

THE PENTHOUSE
10 NORTHWEST 10TH
PORTLAND, OREGON 97209
503/225-0192
FAX 503/225-0224

COGAN
SHARPE
COGAN

PLANNING,
COMMUNICATIONS,
GOVERNMENTAL AND
COMMUNITY RELATIONS

MEMORANDUM

DATE: February 18, 1992

TO: Board of County Commissioners
City Councils of Gresham, Portland, Troutdale, Fairview, Wood Village,
Maywood Park

FROM: Arnold Cogan & Jim Owens

RE: Summary of December 5, 1991 Joint Government Meeting (Please note: we
delayed sending you this as we were hoping to have a definitive time schedule
for the next meetings.)

CABLE REPORT

David Kish presented options. Commissioner Bogle added one more.

- ◆ There was no opposition to the concept of developing a single county-wide cable franchise over the long term.
- ◆ There was general agreement that there be a single regulating commission. Only Mayor Carlson expressed opposition.
- ◆ A high priority among the group is to maintain the current quality of service and community access.

ANIMAL CONTROL

Hank Miggins presented the Animal Control group's report. County Animal Control is funded at its current level through March 31, 1992. After that, its services will be decreased to provide only those mandated by the state.

- ◆ Option 3, animal control services to be determined and funded by each jurisdiction, was rejected by all participants.
- ◆ No other decisions were reached. Commissioner Hansen agreed to form a funding options study group. Commissioner Kafoury volunteered to work with him.

BOARD OF
COUNTY COMMISSIONERS
1992 FEB 24 AM 11:12
MULTNOMAH COUNTY
OREGON

KAFOURY/McROBERT/BAUMAN GROUP REPORT ON NEXT STEPS

In the fall, 1991, the group agreed on the definition of city and county services. The purpose of these meetings is to decide roles and responsibilities. Some services are already being coordinated: for example, Housing, through the CHAS process; Emergency Planning; and Justice Planning.

These meetings have set the governments on a course to consolidate the services of roads and police. The roads group will present a proposal to this group by May 15; the Citizens Crime Commission will report on the police in mid-March.

- ◆ No consensus was reached on steps to take prior to those groups' reports.
- ◆ The next Joint Government meeting will be called when the CCC is ready to report.

:aid
9154m218.wp5

ANNOTATED MINUTES

Tuesday, December 3, 1991 - 9:30 AM
Multnomah County Courthouse, Room 602

BOARD BRIEFINGS

- B-1 Presentation of the Child and Adolescent Mental Health Planning Group's Recommendations - Presented by Gary Smith, James Edmondson, Linda Riley and Doug Montgomery

PRESENTATION AND RECOMMENDATIONS MADE BY JAMES EDMONDSON WITH LINDA RILEY, TERRY BUTLER AND NANCY WILTON.

- B-2 Briefing regarding ACA Accreditation of Multnomah County Inverness Jail (MCIJ) and Multnomah County Restitution Center (MCRC) - Presented by Gary Walker

ACA ACCREDITATION PRESENTED AND EXPLAINED BY CHIEF DEPUTY JOHN SCHWEITZER. SPECIAL STAFF ACKNOWLEDGEMENT WAS GIVEN TO LT. VERA POOL, CAPT. GARY WALKER AND SGT. RAIMOND ADGERS. BCC WAS PRESENTED WITH A COMMISSION PIN FOR THE ACA ACCREDITATION. CAPT. WALKER RECOGNIZED BOB NILSEN OF FACILITIES MANAGEMENT AND ARCHITECT VERN ALMAN OF KAPLAN/McLAUGHLIN/DIAZ FOR THE BEST DESIGN FOR A FUNCTIONAL FACILITY OF MCIJ. CRAIG CALKINS WITH FACILITIES MANAGEMENT STAFF AND GREG PETESZ WITH TRANSPORTATION STAFF WERE ALSO RECOGNIZED FOR THEIR HARD WORK AND DEDICATION.

Tuesday, December 3, 1991 - 10:15 AM
Multnomah County Courthouse, Room 602

AGENDA REVIEW

- B-3 Review of Agenda for Regular Meeting of December 5, 1991

Thursday, December 5, 1991 - 9:30 AM
Multnomah County Courthouse, Room 602

REGULAR MEETING

CONSENT CALENDAR JUSTICE SERVICES

SHERIFF'S OFFICE

- C-1 Liquor License Application Renewals Submitted by Sheriff's Office with Recommendation for Approval as Follows:
Package Store for:
a) Country Food Mart, 5708 S.E. 136th Avenue, Portland;
Retail Malt Beverage for:
b) Velvet Keg, 12131 S.E. Holgate, Portland

APPROVED.

REGULAR AGENDA
NON-DEPARTMENTAL

- R-1 RESOLUTION in the Matter of Cautioning Against Racial Exploitation on the Commemoration of the 50th Anniversary of the Japanese Attack on Pearl Harbor

TESTIMONY HEARD. RESOLUTION 91-179 APPROVED.

- R-2 PROCLAMATION in the Matter of Proclaiming December 7 - 15, 1991 as Drunk and Drugged Driving Awareness Week

TESTIMONY HEARD. PROCLAMATION 91-180 APPROVED.

- R-3 RESOLUTION in the Matter of Accepting FROM HARASSMENT TO HOMICIDE, a Report on the Response to Domestic Violence in Multnomah County, A Needs Assessment From the Family Violence Intervention Steering Committee, by Laurie Hubbard, October 1991

RESOLUTION 91-181 APPROVED.

- R-4 In the Matter of the Ratification of Local 88 1991-92 Contract which was Approved by Local 88 Membership in February

APPROVED.

- R-5 RESOLUTION in the Matter of Transferring Roads to Gresham and Signing an Intergovernmental Agreement for the Delivery of Transportation Services

TESTIMONY HEARD. CORRECTED RESOLUTION 91-182 APPROVED.

- R-6 Second Reading and Possible Adoption of an ORDINANCE Amending Multnomah County Code 5.10.080 Relating to Fees for Documents Provided by the Office of the Board Clerk

ORDINANCE NO. 706 APPROVED.

- R-7 First Reading of an ORDINANCE Amending Multnomah County Code 2.30.300 to Change the Function of the Justice Coordinating Council and the Number and Qualifications of Members (continued from November 21, 1991)

FIRST READING APPROVED. SECOND READING SCHEDULED FOR THURSDAY, DECEMBER 12, 1991.

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-8 Ratification of an Intergovernmental Agreement between Multnomah County Transportation Division and the City of Gresham to Participate in a Study of Traffic Impact Fees Related to Offsetting the Cost of Development on the Transportation System for the Urban East County Area

APPROVED.

R-9 ORDER in the Matter of the Request for Approval to Transfer Tax Foreclosed Properties to THE CITY OF WOOD VILLAGE, OREGON

ORDER TO BE RECONSIDERED ON THURSDAY, DECEMBER 12, 1991 - PUBLIC HEARING DATE WAS NOT SET.

DEPARTMENT OF HUMAN SERVICES

R-10 Ratification of an Amendment to the Intergovernmental Agreement Between the State of Oregon, Department of Human Resources, Children's Services Division, and Multnomah County, via the Juvenile Justice Division, Providing for Increased Payment Rates and Limiting the Discretionary Bed Space at the State Training Schools to No More than 76 Children on Any Given Day (continued from November 26, 1991)

APPROVED.

R-11 Budget Modification DHS #46 Authorizing Addition of \$1,050 State Revenue from the Children's Services Division to the Juvenile Justice Division, to Provide Funding for Electronic Monitoring, an Alternative to Detention (continued from November 26, 1991)

APPROVED.

PUBLIC CONTRACT REVIEW BOARD

(Recess as the Board of County Commissioners and convene as the Public Contract Review Board)

R-12 ORDER in the Matter of an Exemption to Contract For the Purchase of Two 4-Wheel Drive Vehicles for the Sheriff's Office

ORDER 91-184 APPROVED.

R-13 ORDER in the Matter of an Exemption From Public Bidding a contract to Purchase an Emergency Generator for the Penumbra-Kelly Building

ORDER 91-185 APPROVED.

(Recess as the Public Contract Review Board and reconvene as the Board of County Commissioners)

Thursday, December 5, 1991 - 1:30 - 5:00 PM

Multnomah County Justice Center
1120 S.W. 3rd, 14th Floor
Conference Room B

JOINT GOVERNMENTS MEETING

1. Sixth in a Series of Joint Governments Meetings Between Fairview, Gresham, Multnomah County Portland, Troutdale and

Wood Village to Discuss Government Services Such as Roads, Law Enforcement, Animal Control, Land Use Planning, Emergency Management and Others.

ELECTED OFFICIALS JOY AITKENHEAD, PAULINE ANDERSON, RICK BAUMAN, EARL BLUMENAUER, DICK BOGLE, FRED CARLSON, BARBARA CLARK, BUD CLARK, SAM COX, GARY HANSEN, GRETCHEN KAFOURY, SHARRON KELLEY, MIKE LINDBERG, GLADYS McCOY, GUSSIE McROBERT, DON ROBERTSON, AND PAUL THALHOFER. DAVID KISH, STAFF TO MAYOR CLARK PRESENTED AND EXPLAINED THE REPORT FROM THE CABLE TELEVISION WORKING GROUP. HANK MIGGINS, STAFF TO CHAIR McCOY, PRESENTED AND EXPLAINED THE ANIMAL CONTROL SERVICES REPORT FROM THE WORKING GROUP. RICK BAUMAN PRESENTED AND EXPLAINED RECOMMENDATIONS RELATING TO THE ROAD STUDY AND THE CRIME STUDY PREPARED BY THE STEERING GROUP. NEXT MEETING TO BE SCHEDULED AT A LATTER DATE TO REVIEW REPORTS AND RECOMMENDATIONS OF THE WORKING COMMITTEES CREATED DURING THIS PROCESS OF THE JOINT GOVERNMENT MEETINGS.

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Wood Village to Discuss Government Services Such as Roads, Law Enforcement, Animal Control, Land Use Planning, Emergency Management and Others.

ELECTED OFFICIALS JOY AITKENHEAD, PAULINE ANDERSON, RICK BAUMAN, EARL BLUMENAUER, DICK BOGLE, FRED CARLSON, BARBARA CLARK, BUD CLARK, SAM COX, GARY HANSEN, GRETCHEN KAFOURY, SHARRON KELLEY, MIKE LINDBERG, GLADYS McCOY, GUSSIE McROBERT, DON ROBERTSON, AND PAUL THALHOFER. DAVID KISH, STAFF TO MAYOR CLARK PRESENTED AND EXPLAINED THE REPORT FROM THE CABLE TELEVISION WORKING GROUP. HANK MIGGINS, STAFF TO CHAIR McCOY, PRESENTED AND EXPLAINED THE ANIMAL CONTROL SERVICES REPORT FROM THE WORKING GROUP. RICK BAUMAN PRESENTED AND EXPLAINED RECOMMENDATIONS RELATING TO THE ROAD STUDY AND THE CRIME STUDY PREPARED BY THE STEERING GROUP. NEXT MEETING TO BE SCHEDULED AT A LATTER DATE TO REVIEW REPORTS AND RECOMMENDATIONS OF THE WORKING COMMITTEES CREATED DURING THIS PROCESS OF THE JOINT GOVERNMENT MEETINGS.

SUPPLEMENTAL AGENDA

Tuesday, December 3, 1991 - Immediately Following Agenda Review
Multnomah County Courthouse, Room 602

- B-4 Briefing regarding Animal Control Services Relating to the Joint Government Meeting scheduled for December 5, 1991 - Presented by Hank Miggins, Paul Yarborough, Betsy Williams and Mike Oswald

HANK MIGGINS WITH PAUL YARBOROUGH AND BETSY WILLIAMS PRESENTED AND EXPLAINED THE ANIMAL CONTROL REPORT TO BE PRESENTED TO THE ELECTED OFFICIALS AT THE JOINT GOVERNMENTS MEETING ON THURSDAY, DECEMBER 5TH.

Please Sign On + Pass Along

ATTENDEES - 12/5/91 JT. GOVT. MEETING

<u>Name</u>	<u>Jurisdiction</u>
Rick BAUMANN	MULTNOMAH Co.
Gretchen Katoony	Polk
Gladys McInry	Multnomah Co.
Lynne J. Robert	Gresham
Fred M. Carlson	Fairview
Joy Atkenhead	Maywood Park
Earl Blumenauer	Portland
Mick Kogge	Forestland
Sharon Kelly	Multnomah County
Garry Hanson	Mult. Co.
Brig Clark	City of Portland
Gann Cox	City of Troutdale
Paul Thalhofer	" "
MIKE LINDBERG	City of Portland
Pauline Anderson	Multnomah County
Don Roberts	City of West Village
Barbara Clark	COP



CITY OF

PORTLAND, OREGON

Cay Kershner

Council Clerk

Office of the City Auditor

City Hall
1220 S.W. 5th, Room 202
Portland, Oregon 97204

Bldg. 131
Phone:
(503) 823-4086

Return to the Clerk
when Complete - Thank you

PROPOSED AGENDA
JOINT GOVERNMENT COLLABORATION
December 5, 1991
14th Floor, Justice Center

2:00 pm	Getting started
2:10	Agreement on agenda
2:15	Report from the Cable Television Working Group Questions and answers
2:45	Discussion and selection of cable television option
3:30	Report from Animal Control Working Group Questions and answers
3:45	Discussion and selection of animal control option
4:15	Agreement on next steps
4:30	Adjournment

CABLE

JOINT GOVERNMENT GROUP

DECEMBER 5, 1991

CABLE
COST COMPARISONS
FY 1990-91 - ACTUAL EXPENSES

	<u>Portland</u>	<u>MCRC</u>
<u>Subscribers</u>	94,000	44,500 (1/3 annexed to City)
<u>Franchises</u>	3 (Paragon, TCI, Columbia)	1 (Paragon)
<u>Cable Staff</u>	2 FTE	2 FTE
<u>'91 Expenditures</u>		
P.S.	\$112,879	\$ 83,388
M&S (external)	50,024	48,659
(internal)	18,928	15,189
Capital	998	-0-
Indirect Cost	<u>54,212*</u>	<u>-0-*</u>
Total	\$237,041	\$147,236
 <u>Admin. Cost per Subscriber</u>	 <u>\$2.52</u>	 <u>\$3.31</u>

*Indirect cost calculated differently for City and Multnomah County. Costs shown here are not comparable, but are "worst cases"

CABLE
BUDGET COMPARISONS
FY 1991-92 - BUDGET

	<u>Portland</u>	<u>MCRC</u>
<u>Subscribers</u>	94,000	44,500
<u>Franchises</u>	3	1
<u>Cable Staff</u>	2 FTE	2 FTE
<u>'92 Budget</u>		
P.S.	\$120,512	\$ 86,645
M&S (external)	21,700	68,291
(internal)	17,805	14,471
*Indirect Cost	<u>-0-</u>	Less <u><35,000></u> Indirect
Total	\$160,017	\$134,407
 <u>Admin. Cost per</u>		
<u>Subscriber</u>	<u>\$1.70</u>	<u>\$3.02</u>

*No indirect costs shown in this comparison to eliminate non-comparable figures.

CABLE
LOCAL PROGRAMMING BUDGET

	<u>Portland</u>	<u>MCRC</u>
<u>Pass Through</u>	\$395,000	\$879,841*
<u>Expenditure per Subscriber</u>	<u>\$4.20</u>	<u>\$19.77</u>

*MCRC staff has different and additional responsibilities for local programming than Portland staff.

