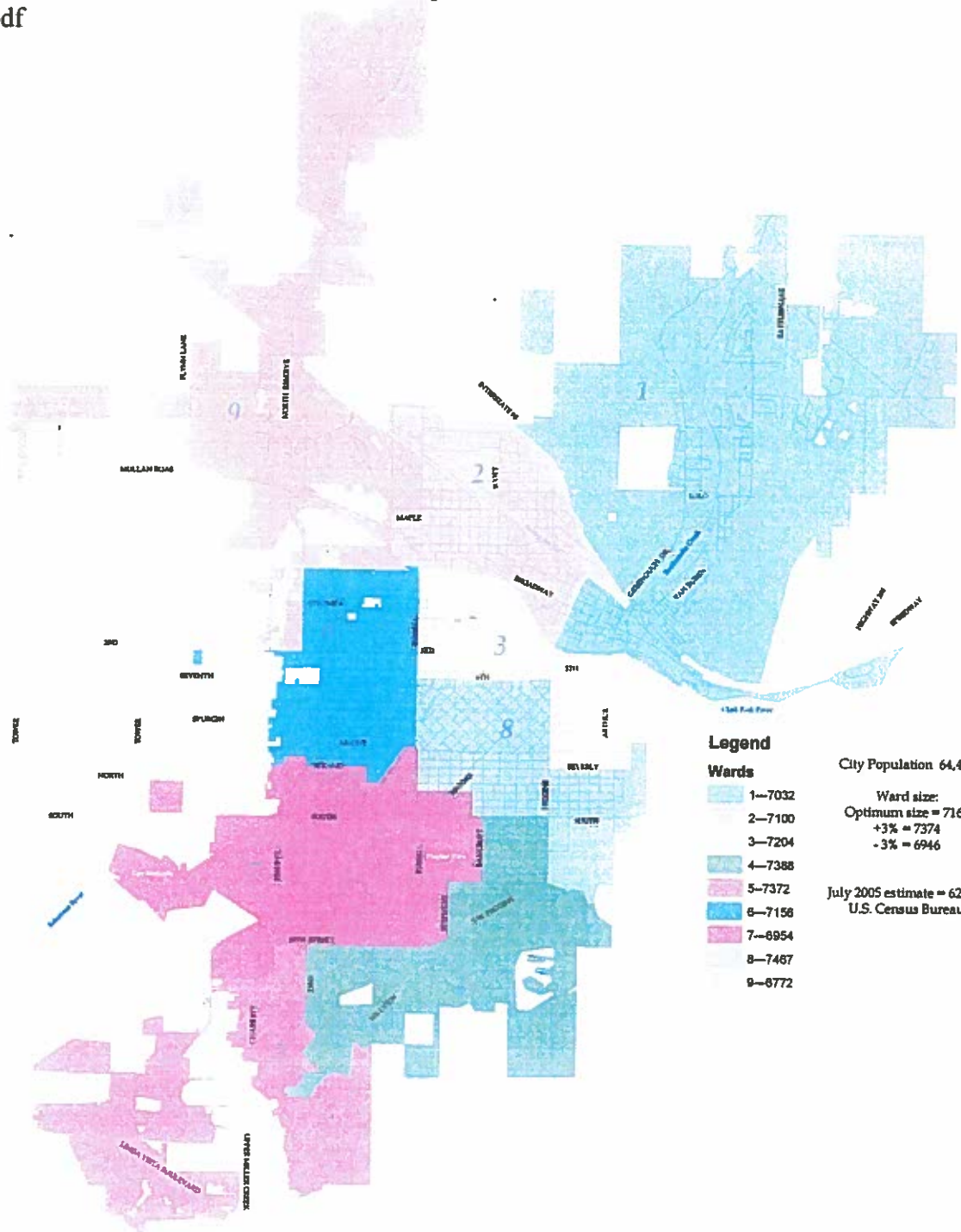
Jane Lewis Rectenwald



Alan Ault

For more detailed information, see memo and presentation to the Study Commission dated January 17 and March 15, 2006 on the Study Commission's web site at www.ci.missoula.mt.us/LGSC, as the addendum to the January 18, 2006 meeting minutes and minutes of March 15, 2006. These documents are also available from the City Clerk's office.

9 WARD SCENARIO
7-27-06 DRAFT 5



1—7032
2—7100
3—7204
4—7388
5—7372
6—7156
7—6954
8—7467
9—6772

Ward size:
Optimum size = 7160
+3% = 7374
-3% = 6946

July 2005 estimate = 62,923
U.S. Census Bureau



Description: Based on 2006 city limits overlaid on the TIGER 2000 block level data.

0.0 20.40.60.8
Miles

1 inch equals 0.4 miles



Office of
Planning &
Grants

Montana State Plant, NAD 83, Foot
Map by D. Downing July 27, 2006
File: new words 7-15-06-foot 4.mxd

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**Description of the 9 City Wards Proposed
by the City Local Government Study Commission**

Ward 1: North of the Clark Fork River: Rattlesnake, North Hills, Downtown area east of Higgins. North & South Easy Street
South of the Clark's Fork River: Canyon River

Ward 2: North of the Clark's Fork River: Downtown west of Higgins, Northside, Westside

Ward 3: University area, area that is east of Higgins & north of Beverly, area that is east of Russell & north of Sixth St.

Ward 4: Farviews, Mansion Heights, Lewis & Clark, area east of Stephens & south of Pattee Creek, area south of SW Higgins & 39th, east of 23rd St., Hillview Ct.

Ward 5: Linda Vista, Miller Creek, part of Moose Can Gully, area south of 39th and south of Hillview, Gharrett

Ward 6: Emma Dickenson, Orchard Homes, area south of the Clark's Fork, west of Russell and north of Mount

Ward 7: Southgate Triangle, Franklin to the Fort, Playfair Park, area west of Bancroft, south of Mount, and north of 39th and SW Higgins, west of Gharrett and north of Briggs

Ward 8: area south of Kent & east of Higgins, Slant Street Neighborhood, Rose Park (west of Higgins, north of South Ave., and east of Russell), east of Higgins and south of Beverly, including the UM South Campus

Ward 9: North of the Clarks Fork: west of Russell, Grant Creek, Phantom Hills, and lands west of Reserve and north of Mullan. South of the Clarks Fork: north of River Road and area north of 3rd St. and west of Davis

ATTACHMENT B – Page 81

The Citizen Survey of November, 2005 will
be included in hard copies of this report.

The Survey Report can be found online at:

CITIZEN SURVEY CITY OF MISSOULA, MONTANA

November 2005



Prepared for

Missoula City Local Government
Study Commission

Prepared by

Behavior Research Center
1101 North First Street
Phoenix, Arizona 85004
(602) 258-4554



CITIZEN SURVEY CITY OF MISSOULA, MONTANA

November 2005

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RESEARCH in PUBLIC OPINION, PUBLIC POLICY and CONSUMER BEHAVIOR

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INTRODUCTION

The information contained in this report is based on 404 in-depth telephone interviews conducted with Missoula heads of household. Respondent selection on this project was accomplished via a computer generated random digit dial telephone sample which selects households based on residential telephone prefixes and includes all unlisted and newly listed households. This methodology was selected because it ensures a randomly selected sample of households proportionately allocated throughout the sample universe. This method also ensures that all unlisted and newly listed telephone households are included in the sample.

The questionnaire used in this study was designed by Behavior Research Center (BRC) in conjunction with the Missoula City Local Government Study Commission (see appended questionnaire). After approval of the final draft questionnaire, it was pre-tested with a randomly selected cross-section of ten City residents. The pre-test focused on the value and understandability of the questions, adequacy of response categories, questions for which probes were necessary, and the like. Minor adjustments were made and data collection began.

During the course of this study, only the male or female head of household was interviewed. This methodology was utilized because prior studies of this nature have shown that these are the individuals within each household that have the knowledge and background to respond to the topics under consideration. In addition, the sample was selected so that an equal proportion of male and female household heads fell into the sample.

All of the interviewing on this project was conducted during November 2005 at the Center's central location computer assisted telephone interviewing (CATI) facility where each interviewer worked under the direct supervision of BRC supervisory personnel. All of the interviewers who worked on this project were professional interviewers of the Center. Each had prior experience with BRC and received a thorough briefing on the particulars of this study. During the briefing, the interviewers were trained on (a) the purpose of the study, (b) sampling procedures, (c) administration of the questionnaire, and (d) other project-related factors. In addition, each interviewer completed a set of practice interviews to ensure that all procedures were understood and followed.

Interviewing on this study was conducted during an approximately equal cross-section of evening and weekend hours. This procedure was followed to ensure that all households were equally represented, regardless of work schedules. Further, during the interviewing segment of this study, up to four separate attempts, on different days and during different times of day, were made to contact each selected resident. Only after four unsuccessful attempts was a selected household substituted in the sample. Using this methodology, the full sample was completed, and partially completed interviews were not accepted nor counted toward fulfillment of the total sample quotas.

One hundred percent of the completed interviews were edited, and any containing errors of administration were pulled, the respondent re-called, and the errors corrected. In addition, 15 percent of each interviewer's work was randomly selected for validation to ensure its authenticity and correctness. No problems were encountered during this phase of interviewing quality control.



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As the data collection segment of this study was being undertaken, completed and validated interviews were turned over to BRC's in-house coding department. The coding department edited, validated and coded the interviews. Upon completion of coding, a series of validity and logic checks were run on the data to insure it was "clean" and representative of the sample universe prior to running the detailed tables.

When analyzing the results of this survey, it should be kept in mind that all surveys are subject to sampling error. Sampling error, stated simply, is the difference between the results obtained from a sample and those which would be obtained by surveying the entire population under consideration. The size of sampling error varies, to some extent, with the number of interviews completed and with the division of opinion on a particular question.

An estimate of the sampling error range for this study is provided in the following table. The sampling error presented in the table has been calculated at the confidence level most frequently used by social scientists, the 95 percent level. The sampling error figures shown in the table are average figures that represent the maximum error for the sample bases shown (i.e., for survey findings where the division of opinion is approximately 50%/50%). Survey findings that show a more one-sided distribution of opinion, such as 70%/30% or 90%/10%, are usually subject to slightly lower sampling tolerances than those shown in the table.

As may be seen in the table, the overall sampling error for this study is approximately +/- 3.9 percent when the sample is studied in total (i.e., all 650 cases). However, when subsets of the total sample are studied, the amount of sampling error increases based on the sample size within the subset.

<u>Sample Size</u>	<u>Sampling Error At A 95% Confidence Level</u>
404	4.9%
350	5.3
300	5.8
200	7.1
100	10.0



EXECUTIVE SUMMARY

● STATE OF THE CITY

- Ninety-three percent of Missoulians agree that Missoula is a good place to live. Only five percent disagree. This is a good 15 to 20 points above what we register in most other cities.
- Looking to the future, Missoulians identify aspects of the community they want to be preserved. Their responses reveal a unique bond with the natural environment in which Missoula is embedded and with the benefits they believe derive from Missoula's "small town atmosphere." Nearly seven of ten identify these as characteristics worth preserving. Comments about preserving open space, parks, trails, fishing opportunities and the small town atmosphere free of urban sprawl are very common. Missoulians are also very focused on the need for the City to develop plans to manage growth in a way that works to preserve the small town atmosphere.
- When asked to identify the top problems that the City government should be working to solve, Missoulians key in on (a) traffic congestion, (b) urban sprawl and growth management, (c) streets, sidewalks, lighting and street maintenance and (d) economic and jobs development. Other issues such as crime prevention, quality of government and environmental preservation register at comparatively lower, but not insignificant, levels.
- Citizen and MCAT Involvement. Direct citizen participation in meetings of the Council, boards/commissions and neighborhood planning or council meetings is very strong in Missoula. Overall, 56 percent say that during the 12 months preceding this survey they attended in person or viewed on MCAT one or more such meetings. Further, the role of MCAT in keeping citizens aware of government activities and deliberations is very impressive, as 38 percent report watching Council meetings an average of seven times a year and another 20 percent do the same an average of five times a year for boards and commissions. Use of MCAT for neighborhood meetings is lower, but replaced by fairly high personal attendance levels in the 20 to 22 percent range.
- Personal attendance at City meetings during the prior 12 months totals 16 percent for City Council meetings, ten percent for boards and commissions and between 20 and 22 percent for neighborhood planning or neighborhood council meetings.
- Use of the City website is also quite impressive, with 31 percent using it at least once in the prior 12 months. Six of ten rate the site favorably and although outright negative ratings are low (4%), the level of mixed readings, particularly among newer residents may suggest a need to research how the site can better serve these Missoulians' needs.

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- Interaction with City Hall: Over the 12 months prior to this survey, 44 percent of Missoulians say they have made information requests or made complaints with City officials, employees or departments. Most such contacts are with City staff (40%), but 20 percent also contacted Council offices. Only eight percent report contact with the Mayor's office. Both the proportion and frequency of access increases as income increases.
- Changes recommended for City government: When asked to identify one change they would make in the City government of Missoula, half answer that they can think of no needed changes. Among those who do make recommendations, most comments focus on the process of government rather than structure (be more responsive, better long-term planning for growth and transportation and ending the bickering or divisiveness among public officials).

Only a handful of respondents suggest structural changes, mostly pertaining to elections.

● ASSESSMENT OF CITY SERVICES

Missoulians were asked to rate City performance on each of 23 services/programs. The summary table which follows reveals at a glance that in all but five categories, citizens' favorable ratings outpace negative ones, particularly in the protective services, arts, cultural and historic preservation programs, parks, recreation and sidewalks and trails.

