

Economy in Administration Planned

ADVISORY BOARD SHOWS HOW WASTE CAN BE CHECKED

Coordination of Tax Levying Bodies Suggested as Way to Save Public Money.

(Continued From Page One)

\$371,103, and the assessed wealth \$325,277,720. While the increased volume of taxes for the years 1911-1919 is expressed by the percentage of 52.94, the load accelerated for the year 1920, as compared with 1919, at the incredible rate of 23.57 per cent. The accompanying table exhibits the detail of the percentage increases:

The years 1911, 1914 and 1920 have been adopted as instructive periods of comparison for the following reasons: Population estimates for the purpose of determining approximate per capita will have to be based on the last federal census, which was taken in 1910. Moreover, 1910-1911 witnessed a swing of the business and industrial pendulum back to the normal, after the financial shock of 1907. In 1914 came the operation of the new city, or commission, form of government and that year also marked the beginning of the inflation of values and expenditures consequent upon war conditions.

VARIATION OF WEALTH

An important element in the problem of increasing public expenditures and debts is the variation in the volume of assessable wealth upon which these burdens become a mortgage. Although the volume of the assessed valuation of the general property of Multnomah county increased 11.04 per cent since 1911, while taxes were increasing 87.65 per cent, the per capita of assessable wealth in Portland has shrunk during the decade from \$1224 to \$729, with a small gain in the county area outside the city from \$1452 to \$1563. The decrease of per capita assessable wealth for the entire county during the period described was \$1379 to \$903. Thus the per capita assessable wealth of the city declined 33.60 per cent, and for the entire county area 23.31 per cent, during a period in which the volume of taxes increased 86.90 in the city and 87.65 in Multnomah county. This means that the annual tax burden falling entirely on the general property of the community increased at a pace out of reasonable proportion to the increase of assessed wealth, a tendency not conducive to industrial, commercial or home-building investment.

Comparative changes in population, wealth and taxes between the years 1911 and 1920, indicated by percentages:

City of Portland	Per cent
Increase of population	22.22
Increase of (volume) taxable wealth	14.01
Increase of taxes	87.65
Increase of (per capita) wealth	30.30
Multnomah County Outside Portland	
Increase of population	24.50
Increase of (volume) taxable wealth	14.49
Increase of taxes	86.90
Increase of (per capita) wealth	6.96
Multnomah County, Including Portland	
Increase of population	24.43
Increase of (volume) taxable wealth	14.04
Increase of taxes	87.65
Increase of (per capita) wealth	32.31

TAXATION IMPLUSES

In three particulars—county government, city government and public school administration—the tax requirements disclose different impulses; the progressive increase of city government outlays overshadowing the others. Municipal government taxes in Portland increased 138.75 per cent from 1911 to 1920, from \$7.94 to \$11.22 per capita.

Of the total volume of taxes against the common property, city government, including the dock commission, absorbs 38.02 per cent in 1920, while it required only 27.24 per cent in 1911. The county government proportion of the total volume of taxes in 1911, including road, was 21.17 per cent. The proportion of school district No. 1 in 1911 was 28.60 per cent, and in 1920 will be 23.26 per cent.

RECORD OF BONDED DEBT

A compilation of the bonded debt in Multnomah county, as of November 30, 1919, shows a grand total of \$37,242,980. The sum of the outstanding warrants of the school districts is \$1,000,000. Of the \$37,242,980, the sum of \$23,880,000 is chargeable to the revenue producing utilities, and \$3,824,000 is exempt from property tax, leaving a total of \$22,358,980 of general property obligations. When the share of this burden that falls upon outside property, such as the county district schools, drainage districts, town of Gresham, and the county highway, is deducted, it leaves a net debt against the municipal property (including 93.3 per cent of the county highway bonds) of \$24,958,680, or 9.3 per cent of the total assessed valuation. Available sinking funds of \$2,263,589, if applied to redemption, would reduce the debt percentage of assessed valuation to 7.26. Again, deducting the assessment bonds, the general property bond debt of the city diminishes to \$17,878,100, or 5.72 per cent of the assessed valuation; and to 5.07 per cent when the sinking funds are deducted.