CABLE
POSSIBLE COMBINED BUDGETS
FY 1992

Two Staffs

•Combined Portland & MCRC, FY '92	\$294,424
•Indirect Costs @ 25%	<u>73,606</u>
Total	\$368,030
•Merged with either one or two Commissions	\$368,030
•Overhead savings per 1/91 report	<u><5,000></u>
	\$363,030

JOINT GOVERNMENT GROUP
CABLE
December 5, 1991

Alternatives (November 21)

1. MCRC contract with Portland for cable staffing
 - one or two commissions
2. Portland contract with Multnomah County for cable staffing
 - one or two commissions
3. Two commissions and two staffs; MCRC jurisdictions renegotiate intergovernmental agreement among themselves
(OMITTED NOVEMBER 21)

(December 5)
Commissioner Bogle Option

New Option 3

City/County agreement for City cable regulation of un-annexed areas

ISSUES RE: ALTERNATIVE 1

(Transfer of MCRC Staffing to City)

- Treatment of MCRC settlement fund
- Approval of MCRC jurisdictions on changes to intergovernmental agreement
- Configuration of two citizen cable commissions
- Treatment of budget and franchise fees
- Level of staffing and transition of current staff
- Administrative setup of expanded City OCCFM
- Extent of cost savings
- Accountability issues for six jurisdictions

ISSUES RE: ALTERNATIVE 2

(Transfer of City cable function to County
or other jurisdiction)

- City opposes
- Breakup/reassignment of city utility franchise management function
- Approval of MCRC jurisdictions on changes to intergovernmental agreement
- Configuration of two citizen cable commissions
- Treatment of budget and franchise fees
- Level of staffing and transition of current staff
- Administrative setup of expanded Cable Regulatory Office
- Extent of cost savings
- Accountability issues for six jurisdictions

ISSUES RE: ALTERNATIVE 3 (Commissioner Bogle)
City/County agreement for City cable regulation
of unannexed areas

- County withdrawal from MCRC
- Amendments to existing City/County IGA
- Cost savings (after access and regulation) returned to County
- Other cities could continue MCRC and contract for staff with Portland or Gresham
- MCTV would continue to be funded
- Easy to implement
- Likely no new staff



CITY OF
PORTLAND, OREGON
DEPARTMENT OF PUBLIC SAFETY

Dick Bogle, Commissioner
1220 S.W. Fifth Avenue
Room 404
Portland, Oregon 97204
(503) 823-4682

RECEIVED

DEC 04 1991

MAYORS OFFICE

TO: MAYOR CLARK
COMMISSIONER BLUMENAUER
COMMISSIONER KAFOURY
COMMISSIONER LINDBERG
CITY AUDITOR BARBARA CLARK

FROM: COMMISSIONER BOGLE *JB*

DATE: December 4, 1991

SUBJECT: CITY/COUNTY MERGER OF CABLE OFFICES

On Thursday, December 5, at 1:30 pm the City Council will meet with the Multnomah County Board of Commissioners and the Gresham City Council to discuss the financing and coordination of local government services. The merging of City cable regulation and Multnomah Cable Regulatory Commission (MCRC) has been discussed before, and it is on this week's agenda.

At the last meeting the options were narrowed to two:

1. The City absorbs the MCRC and takes over all regulatory tasks for the region. This option could work, eventually, if all the jurisdictions in the MCRC agree to the merger.

2. The County absorbs the regulation of all Cable activities in the region. This option would split the City cable office, since it has two functions: regulating cable and administering the other utility franchises within the city limits.

I have a third option I would like to put before the joint committee. Under this option Portland would assume jurisdiction for the area within Portland's urban services boundary via an agreement with the County. The MCRC would determine for itself how to organize and administer the cable franchise for Gresham, Wood Village, Fairview and Troutdale and the unincorporated areas of the County beyond Portland's urban services boundary. An option for the consortium would be to contract with the City to administer their franchise.

(more)

pg 2 City/MCRC Cable merger

I am proposing this hybrid option because I do not feel either of the two options before the joint committee is workable. Portland's cable administration is intertwined with the management of numerous other franchises and the revenue from these franchises is the second largest resource to the City's general fund. I do not think it's advisable to split the administration of Portland franchises as option 2 calls for.

I am open to option 1, but would need to hear the concerns of the jurisdictions who make up the MCRC. However, I suspect that the cities of East County may not wish to have Portland administer their cable operations.

I urge your support in adopting this hybrid option. A positive fiscal impact on the County could result because the City could return cable franchise fees from unincorporated areas to the County. Currently, the County receives no discretionary funds from cable; all of the franchise fees go to fund cable activities for all the jurisdictions in the MCRC.

Under this option the impact on the City Cable office would be minimized. There would be less need to establish or maintain two citizen cable commissions. There is a possibility that this option could be implemented without an increase in City office staff.

cc: CH

NOT FOR DISTRIBUTION

URGENT MEMO

PLEASE DELIVER IMMEDIATELY

To: Chair McCoy
Commissioner Kelley
Commissioner Anderson
Commissioner Hansen
Commissioner Bauman

From: Julie S. Omelchuck

URGENT
BOARD OF
COUNTY COMMISSIONERS
1991 DEC - 5 PM 12:35
MULTNOMAH COUNTY
OREGON

I just received the attached memo from Commissioner Bogle which suggests that the County contract with Portland for regulatory services in the mid-County unincorporated areas. This option would not result in improved services for cable subscribers in unincorporated areas, would not result in cost savings for Multnomah County and would only serve to enhance the City of Portland's coffers without any additional resources expended on its part. I would strongly recommend that the County not agree to this option until you have been fully informed on the situation.

If the City of Portland seems adamant about looking at other options, I would recommend that the County suggests that the City of Portland contract regulatory services with the East County jurisdictions for the City-annexed areas which are on the East Multnomah cable system and fall under the East Multnomah franchise.

Currently the City collects franchise fees for the annexed areas but does not provide regulatory services to the annexed area; that is covered by the MCRC because it regulates the East Multnomah franchise agreement. So the bottom line is that Portland receives the franchise revenue for the annexed areas and expends virtually no resources to regulate those areas. Even if the County were to contract the remaining unincorporated areas to Portland, this situation would most likely continue because the four East County cities and unincorporated County east of Gresham would have to continue regulating the East County franchise.

Portland and Multnomah County could address this situation during franchise renewal by having franchises and the cable systems follow jurisdictional boundaries.

12.05.91 10:10 AM *INTERGOVERN AFFAIRS P09



CITY OF

PORTLAND, OREGON

DEPARTMENT OF PUBLIC SAFETY

Dick Bogle, Commissioner
1220 S.W. Fifth Avenue
Room 404
Portland, Oregon 97204
(503) 823-4682

RECEIVED

DEC 04 1991

MAYORS OFFICE

TO: MAYOR CLARK
COMMISSIONER BLUMENAUER
COMMISSIONER KAPOURY
COMMISSIONER LINDBERG
CITY AUDITOR BARBARA CLARK

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(more)

12.05.91 10:14 AM *INTERGOVERN AFFAIRS P01

pg 2 City/MCRC Cable merger

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cc: CH

**ANIMAL CONTROL
SERVICES
REPORT**

Multnomah County Animal Control

November 15, 1991

Department of Environmental Services

**MULTNOMAH COUNTY ANIMAL CONTROL
REPORT TO JOINT GOVERNMENTS**

EXECUTIVE SUMMARY

Companion animals - in particular dogs and cats - are an integral part of the community in Multnomah County. At least one-half of the households within the county and its six cities own a dog or cat, an estimated total of more than 250,000 pets. The combination of 583,000 humans and 250,000 dogs and cats coexisting in a bustling, high-density metropolitan area creates a myriad of animal-related problems and service needs in Multnomah County.

Left to their own instincts, "animals will be animals." Dogs bark, threaten and bite people, procreate, disrupt traffic, wander neighborhoods, rummage through trash cans, defecate on and damage public and private property, and generally create a public nuisance. Similarly, cats howl, dig up gardens, get into garbage, and breed indiscriminately.

While a variety of animal welfare groups exist in the metropolitan area, the predominance of animal problems fall to government to resolve. Historically, Multnomah County has assumed that responsibility. Multnomah County Animal Control provides services in six categories:

- Investigation and quarantining of biting animals and response to other public safety emergencies;
- Rescue of injured, sick and neglected animals;
- Mediation of neighborhood disputes caused by pet-related problems and enforcement of animal control ordinances;
- Shelter and care of stray and unwanted animals;
- Removal and disposal of dead animals from public property; and
- Community education on responsible pet ownership.

Of these, only quarantining of potentially rabid animals is mandated by state statute. All other services are discretionary and subject to local priorities.

In 1990/91 Multnomah County Animal Control responded to 19,494 service calls in its field operations, received more than 19,000 animals at its animal shelter in Troutdale, licensed 41,878 dogs and 18,228 cats, and conducted 156 educational presentations in the community. Animal Control handles approximately 180,000 phone calls per year from the public.

The total budget for the animal control program in 1990/91 was \$1,832,398, a per capita cost of \$3.14. This compares to an average (1989/90) per capita cost of \$3.34 for comparable jurisdictions. Operating revenues for the program in 1990/91 totalled \$446,425, with a General Fund subsidy of \$1,385,970.

Executive Summary
Page Two

There are several viable service-delivery models for the provision of animal control services in the County. The recommended model is a continuation of the current consolidated program, operated by Multnomah County and jointly funded by the participating jurisdictions. This approach has proved to be efficient, effective, accountable, and responsive to community needs.

COMMUNITY NEED AND GOVERNMENT OBLIGATION

Pets continue to establish themselves as an integral part of our families and our community. A one-half of all households in Multnomah County are home for at least one dog or cat or both - a projected population of 250,000 companion animals. The combination of 583,000 people and 250,000 dogs and cats residing in the same bustling, high-density, metropolitan area creates a myriad of animal-related problems and service needs in Multnomah County.

These needs are based on the fundamental realization that "animals behave like animals". Dogs bark, threaten and bite people; unconfined animals can be struck by cars, wander neighborhoods, they get into garbage, defecate, and damage property. Considering that there are 250,000 dogs and cats in the community, the opportunity for problems abound.

A community's animal-related service needs fall into five basic categories:

- Response to Public Safety Emergencies
Loose, dangerous, and aggressive dogs/animals attack, bite, and cause injury to people. An effective and humane response is needed 24 hours a day to protect the public from potentially severe hazards, and quarantine animals suspect of rabies.
- Rescue of animals in Humane Emergency
Injured, sick, and neglected animals which have been hit in traffic, poisoned, shot, abandoned, suffering from disease, or starving are in need of immediate veterinary care.
- Mediation of Neighborhood Disputes caused by animals
The presence of companion animals in our community can induce emotionally charged disputes that polarize a neighborhood. Unfortunately, many pet owners find it troublesome to properly confine their pets, keep them quiet, keep them from breeding, and provide proper care. The result of this broken trust leads to increased annoyance, aggravation, and friction between neighbors, who are unable or unwilling to resolve differences themselves. Outside intervention is often required to mediate a solution and enforce animal control ordinances in order to restore peace to the neighborhood.
- Shelter and Care of Unwanted Animals
Thousands of lost, stray, abandoned, and unwanted animals end up becoming "wards" of the community. The community expects their animal shelter to be humane, compassionate, and "work miracles" in finding homes for all the animals. Unfortunately, more than one-half are destroyed for lack

Animal Control Report
November 15, 1991

of enough caring homes.

- Removal and Disposal of Dead Animals from Public Property
In a metropolitan area, dogs and cats that wander the streets often fall victim to cars, disease, and other hazards. Dead animals on the street that are not removed can create health problems, traffic hazards, and unpleasant reminders of our failed commitment to companion animals.

The bulk of the responsibility for addressing animal-related issues falls to government, and Animal Control is the public agency that is called on to meet these community needs. How well a community provides for animal-related services can directly affect the peace, tranquility, and livability of our neighborhoods, and is a measure of the value we place on the humane care of animals.

State Mandates

The Legislature in the early 1970's declared that animal control is a local government problem, and made provisions in the state law giving cities and home rule counties discretionary powers to enact ordinances addressing animal issues. If communities elect to fund an animal control program, the state statute provides guidelines.

There are mandates in the health statutes (ORS 433) that require the State Health Division to administer a rabies inoculation and quarantine program.

All counties in the state provide the basic services of an animal shelter for rabies quarantine and a dog license program. Most counties have some type of "leash law" for dogs, and provide enforcement of nuisance laws. Most cities in the state maintain a dog control/animal control program - usually falling under the responsibility of the police chief.

Multnomah County's Role

In 1977, the Board of County Commissioners adopted a comprehensive animal control ordinance. The Board recognized that state law for the regulation of animals does not apply in home rule counties which provide for regulation by ordinance. The Board found that it is necessary to establish and implement a program for the licensing and regulation of dogs and other animals and facilities which house them, that animals require legal protection, that the property rights of owners and nonowners of animals should be protected and that the health, safety and welfare of people residing in Multnomah county would best be served by adoption of such an ordinance.

In Multnomah County, County government has evolved over the past twenty years into the sole provider of animal-related services for all jurisdictions county-wide. Under home rule charter, the County

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has enacted a comprehensive animal control ordinance.

The Role of Municipalities

In the early 1970's, the City of Portland entered into an intergovernmental agreement whereby the County would provide animal control services within the city. The last animal control agreement between the city-county was signed in 1978. Language was included in that last agreement whereby future amendments, additions, or other modifications to Multnomah County Animal Control ordinances shall also apply in the City of Portland.

One of the terms of the 1983 Resolution A intergovernmental agreement was that, the City of Portland agreed to provide one-time-only financial assistance to the County for animal control in the amount of \$300,000.

Gresham and Troutdale have adopted the language of the County Animal Control ordinance into their respective city ordinances, assigning enforcement responsibilities to the County. The County ordinance applies in Fairview and Wood Village. There have been no Intergovernmental Agreements with any east county cities.

Role of Non Government Organizations

There are a variety of non-profit animal welfare organization in the community. The City Of Portland contracted with the Oregon Humane to provide animal shelter services and stray dog pick-up service. Since the early 1970's, the Oregon Humane Society's shelter has been at capacity providing their current non-profit services. In recent discussions, they have strongly supported Multnomah County's animal control programs and have expressed no interest in providing animal control services.

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ANIMAL CONTROL PROGRAM DESCRIPTION

Organization

Animal Control is a division within Multnomah County government's Department of Environmental Services.

Mission

Animal Control's mission is to balance the health, safety, and welfare needs of people and animals. Programs are in place to:

- Protect people from the dangers and nuisances caused by uncontrolled animals;
- Protect animals from mistreatment and abuse; and,
- Increase the community's commitment to responsible pet ownership.

Programs

The Division is divided into four program areas:

- Field Operations
- Shelter Operations
- Pet Licensing
- Community Education

Table 1 (see next page) lists the Service Objectives and Performance Goals for each program area. These service objectives apply to all municipalities and unincorporated areas within Multnomah County. **Figure 1** displays FY 90-91 workload measures and expenditures for each program areas.

Program Area	Workload Indictators	Expenditures
Field Operations	Animals Impounded	10,802
	Service Calls	19,494
	Citations Issued	4,511
	Miles Driven	200,031
Shelter Operations	Animals Received	19,215
	Animals Adopted	1,380
	Animals Return to Owners	2,511
	Animals Euthanized	8,687
Pet Licensing	Dogs Licensed	41,878
	Cats Licensed	18,228
	Facilities Licensed	40
Community Education	Group Presentations	156
	Newspaper Articles	81
	Television Stories	77
	Radio Features	27

Figure 1 - FY 90-91 Workload Measures and Expenditures by Program. (Information on the proportional distribution of Calls for Service, Animals Received, and Animals Licensed are profiled in **Appendix A - SERVICES.**)

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TABLE 1. Service Objectives and Performance Goals

Field Operations	Shelter Operations
<ul style="list-style-type: none">•Respond to immediate public safety emergencies involving dangerous dogs 7 days/week, 24 hours/day, with an average response time of 30 minutes.•Provide emergency animal rescue, transport and care, 7 days/week, 24 hours/day, with an average response time of 30 minutes.•Protect the public and domestic animals from serious injury by regulating the ownership of dogs that have demonstrated potentially dangerous behavior.•Impound stray dogs being held at homes or at businesses with an average response time of 12 hours, Monday through Friday, 10 hours/day.•Provide animal nuisance ordinance enforcement, 7 days/week, 14 hours a day, with an average response time of seven days.•Remove dead animals off all streets and public property, 8 hours/day, Monday through Friday, with an average response time of 72 hours.•Investigate reported cases of animal abandonment, mistreatment and neglect.•Quarantine animals that are suspect of rabies.	<ul style="list-style-type: none">•Manage a full service animal shelter that meets national standards of excellence in humane care and service.•Provide public access to the shelter seven (7) hours a day Monday through Friday, and four (4) hours Saturday.•Reunited lost and straying animals with their owners.•Place unwanted animals into new, permanent homes.•Provide a low cost spay/neuter subsidy program for all residents of Multnomah County where 75% of the certificates issued result in surgeries being performed.
Pet Licensing	Community Education
<ul style="list-style-type: none">•Promote and administer a county-wide computerized pet license identification system for all dogs, cats, and animal facilities.	<ul style="list-style-type: none">•Increase the community's commitment to responsible pet ownership.•Provide effective and innovative solutions to neighborhood animal problems through community involvement.•Motivate the community to greater responsible pet ownership utilizing effective education and marketing techniques.•To establish a better community understanding and knowledge of the Division's available services and programs.