At the other end, Missoulians are openly critical of the City's efforts at reducing traffic congestion, planning for growth, tax rates, programs to attract quality jobs to the City and how well it encourages the development of housing that the average family can afford.

More mixed readings are found on a variety of transportation system-related programs, encouraging the growth of retail, youth programs, encouraging Missoulians to keep up their properties and how well the City provides programs for the homeless.



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"As you know, the City of Missoula provides various services to the community ranging from fire protection to street maintenance. On a scale of zero to ten, where zero means you think the City is doing a poor job and ten means you think the City is doing an excellent job, how would you rate the City of Missoula on each of the following? Remember, zero means a poor job and ten means an excellent job and that you may select any number between zero and ten."

	RATING IS			Total Positive Less Negative Scores	Total Positive Less Negative and Mixed Scores
	(7-10) Positive	(4-6) Mixed	(0-3) Negative		
Fire protection	83%	12%	*%	+83	+71
Parks/recreation	71	22	5	+66	+44
Arts and cultural	69	20	4	+65	+45
Police protection	70	22	6	+64	+42
Sidewalks/trails	67	29	3	+64	+35
Crime prevention	64	22	6	+58	+36
Wastewater services	61	24	4	+57	+33
Historic preservation	56	31	11	+45	+14
Open space					
preservation	53	32	10	+43	+11
Mass transit	54	30	13	+41	+11
Snow removal	53	31	12	+41	+10
Encouraging retail	51	32	11	+40	+ 8
Youth programs	46	34	12	+34	0
Street lighting	45	40	13	+32	- 8
Enforcing traffic laws	47	35	16	+31	- 4
Street repair/ maintenance	40	42	17	+23	- 19
Encouraging property maintenance	37	40	18	+19	- 21
Homeless programs	33	44	15	+18	- 26
Attracting quality jobs	22	51	23	- 1	- 52
Affordable housing for average families	23	46	25	- 2	- 48
Keeping taxes low	20	43	25	- 5	- 48
Planning for growth	22	40	33	- 11	- 51
Reducing traffic congestion	13	43	42	- 29	- 72

* Indicates less than 1.0 percent.



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● CITIZEN ASSESSMENT OF THE PERFORMANCE OF THE COUNCIL AND MAYOR'S OFFICE

- Overall performance – Mayor and Council: Forty-nine percent rate the overall performance of the Mayor and Council as “excellent or good,” 34 percent as “only fair” and 14 percent as “poor or very poor.” Only a handful felt unable to offer an opinion. Favorable ratings decline among older and longer-term residents.

In most studies of this type involving smaller cities experiencing growth, the positive readings will generally range from 60 percent to as high as 80 percent. Consequently, the 45 percent score should be viewed as indicative of a public seeking more responsive government or as concerned with the quality of some services.

- Communication: When citizens assess the communication skills of Missoula's Mayor and Council, we register positive scores at levels considerably below what we find in other cities. Generally, fewer than 40 percent believe the Mayor and Council can be rated as doing a good job in seeking input of the citizenry or listening to the input when it is offered. Less than half believe the Mayor and Council do a good job in communicating their decisions to the public.
- Rating the City Council: Six in ten believe the City Council is only “somewhat effective” in creating a long-term vision for the City, while 26 percent say it is not effective at all in its visioning. Less than ten percent give it a good rating on this dimension. Similar readings are registered for how effective the City Council is in addressing the City's “real problems” or responding to concerns raised by citizens.
- Rating the Mayor's office: The Mayor's office receives somewhat stronger ratings than does the Council. Nonetheless, from half to nearly 80 percent rate the Mayors's office as only “somewhat effective” or as “not effective” on such matters as responsiveness to citizen concerns, communicating a long-term vision for the City, budgeting, conduct of City Council meetings and overseeing of City staff. Complaints about bickering at City Hall have probably worked to depress public respect for both the Mayor and Council.

● MOST RECENT CONTACT WITH CITY HALL

Among those who have contacted City Hall in the past 12 months, 72 percent say it was with a City department, 17 percent with a Council office and four percent with the Mayor's office. Nine of ten report they were treated courteously and professionally.

Roughly a quarter however, report their business was not resolved in a timely fashion – a problem that is highest among those working with the Mayor's office.



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DETAILED FINDINGS

On the pages which follow, the reader will find tables on the findings and discussion of the results. Appended as a second volume to this report are detailed tables exploring responses to all questions in the questionnaire.

NINE OF TEN: MISSOULA IS A "GOOD PLACE TO LIVE"

An overwhelming majority of Missoulians consider Missoula a good place to live and only five percent disagree. This positive view is held across all demographic groups and in all geographical regions of the City.

"Would you say that you strongly agree, agree, disagree or strongly disagree with the following statement: Overall, Missoula is a good place to live."

YEARS IN MISSOULA

	Total	4 or Less	5 to 10	11 to 25	26+
Strongly agree	39%	44%	39%	34%	38%
Agree	<u>54</u>	<u>51</u>	<u>47</u>	<u>59</u>	<u>56</u>
(Total agree)	(93%)	(95%)	(86%)	(93%)	(94%)
Disagree + strongly disagree	5	2	10	7	5
Unsure	2	3	4	0	1

~~~~~

| <u>CITY REGION</u> | <u>Agree</u> | <u>Disagree</u> | <u>Unsure</u> |
|--------------------|--------------|-----------------|---------------|
| Central            | 90%          | 7%              | 3%            |
| North              | 92           | 7               | 1             |
| South              | 96           | 4               | 0             |
| West/N.W.          | 95           | 3               | 2             |

~~~~~


MISSOULA FEATURES WORTH PRESERVING FOR THE FUTURE

After Missoulians had indicated their views on whether Missoula is a good place to live, each was asked to identify the most important characteristics of Missoula that should be preserved to make Missoula the type of place in which they would want to live in the future.

The response patterns are very interesting and quite different than is usually seen in surveys of this type. As such, they reflect what appears to be a unique bond Missoulians have with the larger environment in which Missoula is embedded and from a closer perspective, a desire that the City not lose its small town atmosphere under the pressure of growth. Missoulians' interest in not losing their connectivity with the out-of-doors is evident throughout the responses. Comments urging more growth in jobs, businesses and retail facilities total eight to nine percent.

"What do you feel are the most important characteristics of Missoula that need to be preserved to make Missoula the kind of place in which you want to live in the future?"

As % of Those

	Total	With An Opinion	Attending Council Meetings
<u>OPEN SPACE/RECREATION</u>			
Open space – environmental preservation	40%	44%	52%
Parks, trails, fishing, hunting	11	12	14
<u>GROWTH MANAGEMENT/SMALL TOWN ATMOSPHERE</u>			
Growth management – no urban sprawl	29	32	41
Preserve small town atmosphere	16	18	12
<u>PUBLIC SERVICES</u>			
Quality public education	10	12	16
Maintain good transportation system	8	9	9
Arts, cultural opportunities	4	4	7
Good law enforcement	4	5	2
Good quality government	2	3	1
Miscellaneous City services	1	1	–
<u>ECONOMIC DEVELOPMENT/RETAIL</u>			
More jobs, business growth	8	9	12
More stores, restaurants, medical facilities	1	1	1
Not sure	10	–	6

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As might be expected, among citizens who attend meetings of the Council, boards and commissions or neighborhood planning and neighborhood council meetings, nomination of issues tends to be more acute. This is particularly true for the issue of open space preservation and growth management.

*"What do you feel are the most important characteristics of Missoula that need to be preserved to make Missoula the kind of place in which you want to live in the future?"*

|                                         |                         | <u>RESPONSES OF THOSE WHO<br/>ATTENDED MEETINGS OF</u> |                                      |                                              |                                              |
|-----------------------------------------|-------------------------|--------------------------------------------------------|--------------------------------------|----------------------------------------------|----------------------------------------------|
|                                         | <u>City<br/>Average</u> | <u>City<br/>Council</u>                                | <u>Boards/<br/>Com-<br/>missions</u> | <u>Neigh-<br/>bor-<br/>hood<br/>Planning</u> | <u>Neigh-<br/>bor-<br/>hood<br/>Councils</u> |
| <u>OPEN SPACE/RECREATION</u>            |                         |                                                        |                                      |                                              |                                              |
| Open space – environmental preservation | 40%                     | 52%                                                    | 52%                                  | 49%                                          | 46%                                          |
| Parks, trails, fishing, hunting         | 11                      | 14                                                     | 10                                   | 17                                           | 17                                           |
| <u>GROWTH MANAGEMENT</u>                |                         |                                                        |                                      |                                              |                                              |
| Growth management – no urban sprawl     | 29                      | 41                                                     | 39                                   | 34                                           | 31                                           |
| Preserve small town atmosphere          | 16                      | 12                                                     | 19                                   | 14                                           | 16                                           |
| <u>PUBLIC SERVICES</u>                  |                         |                                                        |                                      |                                              |                                              |
| Quality public education                | 10                      | 16                                                     | 9                                    | 11                                           | 8                                            |
| Good transportation system              | 8                       | 9                                                      | 14                                   | 12                                           | 16                                           |
| Arts, cultural facilities               | 4                       | 7                                                      | 10                                   | 3                                            | 4                                            |
| Law enforcement                         | 4                       | 2                                                      | 3                                    | 2                                            | 2                                            |
| Quality government                      | 2                       | 1                                                      | 2                                    | 1                                            | 4                                            |
| Miscellaneous City services             | 1                       | –                                                      | –                                    | –                                            | 2                                            |
| <u>ECONOMIC DEVELOPMENT/RETAIL</u>      |                         |                                                        |                                      |                                              |                                              |
| More jobs/business growth               | 8                       | 12                                                     | 14                                   | 7                                            | 10                                           |
| Stores, restaurants, medical facilities | 1                       | 1                                                      | 0                                    | 1                                            | 2                                            |
| Not sure                                | 10                      | 6                                                      | 3                                    | 7                                            | 5                                            |

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The inclusion of references to public education are found in all studies of this type and often trace to individuals who believe City governments play a role in local education by virtue of the planning and zoning decisions they make that can affect student populations in local schools.



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TOP ISSUES FACING MISSOULA

After identifying the most important characteristics of Missoula that should be preserved for the future, Missoulians were next asked what they feel are the top problems facing the community that the City government should be working to solve. As will be seen, attention is immediately focused on three main issues: (1) management of the community's rapid growth; (2) transportation issues, including traffic congestion, street planning and maintenance; and (3) economic development.

Other problem issues such as crime prevention/law enforcement, environment/conservation and calls for more access to government and higher levels of competency of City officials, are mentioned at levels of roughly ten percent or lower.

"What do you feel is the most important problem City government should be working on to solve in Missoula? (PROBE) And what is the next most important problem?"

EXPRESSED AS PERCENT OF:

<u>ISSUE CATEGORY</u>	<u>All Respondents</u>	<u>Those With an Opinion</u>
Growth management	34%	38%
Traffic congestion	33	37
Streets, sidewalks, lighting, maintenance	15	17
Economic/employment development	16	18
Crime prevention/law enforcement	11	12
Government (access/quality)	6	6
Environment/conservation	6	6
Public education (more/better schools)	4	5
Social services (housing/homeless/family assistance)	3	3
City services	2	2
Preserve historical places – and sense of community	1	1
Can't think of any	11	–

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On the pages which follow, we offer some detail on the comments made within each of the major response categories.



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### Detail: Growth Management

Roughly a third of all Missoulians, and close to one of every four of those who identify City problems, talk about various facets of City growth and growth management. Most responses reflect inter-related concerns that more needs to be done to guard against uncontrolled growth – including urban sprawl, rising land use densities in residential developments and rising costs of housing. While those concerns are noted throughout the City, they appear highest in the north and western areas of the community.

*"What do you feel is the most important problem City government should be working on to solve in Missoula? (PROBE) And what is the next most important problem?"*

|                                   | Citywide | Central | North | South | West/<br>N.W. |
|-----------------------------------|----------|---------|-------|-------|---------------|
|                                   | (34%)    | (31%)   | (35%) | (29%) | (40%)         |
| <u>GROWTH MANAGEMENT (NET)</u>    |          |         |       |       |               |
| Urban sprawl – controlling growth | 11       | 10      | 10    | 8     | 16            |
| Rising housing costs              | 8        | 10      | 7     | 9     | 8             |
| Rapid growth in housing           | 5        | 4       | 8     | 5     | 5             |
| Limit new housing densities       | 5        | 5       | 5     | 5     | 7             |
| Growth problems in general        | 3        | 4       | 4     | 0     | 3             |
| Rapid population growth           | 3        | 2       | 3     | 3     | 7             |
| Lack of long-range plans          | 2        | 2       | 4     | 0     | 2             |
| Better zoning plans               | 2        | 1       | 3     | 0     | 2             |
| Relax building regulations        | *        | 0       | 0     | 1     | 1             |

### Detail: Traffic Congestion and Other Transportation System Issues

Fully a third of Missoulians focus their attention on traffic congestion issues facing the City and another 15 percent make comments about conditions and needs pertaining to streets, roads, sidewalks, trails, lighting and maintenance of all of those.

Collectively, concerns about the transportation system outpace comments made about growth management, yet there can be little doubt that the two are interconnected. Concerns about traffic congestion peak in the central and southern sections of the City.