DEBT SEGREGATED

Following is a comprehensive segregation of the bonded indebtedness:

General purposes: \$ 603,888.51
County school purposes: 392,493.08
County purposes: 1,408,917.56
County bonds: 45,297.92
Port of Portland: 470,998.94
City of Portland: 1,667,812.76
Public docks: 3,893.94
Town of Gresham: 898.52
Town of Fairview: 1,124.29
School District No. 1 (Portland): 1,777,711.00
School District No. 2 to 22, Inc.: 82,297.92
Joint school districts: 2,108.26
Union high school, Dist. No. 1: 5,341.70
Union high school, Dist. No. 2: 17,870.25
County high school, tuition fund: 10,943.78
Maplewood water district: 4,528.11

Total: \$40,491,426.81
* Total 1920 includes \$100,000.00 of Roseburg bonds, \$250,000.00 of Port of Portland, 1919, includes special issue, \$250,000.00.
Includes excess more than 6 per cent over previous year tax not "authorized by a majority of the legal voters voting upon the question," as provided in Article XI, Constitution of Oregon.

Shirts to Order

Conservative patterns for conservatively dressed men, and others as gay as other men want their shirts to be.

Genuine English Oxford Shirting

Just Received \$6.00

Jacobs Shirt Co.

Raleigh Bldg. 327 Washington St., Cor. 6th ESTABLISHED 1888

CONDENSED TABLE OF TAX LEVIES FOR 1911, 1919 AND 1920, WITH PERCENTAGES OF INCREASES AND DECREASES

Fund—	Tax 1911.	Tax 1919.	Tax 1920.	Per cent 1911-1919.	Per cent 1919-1920.	Per cent 1911-1920.
General state purposes	\$ 603,888.51	\$1,051,394.27	\$1,586,101.03	74.12	162.33	50.86
County school purposes	392,493.08	556,741.89	623,493.08	41.35	58.84	12.91
County purposes	1,408,917.56	1,867,476.15	2,404,974.98	32.64	28.01	12.41
County bonds	45,297.92	45,297.92	45,297.92	0.00	0.00	0.00
Port of Portland	470,998.94	671,598.51	458,408.82	42.59	5.21	33.23
City of Portland	1,667,812.76	3,357,207.04	4,098,861.50	101.29	188.75	15.22
Public docks	3,893.94	3,893.94	3,893.94	0.00	0.00	0.00
Town of Gresham	898.52	3,036.46	4,714.39	238.13	10.96	5.64
Town of Fairview	1,124.29	960.65	1,001.40	-12.63	4.25	3.57
School District No. 1 (Portland)	1,777,711.00	1,943,216.95	2,716,873.30	9.45	39.80	30.35
School Districts Nos. 2 to 22, Inc.	82,297.92	82,297.92	82,297.92	0.00	0.00	0.00
Joint school districts	2,108.26	5,381.70	6,060.54	148.23	179.04	12.61
Union high school, Dist. No. 1	5,341.70	5,341.70	5,341.70	0.00	0.00	0.00
Union high school, Dist. No. 2	17,870.25	17,870.25	17,870.25	0.00	0.00	0.00
County high school, tuition fund	10,943.78	10,943.78	10,943.78	0.00	0.00	0.00
Maplewood water district	4,528.11	4,528.11	4,528.11	0.00	0.00	0.00
Total	\$40,491,426.81	\$9,780,069.44	\$11,953,533.17	23.94	54.94	23.57

* Total 1920 includes \$100,000.00 of Roseburg bonds, \$250,000.00 of Port of Portland, 1919, includes special issue, \$250,000.00.
Includes excess more than 6 per cent over previous year tax not "authorized by a majority of the legal voters voting upon the question," as provided in Article XI, Constitution of Oregon.

gation of the bonded indebtedness:

General purposes	\$ 603,888.51
County school purposes	392,493.08
County purposes	1,408,917.56
County bonds	45,297.92
Port of Portland	470,998.94
City of Portland	1,667,812.76
Public docks	3,893.94
Town of Gresham	898.52
Town of Fairview	1,124.29
School District No. 1 (Portland)	1,777,711.00
School Districts Nos. 2 to 22, Inc.	82,297.92
Joint school districts	2,108.26
Union high school, Dist. No. 1	5,341.70
Union high school, Dist. No. 2	17,870.25
County high school, tuition fund	10,943.78
Maplewood water district	4,528.11
Total	\$40,491,426.81

Total municipal bond debt: \$23,772,480
County—Highway: 1,000,000
Town of Gresham—Water: 25,000
Drainage districts: 185,000
County—School districts: 98,500
Total property debt of county: \$25,330,980
Utility revenue bonds: \$ 6,784,000
City of Portland—Water: \$ 6,784,000
County—Interstate bridge: 1,150,000
Total utility revenue bonds: \$ 8,288,000
Total property and revenue bonds \$33,618,930
State bonds 37 per cent of \$9,140,000 prin. and \$985,000 int. high: \$3,831,800
State bonds 37 per cent of \$450,000 prin. and \$855,000 int. rural: 168,500
Irrigation interest bonds: 76,750
Total state: \$ 8,624,050
The state bonds are not a tax liability, and are to be automatically redeemed from license receipts, gasoline tax and reimbursements for loans.

BOND OBLIGATIONS

Omitting state, city assessments and drainage district bonds, the total obligation against the taxable resources of the county as a whole is \$18,086,100, and the city (including 93.3 per cent of county highway bond debt) \$17,891,850. The current annual total interest tax charge is \$121,796, of which city property bears \$101,796. The property bonds, redeemable from the general taxes, represent a total interest obligation of \$1,307,299, and a total interest and redemption obligation of \$2,296,399. The \$1,307,299 represents a current annual interest charge against the property directly affected by the investment of \$434,450 for the current annual interest on property debt \$1,248,306.

INTERSTATE BRIDGE BONDS

The interstate bridge bonds and interest are no longer a factor of the annual county tax burden. The process of redemption from the revenues began in 1912, as an immediate result of the legislation of that year. In adopting the county budget for 1919, there were included the sums of \$50,000 for the redemption of interstate bridge bonds, and of \$28,750 for accrued interest. The subsequent legislative act, creating the "Columbia river interstate bridge commission," and defining its powers, authorized the payment of the obligations from the bridge tolls, and as consequence the county general fund should have to its credit January 1, 1920, the unused bond and interest levies amounting to \$108,750.

The annual revenues accruing from the operation of the interstate bridge have attained a stability that seems to guarantee the liquidation of the investment and a cumulative surplus more than sufficient for maintenance, replacement and reconstruction.

The two funds—"bridge" and "bridge toll"—should be merged; and if the commission has not the authority to increase surplus balances in bonds, the legislature should confer it. This is especially desirable if a permanent reconstruction fund is to be established. The earning capacity of the cash balances, unless funded in interest bearing securities, is only 2 per cent.

WHAT LAW PROVIDES

The law prescribing the duties of the commission in section 4, provides that the annual budgets of the 66 taxing units be filed for supervision or be forfeited December 1; and in section 5 requires that the commission shall advise the taxing officials of the several units as to the taxes to be levied in keeping with its findings and conclusions, between November 1 and December 31. Within this period "it shall be the duty of said levying boards to meet with said tax supervising and conservation commission at said times and places (to be designated by the commission) . . . that said proposed budgets shall, after said hearing, be carefully considered by said commission. The said commission shall report back in writing . . . the results of their findings."

AN IMPOSSIBLE TASK

It is practically impossible for a supervisory budget commission to function effectively under the existing requirements. The largest unit of expenditure is the city, and its annual budget is adopted, under the charter, the third Monday in November, three weeks after the budget estimates are compiled. Without having conducted a continuous examination of the municipal outlays for the antecedent portion of the year, fortified with precise knowledge as to the detailed expenditures of the previous fiscal term, an advisory commission could hope to have little or no influence as a supervisory agency in the ultimate approval of the budget.