Animal Control Finances

The Animal Control program is budgeted within the County General Fund. The Animal Control Division expenditure for FY90-91 was \$1,832,398, a per capita cost of \$3.14. The nature of animal-related service needs in a community requires a labor intensive program, which is reflected in the budget. In FY90-91 a full 80% of the program expenditures were in personnel costs. Figure 2 displays Animal Control expenditure allocation by jurisdiction, in dollars and as a percentage of total costs.

Distribution of Costs

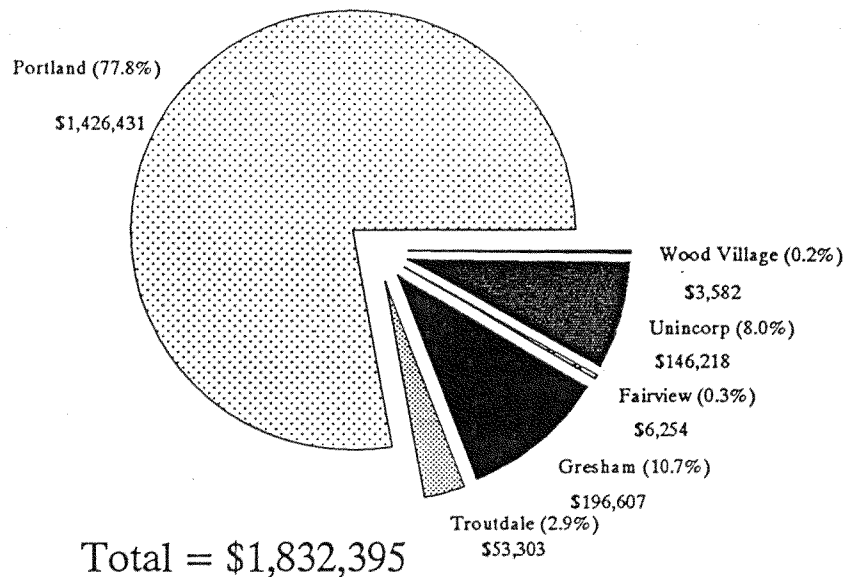


FIGURE 2 - Distribution of Costs by Jurisdiction.

Funding sources for animal control services fall into two categories:

- Operating revenues (licensing, shelter fees, court fines);
- County General Fund.

Figure 3 shows the source of operating revenues, in dollars and as a percentage, collected within each jurisdiction.

Distribution of Operating Revenues

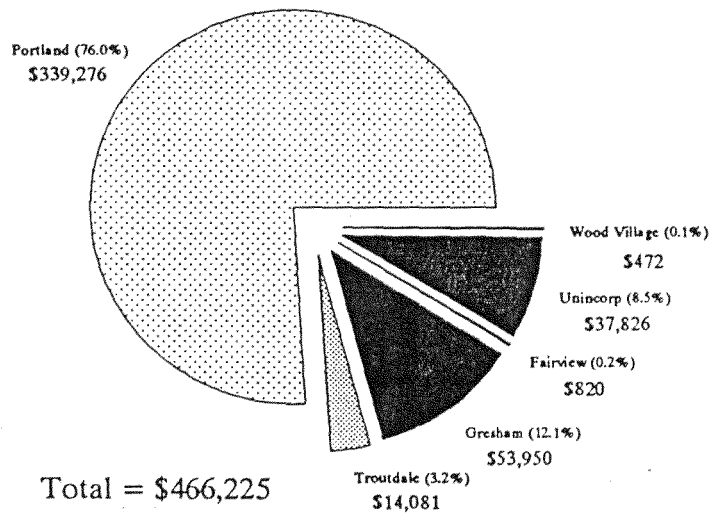


FIGURE 3 - Distribution of Operating Revenues by Jurisdiction.

In FY90-91, the County General Fund covered 75% of Animal Control's costs. Figure 4 presents the distribution of County General Fund subsidy for the Animal Control program by jurisdiction.

General Fund Subsidy

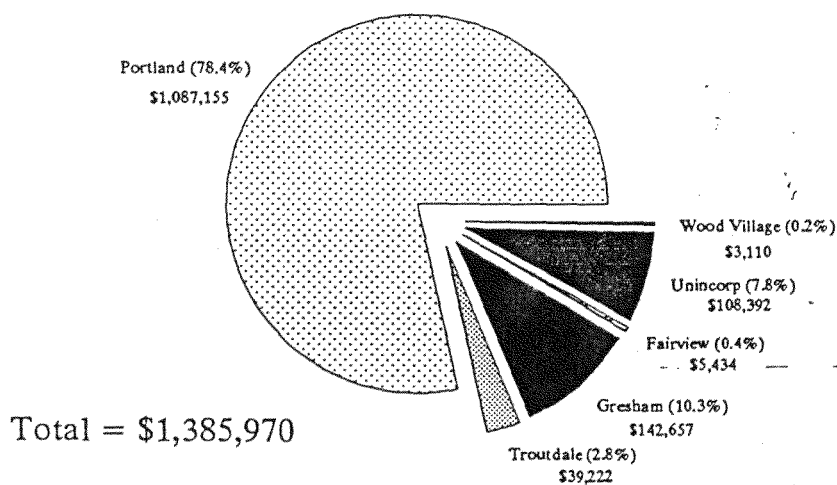


FIGURE 4 - General Fund Subsidy for Animal Control by Jurisdiction.

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The ten year funding history for Animal Control is presented in Figure 5.

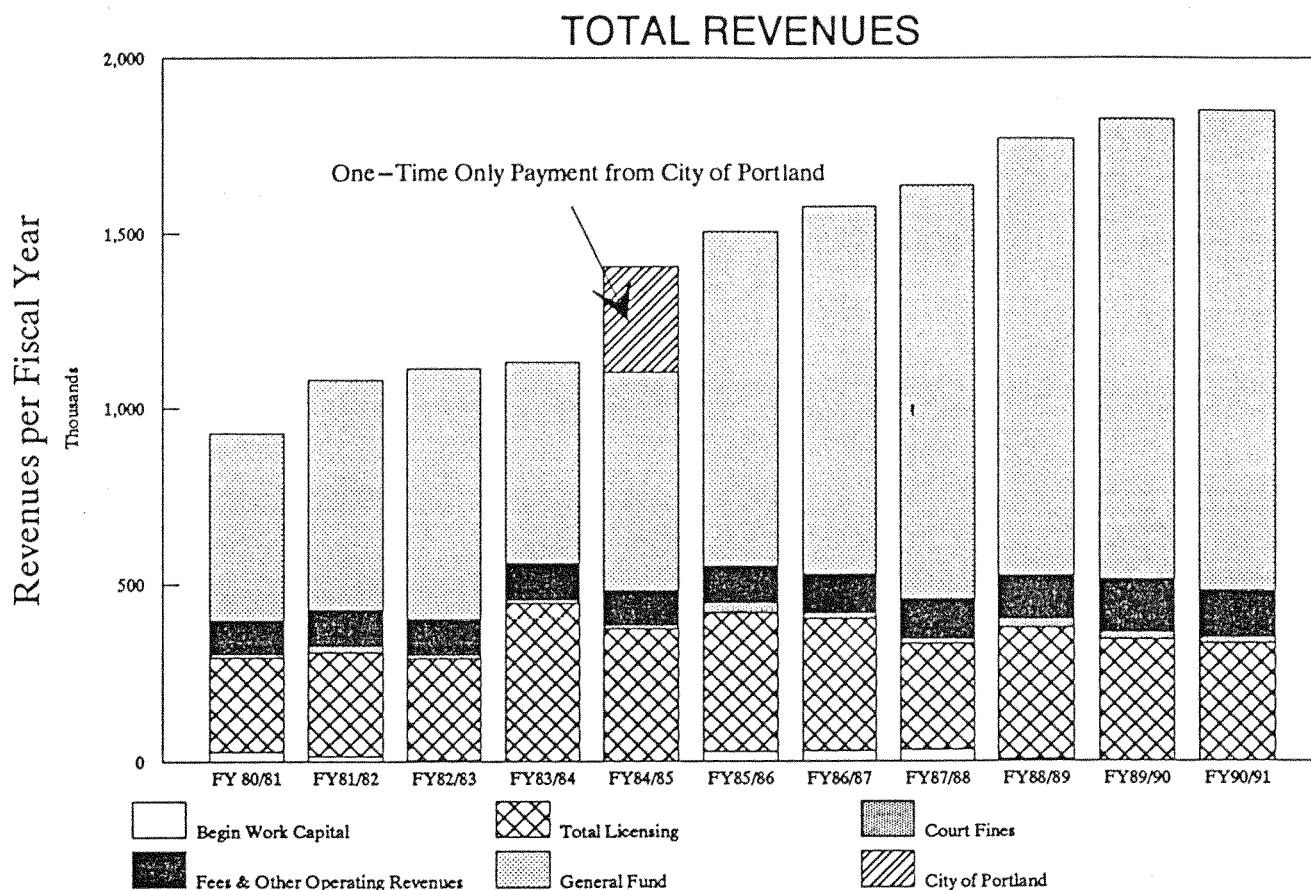


FIGURE 5 - Revenue History for Multnomah County Animal Control

In 1990, the Division conducted an Animal Control study of jurisdictions comparable to Multnomah County. Comparable counties from around the country, based on human population, were surveyed on their animal control funding and levels of service (see **Appendix B - FY89-90 SURVEY OF ANIMAL CONTROL FUNCTIONS IN COMPARABLE JURISDICTIONS**). The surveyed revealed that the average cost per capita for animal control for comparable counties was \$3.34 Multnomah County's cost per capita of \$3.20 was slightly below the average.

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Costs By Jurisdiction

Appendix C - FY90-91 SERVICES AND COSTS BY JURISDICTION, details service levels, costs, and revenues for each jurisdiction, and as a percentage of the total county. The data are graphically displayed as: "Costs by Program"; and, "Revenues and County General Fund Subsidy" for the cities of Portland, Gresham, Troutdale, Fairview Wood Village, and unincorporated Multnomah County.

RECOMMENDED PROPOSAL

Establish one, consolidated, county-wide, full-service animal control program that provides animal-related services to all jurisdictions within Multnomah County. The program would be administered by an Intergovernmental Agreement. A full-service animal control program would minimally include all service objectives currently provided by Multnomah County. All license and service fee revenues collected within each jurisdiction would be applied toward the total cost of providing services. Each jurisdiction participant would fund the balance of the consolidated service costs based on a per capita formula.

Features of the Recommended Proposal

- Efficient

One agency would be responsible for providing all services county-wide. One animal shelter, one administrative body, one program serving the public. There would be no duplication.

- Effective

Multnomah County has twenty years of experience and expertise in providing responsive and cost effective metropolitan level animal control services for all the cities in the county. This proposal would preserve the existing professional service. The Division's quality of service has received the following national recognition:

- * Certificate of Accreditation - 1983, 1984

The Humane Society of the United States accredited only twenty animal care and control agencies in the country for meeting high humane standards - Multnomah County was one.

- * Standards of Excellence Program - 1991

American Humane Association. Animal Care and Protection standards in facilities and staff, euthanasia, operational program, community relations and education, and planning.

- * Achievement Award - "Masterleash Theater" (1986)

National Association of Counties.

- * Achievement Award - Low-Cost Spay/Neuter Program (1986)

National Association of Counties

- * Achievement Award - Potentially Dangerous Dog Program (1988)

National Association of Counties

- Meets Local Needs

The proposal establishes an intergovernmental agreement between the parties. The proposal would establish an intergovernmental advisory committee with representatives from each participating jurisdiction. Each jurisdiction will have input in the program and

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share in the responsibility and accountability. Each jurisdiction's representative will serve as a citizen contact point for their jurisdiction.

- **Regional responsibilities**

The proposal creates a consolidated service for Multnomah County and its municipalities. Currently, there are no regional initiatives that address animal control issues. However, the proposed, consolidated animal control program would assume a leadership role in the region

- **Accountable**

The proposal establishes a service that responds 24 hours-a-day, seven days-a-week in all jurisdictions. Service performance, expenditures, and revenues would be reported to each jurisdiction on a monthly basis.

- **Equitable**

Animal control service needs are a function of human population. Jurisdictions would fund direct services rendered within their jurisdiction based upon a negotiated per capita formula to reflect their proportional share of the entire animal control costs county-wide.

- **Collaborative**

The proposal creates an intergovernmental agreement between all jurisdictions, and establishes an intergovernmental advisory committee made up of representatives from each participating jurisdiction. This committee can serve as a budget advisory body, recommend ordinances, participate in long-range planning, monitor the performance under the agreement, and, participate in the periodic review of the intergovernmental agreement.

- **Enhances Government's Core Function**

Animal Control is a "fact of life" for every local government. Each municipality can be responsive to their constituency's need for service.

Summary

The consolidated service would be a collaborative arrangement between all participating jurisdictions. Animal Control services would be governed by an Intergovernmental Agreement to ensure appropriate funding, performance, and accountability, overseen by an advisory committee comprised of representatives from each jurisdiction.

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ALTERNATIVE 2

The County would provide a basic, county-wide animal control service infrastructure. Cities would be responsible for providing "discretionary services". Cities could contract with the County for the delivery of any, or all "Discretionary Services".

Infrastructure Services Provided By County

1. Manage an animal shelter that provides humane, sanitary, care for impounded animals, and accepts stray, unwanted and abandoned animals.
2. Investigate and quarantine animals that have bitten any person or are suspected of rabies (ORS 433.385 annotated).
3. Administer a county-wide pet license registration system for all dogs, cats, and animal facilities.

Funding Methodology

All license and service fee revenues collected within each jurisdiction would fund 100% of the costs for providing Basic Services. An Intergovernmental Agreement would identify funding methods for any Discretionary Services contracted between the County and municipalities.

Discretionary Services

Each municipalities would be responsible for providing the following "Discretionary Services" :

- 24 Hour Public Safety Emergency Services
- 24 Hour Emergency animal rescue.
- Regulate Dangerous Dog Regulation.
- Impoundment of stray dogs.
- Enforce Animal Nuisance ordinances.
- Remove and dispose of Dead Animals off public streets.
- Investigate animal abandonment and abuse.
- Provide public information and humane education.

Summary

Each municipality would have local control. Municipalities would be able to identify and fulfill local needs, and would be responsible for service delivery. This alternative would give cities flexibility in providing services at levels that they feel are appropriate. Each municipality would need to establish and fund an animal control program. Duplication and lack of experience providing animal control service would be substantive issues.

ALTERNATIVE 3

Each jurisdiction would provide their own animal control program. Each municipality could adopt and enforce an animal control ordinance, build and operate their own animal shelter, and provide animal-related services at a level they feel is appropriate for their jurisdiction.

Services

The County would provide the one mandated service of quarantining animals that have bitten any person or are suspected of rabies. Each jurisdiction would determine all other animal-related service requirements.

Funding Methodology

Each jurisdiction would establish their own funding method. Cities can enact municipal licensing programs, collect fines for city animal control ordinance violations, and collect fees from operating their own animal shelter.

Summary

Each municipality would administer their own animal control program. Municipalities would be able to identify and fulfill local needs, and would be responsible for service delivery. Each jurisdictions would have the full range of options available for providing service:

- Provide the service themselves
- Form a consortium with other jurisdictions
- Privatize the service
- Contract with non-profit animal-related organizations
- Provide no service

This Alternative would give cities flexibility in providing services at a levels that they feel are appropriate. Each municipality would need to establish and fund an animal control program. Duplication and lack of experience providing animal control service would be substantive issues.