*"What do you feel is the most important problem City government should be working on to solve in Missoula? (PROBE) And what is the next most important problem?"*

|                                                           | Citywide     | Central      | North        | South        | West/<br>N.W. |
|-----------------------------------------------------------|--------------|--------------|--------------|--------------|---------------|
| <u>TRAFFIC CONGESTION (NET)</u>                           | <u>(33%)</u> | <u>(35%)</u> | <u>(30%)</u> | <u>(40%)</u> | <u>(28%)</u>  |
| Traffic congestion                                        | 18           | 21           | 12           | 19           | 20            |
| Improve traffic flow                                      | 12           | 9            | 14           | 20           | 10            |
| More public transit                                       | 3            | 4            | 0            | 3            | 5             |
| More traffic lights                                       | 2            | 1            | 5            | 0            | 0             |
| Other comments                                            | 3            | 3            | 5            | 1            | 1             |
| <u>STREETS/SIDEWALKS/LIGHTING –<br/>MAINTENANCE (NET)</u> | <u>(15%)</u> | <u>(17%)</u> | <u>(11%)</u> | <u>(20%)</u> | <u>(15%)</u>  |
| More/wider streets                                        | 9            | 9            | 9            | 13           | 8             |
| Street maintenance                                        | 5            | 6            | 2            | 8            | 3             |
| More street lighting                                      | 2            | 2            | 2            | 2            | 1             |
| Miscellaneous other                                       | 3            | 3            | 3            | 2            | 3             |



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### Detail: Economic Development

One of every six Missoulians believes that economic development and, particularly development of better and higher paying jobs coupled with programs to attract new employers to the community, should be a top priority for City Hall.

As might be expected, calls for more City Hall efforts to stimulate new economic development and job development rise among working age adults, middle income families and those who question whether Missoula is a good place to live.

*"What do you feel is the most important problem City government should be working on to solve in Missoula? (PROBE) And what is the next most important problem?"*

|                                   | Citywide     | Central      | North        | South        | West/<br>N.W. |
|-----------------------------------|--------------|--------------|--------------|--------------|---------------|
| <u>ECONOMIC DEVELOPMENT (NET)</u> | <u>(16%)</u> | <u>(12%)</u> | <u>(17%)</u> | <u>(20%)</u> | <u>(20%)</u>  |
| Better jobs/wages                 | 8            | 7            | 11           | 4            | 10            |
| Attract new businesses            | 5            | 5            | 2            | 5            | 9             |
| Cut taxes                         | 4            | 3            | 4            | 8            | 2             |
| Promote economic growth           | 2            | 0            | 1            | 5            | 2             |
| Help existing businesses grow     | 1            | 1            | 0            | 4            | 0             |

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Detail: Crime and Law Enforcement

The final category drawing recommendations from at least one of every ten Missoulians pertains to crime prevention and law enforcement. Recommendations under this category are diverse and, as may be seen below, no single category generate response levels greater than three percent.

"What do you feel is the most important problem City government should be working on to solve in Missoula? (PROBE) And what is the next most important problem?"

	Citywide	Central	North	South	West/ N.W.
<u>CRIME (NET)</u>	<u>(11%)</u>	<u>(13%)</u>	<u>(9%)</u>	<u>(9%)</u>	<u>(10%)</u>
Drug use/drug programs	3	2	3	3	3
Crime – no detail	3	5	1	3	2
Assaults/violent crime	2	2	0	7	0
Underage drinking	1	1	4	0	0
Hate crimes	1	1	0	0	3
Tougher penalties	1	0	1	0	2
Other	2	3	1	1	3

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Detail: Other Items

- Government Access and Quality: Only six percent of comments fall into this category and most include references to bickering at City Hall and calls to replace officials perceived to be lacking in competence.
- Environment/Conservation: Items in this category all register at roughly six percent and include reference to growing air pollution in the community or the need for programs aimed at preserving parks, mountains and open space.



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## PERSONAL AND MCAT PARTICIPATION IN CITY MEETINGS

Personal attendance at City business and planning meetings is more widespread (33%) than we see in most other cities and is boosted even higher for Council meetings and meetings of boards and commissions "attended" by citizen use of the MCAT channel.

Citizens' personal involvement in neighborhood planning and Council meetings is more robust, while MCAT attendance at these meetings is lower. Clearly the convenience of neighborhood-located meetings has a positive impact on participation.

It is also clear that personal attendance at Council and board/commission meetings involves a higher level of repeat attendance by relatively small circles of people. Thus, personal attendance at Council meetings is registered by 16 percent of adults in the survey, with average frequency during the year of four to five meetings. Attendance at board and commission meetings registers 10 percent overall, with average frequency of 5.0. In contrast, a fifth or more attended neighborhood meetings an average of only 2.5 times.

*"In the past 12 months, approximately how many of the following kinds of meetings, if any, have you attended, I mean either in person or by watching it on MCAT, our local access cable TV channel."*

| <u>ATTENDED MEETING PAST 12 MONTHS</u> |           |                  |                 |
|----------------------------------------|-----------|------------------|-----------------|
| MEETING OF                             | In Person | Via MCAT Channel | Attended Either |
| <u>CITY COUNCIL</u>                    |           |                  |                 |
| % Attending                            | 16%       | 38%              | 44%             |
| Average frequency                      | 4.6       | 7.2              | —               |
| <u>CITY BOARDS/COMMISSIONS</u>         |           |                  |                 |
| % Attending                            | 10%       | 20%              | 24              |
| Average frequency                      | 5.0       | 5.1              | —               |
| <u>NEIGHBORHOOD PLANNING MEETINGS</u>  |           |                  |                 |
| % Attending                            | 22%       | 9%               | 28              |
| Average frequency                      | 2.5       | 3.7              | —               |
| <u>NEIGHBORHOOD COUNCIL MEETINGS</u>   |           |                  |                 |
| % Attending                            | 20%       | 7%               | 24              |
| Average frequency                      | 2.5       | 3.5              | —               |
| Any of the above                       | 33        | 38               | 55              |



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Personal attendance at Council meetings is strongest among homeowners and Missoulians who have lived in the community five or more years. Missoulians under 35 or over 64 are least likely to be found in attendance. Neighborhood planning and council meetings reveal similar patterns, but are noticeably more successful in attracting the participation of all ages and lengths of residency.

|                          | <u>ATTEND IN PERSON</u> |                                |                                  |                |
|--------------------------|-------------------------|--------------------------------|----------------------------------|----------------|
|                          | <u>Council</u>          | <u>Boards/<br/>Commissions</u> | <u>Neighborhood<br/>Planning</u> | <u>Council</u> |
| TOTAL                    | 16%                     | 10%                            | 22%                              | 20%            |
| <u>GENDER</u>            |                         |                                |                                  |                |
| Women                    | 15                      | 7                              | 18                               | 23             |
| Men                      | 17                      | 14                             | 24                               | 18             |
| <u>AGE</u>               |                         |                                |                                  |                |
| Under 35                 | 14                      | 3                              | 13                               | 14             |
| 35 to 49                 | 19                      | 14                             | 24                               | 25             |
| 50 to 64                 | 19                      | 15                             | 29                               | 26             |
| 65+                      | 13                      | 10                             | 22                               | 18             |
| <u>YEARS IN MISSOULA</u> |                         |                                |                                  |                |
| 4 or less                | 7                       | 2                              | 15                               | 14             |
| 5 to 10                  | 25                      | 14                             | 19                               | 15             |
| 11 to 25                 | 14                      | 11                             | 21                               | 21             |
| 26+                      | 20                      | 14                             | 27                               | 26             |
| Homeowners               | 20                      | 15                             | 28                               | 26             |
| Renters                  | 11                      | 2                              | 10                               | 9              |
| <u>REGION</u>            |                         |                                |                                  |                |
| Central                  | 22                      | 9                              | 20                               | 19             |
| North                    | 13                      | 10                             | 20                               | 22             |
| South                    | 17                      | 11                             | 26                               | 21             |
| West/N.W.                | 9                       | 15                             | 25                               | 26             |

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Viewing of meeting broadcasts on MCAT also tends to grow with age, tenure in the community and among homeowners.

WATCH TELEVISED MEETINGS OF

	<u>Council</u>	<u>Boards/ Commissions</u>	<u>Neighborhood Planning</u>	<u>Council</u>
TOTAL	38%	20%	9%	7%
<u>GENDER</u>				
Women	38	21	8	7
Men	38	19	10	6
<u>AGE</u>				
Under 35	31	14	8	3
35 to 49	31	19	6	5
50 to 64	56	30	12	10
65+	35	20	11	9
<u>YEARS IN MISSOULA</u>				
4 or less	32	19	8	4
5 to 10	28	20	5	5
11 to 25	43	19	8	5
26+	46	23	13	10
Homeowners	41	23	10	7
Renters	32	16	9	6
<u>REGION</u>				
Central	32	16	6	5
North	35	16	8	5
South	40	26	8	10
West/N.W.	38	21	12	4



USE OF WEBSITE

Roughly three in ten Missoulian adults have used the City's website within the past 12 months and use rises somewhat among younger adults, newer residents and within more affluent families. As such, the site appears to represent a useful tool to help newcomers become acquainted with City services, structure and regulations. Among those who have used the site, ratings of it are generally positive.

"How many times in the past 12 months, if ever, have you used the City's website to obtain information or conduct business with the City?"

	% Using One or More Times	<u>AMONG WEBSITE USERS, RATINGS OF THE SITE</u>			Unsure
		Positive	Mixed	Negative	
TOTAL	31%	62%	29%	4%	5%
<u>GENDER</u>					
Women	29	63	31	6	0
Men	34	61	28	1	10
<u>AGE</u>					
Under 35	38	58	29	4	9
35 to 49	39	61	31	6	2
50 to 64	31	64	31	3	2
65+	11	70	20	0	10
<u>YEARS IN MISSOULA</u>					
4 or less	47	58	32	7	3
5 to 10	17	49	51	0	0
11 to 25	35	64	27	3	6
26+	25	65	25	3	7
<u>INCOME</u>					
Under \$25,000	24	54	33	8	5
\$25,000 to \$49,999	30	62	25	4	9
\$50,000 to \$74,999	37	65	35	0	0
\$75,000	51	56	34	4	6

The higher use and modest fall-off in positive scores among newer and younger residents may suggest consideration be given to conducting focus groups with these users to identify the types of informational or navigation improvements that may be suggested for the site.



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FREQUENCY OF WEBSITE USE LAST 12 MONTHS

	<u>As Percent of</u>	
	<u>All</u> <u>Missoulians</u>	<u>Those Who</u> <u>Use Site</u>
None	69%	0
1 to 2 times	12	40%
3 to 5 time	8	25
6+ times	8	27
Not sure how often	3	8

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## INTERACTION WITH CITY HALL

A surprisingly high percentage (44%) of Missoula citizens have had contact, either in person, by phone or via the Internet, with City officials – mostly with City staff or with their Council representative's office. In most city studies of this type, the figure ranges between 25 to 30 percent, although it is rising in most areas due to Internet access and growing public familiarity with how to navigate the Internet

*"During the past 12 months, did you contact, either in person, by phone or through the Internet, any of the following City officials, employees or departments to seek service information or make a complaint?"*

|                          | <u>% RESPONDING "YES"</u> |                         |                               |                 |
|--------------------------|---------------------------|-------------------------|-------------------------------|-----------------|
|                          | Mayor's<br>Office         | Your<br>Council<br>Rep. | Staff In<br>Any City<br>Dept. | Any of<br>These |
| TOTAL                    | 8%                        | 20%                     | 40%                           | 44%             |
| <u>GENDER</u>            |                           |                         |                               |                 |
| Women                    | 6                         | 16                      | 37                            | 40              |
| Men                      | 10                        | 25                      | 42                            | 49              |
| <u>AGE</u>               |                           |                         |                               |                 |
| Under 35                 | 7                         | 13                      | 35                            | 36              |
| 35 to 49                 | 7                         | 18                      | 46                            | 49              |
| 50 to 64                 | 12                        | 27                      | 48                            | 55              |
| 65+                      | 5                         | 26                      | 29                            | 37              |
| <u>YEARS IN MISSOULA</u> |                           |                         |                               |                 |
| 4 or less                | 3                         | 6                       | 39                            | 39              |
| 5 to 10                  | 9                         | 28                      | 37                            | 45              |
| 11 to 25                 | 10                        | 19                      | 36                            | 39              |
| 26+                      | 10                        | 28                      | 46                            | 52              |
| <u>INCOME</u>            |                           |                         |                               |                 |
| Under \$25,000           | 3                         | 13                      | 34                            | 37              |
| \$25,000 to \$49,999     | 7                         | 20                      | 41                            | 45              |
| \$50,000 to \$74,999     | 10                        | 21                      | 36                            | 41              |
| \$75,000 +               | 21                        | 37                      | 65                            | 69              |

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MOST RECENT CONTACT WITH MISSOULA GOVERNMENT

Among individuals who had contact with City officials or staff, we next explored with whom they had most recent contact and then, whether they were treated professionally/courteously and whether their needs were handled in a timely fashion. As may be seen, most recent contacts were with departmental staff (72%) and secondarily with a Council representative (17%).

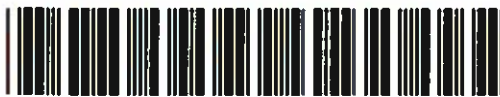
"Most recent contact was with:" (ASKED ONLY OF THOSE WITH SOME CITY HALL CONTACT.)

	<u>Citywide</u>	<u>Women</u>	<u>Men</u>
Mayor's office	4%	5%	4%
Council office	17	17	16
Staff at any City department	72	75	70
Don't recall	7	3	10

Patterns of contact reveal only that folks in the central city are the most likely to deal with the offices of the Council and are the least likely to interact with the Mayor's office. The same is generally true of Missoula's oldest citizens.