RESEARCH ESSENTIAL

The multiplicity of uses and pretenses for the heavy tax expenditures in Multnomah county, requires research in the general zones of operations. Curiousities of budget estimates through an advisory channel, and restraint by publicity upon the extravagant impulses of disbursing agents can only be effected when urged upon the substantial basis of specific information. Such information is not to be obtained by clerical scrutiny of the proposed budgets in the official headquarters of the city or bureau, but as a result of independent investigation in the field of expenditure. For this necessary technical labor, chapter 375, Laws of 1919, makes no provision, and in allowing the expenditures of \$2500 a year barely provides for perfunctory clerical services and office supplies.

UNIFORM BUDGET SCHEME

While the act creating the commission and prescribing its duties, directs it to cooperate with the levying officials in an advisory capacity, in the preparation of the annual budgets, it fails to define the elements of information to be contained in a uniform budget exhibit, ap-

peared to the many different taxing units. Indeed, with all the legislative references to budgets, no competent budget statute has been enacted.

The remedy for the present condition as regards the school districts' budgets is to concentrate the district school finances in the offices of the county treasurer and county auditor, thus relieving the school directors of the responsibility of handling the funds, although reserving to them the authority to control disbursements through the voucher and invoice method applied to the expenditure of other public funds. Until this change is brought about, the existing state-wide application—the administration of school district funds will remain irresponsible and chaotic. Prior to legislative action, an examination of the several districts in Multnomah county should be made.

The consolidated school budget sheet for Multnomah county, excluding joint districts, shows the total of the 1920-21 fiscal year, \$1,000,000. Of this, \$89,378.63, of which \$210,126.44 is for bond and warrant installment payments and interest.

MUNICIPAL TRANSPORTATION

When the various odds and ends of the transportation allowances in the budget are aggregated, striking possibilities of economy are suggested. The total proposed expenditures in 1920 for motor vehicle accessories, supplies, repairs, auto hire, carfare and other outlays is \$159,817.50, and transportation employees \$77,330.55, making a total transportation estimate for the year of \$238,948.05. On the basis of the average monthly expenditures of \$39,816.34, \$251 for auto hire and \$7905 for "other" official transportation. The total of these items, \$17,336.50, shows a 38.87 per cent increase over the average monthly expenditures made under similar classifications in 1919.

PUBLIC SERVICE VACATIONS

In professional and commercial occupations it is customary to provide for individual vacations during the dull season without increasing overhead costs. In public life the habit of employing vacation substitutes, acquired of recent years, is developing into obvious waste. The Multnomah county budgets for 1920 contain an aggregate of \$78,826.25 for vacation service, most of which could be performed by cooperative arrangement or temporarily neglected without detriment to the public welfare. The municipal estimates alone for vacation services total \$41,352.50.

EMERGENCY FUND ACCOUNTS

One of the plausible devices for the purpose of creating surplus general fund balances is the unexplained "miscellaneous" or "contingent" items, added for full measure to the detailed estimates. For 1920, unexplained contingent funds amounting to \$13,040 have been allowed 36 offices, departments, bureaus and divisions in the municipal budget. The increase of these allowances over the average monthly expenditure for nine months in 1919 is \$5356, or 75.43 per cent.

Estimates or allowances of this character should not be maintained in budget making. A general emergency fund allowance should be provided and expended through emergency warrants issued by the auditor on proof of emergency necessity, certified by department heads on detail forms.

LIMIT EXCEEDED

Jugglery of the county levies, following the adoption of an error in the published estimates, has resulted through violation of the 5 per cent constitutional limitation in a total county levy of \$76,475.76 in excess of the legal allowance for annual increase. The 1919 legislature increased the levy limit for library purposes from 1/2 to 1 mill, but the taxes to be raised for library purposes are included in the sum total of taxes to be levied by the county commissioners for all purposes. The same legislature provided for the Rose Festival levy, which is likewise made a part of the annual sum of taxes to be raised for general county purposes. The county commissioners, under the legislative extension of the library levy limit, provided for the total estimate as a factor of the county government budget. When the county budget estimates were completed for publication they included the proposed library and Rose Festival levies, and the sum total of all the county levy estimates was within the 6 per cent limitation of annual increase.