Appendix A

SERVICES

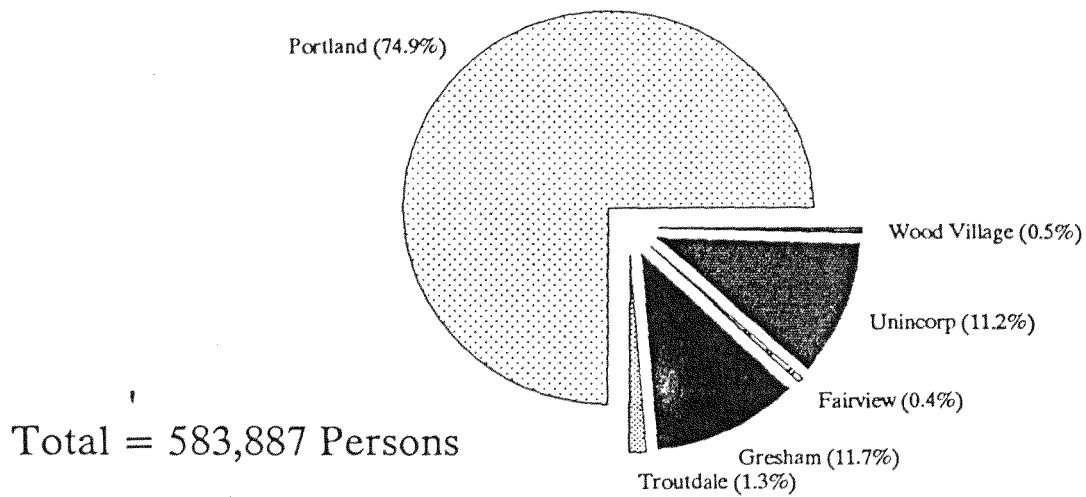
Multnomah County Animal Control

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Department of Environmental Services

Population

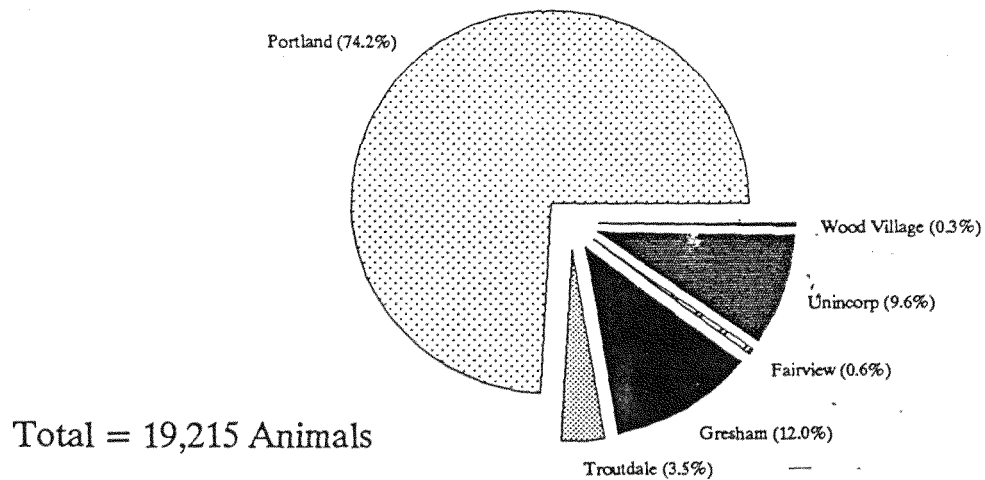
Multnomah County Animal Control



Source: 1990 Census

Animals Received

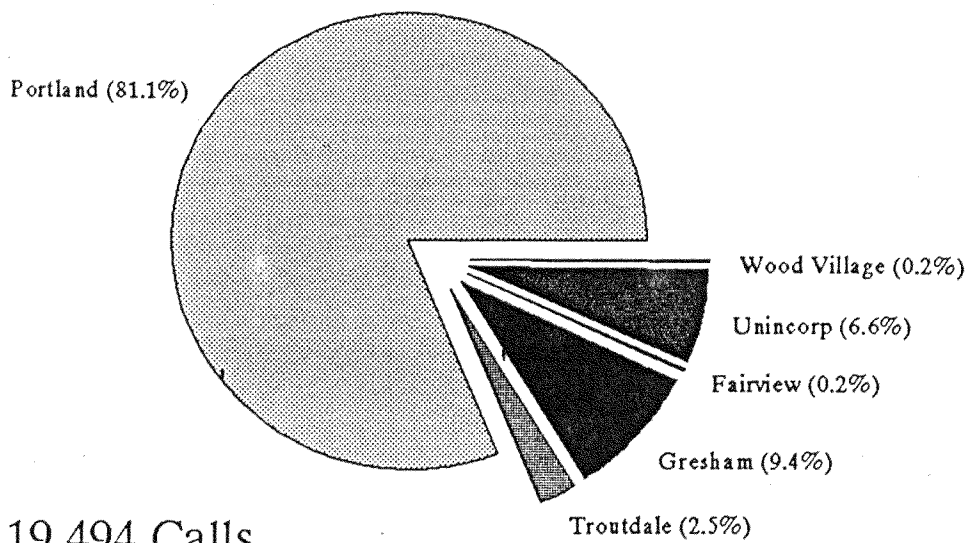
Multnomah County Animal Control



Source: 1990-91 Service Report: Animal Control Division

Calls for Service

Multnomah County Animal Control

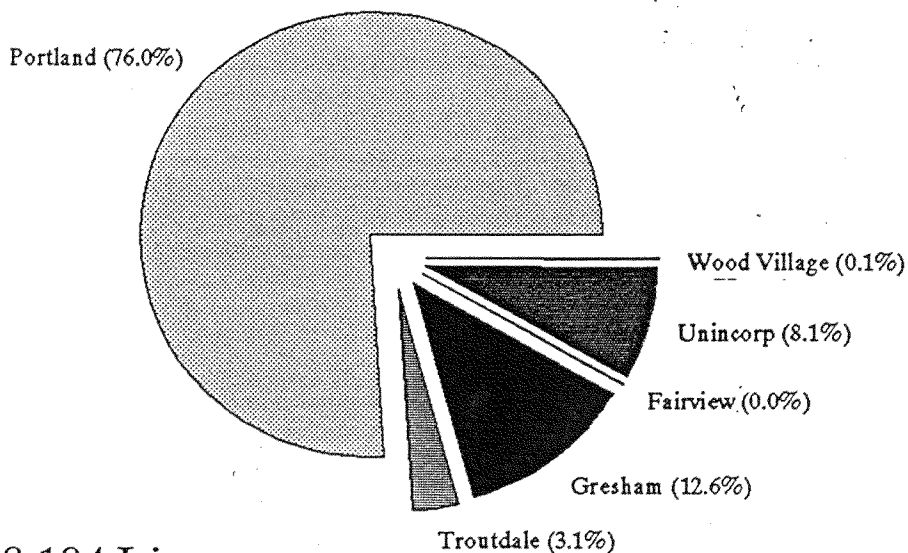


Total = 19,494 Calls

Source: 1990-91 Service Report: Animal Control Division

Animal Licenses

Multnomah County Animal Control

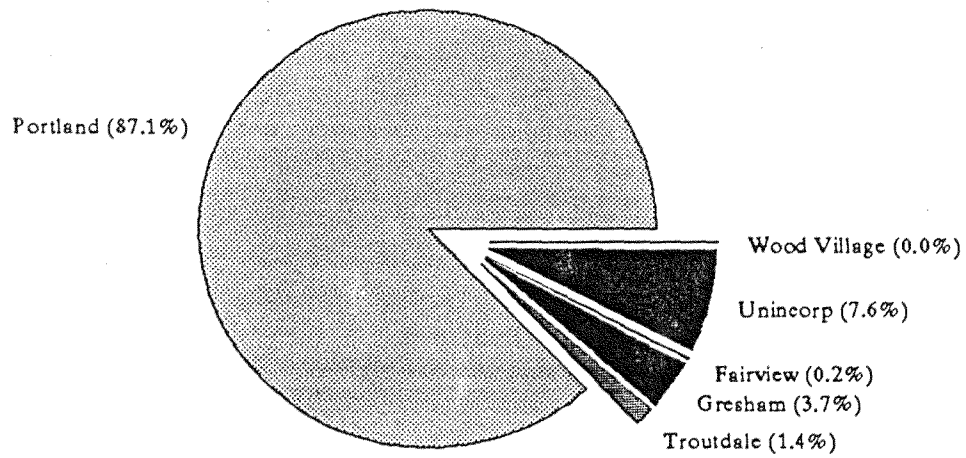


Total = 60,104 Licenses

Source: 1990-91 Service Report: Animal Control Division

Citations

Multnomah County Animal Control



Total = 4,511 Citations

Source: 1990-91 Service Report: Animal Control Division

Appendix B

**ANIMAL CONTROL FUNCTIONS
IN COMPARABLE JURISDICTIONS**

Multnomah County Animal Control

November 15, 1991

Department of Environmental Services

Survey of Animal Control Functions in Medium Size Counties
FY 89-90
Multnomah County Animal Control

COUNTY	POPULATION	PROVISION OF SERVICES	BUDGET	MAJOR CITY	POPULATION SERVED	BUDGET PER CAPITA SERVED	NOTES
San Mateo, CA	729,000	All services are provided through Human Society contract.	\$2,350,000	San Mateo	729,000	\$3.22	County Contracts with Human Society for all services and does license administration separately.
Ventura, CA	706,000	County Staff provides all services.	\$2,455,300	Oxnard	616,000	\$3.99	County serves the entire County except for the City of Oxnard, which has it own program.
Pima, AZ	640,600	County staff provides services to the entire county.	\$2,020,159	Tucson	640,000	\$3.16	
Orange, FL	610,500	County staff provides services to the entire county.	\$1,468,436	Orlando	610,500	\$2.41	
El Paso, TX	570,000	County staff provides services to the entire county.	\$1,200,000	El Paso	570,000	\$2.11	
Multnomah, OR	568,700	County staff provides services to the entire county.	\$1,822,670	Portland	568,700	\$3.20	
Pierce, WA	547,000	All services are provided through Human Society contract.	\$1,280,065	Tacoma	500,000	\$2.56	County and City of Tacoma contract with Humane Society for all services
Mecklenburg, NC	500,000	City staff provides services to the entire county.	\$2,488,000	Charlotte	485,000	\$5.13	County contracts with the City of Charlotte to provide services outside of the city.
Clark, NV	610,500	Each Jurisdiction provides own services; six animal control programs operate in county.	\$1,407,000	Las Vegas	380,000	\$3.70	Las Vegas and 4 other cities has their own programs; County provides services to unincorporated areas.
Kern, CA	543,000	Each Jurisdiction provides own services; six animal control programs operate in county.	\$1,730,967	Bakersfield	350,000	\$4.95	Bakersfield and 4 other cities has their own programs; County provides services to unincorporated areas.
Averages	602,530		\$1,822,260		544,920	\$3.34	

Survey of Animal Control Functions in Medium Size Western Cities
Multnomah County Animal Control

MUNICIPALITY	POPULATION	SERVICES PROVIDED	METHOD OF PROVIDING SERVICES	BUDGET	STAFF	NOTES	PER CAPITA COSTS
Bellingham, Wash	52,179	Shelter Adoption Animal Pick up Emergency Calls	Humane Society Contract Humane Society Contract Humane Society Contract Humane Society Contract	\$233,000	0	City contracts with Humane Society for all services.	\$4.47
Boulder, Colorado	83,312	Shelter Adoption Animal Pick up Emergency Calls	Humane Society Contract Humane Society Contract City Staff City Staff	\$347,000	5	City provides animal pickup and emergency services and contracts with the Humane Society for shelter and adoption services. The County does the same for the unincorporated area and small cities with whom they contract.	\$4.17
Everett, Wash	69,961	Shelter Adoption Animal Pick up Emergency Calls	City Staff City Staff City Staff City Staff	\$400,000	9	County provides animal pickup and emergency services to the unincorporated and small cities in the area. City contracts with Humane Society for Shelter services. City contracts with Humane Society for Shelter services.	\$5.72
Greeley, Colorado	60,536	Shelter Adoption Animal Pick up Emergency Calls	Humane Society Contract Humane Society Contract City Staff City Staff	\$150,000	3	Animal control functions are part of the Police patrol operations, but with three dedicated officers. County has its own animal control operation (Sheriff) and also contracts with the Human Society for facility services.	\$2.48
Salem, Oregon (Marion County)	108,200 (229,500)	Shelter Adoption Animal Pick up Emergency Calls	Humane Society Contract Humane Society Contract Dogs only: Marion County Dogs only: Marion County	\$475,367	7	Marion County provides dog control services only: The City of Salem does not provide any services. The County enforces Chapter 609 of the Oregon Revised Code only. A separate Dog Control fund receives some GF support, but the goal is to make it self supporting.	2.07
Vancouver, Wash	46,380	Shelter Adoption Animal Pick up Emergency Calls	Humane Society Contract Humane Society Contract Clark County Contract Clark County Contract	\$129,500	0	City contracts with the county for animal pickup and emergency services and with the Human Society for shelter and adoption services.	\$2.79
Yakima, Wash	54,827	Shelter Adoption Animal Pick up Emergency Calls	Humane Society Contract Humane Society Contract City Staff City Staff	\$158,000	3	Shelter contract with Human Society for \$40,000 a year. Human Society holds animals for 3 days for City after which the City releases them to the Society for adoption or disposal. County has its own operations and provides services for unincorporated areas and smaller cities under contract.	\$2.88

Appendix C

JURISDICTIONAL DATA

Multnomah County Animal Control

November 15, 1991

Department of Environmental Services

FY90-91 ANIMAL CONTROL DIVISION

SERVICES AND COSTS BY JURISDICTION

	Portland		Troutdale		Gresham		Fairview		Wood Village		Unincorp		TOTAL COUNTY	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1990 CENSUS														
Population	437,319	74.90%	7,852	1.34%	68,237	11.69%	2,391	0.41%	2,814	0.48%	65,274	11.18%	583,887	100.00%
Households	186,345	76.96%	2,403	0.99%	25,705	10.62%	893	0.37%	1,076	0.44%	25,718	10.62%	242,140	100.00%
SERVICE CALLS														
Dangerous Dog	1,003	84.57%	34	2.87%	68	5.73%	5	0.42%	3	0.25%	73	6.16%	1,186	100.00%
Bite Investigation	452	79.86%	17	3.00%	62	10.95%	1	0.18%	0	0.00%	34	6.01%	566	100.00%
Injured Animal	1,398	80.62%	70	4.04%	155	8.94%	5	0.29%	4	0.23%	102	5.88%	1,734	100.00%
Loose Livestock	30	42.86%	9	12.86%	19	27.14%	0	0.00%	0	0.00%	12	17.14%	70	100.00%
Stray Holding Dog	1,234	81.13%	26	1.71%	140	9.20%	4	0.26%	4	0.26%	113	7.43%	1,521	100.00%
Protective Custody	103	84.43%	7	5.74%	10	8.20%	1	0.82%	0	0.00%	1	0.82%	122	100.00%
Dead Animal Pickup	2,504	84.59%	47	1.59%	222	7.50%	4	0.14%	4	0.14%	179	6.05%	2,960	100.00%
Noise/Barking	1,008	86.82%	28	2.41%	57	4.91%	0	0.00%	1	0.09%	67	5.77%	1,161	100.00%
Cruelty Investigation	1,378	84.28%	43	2.63%	113	6.91%	3	0.18%	3	0.18%	95	5.81%	1,635	100.00%
Loose/Nuisance	4,320	84.59%	126	2.47%	373	7.30%	13	0.25%	9	0.18%	266	5.21%	5,107	100.00%
Facility Inspection	622	71.66%	29	3.34%	123	14.17%	5	0.58%	3	0.35%	86	9.91%	868	100.00%
Service Call	1,041	67.12%	16	1.03%	422	27.21%	2	0.13%	0	0.00%	70	4.51%	1,551	100.00%
Afterhrs Emergency	712	70.29%	38	3.75%	75	7.40%	0	0.00%	0	0.00%	188	18.56%	1,013	100.00%
TOTAL SERVICE CALLS	15,805	81.08%	490	2.51%	1,839	9.43%	43	0.22%	31	0.16%	1,286	6.60%	19,494	100.00%
CITATIONS														
Warning Notice	1,034	80.34%	32	2.49%	89	6.92%	4	0.31%	1	0.08%	127	9.87%	1,287	100.00%
Unlicensed Animal	920	93.69%	2	0.20%	9	0.92%	1	0.10%	0	0.00%	50	5.09%	982	100.00%
Animal at Large	1,184	88.89%	20	1.50%	40	3.00%	1	0.08%	0	0.00%	87	6.53%	1,332	100.00%
Animal Nuisance	21	65.63%	0	0.00%	7	21.88%	0	0.00%	0	0.00%	4	12.50%	32	100.00%
Cruelty	48	87.27%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	7	12.73%	55	100.00%
Dangerous Dog	343	91.47%	0	0.00%	10	2.67%	1	0.27%	0	0.00%	21	5.60%	375	100.00%
Noise/Barking	65	73.03%	2	2.25%	7	7.87%	0	0.00%	0	0.00%	15	16.85%	89	100.00%
Facility Violation	29	80.56%	2	5.56%	0	0.00%	0	0.00%	0	0.00%	5	13.89%	36	100.00%
Other	284	87.93%	6	1.86%	7	2.17%	0	0.00%	0	0.00%	26	8.05%	323	100.00%
TOTAL CITATIONS	3,928	87.08%	64	1.42%	169	3.75%	7	0.16%	1	0.02%	342	7.58%	4,511	100.00%
ANIMALS REC'D														
Total Dogs Rec'd	7,983	76.50%	287	2.75%	1,111	10.65%	47	0.45%	26	0.25%	981	9.40%	10,435	100.00%
Total Cats Rec'd	4,227	65.07%	356	5.48%	1,027	15.81%	51	0.79%	22	0.34%	813	12.52%	6,496	100.00%
Livestock Rec'd	8	42.11%	2	10.53%	3	15.79%	0	0.00%	0	0.00%	6	31.58%	19	100.00%
Other Rec'd	2,030	89.62%	23	1.02%	162	7.15%	9	0.40%	1	0.04%	40	1.77%	2,265	100.00%
TOTAL ANIMALS REC'D	14,248	74.15%	668	3.48%	2,303	11.99%	107	0.56%	49	0.26%	1,840 *	9.58%	19,215	100.00%

* Includes 1,092 animals received from outside the County.