MOST RECENT CONTACT WAS WITH

	<u>Mayor's Office</u>	<u>Council Office</u>	<u>Depart- mental Staff</u>	<u>Can't Recall</u>
TOTAL	4%	17%	72%	7%
<u>REGION</u>				
Central	1	25	63	11
North	4	18	76	2
South	7	11	82	0
West/N.W.	7	9	72	12
<u>AGE</u>				
Under 35	4	15	69	12
35 to 49	4	13	81	2
50 to 64	4	13	74	9
65+	5	28	61	6



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It also appears that in most instances, citizens were treated in a professional and courteous manner, especially by the offices of elected officials. Although departmental readings are also positive, we consider it potentially problematic that one of every four customers are unwilling to rate their treatment as professional and courteous.

"Were you treated in a professional and courteous manner during your last contact with the City?"

WAS TREATMENT PROFESSIONAL/COURTEOUS

	Any Office	Mayor	Council Rep.	Depart- mental
Yes	88%	90%	89%	76%
No	10	10	11	6
Unsure/refused	2	—	—	18

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The survey also reveals that fully a quarter say that their inquiry was not handled in a timely fashion — a figure that jumps to 45 percent in the Mayor's office.

*"Were your needs handled in a timely fashion?"*

|                      | Any<br>Office | Mayor | Council<br>Rep. | Depart-<br>mental |
|----------------------|---------------|-------|-----------------|-------------------|
| Yes                  | 72%           | 55%   | 69%             | 73%               |
| No                   | 23            | 45    | 23              | 24                |
| Unsure/still pending | 5             | —     | 8               | 3                 |

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CHANGES RECOMMENDED FOR CITY GOVERNMENT

After respondents had been exposed to questions exploring a wide range of City services and issues, each was asked what changes they would like to see made in city government. As may be seen in the tabular data which follow, about half offer recommendations, with the leading items being calls for: (1) more responsiveness to citizen input, (2) better growth management, (3) better transportation planning and management and (4) negative comments about "bickering" at City Hall, comments that tended to be coupled with perceived need to install new elected and appointed officials.

"If you could make one change in the city government of Missoula, what would it be?"

	<u>AS PERCENT OF</u>	
	<u>All Respondents</u>	<u>Those With a Recommendation</u>
None – everything is fine	14%	0%
Not sure/can't think of anything	<u>35</u> 49%	<u>0</u> 0%
Be more responsive to citizens	11%	21%
Better growth planning/management	9	16
Better transportation planning/ management	8	15
Stop the bickering at City Hall	7	12
Impeach/replace City officials	6	12
Economic development planning/ management	4	7
Strengthen law enforcement	3	6
Elections – government structure	3	6
Government spending – cut waste/ staff	3	6
More special interest access to City Hall	3	5
More affordable housing	2	3
City beautification	2	4
Improve education system	1	1
Cut taxes	1	2
Expand sewer system	*	*

On the next several pages, we have provided some detail of comments made within the major response categories.



Some Detail On Top Recommendations

"If you could make one change in the city government of Missoula, what would it be?"

	As % of Those Making Any Recommendations
	<u>Total</u>
<u>RESPONSIVENESS</u>	<u>21%</u>
Listen to citizen input	15
Encourage more citizen involvement	6
Meeting times more convenient for citizens	2
Stop practice of closed-door meetings	1
Expand cable TV coverage	*
<u>GROWTH MANAGEMENT</u>	<u>16%</u>
Better P&Z practices	7
Control/slow down urban growth	7
Small neighborhood planning councils	3
Protect existing neighborhoods from high density developments	1
Promote infill	1
Annex surrounding areas	*
<u>TRANSPORTATION</u>	<u>15%</u>
Solve traffic congestion problems	10
Better street maintenance	3
Better street planning	1
Street lighting	1
Improve public transit	1
Need car-free zone downtown	1
More frequent street cleaning	1
<u>BICKERING IN CITY HALL</u>	<u>12%</u>
Work together – be more professional	8
Stop the bickering – petty politics	3
Stop polarizing the City – work on solutions	3
Elected officials seem closed-minded	3

(Note: Table continues on next page.)



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As % of Those
Making Any
Recommendations

	<u>Total</u>
<u>IMPEACH/REPLACE CITY OFFICIALS</u>	<u>12%</u>
Refers to elected officials	9
Refers to manager, dept. heads	2
"Need new blood"	3
 <u>ECONOMIC DEVELOPMENT</u>	 <u>7%</u>
Attract new employers, better paying jobs	3
Do not be afraid of growth	2
Focus on business retention and expansion	1
Limit business growth	1
Do not purchase power company	1
Build the sports complex	*

OTHER RESPONSES

Law enforcement comments were fairly scattered, with calls for more enforcement of traffic laws, more neighborhood police patrols and so on.

Government structure: low frequency of calls for adding more election districts; return to partisan elections; work more closely with county government, strengthen powers of mayor or manager.

Government spending: calls for a more open and citizen-inclusive budget process; "wiser" spending and cutting waste/staff.

Special interest access for business, property owners, Democrats, Republicans, conservatives, liberals. Again, low frequency.

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## ASSESSMENT OF 23 CITY SERVICES

A major segment of the questionnaire asked Missoulians to rate how well the City provides services in each of 23 areas ranging from police and fire protection to growth planning. We have clustered the analysis in seven groups:

- Protective services
- Transportation services
- Growth planning, taxes and jobs development
- Recreation, cultural and youth programs
- Housing, neighborhoods
- Retail
- Wastewater services

### Protective Services

Police and firefighter services are among the highest rated of services provided by the City of Missoula. Eighty-three percent give positive ratings to fire protection services and 70 percent say the same of police. Negative scores register at six percent or less.

The overall crime prevention efforts of the City are also favorably rated, although a third rate crime prevention with mixed-to-negative scores.

Only in the category of enforcement of traffic laws does a majority rate the City with mixed to negative – a finding consistent with their general discontent with the transportation and traffic congestion in the city.

*"On a scale of zero to ten where zero means you think the City is doing a poor job and ten means you think the City is doing an excellent job, how would you rate the City of Missoula on each of the following? Remember, zero means a poor job and ten means an excellent job and you may select any number between zero and ten."*

#### 10.0 = PERFECT POSITIVE SCORE

| <u>PROTECTIVE SERVICES</u> | Mean<br>Score | Positive<br>(7 to 10) | Mixed<br>(4 to 6) | Negative<br>(0 to 3) | (Net<br>Positive to<br>Negative) |
|----------------------------|---------------|-----------------------|-------------------|----------------------|----------------------------------|
| Fire protection            | 8.2           | 83%                   | 12%               | *%                   | (+83)                            |
| Police protection          | 7.2           | 70                    | 22                | 6                    | (+64)                            |
| Crime prevention           | 6.8           | 64                    | 26                | 6                    | (+58)                            |
| Enforcing traffic laws     | 6.0           | 47                    | 35                | 16                   | (+31)                            |



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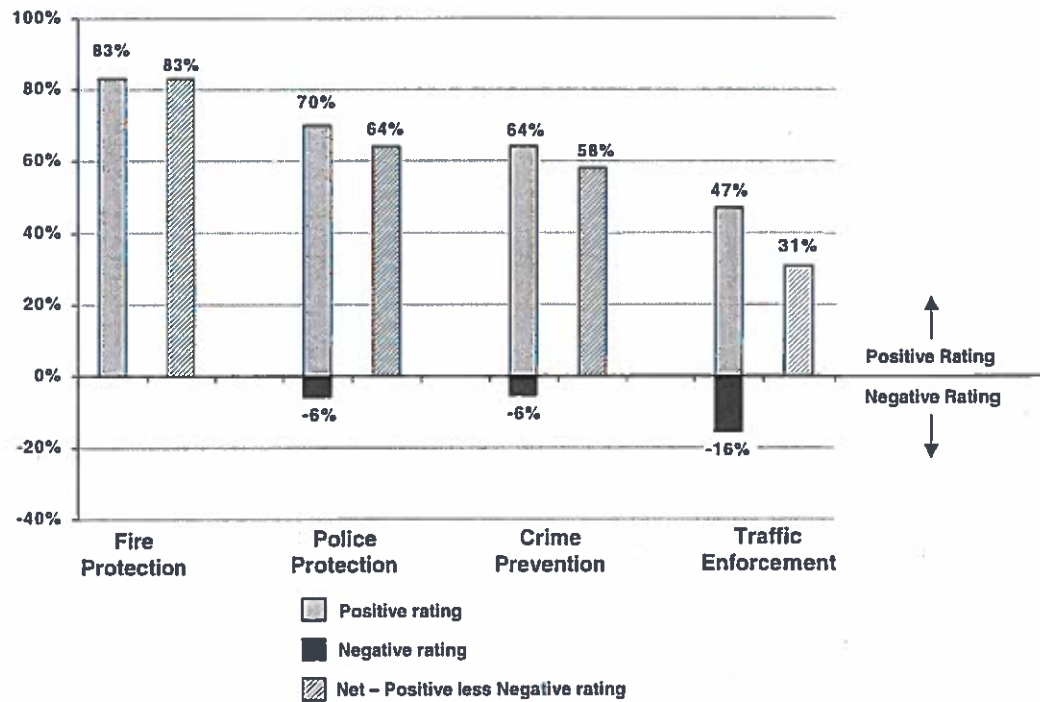
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## PROTECTIVE SERVICES



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Except for minor variations, positive assessments of fire services are fairly uniform across the City. The readings on police protection and crime prevention are also fairly uniform. On the other hand, notice that favorable ratings drop in the west and northwest regions, among home owners and among older citizens on the issue of crime prevention. Favorable assessment on the enforcement of traffic laws falls off among women, and citizens over 35 years of age.

PROTECTIVE SERVICES  
NET POSITIVE TO NEGATIVE SCORES

|                | Fire<br>Protection | Police<br>Protection | Crime<br>Prevention | Enforcing<br>Traffic<br>Laws |
|----------------|--------------------|----------------------|---------------------|------------------------------|
| CITYWIDE       | +82                | +64                  | +58                 | +31                          |
| <u>GENDER</u>  |                    |                      |                     |                              |
| Women          | +84                | +61                  | +60                 | +28                          |
| Men            | +80                | +66                  | +55                 | +35                          |
| <u>AGE</u>     |                    |                      |                     |                              |
| Under 35       | +83                | +57                  | +66                 | +46                          |
| 35 to 49       | +89                | +70                  | +57                 | +22                          |
| 50 to 64       | +81                | +64                  | +61                 | +32                          |
| 65+            | +75                | +63                  | +41                 | +23                          |
| <u>HOUSING</u> |                    |                      |                     |                              |
| Homeowner      | +84                | +60                  | +54                 | +25                          |
| Renter         | +80                | +70                  | +62                 | +45                          |
| <u>REGION</u>  |                    |                      |                     |                              |
| Central        | +74                | +59                  | +54                 | +27                          |
| North          | +91                | +72                  | +60                 | +26                          |
| South          | +93                | +60                  | +58                 | +28                          |
| West/N.W.      | +81                | +55                  | +46                 | +47                          |

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Transportation Services

While a majority of Missoulians give the City favorable marks for how well it provides sidewalks, trails, mass transit and snow removal services, positive scores drop for street lighting, street repair and maintenance and are very low on its efforts to reduce traffic congestion. Indeed, 42 percent of the public flatly rate the City as doing a poor job in reducing traffic congestion.

"On a scale of zero to ten where zero means you think the City is doing a poor job and ten means you think the City is doing an excellent job, how would you rate the City of Missoula on each of the following? Remember, zero means a poor job and ten means an excellent job and you may select any number between zero and ten."

10.0 = PERFECT POSITIVE SCORE

<u>TRANSPORTATION SERVICES</u>	<u>Mean Score</u>	<u>7 to 10 Positive</u>	<u>4 to 6 Mixed</u>	<u>0 to 3 Negative</u>	<u>(Net Positive to Negative)</u>
Providing sidewalks and trails	7.2	67%	29%	3%	(+64)
Providing mass transit services	6.6	54	30	13	(+41)
Snow removal services	6.4	53	31	12	(+41)
Street lighting	6.1	45	40	13	(+32)
Street repair and maintenance	5.7	40	42	17	(+23)
Reducing traffic congestion	3.8	13	43	42	(- 29)

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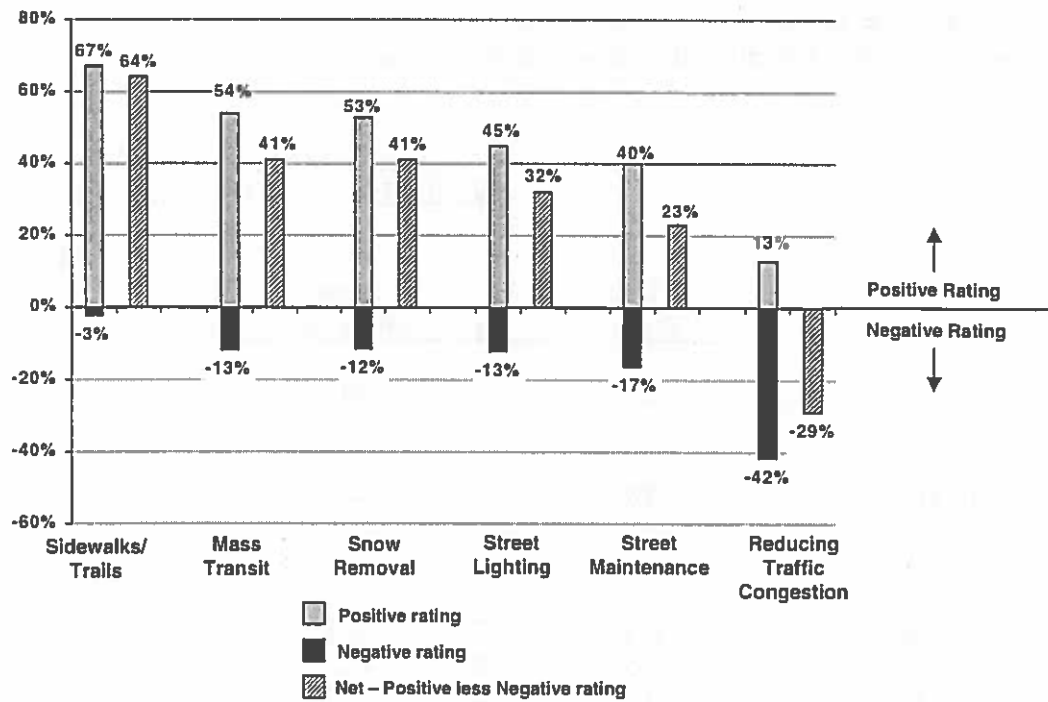
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## TRANSPORTATION SERVICES



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While overall citizen assessment of City sidewalks, trails, mass transit, snow removal and street lighting is generally favorable, it softens in some subgroups: lighting (women), snow removal (those over 35 years of age). Citizens in the central and southern areas also are less positive on street lighting. Ratings on street maintenance are mildly favorable, but drop noticeably among men, and in the central, southern and western regions of the City.