EXCESS LEVIES IMPOSED

Tax levies as calculated under the amended law of 1917, with the resultant variation of sums over and above budget allowances, are seriously irregular. The labor and space saving pretext for curtailing the decimal extension of the millage to the tenth point, in the official pleading of indolence and incompetence, particularly with the present day equipment for precise mechanical computation. It appears from calculations, subject to trifling modification by the detection of errors during the process of extending the taxes on the rolls, that the net excess levies in the county, over and above the budget requirements, is \$44,806.52.

Certain state taxes are made to fall upon

Multnomah county property with disproportionate weight. That the community as a whole receives commensurate benefits in an indirect way is the legislative theory under which these tax contributions are exacted. (The tax levied in Multnomah county for 1920 collected in Multnomah county for 1920 collected within the county, while \$264,475.08 will

BE DISBURSED FOR LOCAL PURPOSES ELSEWHERE.

These include levies for circuit judges, district attorneys and deputies, county fairs and market roads. EARLIER EFFORT FORGOTTEN The county commissioners in 1913 took the initiative step toward establishing cooperative efficiency throughout the departments, in providing for an administrative code prepared by a representative of the New York municipal bureau of research. For lack of sufficient authority over the executive heads of departments, and because of official resistance where cooperation should have been willingly extended, this code, particularly in its check and accountability features, has remained ineffectual. An examination adopted by the commissioners as an expedient of county government.

THREE ESSENTIAL FACTORS

The approximate perfection of the budget system depends upon three incidental developments: an auditing department, whether conducted by the auditor as the official accountant, or the board of county commissioners as the chief disbursing authority of the county. One is the maintenance of a warrant register that will disclose from day to day the scrupulously classified vouchers expenditures against the detailed budget allowances, so as to exhibit at all times itemized and fund balances. The other is the establishment of unit cost records for maintenance, materials and supplies in every department, utility and institution; and the installation of forms that disclose the daily volume of business and the measurement of products and activities in each department.

A contract ledger showing from month to month the cost of supplies and percentage of performance or delivery, would complete the data necessary for intelligent executive supervision of the public business and enlighten the deliberations of the budget sessions.

PLEA FOR UNIFORMITY

In the application of the principle of budget making for the control of government expenditures, small progress has been made beyond the loose consideration and formal adoption of estimation. The annual product of budgets in Multnomah county provide for a multiplicity of government necessities, public utilities, educational purposes, highway improvements and maintenance, institutional requirements and incidental pretenses. Each levying body, as the disbursing agent of public funds, has no particular incentive to regard its annual needs, actual and assumed, as a factor in the taxation problem of the county as a whole; but on the contrary inclined to consider its own estimated requirements on a maximum basis. If a tax supervising and conservation commission, or any supervisory body of citizens, is to effect a saving betterment of the situation, a legislative plan will have to be devised for a uniform and coherent budget making system. The county and city dock commission have made distinct progress in preparation of their budgets, and the forms and procedure of these tax units should be adopted as fundamental requirements of a general budget system that is in its present complexities and defects, a mockery.

SUGGESTED REFORMS

All estimates of officials, reported for the primary consideration of the levying bodies, should show in parallel columns the estimated costs of three preceding years; the detailed expenditures of the

last of those years, together with the budget allowances and the month's expenditure of the current year. The tax supervising body of the county should be authorized under an appropriation for that purpose, to prepare and issue to the various taxing units, all forms necessary for the establishment of a uniform system, and the budgets as compiled and approved, with the original estimate sheets, should be filed with the supervisory commission not later than October 1.

DELAY COSTLY

This would afford two months, little enough time for proper investigation and review by a supervisory board; consultation with the levying officials; publication of the budgets for the consideration of the taxpayers, and final adoption. The present dilatory practice of filing budgets with the assessor in December is embarrassing and expensive. A filing of the budget October 1 with a supervisory commission would enable that body to compile and report for publication by November 20, a comprehensive review of the annual tax problem.