FY90-91 ANIMAL CONTROL DIVISION

SERVICES AND COSTS BY JURISDICTION

	Portland		Troutdale		Gresham		Fairview		Wood Village		Unincorp		TOTAL COUNTY	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
LICENSES														
Dogs Licensed	31,505	75.23%	1,491	3.56%	5,310	12.68%	21	0.05%	25	0.06%	3,526	8.42%	41,878	100.00%
Cats Licensed	14,178	77.79%	397	2.18%	2,275	12.48%	9	0.05%	9	0.05%	1,358	7.45%	18,226	100.00%
TOTAL PETS LICENSED	45,683	76.01%	1,888	3.14%	7,585	12.62%	30	0.05%	34	0.06%	4,884	8.13%	60,104	100.00%
COSTS														
Shelter Operations	\$525,504	74.15%	\$24,638	3.48%	\$84,941	11.99%	\$3,946	0.56%	\$1,807	0.25%	\$67,864	9.58%	\$708,700	100.00%
Field Operations	\$756,779	81.08%	\$23,462	2.51%	\$88,055	9.43%	\$2,059	0.22%	\$1,484	0.16%	\$61,577	6.60%	\$933,416	100.00%
Pet Licensing	\$111,892	76.01%	\$4,624	3.14%	\$18,578	12.62%	\$73	0.05%	\$83	0.06%	\$11,962	8.13%	\$147,212	100.00%
Community Info	\$32,256	74.90%	\$579	1.34%	\$5,033	11.69%	\$176	0.41%	\$208	0.48%	\$4,815	11.18%	\$43,067	100.00%
TOTAL COSTS	\$1,426,431	77.85%	\$53,303	2.91%	\$196,607	10.73%	\$6,254	0.34%	\$3,582	0.20%	\$146,218	7.98%	\$1,832,395	100.00%
Cost Per Capita	\$3.26		\$6.79		\$2.88		\$2.62		\$1.27		\$2.24		\$3.14	
Cost Per Household	\$7.65		\$22.18		\$7.65		\$7.00		\$3.33		\$5.69		\$7.57	
STAFFING														
F T E s	33.47	77.85%	1.25	2.91%	4.61	10.73%	0.15	0.34%	0.08	0.20%	3.43	7.98%	43.00	100.00%
REVENUES														
License Revenue	\$238,463	76.01%	\$9,855	3.14%	\$39,593	12.62%	\$157	0.05%	\$177	0.06%	\$25,494	8.13%	\$313,739	100.00%
Shelter Fees	\$84,472	74.15%	\$3,960	3.48%	\$13,654	11.99%	\$634	0.56%	\$291	0.26%	\$10,909	9.58%	\$113,920	100.00%
Court Fines	\$16,341	87.08%	\$266	1.42%	\$703	3.75%	\$29	0.15%	\$4	0.02%	\$1,423	7.58%	\$18,766	100.00%
TOTAL REVENUES	\$339,276	76.00%	\$14,081	3.15%	\$53,950	12.08%	\$820	0.18%	\$472	0.11%	\$37,826	8.47%	\$446,425	100.00%
General Fund Subsidy														
GF Subsidy per Capita	\$2.49	78.44%	\$5.00	2.83	\$2.09	10.29	\$2.27	0.39	\$1.11	0.22	\$1.66	7.82	\$2.37	100.00%



CITY OF

PORTLAND, OREGON

OFFICE OF CABLE COMMUNICATIONS
AND FRANCHISE MANAGEMENT

Dick Bogle, Commissioner of Public Safety

David C. Olson, Director

1021 Portland Bldg.

1120 S.W. Fifth Ave.

Portland, Oregon 97204

(503) 796-5385

January 23, 1991

TO: MAYOR J.E. BUD CLARK
COUNTY CHAIR GLADYS McCOY

THROUGH: COMMISSIONER DICK BOGLE
LINDA ALEXANDER, DIRECTOR OF GENERAL SERVICES, MULTNOMAH COUNTY

FROM: David C. Olson, Director
Office of Cable Communications *DCO*
and Franchise Management (City)

Julie S. Omelchuck, Director *JO*
Multnomah Cable Regulatory Office (County/MCRC)

SUBJ: Possible Joint Operation of City and County Cable Regulatory Offices

Report Requested

This memorandum is in response to the request from the Mayor and County Chair to explore possible joint operation or consolidation of certain City and County programs. Each affected City and County agency was asked to consult with its appropriate counterpart in the other jurisdiction, and prepare a memorandum containing recommendations and addressing service efficiencies, cost savings, impacts, and legal and operational issues. This report is the result of that request, and has been jointly developed and submitted by the responsible staff directors of the City and County cable regulatory offices.

Summary of Analysis and Recommendation

Modest economies from joint operation or consolidation of these small offices are possible in the long term, but only as part of a broad, complex restructuring of cable regulatory functions. Several of these restructuring options are presented in this report. Action in the short term to require joint operation of these offices is unlikely to result in any significant economies, efficiencies, or improvements in service. Moreover, six jurisdictions (Portland, Gresham, Fairview, Wood Village, Troutdale, and Multnomah County) would need to resolve a number of difficult jurisdictional, administrative, and policy issues before any consolidation could occur.

Structures of City and County Cable Offices

As you will see from the information presented in this report, the City and County cable programs have basic and significant structural differences.

Portland's Office of Cable Communications and Franchise Management oversees two programs: cable television and utility franchise management. The utility program in particular generates significant revenue for the City. The City-office has four full-time staff for both programs, and allocates half of its resources (two FTE staff) to cable regulation. The office operates as a general-fund city agency. Under policy direction of Commissioner-in-Charge Dick Bogle, the City cable program staffs a seven-member, citizen cable regulatory commission, oversees franchise agreements with three cable companies (including Paragon Cable), and handles a variety of related contracts and tasks (including consumer complaints) that arise from cable operations in the City. The City can act unilaterally regarding structure and placement of its Office of Cable Communications and Franchise Management.

Multnomah County belongs to a five-jurisdictional, intergovernmental consortium with the Cities of Gresham, Wood Village, Fairview, and Troutdale: the Multnomah Cable Regulatory Commission (MCRC). The County provides staff support to the MCRC through a contract for administrative services. Each member jurisdiction of the MCRC appoints a representative to serve at the pleasure of that jurisdiction and contributes a portion of its franchise fees to fund the office. The cable office receives policy direction from the MCRC and administrative oversight from the County's Director of Administrative Services. The MCRC's office has two full-time employees and regulates a joint franchise agreement among the east County jurisdictions with Paragon Cable. The franchise differs greatly from the City's agreement with Paragon, as does the variety of MCRC projects related to cable communication needs of the east County communities. In order for Multnomah County to act on a joint operation proposal without the agreement or consent of the other MCRC jurisdictions, the County would have to withdraw from the MCRC.

Analysis of Service Efficiencies

It is unquestionably in the public interest to seek cost efficiencies and strive to eliminate duplication of effort. Over the years, the Portland and Multnomah regulatory offices have worked cooperatively on many occasions to use our resources efficiently and effectively. For example, the City and the MCRC issued a joint Request for Qualifications when Rogers Cablesystems requested a transfer of ownership to KBLCOM (Paragon Cable's parent company), and hired the same financial consultant for the review process. This helped substantially reduce and contain consultant costs for both the City and the MCRC. The offices also coordinate subscriptions to critical cable-related trade and legal periodicals in order to share information and reduce costs.

Duplication of Work and Services

Areas of duplication between the offices are minimal as a result of significant differences in franchise agreements, regulatory commissions, community television providers, and jurisdictional priorities. However, joint operation could possibly create efficiencies in the areas of office supplies, general overhead, and external policy development (i.e. Congressional and state cable legislation, and Federal Communications Commission activities).

Non-Duplication of Work and Services

Although Portland and the Multnomah Cable Regulatory Commission both regulate franchises with Paragon Cable, the two franchise agreements have very different requirements and system architectures. They have different technical specifications, universal service requirements, consumer protection standards, local origination programming requirements, compliance reporting and violation procedures. It was because of these differences that the City and the County in 1985 entered into an intergovernmental agreement concerning cable regulation and annexations: the agreement allowed territory annexed by Portland to conform to the east Multnomah franchise rather than the requirements governing Paragon's Portland system.

In addition, the offices staff two different citizen regulatory commissions: each commission is appointed differently, and has different franchise authority, structures, policy priorities, and constituencies.

As a result of the different franchise requirements, regulatory commissions and jurisdictional relationships, the two offices and their respective work programs have evolved very differently over the years. For example:

- The offices oversee and monitor two different community television (access) organizations (Portland Cable Access and Multnomah Community Television), each with its own board of directors, budget, operating contract, mission, and constituency.
- In 1987, Portland added utility franchise management to its cable regulatory responsibilities and created the Office of Cable Communications and Franchise Management which handles multiple cable franchises as only half of its job: the other half is franchising and regulating utilities and collecting and generating revenue to which there is no directly comparable function in the County.
- The MCRC and its staff have fiduciary and administrative responsibility for a \$4.5 million fund which was negotiated during the ownership transfer specifically to benefit the East County communities. The fund provides resources to local origination programming services for East County; a curriculum in community television at Mt. Hood Community College; and public, educational and governmental access services through Multnomah Community Television.

Cost-Savings

As mentioned, potential cost-savings from immediate joint operation would be relatively minimal and would depend on the actual structure of the joint operation. Some possible savings related to office supplies, education, travel, space/facilities, and memberships could potentially be realized. We estimate that the total amount of this savings to the City and MCRC would be approximately \$5,000. Without significant structural changes, however, further unilateral reductions could not be realistically implemented without jeopardizing the ability of each cable regulatory office to fulfill its contractual and structural responsibilities.

Legal and Operational Issues

Following is a summary and outline of the significant structural, legal, and operational issues that the City, the County and the four east County cities would need to address before implementing joint operation or consolidation of cable regulatory offices, including several issues already mentioned and several additional issues:

1. County can't act unilaterally. The City can act unilaterally regarding structure and placement of its Office of Cable Communications and Franchise Management, but Multnomah County cannot. The County belongs to a five-jurisdiction consortium (MCRC), created by an intergovernmental agreement among the Cities of Gresham, Fairview, Wood Village, and Troutdale and Multnomah County. The County provides staff support to the MCRC by contract. Therefore, the County would have to withdraw from the MCRC in order to act without the other jurisdictions' agreement.
2. Treatment of franchise fees. The City and MCRC have different funding sources. The City treats franchise fee revenue as a discretionary, general fund resource and the City Cable/Franchise Office is considered a general-fund City agency. Multnomah County, together with the other east County jurisdictions comprising the MCRC, have earmarked franchise fees specifically for cable regulation and community television services. In order to consider joint operation of the cable offices, the City and the five MCRC jurisdictions would need to mutually agree on the type of funding (i.e. general fund, franchise fees or something else) and the ongoing amount.
3. Fiduciary responsibilities of County. If joint operation were considered, the City and five east County jurisdictions would not only need to agree on funding and franchise fees, but also the handling of the significant existing fiduciary responsibilities of the MCRC. As was mentioned previously, the MCRC and its staff have fiduciary and administrative responsibilities for a \$4.5 million transfer of ownership settlement fund. The MCRC jurisdictions would need to agree on a proposal which would protect the integrity of the fund and assure the East County constituency of the fund's continued dedicated use.
4. Different structures of City and MCRC cable programs. As mentioned, the MCRC is dedicated exclusively to cable regulation and services for East Multnomah County, but the City's office handles multiple cable franchises as only a part of its function. The other half -- utility franchise management and regulation -- is a critical revenue-generating program for the City with no counterpart in Multnomah County. The City would have to determine the disposition of the City franchise management program, a major focus of the bureau, before any joint operation could be successfully effected.

Options

The most significant ongoing cable television responsibilities for the City and the MCRC are administering separate franchises and staffing two cable regulatory commissions. To truly reduce the workload and create anything more than marginal cost savings, the six jurisdictions affected would need to combine their regulatory commissions and possibly the two Paragon Cable franchises (including regulatory and reporting requirements).

1. Combine Paragon Cable franchises. Combining the Paragon franchises would be a long-term project. The City franchise expires in 1996, the MCRC franchise in 1998. The City could extend its franchise to coincide with the east County franchise: this step would put the differing Paragon franchises onto the same timeline for the federally required renewal process and enable the jurisdictions to develop similar regulatory and reporting requirements. However, franchise agreements generally reflect the communities which they serve and it may be difficult for the six jurisdictions to agree on franchise requirements crafted to meet the needs of both the City and the east County jurisdictions. In addition, both federal legislation and advancing technology may drastically change cable communications in the near future and multiple providers of cable television services may soon be the norm. Therefore, any significant efficiencies and cost savings to be achieved by combining the two Paragon franchises would be purely speculative. Again, this is a lengthy and complex proposition, but could be studied and put into effect if directed by the respective governing bodies.
2. Combine City and MCRC citizen cable regulatory commissions. Combining cable regulatory commissions would require negotiations and discussions involving the City of Portland and the east County cities. However, the jurisdictions could take advantage of the many models of multi-jurisdictional regulatory structures already in existence. For example, the Metropolitan Area Communications Commission (MACC) serves Washington County and 15 cities in the County. It provides regulatory and local programming services on a consolidated basis and is funded by a portion of franchise fees from each of the 16 jurisdictions. If directed, the cable offices could further study options for a fully consolidated regulatory structure of Multnomah County and the cities within the County or conceivably for comprehensive cable regulatory services for Multnomah, Washington and Clackamas Counties as well.

Concluding Statement of the Multnomah Cable Regulatory Office

Consolidation for cost efficiencies is not a new concept to the east County jurisdictions in regard to cable regulation. Multnomah County, Fairview, Wood Village, Troutdale and Gresham made a decision early in 1982 during the original franchising process to be cost-effective when they decided to jointly regulate the Multnomah East franchise. In 1986, the Multnomah Cable Regulatory Commission compiled a report in response to shrinking franchise fee revenues due to City of Portland annexations and to a County resolution to explore the possibility of Portland's cable office providing staff support to the Multnomah Cable Regulatory Commission. As a result of the report, the MCRC cut its staff from three full-time employees to two and decided to continue its support services contract with the County based on operational costs and other policy issues.

If the County would like the other East County jurisdictions to consider the options described previously, the MCRC would welcome the County's request and input. In the meantime, the MCRC will actively and cooperatively continue all possible economies with the City of Portland's cable regulation office.

Concluding Statement of the Portland Office of Cable Communications and Franchise Management

Although we believe significant short-term economies are not possible from merger, we stand ready to respond to Council direction and pursue long-term steps toward possible consolidation if the City, County and affected jurisdictions desire to pursue it. The first step we would suggest is a cooperative renewal process and development of joint franchise requirements for Paragon Cable when the issue of renewal arises three years prior to Paragon franchise expiration (in 1993 for the City and 1995 for the County). A further step is to open discussions with other jurisdictions regarding the possibility of an expanded, regional cable regulatory authority (such as the MACC).