But it is the category of traffic congestion that draws the most ire from Missoulians, especially those in the city's central and southern regions.

TRANSPORTATION SERVICES  
NET POSITIVE TO NEGATIVE SCORES

|               | Sidewalks/<br>Trails | Mass<br>Transit | Snow<br>Removal | Street<br>Lighting | Street<br>Maint-<br>enance | Reducing<br>Traffic<br>Congestion |
|---------------|----------------------|-----------------|-----------------|--------------------|----------------------------|-----------------------------------|
| CITYWIDE      | +64                  | +41             | +41             | +32                | +23                        | -29                               |
| <u>GENDER</u> |                      |                 |                 |                    |                            |                                   |
| Women         | +67                  | +42             | +45             | +42                | +37                        | -26                               |
| Men           | +62                  | +40             | +38             | +22                | +10                        | -31                               |
| <u>AGE</u>    |                      |                 |                 |                    |                            |                                   |
| Under 35      | +72                  | +32             | +58             | +36                | +29                        | -36                               |
| 35 to 49      | +62                  | +49             | +27             | +25                | +17                        | -25                               |
| 50 to 64      | +68                  | +34             | +37             | +35                | +22                        | -21                               |
| 65+           | +55                  | +49             | +39             | +32                | +23                        | -30                               |
| <u>REGION</u> |                      |                 |                 |                    |                            |                                   |
| Central       | +64                  | +30             | +29             | +27                | +20                        | -33                               |
| North         | +65                  | +50             | +58             | +39                | +35                        | -21                               |
| South         | +66                  | +41             | +42             | +21                | +19                        | -37                               |
| West/N.W.     | +63                  | +47             | +41             | +41                | +17                        | -24                               |



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### Growth Planning/Taxes and Job Development

In each of these categories, as many or more of Missoulians evaluate City efforts in negative as in positive terms. In fact, eight of ten give negative or mixed assessments of the job being done by the City. These are clearly categories in which City officials need to devote greater effort to understand and address the concerns of the citizenry.

*"On a scale of zero to ten where zero means you think the City is doing a poor job and ten means you think the City is doing an excellent job, how would you rate the City of Missoula on each of the following? Remember, zero means a poor job and ten means an excellent job and you may select any number between zero and ten."*

#### 10.0 = PERFECT POSITIVE SCORE

| <u>GROWTH PLANNING/<br/>TAXES/JOB DEVELOPMENT</u> | <u>Mean<br/>Score</u> | <u>7 to 10<br/>Positive</u> | <u>4 to 6<br/>Mixed</u> | <u>0 to 3<br/>Negative</u> | <u>(Net<br/>Positive to<br/>Negative)</u> |
|---------------------------------------------------|-----------------------|-----------------------------|-------------------------|----------------------------|-------------------------------------------|
| Attracting quality jobs to<br>Missoula            | 4.8                   | 22%                         | 51%                     | 23%                        | (- 1)                                     |
| Keeping taxes as low as<br>possible               | 4.7                   | 20                          | 43                      | 25                         | (- 5)                                     |
| Planning for the growth of<br>Missoula            | 4.6                   | 22                          | 40                      | 33                         | (-11)                                     |

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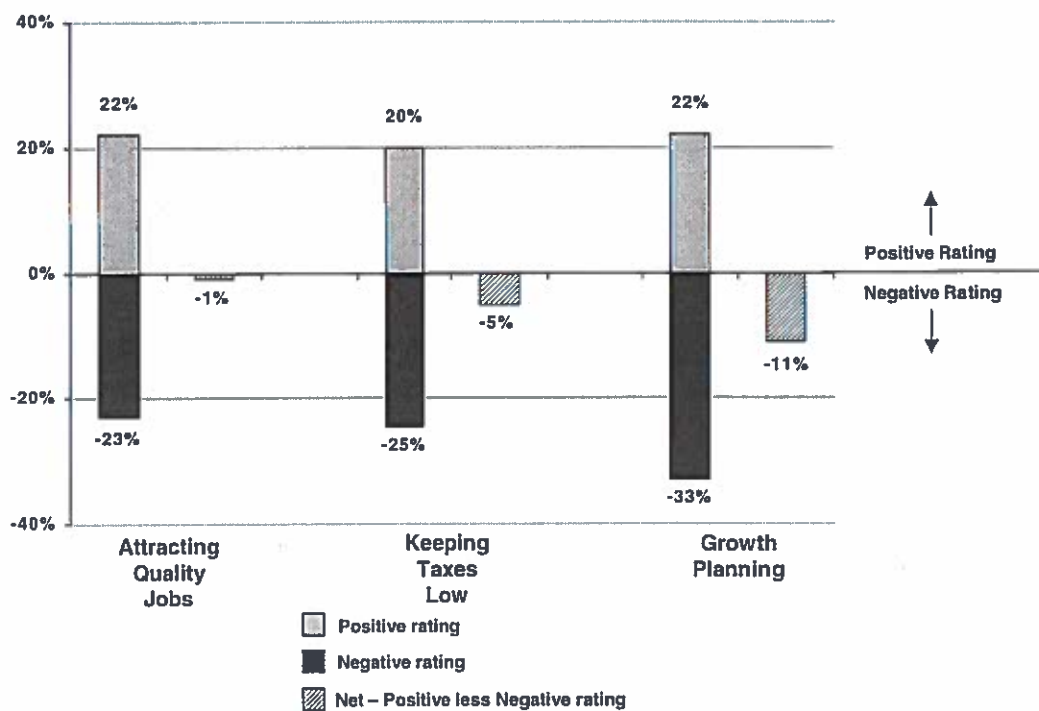
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GROWTH PLANNING/JOB DEVELOPMENT/TAXES



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Each of these services draws a very mixed response from Missoulians, regardless of gender, age or region of the city, with job development and tax policies being the most divisive. Growth planning fares only a little better.

	GROWTH PLANNING/TAXES AND JOB DEVELOPMENT		
	<u>Net Positive to Negative Scores</u>		
	Attracting Quality Jobs	Keeping Taxes Low	Growth Planning
CITYWIDE	+ 1	+ 5	+11
<u>GENDER</u>			
Women	+ 4	+ 8	+ 5
Men	- 3	+ 3	+18
<u>AGE</u>			
Under 35	+ 5	- 3	+ 2
35 to 49	-18	0	+ 3
50 to 64	+ 8	+12	-34
65+	+ 7	+15	0
<u>REGION</u>			
Central	+ 4	+20	+15
North	- 1	+ 4	+ 2
South	- 1	- 13	+14
West/N.W.	- 1	0	+17

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### Recreation/Cultural and Youth Programs

Missoulians are generally fairly positive about City programs that provide arts, cultural or parks and recreation services. For those programs, seven of ten give clearly positive ratings and five percent or less rate City efforts as poor.

City efforts on historic preservation and preservation of open space are also applauded by a majority of Missoulians, but nearly as many give mixed or negative assessments.

The City's programs for youth appears to be less well understood and less favorably rated. Positive scores are nearly identical to mixed or negative scores.

*"On a scale of zero to ten where zero means you think the City is doing a poor job and ten means you think the City is doing an excellent job, how would you rate the City of Missoula on each of the following? Remember, zero means a poor job and ten means an excellent job and you may select any number between zero and ten."*

#### 10.0 = PERFECT POSITIVE SCORE

| <u>RECREATION/CULTURAL/<br/>YOUTH PROGRAMS</u>                   | <u>Mean<br/>Score</u> | <u>7 to 10<br/>Positive</u> | <u>4 to 6<br/>Mixed</u> | <u>0 to 3<br/>Negative</u> | <u>(Net<br/>Positive to<br/>Negative)</u> |
|------------------------------------------------------------------|-----------------------|-----------------------------|-------------------------|----------------------------|-------------------------------------------|
| Providing art and cultural events and programs                   | 7.5                   | 69%                         | 20%                     | 4%                         | (+65)                                     |
| Parks and recreation services                                    | 7.3                   | 71                          | 22                      | 5                          | (+66)                                     |
| Preserving historic Missoula neighborhoods, houses and buildings | 6.4                   | 56                          | 31                      | 11                         | (+45)                                     |
| Preserving open space                                            | 6.4                   | 53                          | 32                      | 10                         | (+43)                                     |
| Providing programs for youth                                     | 6.2                   | 46                          | 34                      | 12                         | (+34)                                     |

The negative ratings for historic preservation, open space preservation and youth programs are not high, but when coupled with the "mixed" ratings suggest that more attention might need to be given to understanding citizen expectations and ratings.



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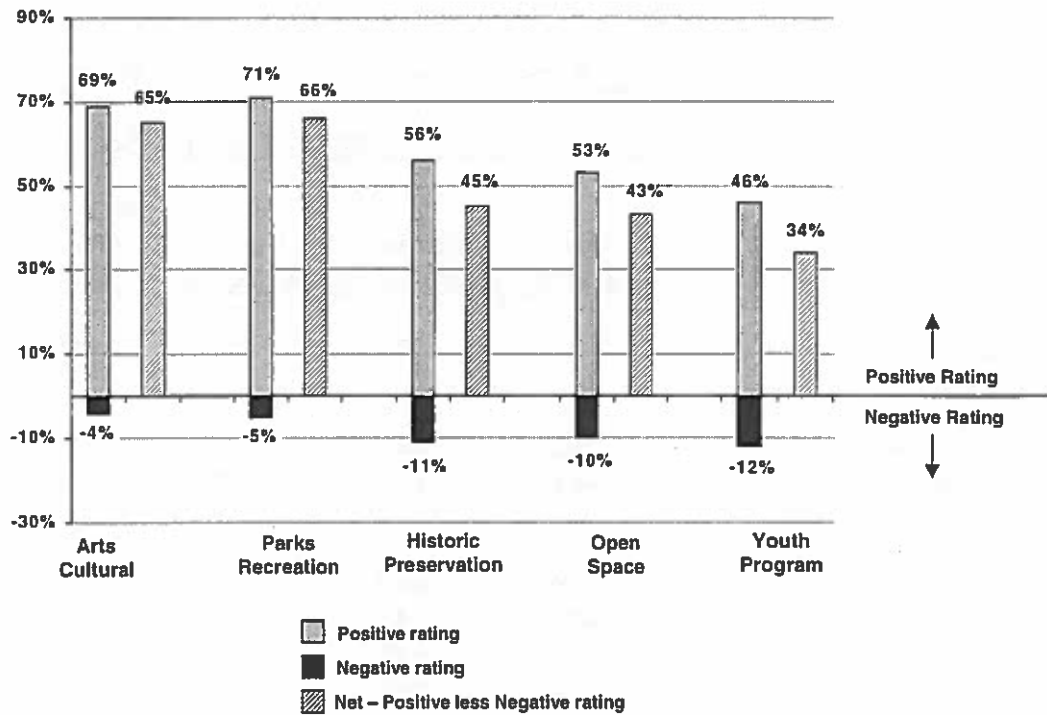
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## RECREATION/CULTURAL/HISTORICAL/YOUTH PROGRAMS



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Within this grouping of services it is apparent that Missoulians generally, and in nearly all subgroups, are more positive about City arts and cultural programs than its efforts at preservation of historical sites. Similarly, they are more positive about the City's parks and recreation programs than its efforts to preserve open space in the City. In general, on preservation issues, less favorable ratings are most likely to come from women.