A centralized administrative supervision

of all funds derived from the taxation of the general property having become imperative in Multnomah county, the question to be answered is: What form shall the needed legislation take? The present commission appointed by the state executive, with insufficient authority and inadequate funds to function effectively, should be replaced by an organization patterned after the proposed national bureau of budgets. Its duties of investigation should extend beyond the voucher records of all public disbursing officers. It should be authorized to provide for uniformity of accounts, and to plan a just classification of salaries in the public service, with due regard to the right of continuous employment to progressive compensation, and to the employment of competitive promotion from one branch of service to another.

OPERATING MACHINERY

The bureau of budgets, or whatever the administrative body may be designated, should serve without compensation, to operate, and the inseparable selection of an expert staff of examiners, not to exceed three the first biennium, one of whom should be designated as chief and qualified with executive authority as the director of the bureau work.

RECOMMENDATIONS SUMMARIZED

In view of the insufficiency of the legislation under which the tax supervising and conservation commission is organized, its most serious labor would be the selection of an expert staff of examiners, not to exceed three the first biennium, one of whom should be designated as chief and qualified with executive authority as the director of the bureau work.

RECOMMENDATIONS SUMMARIZED

In view of the insufficiency of the legislation under which the tax supervising and conservation commission is organized, its most serious labor would be the selection of an expert staff of examiners, not to exceed three the first biennium, one of whom should be designated as chief and qualified with executive authority as the director of the bureau work.

RECOMMENDATIONS SUMMARIZED

In view of the insufficiency of the legislation under which the tax supervising and conservation commission is organized, its most serious labor would be the selection of an expert staff of examiners, not to exceed three the first biennium, one of whom should be designated as chief and qualified with executive authority as the director of the bureau work.

RECOMMENDATIONS SUMMARIZED

In view of the insufficiency of the legislation under which the tax supervising and conservation commission is organized, its most serious labor would be the selection of an expert staff of examiners, not to exceed three the first biennium, one of whom should be designated as chief and qualified with executive authority as the director of the bureau work.

RECOMMENDATIONS SUMMARIZED

In view of the insufficiency of the legislation under which the tax supervising and conservation commission is organized, its most serious labor would be the selection of an expert staff of examiners, not to exceed three the first biennium, one of whom should be designated as chief and qualified with executive authority as the director of the bureau work.

RECOMMENDATIONS SUMMARIZED

In view of the insufficiency of the legislation under which the tax supervising and conservation commission is organized, its most serious labor would be the selection of an expert staff of examiners, not to exceed three the first biennium, one of whom should be designated as chief and qualified with executive authority as the director of the bureau work.

RECOMMENDATIONS SUMMARIZED

In view of the insufficiency of the legislation under which the tax supervising and conservation commission is organized, its most serious labor would be the selection of an expert staff of examiners, not to exceed three the first biennium, one of whom should be designated as chief and qualified with executive authority as the director of the bureau work.

RECOMMENDATIONS SUMMARIZED

In view of the insufficiency of the legislation under which the tax supervising and conservation commission is organized, its most serious labor would be the selection of an expert staff of examiners, not to exceed three the first biennium, one of whom should be designated as chief and qualified with executive authority as the director of the bureau work.

RECOMMENDATIONS SUMMARIZED

In view of the insufficiency of the legislation under which the tax supervising and conservation commission is organized, its most serious labor would be the selection of an expert staff of examiners, not to exceed three the first biennium, one of whom should be designated as chief and qualified with executive authority as the director of the bureau work.

RECOMMENDATIONS SUMMARIZED

In view of the insufficiency of the legislation under which the tax supervising and conservation commission is organized, its most serious labor would be the selection of an expert staff of examiners, not to exceed three the first biennium, one of whom should be designated as chief and qualified with executive authority as the director of the bureau work.

RECOMMENDATIONS SUMMARIZED

In view of the insufficiency of the legislation under which the tax supervising and conservation commission is organized, its most serious labor would be the selection of an expert staff of examiners, not to exceed three the first biennium, one of whom should be designated as chief and qualified with executive authority as the director of the bureau work.

RECOMMENDATIONS SUMMARIZED

In view of the insufficiency of the legislation under which the tax supervising and conservation commission is organized, its most serious labor would be the selection of an expert staff