We would be happy to pursue these and other options, and will respond to any Council direction in that regard.

####

cc: Multnomah Cable Regulatory Commission
MCRC Jurisdictions

1804C

THE PENTHOUSE
10 NORTHWEST 10TH
PORTLAND, OREGON 97209
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COGAN
SHARPE
COGAN

PLANNING,
COMMUNICATIONS,
GOVERNMENTAL AND
COMMUNITY RELATIONS

MEMORANDUM

DATE: November 26, 1991

TO: Board of County Commissioners
City Councils of Gresham, Portland, Troutdale, Fairview, Wood Village,
Maywood Park

FROM: Arnold Cogan

RE: Summary of November 21 Joint Government Meeting

1991 DEC - 2 AM 8:56
MULTNOMAH COUNTY
OREGON

LAW ENFORCEMENT REPORT

Mike Casey presented a report prepared by the Law Enforcement working group. A copy is attached.

Law Enforcement Report discussion revolved around whether to reduce the number of options for the Option 4 "Participative Study" group to examine.

- ♦ Asked if anyone objected to leaving the options open for the study group to work on, only Commissioners Bauman and Kafoury expressed an interest in implementing one or more of the other options immediately.
- ♦ Asked if anyone objected to allowing a group to study law enforcement options, no one objected.

Further discussion on the Law Enforcement Report centered on the constitution of the group which will study law enforcement.

- ♦ Patrick Donaldson presented the Citizens' Crime Commission "Public Safety 2000" plan which envisions a task force of 12 to 15 people to study and make recommendations on law enforcement structure for Multnomah County within three to four months. A copy of the report as modified at the meeting is attached.
- ♦ Asked if there was any objection to adopting "Public Safety 2000" as the framework for the task force's examination, only Mayor Carlson objected.
- ♦ Asked if only county residents could be task force members, all agreed.

- ◆ Nomination/selection process: Any interested jurisdiction should forward by December 1st the names of people whom they would like to be considered as task force members. The Citizens' Crime Commission, with the assistance of the jurisdictions' citizen advisory groups, will then select from that group people who represent the broad diversity of Multnomah County.
- ◆ Task Force meetings which will begin early January will be open to the public.

CABLE TELEVISION REGULATION

David Kish presented a report prepared by the Cable Television working group. A copy is attached.

Three options were forwarded:

1. Multnomah Cable Regulatory Commission contracts with Portland with either one or two citizens' commissions.
2. Portland and other jurisdictions contract with Multnomah County or an east county jurisdiction for cable staffing, with either one or two citizens' commissions.
3. Modified status quo.

The Cable work group was asked to come back on December 5 with an analysis of each of the first two options to include a cost comparison, time schedule for implementation, an organizational plan clarifying how the entities would relate to each other, and a review of additional regulatory and operational issues.

DECEMBER 5 AGENDA

Items identified for the next meeting:

- ◆ Agree on cable television option
- ◆ Discussion and resolution of animal control options (copy of report is ~~attached~~)
- ◆ Next steps

*mailed
separately.*

The December 5 meeting is at 1:30 pm on the 14th floor of the Justice Center.

JO:aid
9154mn26.wp5

Marked Copy
Adopted at City-County
Meeting on 11-21-91

PUBLIC SAFETY 2000

The **CITIZENS CRIME COMMISSION**, a private non-profit affiliate of the Portland Metropolitan Chamber of Commerce, is proposing that an 'outside of government' community based effort be undertaken to examine the future of law enforcement and public safety in Multnomah County and to develop a plan of action and 'fast track' implementation of their conclusions that would bring about coordination, consolidation and merger of those services to insure excellence in public safety and efficient delivery of services.

It is believed that duplication and inefficiencies within law enforcement incur additional costs and create confusion in the minds of the public. Overlapping, uncoordinated responsibilities may create a 'less safe' community.

The CCC will seek from each of the individual governmental entities and law enforcement agencies within Multnomah County support for the CCC to undertake the organization, staffing and funding to conduct such a study. However, if governments are not able to provide support, the CCC is prepared to move forward on its own.

The proposed work plan would involve the following key elements :

- Each elected official and law enforcement administrator in Multnomah County would be presented with a copy of the proposed work plan and asked to review it and provide their thoughts.
- Each governmental entity, in conjunction with their law enforcement agency, should attempt to reach a consensus on the proposed work plan.
- In addition to reviewing the work plan each governmental entity, in conjunction with their law enforcement agency, will be asked to 'nominate' ~~three~~ individuals who could be considered for **Public Safety 2000**.
- The criteria for a **Public Safety 2000** member would include but not be limited to the following : strong technical and analytical skills and demonstrated background and ability in

*

finance, organizational structure, service delivery, consensus building, change management and macro level policy development. Public Safety 2000 members would evaluate organizational and financial information and independently reach conclusions on the future of law enforcement in Multnomah County. The person would undoubtedly also represent the specific governments interest in the process. It is expected that no current employee of local government would be nominated. There will be a separate "Technical Advisory Committee" to accommodate law enforcement and governmental resources.

- The CCC in conjunction with the Gresham Area Chamber of Commerce, the Portland Metropolitan Chamber of Commerce, the Troutdale Chamber of Commerce, the Association for Portland Progress and other business and community groups will be consulted for nominees, as well.
- The total number of Public Safety 2000 members would be estimated to be approximately 12 - 15. The group is envisioned as being representative of the communities and people within Multnomah County. Diversity in the make up of Public Safety 2000 is desirable.

~~• Once the nominees have been submitted to the CCC the names will be redistributed to all elected officials and law enforcement administrators for review and comment. The CCC will select the final representation from this group.~~ *

- By mid-December 1991 the decision should be made and the first meeting of the group take place during the first week of January 1992.

• Public Safety 2000 will meet as every two weeks during the deliberation period. It is expected that three months/90 days will be sufficient for receiving information, soliciting testimony evaluating data and reaching consensus. *

- A final report could be expected from Public Safety 2000 by March of 1992.

- To organize Public Safety 2000 the following 'events' are proposed :

- Initial organizing meeting will consist of - review prepared material; discussion of purpose and scope of

* All BUSINESS
SHALL BE
CONDUCTED
IN PUBLIC.

Public Safety 2000 and review of proposed plan of work presentation of the 'past and present' of law enforcement in Multnomah County.

- The next meeting would begin a series of presentations on the individual agencies, their history, their mission, purpose, levels of service, functions performed, strategic plans, etc.

- Following the agency presentations elected officials, community leaders and citizens would provide input to Public Safety 2000. Additional information would be considered in final deliberations.

- A financial analyst will retained to review the financial implications of the agencies and possible scenarios for merged, consolidated or coordinated services, functions or agencies.

- An organizational analyst will be retained to review the organizational structures and practices of the agencies and possible scenarios for merged, consolidated or coordinated services, functions or agencies.

- Public Safety 2000 would have one final public session and in ^{work} executive session evaluate all the material presented. *

- A preliminary report would be prepared, presented, discussed and a vote taken.

- Once a consensus has been reached the final report will be presented to the public.

- Public Safety 2000 would then have an on-going responsibility to ~~insure that governments implemented the~~ recommendations. *

MONITOR IMPLEMENTATION OF REPORT

- The CCC will be responsible for raising the estimated project costs of \$30,000. The CCC will further be responsible for all staff work and coordinating testimony, retained consultative services and other duties as required by Public Safety 2000.

~~• All business will be conducted in public.~~

DATE: November 20, 1991

TO: Elected Officials
Joint Government Group

FROM: Cable T.V. Planning Group
David Kish, Julie Omelchuck, David Olson

I. Background

We were asked to examine the possibility of combining cable regulatory staffs.

This could be done. Little would be saved in the short run. However, long term, our bargaining position with the cable companies could be strengthened, franchise agreements could be streamlined, and service improvements might occur.

We have attached a copy of the January 1991 report from City and County Cable staffs to Mayor Clark and Chair McCoy. Its conclusions are still valid.

Given that report, we believe there are three major issues you should review as you look at cable.

1. Program Structure - The Multnomah Cable Regulatory Commission is a single-purpose body. It consists of five members, one each chosen by Multnomah County, Gresham, Wood Village, Troutdale, and Fairview. The Regulatory Commission contracts with Multnomah County for administrative support including staffing, although the staff is viewed as working for the Regulatory Commission. The Commission manages its operating budget, manages a trust fund which is being drawn upon for annual programming, and regulates the Paragon Cable Company's east county franchise.

Each governmental jurisdiction reviews and approves the MCRC annual budget.

The Portland Office of Cable Communications and Franchise Management has two functions. It regulates several cable franchises inside the city limits in much the same way the MCRC does. However, the Office also spends half its resources on other utility franchise management issues. The staff supports a citizen cable regulatory body.

2. Local Control - Portland can act unilaterally on cable regulatory issues. It negotiates its own franchises and approves an annual budget for regulation and programming.

The Multnomah Cable Regulatory Commission was established and empowered to make decisions on regulation of the cable franchise affecting all five jurisdictions. This arrangement has led to a

strong feeling of "local control" in East County since elected officials negotiated their franchise agreement to meet East County needs and they have their own Commission to address East County cable issues.

3. Budget - The City of Portland cable franchise fees amount to about \$1.5 million each year. Roughly half of that amount goes to regulation and community access television. The remainder goes to the General Fund for discretionary purposes.

MCRC franchise fees are about \$550,000 each year. Approximately 60% of this amount goes to community programming and 40% to regulation. In addition, interest and some of the principle from the trust fund go each year to community programming.

Total budget for FY '91 was approximately \$1.1 million.

II. Options

The cable issue is very similar to the roads issue in terms of the jurisdictions' interests. Portland has an existing agreement with Multnomah County to pick up regulatory responsibility for areas which it annexes. Portland returns a portion of franchise fees to MCRC to cover community programming for the annexed areas.

The jurisdictions which comprise the MCRC can alter their Commission by amending the intergovernmental agreement. Or they can change financing arrangements through the Commission's annual budget review.

• Single Staff

MCRC jurisdictions contract with Portland for cable staffing:

- Would need agreement by all MCRC jurisdictions and changes to the intergovernmental agreement
- Could maintain two citizens' cable commissions, one for Portland, one for MCRC jurisdictions
- Would provide option for one or all jurisdictions to contract with Portland for other utility franchise staffing
- Would provide basis for unifying franchises over the long term

- Single Staff

Portland and other jurisdictions contract with Multnomah County or an East County jurisdiction for cable staffing:

- Would split Portland franchise management staff because of other utility issues Portland covers
- Could expand MCRC to include Portland, or could keep two citizen commissioners
- Would provide basis for unifying franchises over the long term

- Modified Status Quo

Maintain two commissions and staffs, with MCRC jurisdictions re-evaluating their intergovernmental agreement:

- Maintains "local control"
- Could result in change in budgeting for MCRC
- Could change staffing arrangements for MCRC

LAW ENFORCEMENT REPORT

**Prepared For
JOINT GOVERNMENTS MEETING**

November 21, 1991

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Fairview, Maywood Park	
and Wood Village	

OVERVIEW

Five of the seven local governments in Multnomah County employ law enforcement personnel to provide for the public's safety. The five, together with one which contracts for certain law enforcement services, will spend approximately \$90 million in FY' 92 in this effort.

Considering that total property tax collections for the seven jurisdictions will be approximately \$260 million in the same fiscal year, this expense is a significant part of the tax effort for property owners in our community.

Portland will spend an estimated \$69 million in FY'92 to provide service to the approximately 450,000 Citizens who live within its borders (as well as those who work in "The City" and live in other parts of the metropolitan area). Gresham will spend an estimated \$8 million in FY'92 to provide service to the approximately 70,000 Citizens who live within its borders.

Troutdale, the third largest city in the county, will spend an estimated \$.5 million to serve its approximately 7,800 Citizens. Fairview, the smallest city in the county to employ professional law enforcement personnel, will spend an estimated \$.1 million to serve its approximately 2,850 Citizens.

Multnomah County, through the Sheriff's Office, will spend an estimated \$9.4 million in FY'92 for what it defines as law enforcement services. This is part of a larger, total Sheriff's operating budget of \$46 million - the majority of which supports the operation of the jails and the service of civil papers on a county-wide basis.

The Sheriff provides direct law enforcement services to approximately 60,000 Citizens in the unincorporated areas of the county and a "base level" of service throughout the county (in the form of a series of support activities focusing on task force efforts addressing drug, organized crime, and other area-wide criminal activities).

Wood Village, with a population of approximately 2850 Citizens, and Maywood Park, with a population of approximately 450 Citizens, do not employ full-time professional law enforcement personnel. Maywood Park depends simply on the "base level" of service provided by the Sheriff's Office county-wide. Wood Village, on the other hand, while utilizing the "base level" of service provided by the Sheriff's Office, contracts with the County (the Sheriff) to provide an extra level of service, paying for that service under the terms of a written agreement between the City and the County.

Each of the four cities which employ professional law enforcement personnel respond to calls for support from their neighboring communities, including those without paid staffs, under informal mutual aid arrangements between the parties.

Listed below is a statistical recap of the the various law enforcement providers:

	Ptld =====	M. Cty =====	Gresham =====	Tdale =====	Fairview =====
Budget	69m	9.4m	8.3m	8.5m .5m	.1m
Total FTE's	1,032	134	116	14	3
Population (thousands)	450	60	70	8.2 7.8	2.85
Total Tax Levy (Op)	142.8m	104.8m	10.7m	.85m	.11m
\$/per 1,000 pop.	153.3	156.6	118.6	64.1	35.0
Total FTE's per 1,000 pop.	2.29	2.23	1.66	1.79	1.05
Sworn FTE's per 1,000 pop.	1.84	1.45	1.24	1.53	1.05
Budget as % Total Levy	48.3	8.9	77.5	58.8	90.1
Response Times (10/90 - 9/91) (Hot calls minutes)	3:18	5:17	2:34	4:48	
Clearance Rates (1990) % of reported cases	33.2	33.0	35.5	50.8	

ISSUES

Several issues emerged during the discussions leading to the preparation of this report. First, Multnomah County is unique among counties in Oregon with more than 88% of its population residing inside incorporated cities. With an additional 37,500 people living in the unincorporated mid-county area which lies in Portland's Urban Services Boundary, eventual annexations will increase that portion to more than 95% within a few years.

The Sheriff's Office has historically provided the law enforcement services in the unincorporated areas of the county. With the number of people living in such areas actually decreasing rather dramatically over the past few years (from 140,000 in 1985 to 60,000 today) and with such a trend anticipated to continue over the next several, the Sheriff's "direct law enforcement responsibilities" have been and will continue to be absorbed by the cities which have annexed those residents.

Question: Is it appropriate for Multnomah County to spend an increasing number of property tax dollars on law enforcement activities in the face of a decreasing population in the unincorporated areas?

Question: What should be the respective responsibilities of the cities and Multnomah County in the use of property tax dollars for law enforcement services?

Second, it is generally recognized that operational efficiencies can be created and monies saved through consolidations of like-type services. Economies of scale are often created as duplicative functions are eliminated. Consolidated, larger entities, however, are not always the most responsive to local needs. As a result, consolidated jurisdictions sometimes experience a loss of identity and control over service delivery.

Question: Is it possible for smaller entities to maintain their identity and control when grouped with larger, consolidated entities. If not, are the benefits from consolidation (primarily the dollar savings) worth the costs?

Third, the Elected Councilors/Commissioners meeting in joint session developed eight criteria with which to evaluate varying service delivery mechanisms. Metro area law enforcement providers have adopted a community policing philosophy in delivering service to their customers.

Question: Should the criteria developed by the "electeds" be expanded to include the framework of community policing goals?

Fourth, the Sheriff's analysis of the six options speaks to "mandated services" when discussing the impact of several options on the cities for which he provides direct services. Cities and counties (and Sheriffs and County Boards) in Oregon have debated whether Sheriffs are required (mandated) to provide law enforcement services anywhere in the county, and that debate continues even though the Court of Appeals ruled in 1985 that the level of service and budgetary decisions about such service are within the discretion of the county governing body (Burks v. Lane County).

Question: Is the Sheriff "mandated" to provide law enforcement services within city boundaries?

Fifth, almost none of Portland's fire and police staffs participate in the State administered Public Employees Retirement System (PERS). Rather, they are covered under separate disability and retirement plans. The unfunded liability of these plans is estimated to be between \$600 million and \$700 million.

Question: Would the cost to service this unfunded liability be transferred to other jurisdictions if Portland's law enforcement agency were consolidated with other jurisdictions?