#### RECREATION/ARTS – CULTURAL AND YOUTH PROGRAMS

##### Net Positive to Negative Scores

|               | Arts/<br>Cultural | Historic<br>Preservation | Parks/<br>Recreation | Preserving<br>Open<br>Space | Youth<br>Programs |
|---------------|-------------------|--------------------------|----------------------|-----------------------------|-------------------|
| CITYWIDE      | +65               | +45                      | +66                  | +43                         | +34               |
| <u>GENDER</u> |                   |                          |                      |                             |                   |
| Women         | +68               | +41                      | +62                  | +35                         | +35               |
| Men           | +64               | +50                      | +69                  | +51                         | +33               |
| <u>AGE</u>    |                   |                          |                      |                             |                   |
| Under 35      | +78               | +60                      | +74                  | +40                         | +43               |
| 35 to 49      | +61               | +45                      | +75                  | +49                         | +34               |
| 50 to 64      | +61               | +28                      | +54                  | +40                         | +30               |
| 65+           | +69               | +45                      | +51                  | +39                         | +23               |
| <u>REGION</u> |                   |                          |                      |                             |                   |
| Central       | +66               | +46                      | +50                  | +39                         | +31               |
| North         | +75               | +55                      | +75                  | +47                         | +27               |
| South         | +57               | +45                      | +77                  | +54                         | +33               |
| West/N.W.     | +67               | +33                      | +67                  | +40                         | +43               |

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Neighborhoods and Housing

Citizen assessment of ordinances designed to require property owners to maintain their properties receive mixed reviews, with only 37 percent rating City efforts favorably, while one in five have a negative view and fully 40 percent give a mixed rating. Residents in the central and southern region of the city are among the least impressed. Favorable assessments drop sharply among older residents and when renters are taken out of the calculations, only ten points separate favorable from unfavorable scores.

City efforts to encourage the construction of affordable houses for the average family generate more negative than favorable assessments, particularly among men, younger citizens and residents in the central and southern regions.

Housing programs for the homeless are rated favorably by a third of Missoulians, negatively by 15 percent and given mixed reviews by 44 percent. Women and residents of the central and western regions of the City are noticeably less impressed with these programs.

"On a scale of zero to ten where zero means you think the City is doing a poor job and ten means you think the City is doing an excellent job, how would you rate the City of Missoula on each of the following? Remember, zero means a poor job and ten means an excellent job and you may select any number between zero and ten."

10.0 = PERFECT POSITIVE SCORE

<u>HOUSING/NEIGHBORHOODS</u>	<u>Mean Score</u>	<u>7 to 10 Positive</u>	<u>4 to 6 Mixed</u>	<u>0 to 3 Negative</u>	<u>(Net Positive to Negative)</u>
Requiring property owners to maintain their properties	5.6	37%	40%	18%	(+19)
Providing services and housing for the poor and homeless	5.6	33	44	15	(+18)
Encouraging the construction of housing that is affordable for the average family	4.9	23	46	25	(- 2)

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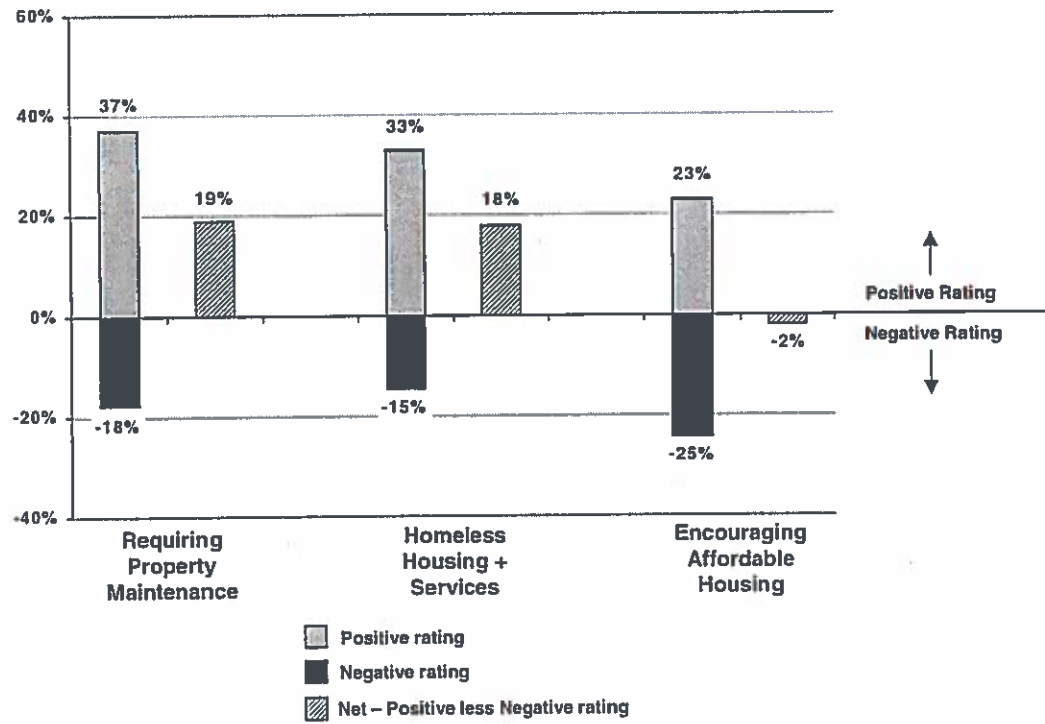
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## NEIGHBORHOODS AND HOUSING



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NEIGHBORHOODS AND  
HOUSING ISSUES

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Net Positive to Negative Scores

---

|                | Home<br>Maintenance<br>Ordinances | Housing<br>for the<br>Homeless | Encouraging<br>Affordable<br>Housing |
|----------------|-----------------------------------|--------------------------------|--------------------------------------|
| CITYWIDE       | +19                               | +17                            | - 2                                  |
| <u>GENDER</u>  |                                   |                                |                                      |
| Women          | +19                               | +11                            | + 4                                  |
| Men            | +19                               | +22                            | - 9                                  |
| <u>AGE</u>     |                                   |                                |                                      |
| Under 35       | +31                               | +19                            | - 3                                  |
| 35 to 49       | +26                               | +11                            | - 5                                  |
| 50 to 64       | + 8                               | +14                            | - 5                                  |
| 65+            | 0                                 | +25                            | + 6                                  |
| <u>HOUSING</u> |                                   |                                |                                      |
| Homeowner      | +10                               | +14                            | - 9                                  |
| Renter         | +38                               | +22                            | +12                                  |
| <u>REGION</u>  |                                   |                                |                                      |
| Central        | +13                               | +12                            | -12                                  |
| North          | +30                               | +23                            | +14                                  |
| South          | +14                               | +32                            | - 7                                  |
| West/N.W.      | +19                               | + 9                            | + 4                                  |

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Encouraging Growth of Retail in Missoula

Overall, residents appear fairly pleased with City efforts to encourage the growth of shops, grocery stores and restaurants in Missoula – with 51 percent giving positive scores and only eleven percent in the negative column. Particularly satisfied with City efforts to develop retail and restaurants in the community are women, younger consumers and residents in the northern and western areas of the community.

"On a scale of zero to ten where zero means you think the City is doing a poor job and ten means you think the City is doing an excellent job, how would you rate the City of Missoula on each of the following? Remember, zero means a poor job and ten means an excellent job and you may select any number between zero and ten."

10.0 = PERFECT POSITIVE SCORE

<u>RETAIL</u>	Mean Score	7 to 10 Positive	4 to 6 Mixed	0 to 3 Negative	(Net Positive to Negative)
Encouraging the growth of shops, grocery stores and restaurants in the community ~~~~~	6.3	51%	32%	11%	(+40)

ENCOURAGING GROWTH OF COMMERCIAL RETAIL

Net Positive

GENDER

Women	+47
Men	+32

AGE

Under 35	+48
35 to 49	+48
50 to 64	+36
65+	+23

REGION

Central	+27
North	+58
South	+36
West/N.W.	+48



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Wastewater Services

Missoula wastewater services are rated very favorably (61%) and only four percent have a negative view. Only in the northern and western regions of the City do negative ratings rise, but even in these areas remain below ten percent.

"On a scale of zero to ten where zero means you think the City is doing a poor job and ten means you think the City is doing an excellent job, how would you rate the City of Missoula on each of the following? Remember, zero means a poor job and ten means an excellent job and you may select any number between zero and ten."

10.0 = PERFECT POSITIVE SCORE

<u>WASTEWATER SERVICES</u>	<u>Mean Score</u>	<u>7 to 10 Positive</u>	<u>4 to 6 Mixed</u>	<u>0 to 3 Negative</u>	<u>(Net Positive to Negative)</u>
Wastewater services	7.1	61%	24%	4%	(+57)

WASTEWATER SERVICE

Net Positive

GENDER

Women
Men

+55
+59

AGE

Under 35
35 to 49
50 to 64
65+

+70
+55
+56
+52

REGION

Central
North
South
West/N.W.

+59
+48
+65
+59



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CITIZEN ASSESSMENT OF OVERALL PERFORMANCE
OF MAYOR AND CITY COUNCIL

When asked to evaluate the overall performance of the Mayor and City Council, responses are generally favorable, but also reveal mixed satisfaction. Thus, 49 percent are willing to rate the Mayor and Council in the clearly favorable terms of "excellent" or "good," but 34 percent answered "only fair" and 14 percent flatly rated their performance as "poor" or "very poor." Only a handful (3%) had no opinion. Responses by men and women reveal no significant differences in opinion. Evaluations from citizens who have attended City Council meetings are also favorable, but even more tempered.

"Thinking about the Mayor and City Council together for a moment, would you say they do an excellent, good, only a fair, a poor or a very poor job as regards their overall performance in providing services to Missoula citizens?"

	Citywide	Women	Men	Attended City Council Meetings
Excellent	4%	3%	4%	1%
Good	<u>45</u>	<u>43</u>	<u>46</u>	<u>43</u>
(Net positive)	(49)	(46)	(50)	(44)
Only fair	34	38	31	36
Poor	10	8	12	16
Very poor	<u>4</u>	<u>5</u>	<u>4</u>	<u>4</u>
(Net Negative)	(14)	(13)	(16)	(20)
Not sure	3	3	3	0
(Net to Positive)	(+35)	(+33)	(+34)	(+24)



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When we explore assessments among other constituent groups we find that favorable rating of the performance of the Mayor and Council drops off among longer-term residents and older adults. Newcomers, up to the fourth year of their tenure, appear basically happy with City Hall (75% favorable), but for longer-term residents, the favorable ratings drop into the 30 and 40 percent range, while the "only fair" and "poor" ratings become dominant.

Also note that positive assessments of City Hall are strongest in the western and northern region of the City and lowest in the south.

"Thinking about the Mayor and City Council together for a moment, would you say they do an excellent, good, only a fair, a poor or a very poor job as regards their overall performance in providing services to Missoula citizens?"

	Excellent/ Good	Only Fair	Poor to Very Poor	% Evaluating	Net Points to Positive
CITYWIDE	49%	34%	14%	97%	+35
<u>YEARS IN MISSOULA</u>					
4 or less	75	16	4	95	+71
5 to 10	42	42	12	96	+30
11 to 25	44	39	17	0	+27
26+	38	39	21	98	+17
<u>AGE</u>					
Under 35	59	28	10	97	+49
35 to 49	53	31	14	98	+39
50 to 64	39	41	17	97	+22
65+	41	37	18	96	+23
<u>AREA</u>					
Central	46	38	13	97	+33
North	52	34	12	98	+40
South	48	25	24	97	+24
West	54	35	9	98	+45
West/N.W.	45	39	14	98	+31

MAYOR AND COUNCIL RATED ON COMMUNICATION SKILLS

A three-part question queried residents on how well they think the Mayor and Council seek and listen to input from citizens and how well they communicate their decisions to the public. Looking first at the overall responses, we find that the Mayor and Council are given mixed ratings on how well they listen to input from citizens – with nearly as many saying they do a poor job (24%) as say they do a good job (30%).

Ratings are modestly better for how well they seek input from citizens and better still for how well they communicate their decisions to the public in Missoula. Basically, however, only three to four in ten rate the Mayor and Council as doing an “excellent or good” job in seeking or listening to input from citizens.

“Thinking about the Missoula Mayor and City Council together for a moment, would you say they do an excellent, good, only a fair, a poor or a very poor job on each of the following:

- A. Seeking input from citizens;*
- B. Listening to input from citizens;*
- C. Communicating their decisions to the public.”*

	A	B	C
	Seeking Input	Listening to Input	Commun- icating Decisions
Excellent	3%	3%	4%
Good	<u>33</u>	<u>27</u>	<u>45</u>
(Total Positive)	(36%)	(30%)	(49%)
Only fair	39	39	34
Poor	15	18	10
Very poor	<u>4</u>	<u>6</u>	<u>4</u>
(Total Negative)	(19%)	(24%)	(14%)
Not sure	6	7	3



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Citizen evaluation of how well the Mayor and Council seek or listen to input from the public tends to be most favorable among newer residents and younger citizens, but falls off among their older and longer-tenure counterparts.

"Thinking about the Missoula Mayor and City Council together for a moment, would you say they do an excellent, good, only a fair, a poor or a very poor job on each of the following: (A) Seeking input from citizens; (B) Listening to input from citizens."

"A. SEEKING INPUT"

	Excellent/ Good	Only Fair	Poor/Very Poor
CITYWIDE	36%	39%	19%
<u>AGE</u>			
Under 35	42	39	9
35 to 49	38	40	18
50 to 64	32	40	23
65+	30	34	28
<u>YEARS IN MISSOULA</u>			
4 or less	57	25	5
5 to 10	24	48	16
11 to 25	33	47	20
26+	30	38	29
Attend Council meetings	25	49	23

"B. LISTENING TO INPUT"

CITYWIDE	30%	39%	24%
<u>AGE</u>			
Under 35	34	42	16
35 to 49	34	40	22
50 to 64	27	37	31
65+	25	36	29
<u>YEARS IN MISSOULA</u>			
4 or less	49	31	9
5 to 10	19	46	22
11 to 25	24	49	24
26+	29	34	33
Attend Council meetings	23	42	34



On the matter of how well the Mayor and Council are viewed for communicating their decisions to the public of Missoula, citizens give a positive, albeit somewhat mixed, response. Thus, four in ten say they do a good job, one in five rate them as poor and the balance give an "only fair" response. And again, favorable assessments tend to fall off among older and longer-tenure residents. Women may also be less impressed than are men.