REVIEW OF OPTIONS

The Elected Councilors/Commissioners meeting in joint session identified three alternatives to the current system for providing law enforcement services within the county. They include:

- (1) TWO AGENCY OPTION: Multnomah County contracts with the cities of Portland and Gresham to provide the law enforcement services for which it chooses to continue to pay. At a minimum, this would include services in the unincorporated areas of the county and those cities which choose to rely on the Sheriff's Office as their sole source of protection or which choose to contract for an added level of service for their citizens. Even though this is referred to as the two-agency option, there might, in fact, be four
- (2) SINGLE AGENCY OPTION: A single jurisdiction provides law enforcement services throughout the county. The remaining jurisdictions could either (a) contract with the single agency, or (b) participate in a county-wide service district.
- (3) REDISTRIBUTION OPTION: Law enforcement responsibilities are redistributed among those jurisdictions choosing to employ professional personnel. For example, Multnomah County's Sheriff's Office might have responsibility for a series of "county-wide" efforts, with the cities responsible for direct, street level, law enforcement activities.

In reviewing these options, the Technical Group identified three additional alternatives which it felt deserved consideration by the Joint Government group. The Technical Group consisted primarily of Portland Police Chief Tom Potter, Gresham Police Chief Arthur Knori, Troutdale Police Chief Brent Collier, Fairview Police Chief Gil Jackson, and Multnomah County Sheriff Bob Skipper. The additional alternatives identified by these individuals are as follows:

- (4) PARTICIPATIVE STUDY: The issue could be examined in more detail with the support of a citizen-based group established with the assistance of the Citizens Crime Commission to provide a more thorough analysis and a more broad-based discussion of (a) the quality of law enforcement which the community would want, and (b) the most cost effective approaches for delivering that product.

While this option could not implement a "new order" within the timeframe established by the Elected Officials Group, it offers the potential for a more thorough examination of the issues under discussion within both the Joint Meetings and the community at large - with the further potential for a more solid implementation of decisions which would result from such a study effort.

- (5) PURCHASE OF SERVICES OPTION: Law enforcement services are purchased by one or more jurisdictions from those which remain committed and able to provide staff and equipment to the task. For example, Gresham or Troutdale could purchase services from Multnomah County or Portland to meet their needs at levels they define within a contract between the parties.
- (6) MID-COUNTY OPTION: Multnomah County contracts with Portland to provide law enforcement services in the mid-county area on the condition that Portland maintains an agreed upon level of patrol on the street and that Portland moves to annex the area within an agreed upon time period.

Each of these options were reviewed by the Technical Group and comments are condensed in the attached matrix. The original comments submitted by each jurisdiction are included as Appendices.

The consensus of the Technical Group is that the "Participative Study Option" seems the most effective way to approach a very complex and politically sensitive issue. It was recognized, however, that the result of a study may still be politically unacceptable to one or several of the jurisdictions in determining how to meet local priorities.

RATING OF OPTIONS (BY LAW ENFORCEMENT PROFESSIONALS)

OPTION NO.	OPTION NAME	PORTLAND	GRESHAM	MULTNOMAH COUNTY*	TROUTDALE**
1	TWO AGENCY	2	2	5	6
2	SINGLE AGENCY	3	5	3 ¹	1, 2, or 6
3	REDISTRIBUTION	4	4	4	1 or 6
4	PARTICIPATIVE STUDY	1	1	1	1, 2, or 6
5	PURCHASE OF SERVICE	5	6	2	1, 2, or 6
6	MID-COUNTY OPTION	N/A ²	3	N/A ²	N/A ²

1. Rated #3 if Sheriff/User Board Concept implemented; otherwise, 5 or 6.
2. N/A - not addressed. Considered an annexation issue only.

- * Also represents the views of Fairview, Maywood Park, and Wood Village.
- ** Ranking depends upon proposal interpretation.

	Option 1 Two Agency Option--Mult Co Contracts w/Ptld & Gresham to Provide Law Enforcement Svc	Option 2 Single Agency Option-- Designated to Provide all Law Enf Svc within the County	Option 3 Redistribution Option-- Patrol Func to Cities. All other Func to County	Option 4 Participative Study Option--Examin Law Enf Svcs thru assist of citizen-based grp/Crime Commission	Option 5 Purchase of Services Option--Law Enf Svcs Purchased by One or More Jurisdictions (Gresham Purch from Mult Co)	Option 6 Mid-Co Option--Mult Co Contracts w/Ptld to Provide Law Enf Svcs in Mid-Co Area
Efficient	<u>Enhanced:</u> Economies of scale should be realized. Various admin support & certain patrol area duplc. would be eliminated w/ one less law enf agency. <u>Reduced:</u> Sheriff's ability to shift enf. personnel to other county areas (e.g. corrections) to meet seasonal, OT, or emergency demands would be eliminated.	<u>Enhanced:</u> Economies of scale should be realized. Various admin support & certain patrol area duplc. would be eliminated w/ two less law enforcement agencies. <u>Reduced:</u> Sheriff's ability to shift enforce personnel to other county areas could be elimin. Officers wld be brought up to current pay scale of prevailing agency, mitigating svgs to lower cost agencies.	<u>Enhanced:</u> Economies of scale should be realized. Certain Duplicate basic patrol enforce svcs wld be elim. Transition of cty deputies to cities of Ptld & Gresham wld be accelerated. <u>Reduced:</u> Splintering of cty-wide and patrol duties cld lead to operat. inefficiencies. Sheriff's ability to shift enforce personnel to other cty-wide areas would be diminished.	<u>Enhanced:</u> Could prevent poss. pitfalls of a hasty decision. Analysis of options & ident of cost svgs may be facilitated in a less political environ. <u>Reduced:</u> Yet another study. Dodges the consolid bullet. Avoids making immed decisions. No guarantee status quo will be changed, or any cost savings realized.	<u>Enhanced:</u> Economies of scale shld be realized. Various admin support functions wld be elim with one less law enforce agcy. <u>Reduced:</u> All officers wld be brought up to the current pay scale of the prevail agcy, thus mitigating savings to lower cost providers (i.e. Gresham & Troutdale).	<u>Enhanced:</u> Economies of scale shld be realized. Certain dup patrol enforce svcs wld be elim. The transition of Co. deputies to cities of Ptld & Gresham wld be accelerated. <u>Reduced:</u> Sheriff's ability to shift enforce personnel to other Co-wide areas wld be diminished.
Effective	<u>Enhanced:</u> Boundary overlaps would be eliminated. An increased no. of patrol officers might be assigned. The availability of support functions from existing larger agencies could increase svc levels. <u>Reduced:</u> Svc to certain juris could be degraded if purchased in fragmented order, or not at all. Troutdale, for example, could be forced to purch add'l svc (it now receives from the county) from Ptld or Gresham.	<u>Enhanced:</u> Boundary overlaps would be elim. An increased no. of patrol officers might be assigned. Single support function may result in enhanced svc level. <u>Reduced:</u> Size does not always equate to quality. Lg. agcy could become bureaucratic / inflexible. Innov. and/or creativity could be stifled. Svc to certain juris could be degraded if purchased in fragmented order, or not at all.	<u>Enhanced:</u> Some boundary overlaps w/b elim. More patrol officers might be avail to respond to calls for svc. Co cld increase resources to enforce areas currently addressed in ltd or inadequate fashion. <u>Reduced:</u> Segregation of Co-wide & enf functions could result in a lack of coord which could hamper problem solving. Approach is counter-prod to the concept of commun oriented policing. Svc to certain juris could be degraded if not purchased.	<u>Enhanced:</u> Thorough, unbiased exam of the issues could result in a recommendation that would improve svc and decrease cost. <u>Reduced:</u> Committee recommendation is non-binding.	<u>Enhanced:</u> Boundary overlaps would be significantly decreased. The avail of support functions from existing larger agcys cld increase svc levels. <u>Reduced:</u> Svc to certain juris cld be degraded if purchased in fragmented order or not at all. Programs & levels of svc cld be more difficult to monitor under contract. Lack of leadership continuity cld result as the Sheriff is an elected official.	<u>Enhanced:</u> Some bound. overlaps wld be elim. More patrol officers might be avail to respond to calls for svc. Co cld increase resources to enforce areas current addressed in ltd or inadequate fashion. <u>Reduced:</u> Option doesn't address overall needs of law enf in Mult Co. It addresses issues related to Mid-Co annex only. Programs & levels of svc cld be more difficult to monitor under contract.

	Option 1 Two Agency Option--Mult Co Contracts w/Ptld & Gresham to Provide Law Enforcement Svc	Option 2 Single Agency Option-- Designated to Provide all Law Enf Svc within the County	Option 3 Redistribution Option-- Patrol Func to Cities. All other Func to County	Option 4 Participative Study Option--Examin Law Enf Svcs thru assist of citizen-based grp/Crime Commission	Option 5 Purchase of Services Option--Law Enf Svcs Purchased by One or More Jurisdictions (Gresham Purch from Mult Co)	Option 6 Mid-Co Option--Mult Co Contracts w/Ptld to Provide Law Enf Svcs in Mid-Co Area
Local Needs	<u>Enhanced:</u> Continues a coord approach of urban svc prov. by cities, i.e. police, fire, sewer, water, plan/bldg, engineering, parks, street maint. <u>Reduced:</u> Larger enf agencies may be less responsive. Citizens in unincorp areas may feel a loss of control or identity. Local priorities may be lost.	<u>Enhanced:</u> Continues coord approach to urban svcs. Strong precinct sys could address some control concerns. <u>Reduced:</u> Single enf agency may be less responsive. Commun, neighborhood or int grps may feel loss of control or identity. Local priorities may be lost.	<u>Enhanced:</u> Continues coord approach to urban services. <u>Reduced:</u> Citizens living in unincorp areas may feel a loss of control or identity. Citizens may be forced to deal w/several agencies to solve single problem. Local priorities may be lost.	<u>Enhanced:</u> Establishes direct link between citizens and law enforce community. Meets comm policing goals. <u>Reduced:</u> No guarantee that all juris will be adequately represented. Committee recommend may be biased or politically unaccep to one or several gov't agencies.	<u>Enhanced:</u> Allows local juris to formally define, via contract, their law enforcement needs. <u>Reduced:</u> Discontinues coord approach to urban svc provision. Citizens fm contracted juris may feel loss of control or identify. Local priorities may be lost.	<u>Enhanced:</u> Continues coord approach to urban services. <u>Reduced:</u> Citizens living in Mid-Co areas may feel a loss of control or identity. Local priorities may be lost.
Regional Responsi- bilities	<u>Enhanced:</u> Larger agencies may gain broader perspective. <u>Reduced:</u> Sheriff's current county-wide enf perspective would be eliminated.	<u>Enhanced:</u> Single agency would satisfy the obligations of providing law enf svcs Co-wide. Gives policing Co-wide perspective. <u>Reduced:</u> N/A	<u>Enhanced:</u> Co. could realign resources to mandated regional functions. <u>Reduced:</u> Sheriff's current Co-wide enf perspective would be diluted. Specialization wld be regionalized at the expense of a broad based vision.	<u>Enhanced:</u> Approach wld encompass a Co-wide vision. Could decrease factionalism existing in elected official's group. <u>Reduced:</u> Committee may not have region-wide representation.	<u>Enhanced:</u> Larger agencies may gain broader perspective. <u>Reduced:</u> Creates provincialism. Enforcement Agency mission defined by contract. Narrows problems and interests to local level.	<u>Enhanced:</u> Co could realign resources to mandated regional functions. <u>Reduced:</u> Sheriff's current Co-wide enf perspective would be diluted. Specialization wld be regionalized at the expense of a broad based vision.

	Option 1 Two Agency Option--Mult Co Contracts w/Ptld & Gresham to Provide Law Enforcement Svc	Option 2 Single Agency Option--Designated to Provide all Law Enf Svc within the County	Option 3 Redistribution Option--Patrol Func to Cities. All other Func to County	Option 4 Participative Study Option--Examin Law Enf Svcs thru assist of citizen-based grp/Crime Commission	Option 5 Purchase of Services Option--Law Enf Svcs Purchased by One or More Jurisdictions (Gresham Purch from Mult Co)	Option 6 Mid-Co Option--Mult Co Contracts w/Ptld to Provide Law Enf Svcs in Mid-Co Area
Accountability	<u>Enhanced:</u> Eliminate jurisdictional ambiguities relating to svc providers and boundaries. <u>Reduced:</u> Enf respons. to certain juris could be less compelling if dictated by contract rather than agency mission. Providers would be less politically accountable to unincorp constituents.	<u>Enhanced:</u> Eliminate juris ambiguities relating to svc providers and boundaries. <u>Reduced:</u> Community-oriented approach to solving problems could be lost. Enforce respons. to certain juris could be less compelling if dictated by contract rather than agency mission. Political accountability is weakened.	<u>Enhanced:</u> Juris ambiguities relating to basic patrol prov & boundaries wld be elim. <u>Reduced:</u> Co-wide function is ambiguous. Buck-passing cld proliferate. Providers wld be less politically accountable to unincorp constituents.	<u>Enhanced:</u> Allows citiz oppty to recomb proper law enf svc delivery structure/quantity. <u>Reduced:</u> If committee members were not represent. of community, a biased & politically motivated recommend would be possible.	<u>Enhanced:</u> Juris ambiguities relating to svc providers & boundaries wld be greatly reduced. <u>Reduced:</u> Enforcement responsibilities to certain juris cld be less compelling if dictated by contract rather than agency mission. Accountable to contract provisions only.	<u>Enhanced:</u> Jurisdictional ambiguities relating to svc providers and boundaries wld be greatly reduced. Causes Ptld to reaffirm annex commitment to citizens in uninc Mid-Co. <u>Reduced:</u> Enf respons. to certain juris could be less compelling if dictated by contract rather than agency mission. Providers would be less politically accountable to unincorp constituents.
Equitability	<u>Enhanced:</u> Current enf subsidy provided by at least one of the two cities to unincorp areas would be reduced. Costs would be distributed in line w/ svc rendered. <u>Reduced:</u> Juris. ability/desire to pay for svc may not be consistent w/ mandated svc levels.	<u>Enhanced:</u> Urban subsidies to the unincorp areas would be reduced. Costs would be distrib more in line with related svcs rendered. <u>Reduced:</u> Juris ability/desire to pay for svc may not be consistent w/ mandated svc levels. Agency could redistrib law enf svcs based upon perceived level of need.	<u>Enhanced:</u> Urban subsidies to unincorp areas would be reduced. Costs would be distrib more in line with related svcs rendered. <u>Reduced:</u> Juris ability/desire to pay for svcs may not be consistent w/mandated svc levels.	<u>Enhanced:</u> All communities of int cld be represented. Sufficient time wld be avail to allow a thorough analysis of issues w/in larger context of criminal justice system. <u>Reduced:</u> All communities may not be represented, or represented in a disparate fashion.	<u>Enhanced:</u> Current enforce subsidy provided by at least one of two cities to the unincorp areas cld be reduced. Costs cld be distrib more in line w/the related svcs rendered. <u>Reduced:</u> Requires svc level based on ability to pay. Juris ability/desire to pay for svcs may not be consistent w/mandated svc levels.	<u>Enhanced:</u> Urban subsidies to the unincorp areas would be reduced. Costs would be distrib more in line with related svcs rendered. <u>Reduced:</u> Juris ability/desire to pay for svc may not be consistent w/ mandated svc levels. Agency could redistrib law enf svcs based upon perceived level of need.