"Thinking about the Missoula Mayor and City Council together for a moment, would you say they do an excellent, good, only a fair, a poor or a very poor job on each of the following: (C) Communicating their decisions to the public."

C. COMMUNICATING THEIR DECISIONS
TO THE PUBLIC

	Excellent/ Good	Only Fair	Poor/Very Poor	(Net to Positive)
TOTAL	41%	37%	19%	(+22)
<u>GENDER</u>				
Men	43	38	15	(+28)
Women	39	36	23	(+16)
<u>AGE</u>				
Under 35	46	35	16	(+30)
35 to 49	44	36	18	(+26)
50 to 64	42	36	20	(+22)
65+	31	39	25	(+ 6)
<u>YEARS IN MISSOULA</u>				
4 or less	57	29	11	(+46)
5 to 10	36	37	21	(+15)
11 to 25	43	35	22	(+21)
26+	34	40	23	(+11)
Attend Council meetings	38	40	23	(+15)

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## RATING THE CITY COUNCIL

### Visioning

When Missoulians are asked to rate the effectiveness of the City Council in creating a long-term vision for the City, it is apparent that few (only 9%) are willing to say the Council has been "very effective." A quarter say the Council is "not at all effective" in its visioning efforts, while roughly six in ten classify their performance as only "somewhat effective."

Negative responses on these questions tend to rise with age and length of tenure, but as well, are higher among upper-income families, homeowners and residents in the central and southern areas of the City.

*"Is the City Council very effective, somewhat effective or not at all effective in creating a long-term vision for the City?"*

|                               | <u>VISIONING</u> |                    |               |                 |
|-------------------------------|------------------|--------------------|---------------|-----------------|
|                               | Very Effective   | Somewhat Effective | Not Effective | (Net Effective) |
| CITYWIDE                      | 9%               | 58%                | 26%           | (-17)           |
| <u>GENDER</u>                 |                  |                    |               |                 |
| Women                         | 6                | 62                 | 22            | (-16)           |
| Men                           | 12               | 54                 | 30            | (-18)           |
| <u>AGE</u>                    |                  |                    |               |                 |
| Under 35                      | 6                | 63                 | 21            | (-15)           |
| 35 to 49                      | 10               | 57                 | 28            | (-18)           |
| 50 to 64                      | 13               | 52                 | 29            | (-16)           |
| 65+                           | 5                | 58                 | 27            | (-22)           |
| <u>YEARS IN MISSOULA</u>      |                  |                    |               |                 |
| 4 or less                     | 13               | 63                 | 12            | (+ 1)           |
| 5 to 10                       | 5                | 61                 | 23            | (-18)           |
| 11 to 25                      | 8                | 59                 | 31            | (-23)           |
| 26+                           | 8                | 52                 | 33            | (-25)           |
| <u>REGION</u>                 |                  |                    |               |                 |
| Central                       | 12               | 50                 | 31            | (-19)           |
| North                         | 9                | 74                 | 13            | (- 4)           |
| South                         | 5                | 46                 | 42            | (-37)           |
| West/N.W.                     | 8                | 62                 | 20            | (-12)           |
| Has attended Council meetings | 1                | 59                 | 37            | (-36)           |



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### Addressing "Real City Problems" (Council)

Citizens hold basically the same views on how effective the Council has been in addressing the "real issues" facing the community. Less than ten percent rate the Council as "very effective." The "not effective" rating rests at 22 percent and rises among long-term residents, in the central and southern regions and rises to its highest level (34%) among citizens who have attended Council meetings.

*"Is the City Council very effective, somewhat effective or not at all effective in addressing the City's real issues?"*

|                               | ADDRESSING REAL PROBLEMS |                    |               |                 |
|-------------------------------|--------------------------|--------------------|---------------|-----------------|
|                               | Very Effective           | Somewhat Effective | Not Effective | (Net Effective) |
| CITYWIDE                      | 9%                       | 63%                | 22%           | (-13)           |
| <u>GENDER</u>                 |                          |                    |               |                 |
| Women                         | 9                        | 62                 | 22            | (-13)           |
| Men                           | 8                        | 64                 | 21            | (-13)           |
| <u>AGE</u>                    |                          |                    |               |                 |
| Under 35                      | 10                       | 62                 | 18            | (- 8)           |
| 35 to 49                      | 4                        | 64                 | 26            | (-22)           |
| 50 to 64                      | 9                        | 67                 | 22            | (-13)           |
| 65+                           | 12                       | 60                 | 22            | (-10)           |
| <u>YEARS IN MISSOULA</u>      |                          |                    |               |                 |
| 4 or less                     | 10                       | 63                 | 10            | ( 0)            |
| 5 to 10                       | 7                        | 62                 | 27            | (-20)           |
| 11 to 25                      | 8                        | 71                 | 21            | (-13)           |
| 26+                           | 8                        | 59                 | 28            | (-20)           |
| <u>REGION</u>                 |                          |                    |               |                 |
| Central                       | 9                        | 56                 | 27            | (-18)           |
| North                         | 14                       | 61                 | 21            | (- 7)           |
| South                         | 5                        | 62                 | 29            | (-24)           |
| West/N.W.                     | 5                        | 78                 | 7             | (- 2)           |
| Has attended Council meetings | 4                        | 60                 | 34            | (-30)           |



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Budget Process (Council)

As was seen with visioning and addressing real problems of the City, Missoulians are also reluctant to give the City Council either high nor low marks for the budget review and approval process. In addition, fewer were able to assess this Council function.

*"Is the City Council very effective, somewhat effective or not effective at all in reviewing and approving the budget?"*

|                                  | Very<br>Effective | Somewhat<br>Effective | Not<br>Effective | Not<br>Sure | (Net<br>Effective) |
|----------------------------------|-------------------|-----------------------|------------------|-------------|--------------------|
| CITYWIDE                         | 13%               | 56%                   | 12%              | 19%         | (+ 1)              |
| <u>GENDER</u>                    |                   |                       |                  |             |                    |
| Women                            | 9                 | 53                    | 14               | 24          | (- 5)              |
| Men                              | 17                | 60                    | 10               | 13          | (+ 7)              |
| <u>AGE</u>                       |                   |                       |                  |             |                    |
| Under 35                         | 7                 | 55                    | 13               | 25          | (+ 6)              |
| 35 to 49                         | 20                | 54                    | 14               | 12          | (+ 6)              |
| 50 to 64                         | 18                | 59                    | 11               | 12          | (+ 7)              |
| 65+                              | 7                 | 58                    | 10               | 25          | (- 3)              |
| <u>YEARS IN MISSOULA</u>         |                   |                       |                  |             |                    |
| 4 or less                        | 15                | 54                    | 10               | 21          | (+ 5)              |
| 5 to 10                          | 4                 | 45                    | 16               | 35          | (- 12)             |
| 11 to 25                         | 21                | 55                    | 11               | 13          | (+10)              |
| 26+                              | 11                | 64                    | 12               | 13          | (- 1)              |
| <u>REGION</u>                    |                   |                       |                  |             |                    |
| Central                          | 10                | 59                    | 13               | 18          | (- 3)              |
| North                            | 14                | 58                    | 12               | 16          | (+ 2)              |
| South                            | 16                | 49                    | 14               | 21          | (+ 2)              |
| West/N.W.                        | 14                | 57                    | 9                | 20          | (+ 5)              |
| Has attended<br>Council meetings | 15                | 59                    | 11               | 15          | (+ 4)              |



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### Responding to Citizen Concerns (Council)

The final question in this series collected citizen views on how effective the Council is in responding to citizen concerns. Two-thirds say the Council is only "somewhat effective," while 17 percent judge them to be "not at all effective" and only 13 percent rate their performance as "very effective." The longer one has lived in Missoula, the less likely it is that the Council will be evaluated as very effective in responding to citizen concerns. Among citizens who have attended Council meetings, we register the highest "not effective" scores.

*"In your opinion, is the City Council very effective, somewhat effective or not at all effective in responding to citizen concerns?"*

|                                  | Very<br>Effective | Somewhat<br>Effective | Not<br>Effective | Not<br>Sure | (Net<br>Effective) |
|----------------------------------|-------------------|-----------------------|------------------|-------------|--------------------|
| CITYWIDE                         | 12%               | 65%                   | 17%              | 6%          | (- 5)              |
| <u>GENDER</u>                    |                   |                       |                  |             |                    |
| Women                            | 10                | 65                    | 18               | 7           | (- 8)              |
| Men                              | 15                | 64                    | 16               | 5           | (- 1)              |
| <u>AGE</u>                       |                   |                       |                  |             |                    |
| Under 35                         | 11                | 62                    | 17               | 10          | (- 6)              |
| 35 to 49                         | 12                | 71                    | 15               | 2           | (- 3)              |
| 50 to 64                         | 15                | 63                    | 18               | 4           | (- 3)              |
| 65+                              | 8                 | 64                    | 21               | 7           | (- 13)             |
| <u>YEARS IN MISSOULA</u>         |                   |                       |                  |             |                    |
| 4 or less                        | 11                | 62                    | 17               | 10          | (- 6)              |
| 5 to 10                          | 12                | 71                    | 15               | 2           | (- 3)              |
| 11 to 25                         | 14                | 63                    | 18               | 5           | (- 4)              |
| 26+                              | 8                 | 64                    | 21               | 7           | (- 13)             |
| <u>REGION</u>                    |                   |                       |                  |             |                    |
| Central                          | 12                | 63                    | 20               | 5           | (- 8)              |
| North                            | 16                | 65                    | 15               | 4           | (+ 1)              |
| South                            | 11                | 59                    | 25               | 5           | (- 14)             |
| West/N.W.                        | 10                | 73                    | 10               | 7           | ( 0)               |
| Has attended<br>Council meetings | 5                 | 65                    | 29               | 1           | (- 24)             |



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## OFFICE OF MAYOR – EFFECTIVENESS

As with the assessments citizens give the City Council, their views on the effectiveness of the Mayor also tend to be favorable, but not enthusiastically so. Thus, rather than giving the Mayor "very effective" ratings, most choose the "somewhat effective" category. Outright negative assessments are generally low, but rise to over a fifth as regards how well the Mayor's Office communicates a long-term vision for the City and how well it responds to citizens' concerns.

*"In your opinion, is the Office of Mayor very effective, somewhat effective or not very effective in each of the following areas:"*

|                                                 | Very<br>Effective | Somewhat<br>Effective | Not<br>At All<br>Effective | Not<br>Sure | (Net Very<br>Effective to<br>Not<br>Effective) |
|-------------------------------------------------|-------------------|-----------------------|----------------------------|-------------|------------------------------------------------|
| Presiding over Council meetings                 | 28%               | 46%                   | 9%                         | 17%         | (+19)                                          |
| Overseeing performance of City staff            | 20                | 47                    | 12                         | 21          | (+ 8)                                          |
| Developing the annual city budget               | 19                | 51                    | 9                          | 21          | (+10)                                          |
| Communicating a long-term vision of<br>the City | 17                | 51                    | 22                         | 10          | (- 5)                                          |
| Responding to citizen concerns                  | 12                | 56                    | 22                         | 10          | (-10)                                          |

As in other questions, we find that favorable ratings tend to fall off among older and longer-term citizens.



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Of interest in these questions are the responses of citizens who have attended City Council meetings during the 12 months prior to this survey. As may be seen in the table below, assessments are generally less favorable, and particularly so as regards responding to citizen concerns and communicating a long-term vision for the City.

*"In your opinion, is the Office of Mayor very effective, somewhat effective or not very effective in each of the following areas:"*

EVALUATION OF CITIZENS WHO  
ATTENDED COUNCIL MEETINGS

|                                      | Very<br>Effective | Somewhat<br>Effective | Not<br>At All<br>Effective | (Net Very<br>Effective to<br>Not<br>Effective) |
|--------------------------------------|-------------------|-----------------------|----------------------------|------------------------------------------------|
| Presiding over Council meetings      | 30%               | 49%                   | 12%                        | (+18)                                          |
| Overseeing performance of City staff | 22                | 43                    | 21                         | (+ 1)                                          |
| Developing the annual City budget    | 18                | 47                    | 17                         | (+ 1)                                          |
| Communicating a long-term vision     | 11                | 47                    | 36                         | (- 25)                                         |
| Responding to citizen concerns       | 12                | 43                    | 42                         | (- 30)                                         |

On the pages which follow are more detailed tables on the responses to the questions among respondents in various regions of the City, age groups and by gender.

MAYOR: PRESIDING OVER  
COUNCIL MEETINGS

|               | Very<br>Effective | Somewhat<br>Effective | Not<br>At All<br>Effective | (Net<br>Effective) |
|---------------|-------------------|-----------------------|----------------------------|--------------------|
| CITYWIDE      | 28%               | 46%                   | 9%                         | (+19)              |
| <u>GENDER</u> |                   |                       |                            |                    |
| Women         | 24                | 46                    | 8                          | (+16)              |
| Men           | 30                | 46                    | 9                          | (+21)              |
| <u>AGE</u>    |                   |                       |                            |                    |
| Under 35      | 28                | 46                    | 4                          | (+24)              |
| 35 to 49      | 33                | 46                    | 16                         | (+17)              |
| 50 to 64      | 27                | 42                    | 13                         | (+14)              |
| 65+           | 19                | 50                    | 2                          | (+17)              |
| <u>REGION</u> |                   |                       |                            |                    |
| Central       | 25                | 45                    | 10                         | (+15)              |
| North         | 35                | 47                    | 8                          | (+27)              |
| South         | 22                | 44                    | 9                          | (+13)              |
| West/N.W.     | 27                | 50                    | 7                          | (+20)              |

MAYOR: OVERSEEING PERFORMANCE  
OF CITY STAFF

|               | Very<br>Effective | Somewhat<br>Effective | Not<br>At All<br>Effective | (Net<br>Effective) |
|---------------|-------------------|-----------------------|----------------------------|--------------------|
| CITYWIDE      | 20%               | 47%                   | 12%                        | (+ 8)              |
| <u>GENDER</u> |                   |                       |                            |                    |
| Women         | 16                | 49                    | 10                         | (+ 6)              |
| Men           | 24                | 46                    | 14                         | (+10)              |
| <u>AGE</u>    |                   |                       |                            |                    |
| Under 35      | 22                | 54                    | 7                          | (+15)              |
| 35 to 49      | 23                | 49                    | 9                          | (+14)              |
| 50 to 64      | 18                | 45                    | 14                         | (+ 4)              |
| 65+           | 14                | 39                    | 19                         | (- 5)              |
| <u>REGION</u> |                   |                       |                            |                    |
| Central       | 19                | 48                    | 16                         | (+ 3)              |
| North         | 22                | 50                    | 9                          | (+13)              |
| South         | 21                | 43                    | 14                         | (+ 7)              |
| West/N.W.     | 18                | 47                    | 13                         | (+ 5)              |



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**MAYOR: DEVELOPING THE  
ANNUAL BUDGET**

|               | Very<br>Effective | Somewhat<br>Effective | Not<br>At All<br>Effective | (Net<br>Effective) |
|---------------|-------------------|-----------------------|----------------------------|--------------------|
| CITYWIDE      | 19%               | 51%                   | 9%                         | (+10)              |
| <u>GENDER</u> |                   |                       |                            |                    |
| Women         | 14                | 48                    | 11                         | (+ 3)              |
| Men           | 24                | 53                    | 7                          | (+17)              |
| <u>AGE</u>    |                   |                       |                            |                    |
| Under 35      | 11                | 55                    | 6                          | (+ 5)              |
| 35 to 49      | 26                | 47                    | 6                          | (+20)              |
| 50 to 64      | 24                | 52                    | 10                         | (+14)              |
| 65+           | 13                | 47                    | 15                         | (- 2)              |
| <u>REGION</u> |                   |                       |                            |                    |
| Central       | 18                | 48                    | 10                         | (+ 8)              |
| North         | 21                | 55                    | 7                          | (+14)              |
| South         | 19                | 49                    | 10                         | (+ 9)              |
| West/N.W.     | 18                | 51                    | 7                          | (+11)              |

**COMMUNICATING LONG-TERM VISION**

|               | Very<br>Effective | Somewhat<br>Effective | Not<br>At All<br>Effective | (Net<br>Effective) |
|---------------|-------------------|-----------------------|----------------------------|--------------------|
| CITYWIDE      | 17%               | 15%                   | 22%                        | (- 5)              |
| <u>GENDER</u> |                   |                       |                            |                    |
| Women         | 16                | 51                    | 22                         | (- 6)              |
| Men           | 18                | 52                    | 22                         | (- 4)              |
| <u>AGE</u>    |                   |                       |                            |                    |
| Under 35      | 21                | 52                    | 14                         | (+ 7)              |
| 35 to 49      | 17                | 55                    | 21                         | (- 4)              |
| 50 to 64      | 16                | 49                    | 27                         | (- 11)             |
| 65+           | 11                | 51                    | 27                         | (- 16)             |
| <u>REGION</u> |                   |                       |                            |                    |
| Central       | 14                | 53                    | 22                         | (- 8)              |
| North         | 21                | 56                    | 20                         | (+ 1)              |
| South         | 12                | 47                    | 28                         | (- 16)             |
| West/N.W.     | 23                | 48                    | 18                         | (+ 5)              |



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## RESPONDING TO CITIZEN CONCERNS

|               | Very<br>Effective | Somewhat<br>Effective | Not<br>At All<br>Effective | (Net<br>Effective) |
|---------------|-------------------|-----------------------|----------------------------|--------------------|
| CITYWIDE      | 12%               | 56%                   | 22%                        | (-10)              |
| <u>GENDER</u> |                   |                       |                            |                    |
| Women         | 11                | 55                    | 22                         | (-11)              |
| Men           | 13                | 58                    | 22                         | (- 9)              |
| <u>AGE</u>    |                   |                       |                            |                    |
| Under 35      | 11                | 65                    | 13                         | (- 2)              |
| 35 to 49      | 14                | 59                    | 18                         | (- 4)              |
| 50 to 64      | 14                | 51                    | 26                         | (-12)              |
| 65+           | 9                 | 48                    | 35                         | (-26)              |
| <u>REGION</u> |                   |                       |                            |                    |
| Central       | 10                | 54                    | 24                         | (-14)              |
| North         | 18                | 60                    | 21                         | (- 3)              |
| South         | 7                 | 51                    | 27                         | (-20)              |
| West/N.W.     | 13                | 60                    | 16                         | (- 3)              |

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SAMPLE PROFILEGENDER

Women	50%
Men	50

ETHNICITY

White	92%
Other	5
Refused	3

AGE

Under 25	8%
25 to 34	20
35 to 49	25
50 to 64	25
65+	21
Refused	1

FAMILY INCOME FOR LAST YEARBEFORE TAXES

Under \$25,000	35%
\$25,000 to \$49,999	25
\$50,000 to \$74,999	14
\$75,000+	14
Refused	12

YEARS IN MISSOULA

1 or less	10%
2 to 4	12
5 to 10	17
11 to 25	22
26+	37
Refused	2
Mean	23.9 years

OCCUPATIONAL STATUS

Full-time employed	47%
Part-time employed	10
Retired	25
Homemaker	7
Student	5
Unemployed	3
Refused	3

ZIP CODE

59801 Central	35%
59802 North	24
59803 South	18
59803 West/N.W.	9
59806 West/N.W.	*
59807 West/N.W.	*
59808 West/N.W.	13

HOUSING

Owner	65%
Renter	34
Refused	1



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Hello, my name is _____ and I'm with the Rocky Mountain Poll. We're conducting a survey about the City of Missoula and city services and I'd like to speak with you for a few minutes. The survey is completely confidential.

A. Is your residence located within the Missoula city limits?

IF YES: CONTINUE

IF NO: THANK AND TERMINATE

B. And are you the (male/female) head of your household?

IF YES: CONTINUE

IF NO: ASK TO SPEAK WITH MALE/ FEMALE HEAD,
RE-INTRODUCE YOURSELF AND CONTINUE. IF
NONE AVAILABLE, ARRANGE CALLBACK.
CHECK GENDER QUOTAS

Male...1
Female...2

CALLBACK INFO: _____

1. Would you say that you strongly agree, agree, disagree or strongly agree with the following statement... "Overall, Missoula is a good place to live."

Strongly Agree... 1
Agree...2
Disagree...3
Strongly disagree...4
Not sure, no opinion...5

2. What do you feel are the most important characteristics of Missoula that need to be preserved to make Missoula the kind of place you want to live in the future? (PROBE:) What else?

3. Next, what do you feel is the most important problem city government should be working to solve in Missoula? (PROBE). And what is the next most important problem? (PROBE)

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4. (SQ) As you know, the City of Missoula provides various services to the community ranging from fire protection to street maintenance. On a scale of zero to ten where zero means you think the city is doing a poor job and ten means you think the city is doing an excellent job, how would you rate the City of Missoula on each of the following? Remember, zero means a poor job and ten means an excellent job and you may select any number between zero and ten. (ROTATE)

		Q5 Service Rating
<u>City Service</u>		
A.	Police protection	_____
B.	Fire protection	_____
C.	Enforcing traffic laws on city streets	_____
D.	Crime prevention	_____
E.	Street repair and maintenance	_____
F.	Wastewater service	_____
G.	Preserving open space	_____
H.	Providing services and housing for the poor and homeless	_____
I.	Providing programs for youth	_____
J.	Attracting quality jobs to Missoula	_____
K.	Requiring property owners to maintain their properties	_____
L.	Providing art and cultural events and programs	_____
M.	Preserving historic Missoula neighborhoods, houses and buildings	_____
N.	Street lighting	_____
O.	Planning for the growth of Missoula	_____
P.	Providing sidewalks and trails	_____
Q.	Encouraging the growth of shops, grocery stores and restaurants in the community	_____
R.	Snow removal services	_____
S.	Keeping city taxes as low as possible	_____
T.	Encouraging the construction of housing that is affordable for the average family	_____
U.	Parks and recreation services	_____
V.	Reducing traffic congestion	_____
W.	Providing mass transit services	_____

5. Thinking about Missoula's Mayor and city council together for a moment, would you say they do an excellent, good, only a fair, poor or a very poor job on each of the following:

	Excellent	Good	Only Fair	Poor	Very Poor	Don't Know
5a. Seeking input from citizens	1	2	3	4	5	6
5b. Listening to input from citizens	1	2	3	4	5	6
5c. Communicating their decisions to the public	1	2	3	4	5	6
5d. Their overall performance in providing services to Missoula citizens	1	2	3	4	5	6

6. In your opinion, is the city council very effective, somewhat effective or not effective at all in each of the following areas: (ROTATE)

	Very Effective	Somewhat Effective	Not At All Effective	Unsure/ Don't Know
A. Creating a long term vision for the city	1	2	3	4
B. Addressing the city's real problems	1	2	3	4
C. Reviewing and approving the budget	1	2	3	4
D. Responding to citizen concerns	1	2	3	4



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7. In your opinion, is the office of mayor very effective, somewhat effective or not very effective at all in each of the following areas?

	Very Effective	Somewhat Effective	Not At All Effective	Unsure/ Don't Know
A. Overseeing performance of city staff	1	2	3	4
B. Developing the annual city budget	1	2	3	4
C. Presiding over council meetings	1	2	3	4
E. Communicating a long term vision of the city	1	2	3	4
F. Responding to citizen concerns	1	2	3	4

8. During the past 12 months, did you contact, either in person, by phone or through the Internet, any of the following city officials, employees or departments to seek service information, or to make a complaint?

	Yes	No	Can't Recall
A. The mayors office	1	2	3
B. Your city council representative	1	2	3
C. Staff at any city department	1	2	3

(IF NONE TO ALL OF THE ABOVE, GO TO Q 9)

- 8a Was your most recent contact with someone in the Mayors office, a council person's office or with someone in a city department? (CHECK ONLY ONE)

Mayors office...1
Council Office...2
Departmental office...3
Can't recall...4

- 8b Were you treated in a professional and courteous manner during you last contact with the city?

Yes...1
No...2
Unsure...

- 8c Were your needs handled in a timely fashion?

Yes...1
No...2
Can't recall...3

9. In the past 12 months, approximately how many of the following kinds of meetings, if any, have attended, I mean either in person or by watching it on MCAT, our local access cable T.V. channel? (ENTER "0" IF ANSWER IS NONE.)

	NUMBER	
	In Person	MCAT Channel
9a. City council meetings	_____	_____
9b. Meetings of city boards or commissions	_____	_____
9c. Neighborhood planning meetings	_____	_____
9d. Neighborhood council meetings	_____	_____

10. (ASK EVERYONE) If you could make any change in the city government of Missoula, what would it be?

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11. How many times in the past 12 months, if ever, have you used the City's web site to obtain information or conduct business with the City?

(GO TO DEMOGRAPHICS) Not used it...1

Once or twice...2

Three to five times...3

Six to ten times...4

11+ times...5

12. On a scale of zero to ten where zero means poor and 10 means excellent, how would you rate the City's web site?

RATING: / / /

DEMOGRAPHICS

- A. Now before I finish, I need a few pieces of information about yourself for classification purposes only. First, which of the following categories comes closest to your age? (READ EACH EXCEPT REFUSED)

Under 25...1

25 to 34...2

35 to 49...3

50 to 64...4

65 or over...5

(DO NOT READ) Refused...6

- B. How many years have you lived in the City of Missoula?

YEARS: _____

- C. Which of the following categories best describes your ethnic origin? (READ EACH EXCEPT REFUSED)

White...1

Black...2

Hispanic...3

American Indian...4

Asian American...5

(DO NOT READ) Refused...6

- D. And was your total family income for last year, I mean before taxes and including everyone in your household, under or over \$50,000?

UNDER \$50,000

Was it under \$25,000...1

or over \$25,000...2

Refused...3

OVER \$50,000

Was it under \$75,000...4

or \$75,000 or over...5

Refused...6

REFUSED OVERALL...7

- E. Are you currently employed full time, employed part time, a homemaker., a student, unemployed or retired?

Employed full time...1

Employed part time...2

Student...3

Unemployed...4

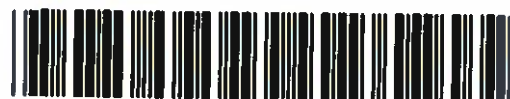
Retired...5

- F. Do you own, are you buying or do you rent your home?

Own...1

Buying...2

Rent...3



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Thank you very much, that completes this interview. My supervisor may want to call you to verify that I conducted this interview so may I have your first name in order that he/she may do so? (VERIFY PHONE NUMBER)

NAME: _____ PHONE #: _____
TIME END: _____ TOTAL TIME: _____

ADMINISTRATIVE DATA:

INTERVIEWER NAME: _____ #: _____
VALIDATED BY: _____ #: _____
CODED BY: _____ #: _____
FROM SAMPLE: _____ ZIP CODE _____



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