	Option 1 Two Agency Option--Mult Co Contracts w/Ptld & Gresham to Provide Law Enforcement Svc	Option 2 Single Agency Option--Designated to Provide all Law Enf Svc within the County	Option 3 Redistribution Option--Patrol Func to Cities. All other Func to County	Option 4 Participative Study Option--Examin of Law Enf Svcs thru assist of citizen-based grp/Crime Commission	Option 5 Purchase of Services Option--Law Enf Svcs Purchased by One or More Jurisdictions (Gresham Purch from Mult Co)	Option 6 Mid-Co Option--Mult Co Contracts w/Ptld to Provide Law Enf Svcs in Mid-Co Area
Collaborative	<u>Enhanced:</u> Inter-agency competition may decrease & coordination increase w/one less entity or layer of gov't. <u>Reduced:</u> Coordination w/certain juris. could decline if decreased svc levels were dictated contractually. Coord w/ human svc providers also could decrease	<u>Enhanced:</u> Inter-agency competition may decrease & coordination increase w/a single entity, or two less layers of gov't. <u>Reduced:</u> Coordination w/certain juris could decline if decreased svc levels were dictated contractually. Coord w/ human svc providers also could decrease. Coord of other emerg svcs (e.g. fire & hazard materials resp) wld be difficult.	<u>Enhanced:</u> N/A <u>Reduced:</u> Splintering functions (Co-wide and patrol could result in increased competition / dec cooper. Coord w/certain juris cld decline if decreased svc levels were dictated contractually.	<u>Enhanced:</u> Citizens' committee has potential to be truly collaborative. Elected officials given opport to work together when recommendation received. <u>Reduced:</u> N/A	<u>Enhanced:</u> Inter-agency coord cld increase w/one less entity or layer of gov't. <u>Reduced:</u> Could promote rivalry or competition w/surviving agencies. May cause addtl disagreements w/gov't agencies when problems or complaints arise involving quality or level of svc. Coord of other emerg svcs (e.g. fire & hazard materials resp) wld be difficult.	<u>Enhanced:</u> Inter-agency competition may decrease & coordination may increase with one less provider. <u>Reduced:</u> Coord with certain juris could decline if decreased svc levels were dictated.
Core Function	<u>Enhanced:</u> Allows county to refocus their resources. <u>Reduced:</u> Passes the law enf buck.	<u>Enhanced:</u> Could allow Co to refocus their resources to other svc areas not already provided by other juris. <u>Reduced:</u> Elimin of law enforce svcs by cities weaken a coord effort to provide all urban svcs.	<u>Enhanced:</u> Allows the cities to continue the full range of svcs expected by citizens. Allows Co to reallocate resources to other county mandated functions. <u>Reduced:</u> Enf functions determined to be Co-wide could be inconsistent w/Co mission.	<u>Enhanced:</u> Study could include analysis of juris core functions. <u>Reduced:</u> No immediate effect on each gov't core function, or guarantee that core functions will be impacted.	<u>Enhanced:</u> N/A <u>Reduced:</u> Allows county to continue to devote substantial resources away from its primary mission. Elim Gresham's coord effort to provide all urban svcs.	<u>Enhanced:</u> Allows the cities to continue the full range of svcs expected by citizens. Allows Co to reallocate resources to other county mandated functions. <u>Reduced:</u> Enf functions determined to be Co-wide c/b inconsistent w/Co mission.



SUBJECT: Review/Law Enforcement Consolidation Options

Introduction:

The following review of the six (6) law enforcement options are submitted from a Troutdale Police perspective. As discussed, I have addressed advantages and disadvantages and have also prioritized the six options (Priority 1 being our first choice). As you are aware, the Troutdale Police Department currently relies on the Multnomah County Sheriff's Office through an intergovernmental agreement for major investigations (homicide, fatal accidents, mid to upper level narcotics, hi-tech crimes, river patrol, D.A.R.E, etc.) a relationship we enjoy with no additional costs except that designated portion of our tax dollar.

OPTION I

Multnomah County contracts with the Cities of Portland and Gresham to provide the law enforcement services for which it chooses to continue to pay. At a minimum, this would include services in the unincorporated areas of the county and in those cities which choose to rely on the Sheriff's Office as their sole source of protection or which choose to contract for an added level of service for their citizens.

Advantages:

None, except the ability to ‘shop’ for the ‘best deal’ between two agencies.

Disadvantages:

Troutdale would be forced to purchase additional services from either jurisdiction (Portland or Gresham). Conceivably we might purchase narcotics enforcement from Portland and homicide investigations from Gresham, thus fragmenting the law enforcement mission even further. This option appears to be directly related to option 6, an annexation issue.

Priority Scale: 6

OPTION 2

A single jurisdiction provides law enforcement services throughout the county. The remaining jurisdictions could either (a) contract with the single agency or (b) participate in a county-wide service district.

Advantage:

Conceptually, this option makes a great deal of sense as far as pooling resources and dissolving jurisdictional lines. If properly managed (equal representation through a user board process with the Sheriff as the chair), this option could be the solution to our current dilemma. Better buying power for our tax dollar.

Disadvantage:

If managed improperly, this option could be the greatest step we've ever taken from local control and accountability. A single agency could actually dictate poor policy, county-wide. All officers would probably be brought up to current pay scale of the prevailing agency.

Priority Scale: 1, 2, or 6 (Depending on interpretation)

OPTION 3

Law enforcement responsibilities are redistributed among those jurisdictions choosing to employ professional personnel. For example, Multnomah County's Sheriff's Office might have responsibility for a series of 'county-wide' efforts, with the cities responsibility for direct, on street, law enforcement activities.

Advantages:

If 'county-wide' efforts include those services as they currently exist, then this option is very viable. This makes the most sense to Troutdale, especially if this incorporates the recent county proposal to provide law enforcement services for Gresham. This equates to better buying power for the tax dollar, more efficiency and less jurisdictional line issues.

Disadvantages:

If 'county-wide' efforts only include, civil process, corrections, river patrol and search and rescue, then the disadvantage is very clear. We would immediately see a splintering of all law enforcement efforts in the county. I feel that a 'every man for himself' attitude would prevail. Each agency, in order to survive, would be forced to become a 'complete' police department, all to the detriment of efficiency and economy.

Priority Scale: 1/6

OPTION 4

The issue could be examined in more detail with the support of a citizen-based group established with the assistance of the Citizens Crime Commission to provide a more thorough analysis and a more broad-based discussion of (a) the quality of law enforcement which the community would want and (b) the most cost-effective approaches for delivering that product. While this option

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could not implement a 'new order' within the time frame established by the Elected Officials Group, it offers the potential for a more thorough examination of the issues under discussion within both the Joint Meetings and the community at large - with the further potential for a more solid implementation of decisions which would result from such a study effort.

Advantages:

A thorough, comprehensive analysis by a citizen-based group with equal representation from all jurisdictions involved makes excellent sense. Especially if law enforcement representatives in equal number are provided as a resource. After all is said and done, our citizens should have a good idea as to what they've been trying to tell us all along. This would not be a quick-fix, but when is a 'band-aid' approach the solution?

This option is especially appealing if a user board chaired by the Sheriff, with equal representation surfaced as a recommendation.

Disadvantages:

Takes longer to get this process moving. Could also be geared towards the larger agency if representation on the citizens group is not at an equitable ratio. All officers would probably be brought up to the current pay scale of the highest pay agency.

Priority Scale: 1,2 or 6 (Depending on interpretation)

OPTION 5

Law enforcement services are purchased by one or more jurisdictions from those which remain committed and able to provide staff and equipment to the task. For example, Gresham or Troutdale could purchase services from

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Options

Multnomah County or Portland to meet their needs at levels they define within a contract between the parties. (This is, of course, what Wood Village chooses to do on a selected basis at the present time).

Advantages:

If this option leaves the current relationship between the County and Troutdale in place, then the advantages are the same as option 3 and the ability to shop around for the best deal. Assures local control.

Disadvantages:

If this option does not include the county as a full service law enforcement agency, the disadvantages are the same as option 1, 2, 3, and 4.

Priority Scale: 1, 2, or 6 (Depending on interpretation)

OPTION 6

Multnomah County contracts with Portland to provide law enforcement services in the mid-county area on the condition that Portland maintains an agreed upon level of patrol on the street and that Portland moves to annex the area within an agreed upon time period (say 3-5 years).

This option offers the opportunity to address 'transition issues' now rather than on a piece-meal basis overtime and to generate money for other priority County functions as Portland annexes territory and Multnomah County's payments to Portland for law enforcement services are, accordingly, reduced.

Response:

This appears to be an annexation issue only, and therefore has not received a response.

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Options

SUMMATION

As you can see, advantages and disadvantages appear in each of the options. The prioritization also varies, even within individual options. Basically, it depends on the intent of the option and not necessarily how each option is currently drafted. I think we should get specific and clearly spelled out options and terms that leave no room for speculation on any of our parts. I have recently reviewed a document from the Board of County Commissioners dated November 7, 1991. The 'menu approach' makes excellent sense.

I feel that the process of moving from the original three (3) options, to the current seven (7) options, reinforces the need for a comprehensive approach to an issue that affects each jurisdiction in Multnomah County.



CITY OF
PORTLAND, OREGON

BUREAU OF POLICE

J.E. BUD CLARK, MAYOR
Tom Potter, Chief of Police
1111 S.W. 2nd Avenue
Portland, OR 97204

November 12, 1991

Mike Casey, City Manager, Gresham
Facilitator for Law Enforcement Work Group

Dear Mike:

This concept paper is the Portland Police Bureau's response to the 6 options for the future of policing in Multnomah County. The paper is submitted from the Police Bureau's perspective and doesn't necessarily represent the position of Portland's elected officials or the Office of Finance and Administration.

We have examined each of the options and have commented on them using the 8 criterion published in "Law Enforcement Options, Draft 10-16-91". We list option 5, the Participative Study Option, as the Portland Police Bureau's preference. This is the option that received unanimous support from the Sheriff and Chiefs in our earlier deliberations.

In addition to the 8 criterion mentioned above, we have also evaluated each of the options using the Portland Police Bureau's Community Policing Goals. The Bureau is committed to a Community Policing style of police service delivery, and any recommendations that we offer concerning the police service delivery to our customers, the citizens of this County, must fall within the framework of these Community Policing Goals. These goals are:

- Partnership
- Empowerment
- Problem solving
- Accountability
- Service orientation
- Project management and control

We have also used the definition of Community Policing to aid in our discussion. "Community Policing is based on a philosophy which recognizes the interdependence and shared responsibility of the police and community in making Portland a safer, more livable city. It is a method of policing which encourages a partnership that identifies community safety issues, determines resources, and applies innovative strategies designed to create and sustain healthy, vital neighborhoods. Community Policing will coordinate with efforts being made by private, nonprofit, and public agencies to bring a comprehensive approach to Portland's problems of crime

and disorder. Community Policing reflects the values of: community participation; problem solving; officer involvement in decision making; police accountability; and deployment of police personnel at a level closer to the neighborhood." The Portland City Council has adopted this definition by Resolution.

There are some fundamental values and guiding principles that should guide the recommendation of the Sheriff and Police Chiefs to the elected officials:

1. The community should have an opportunity to determine the future of policing in Multnomah County as they are major stakeholders in resolving this issue. They should have not only an opportunity, but should recognize their obligation as partners with government to determine the future of policing.
2. Closely related to #1 above, the delivery of police services must fall within the philosophy and goals of Community Policing.
3. The Sheriff and Police Chiefs and all agency personnel are accountable for their performance to the citizens of the cities and County. This includes the process by which the future of policing in the County is decided.
4. The delivery of police services should consider quality considerations as well as the costs. Less expensive options aren't necessarily best for police service delivery. A balance should be achieved between efficiency and effectiveness.

Following is a review of the 6 options: (Many of the options are similar and comments under 1 option might well apply to another. Duplicative comments aren't necessarily listed. Both advantages and disadvantages are listed as identified.)

Option (1): Two Agency Option. Multnomah County contracts with the cities for policing service.

1. Efficiency- reduction of duplication and costs?

Reduces duplication, reduces costs because net effect is consolidation of all policing services into one agency. Economies of scale should be realized. Reduces competition, focuses efforts. Reduces overhead. Reduces patrol overlap. Bandaid approach. Not necessarily economies of scale. Splinters service.

2. Effective- preserve or improve quality of service?

More effective, higher staffing levels possible dependent on contract. Could degrade service depending on jurisdiction's ability to pay. Increased level of service possible with availability of support functions from existing larger agencies. Eliminates jurisdictional ambiguities.

3. Local needs- incorporate local priorities or initiatives?

Enhances Community Policing with local control through contract. Or, neighborhoods would have a difficult time getting the large agency to meet needs. Consistent with urban services policy. Mid-county doesn't necessarily favor incorporation or policing by PPB and this option would forestall annexation. Small cities highest priority.

4. Regional responsibility- incorporates interest of region?

Facilitates regional approach to crime, drugs, gangs. Allows broader perspective by delivering agency, but parochializes local interests. Still thinking in terms of separate jurisdictions.

5. Accountable- enhance government's response to citizens?

Direct accountability through contract provisions. Or, not at all accountable because of the contract bureaucracy. Serves to isolate communities dependent on their ability to pay. Clarifies jurisdictional confusion. No accountability of local policing to community. Political accountability?

6. Equitable- (re)distribute available resources in most equitable manner?

Allows jurisdictions to concentrate on own priorities. Reduces duplication. Reverse subsidy? Cities subsidizing county. Exacerbates inequity.

7. Collaborative- enhance ability of governments to work together?

Eliminates layer of government in policing. Will create conflicts on service levels. Community Policing requires partnership with other agencies.

8. Core functions- enhance each government's core functions?

Frees resources to focus on human services. Policing is someone else's job. May become less of priority.

Option (2): Single Agency Option. Single jurisdiction provides policing services. Remaining jurisdictions contract or create service district.

1. Efficient- reduce duplication and/or save money?

Maximizes economy of scale. Some start up costs. Most comments in Option 1 apply. Salaries need to be elevated. Unfunded liability for Portland's pension system.

2. Effective- preserve or improve quality of service?

Big not always better. Improved coordination of efforts. Eliminates ambiguity.

3. Local needs- incorporate local priorities or initiatives?

Local priorities may be lost. With strong precinct system, local needs may be met under Community Policing.

4. Regional responsibility- incorporate interests of region?

Enhances regionalization. Gives policing county-wide perspective.

5. Accountability- enhance government's responsiveness to citizens?

Less accountable. Only through terms and conditions of contract. Bureaucratic response.

6. Equitable- (re)distribute available resources in most equitable manner?

Maximizes equitable distribution because jurisdictions have choices. Level of service based on resources.

7. Collaborative- enhance ability of government to work together?

No apparent effect although would force serious negotiations on contract.

8. Core function- enhance each government's core function?

Improves ability to focus on core functions.

Option (3): Redistribution Option. Redistributing law enforcement functions among agencies.

1. Efficiency- reduction of duplication and costs?

Could be least efficient or most efficient with specialization. Coordination of effort difficult. Cannot separate and categorize services. Minimizes economy of scale.

2. Effective- preserve or improve quality of service?

Ineffective due to over specialization. No one responsible. Buck passing proliferates. Crime problems not amenable to agency specialization. Topic-oriented question.

3. Local needs- incorporate local priorities or initiatives?

Difficult to respond to local needs. Each agency doing own work. Citizens forced to deal with several agencies to solve single problem.

4. Regional responsibility- incorporates interests of region?

Does not move to regionalization. Regionalizes specialization only. Discourages regionalized thinking.

5. Accountable- enhance government's response to citizens?

Buck passing probable. Everyone responsible, therefore no one responsible to citizens.

6. Equitable- (re)distribute available resources in most equitable manner?

Confuses equitability issue. Creates condition of competition rather than consensus.

7. Collaborative- enhance ability of governments to work together?

Increases conflict potential. Invites divisiveness.

8. Core functions- enhance each government's core functions?

Complicates this issue because much time, energy and resources spent on sorting out law enforcement responsibilities.

Option (4): Purchase of Services Option. Law enforcement services purchased from remaining jurisdictions.

1. Efficiency- reduction of duplication and costs?

Looks very inefficient. Promotes competition. Ignores economy of scale. Creates bidding process(?). More prosperous jurisdictions get more service. Short term savings. Long term costs increase.

2. Effective- preserve or improve quality of service?

Quality dependent on resources available. Services directly related to contract level. Competition to provide better service?

3. Local needs- Maximizes local needs if resources can purchase services. If not, local needs not met.

4. Regional responsibility- incorporates interest of region?

Ignores regional interests. Narrows problems and interests to local level. Creates provincialism.

5. Accountable- enhance government's response to citizens?

Very accountable. No accountability for problem solving. Accountability for resource expenditure. Direct relationship to wealth or priorities of jurisdiction.

6. Equitable- (re)distribute available resources in most equitable manner?

Requires maintenance of service on ability to pay. Impossible to maintain differential service levels.

7. Collaborative- enhance ability of governments to work together?

Not at all collaborative. Invites business as usual or retreat from current gains. Promotes rivalry, competition.

8. Core functions- enhance each government's core functions?

Requires marketing of services or programs rather than providing core functions.

Option (5): Participative Study Option. Issue examined by broad-based representative citizen' group for recommendation.

(Comments refer not only to outcome which is largely unknown, but specifically to process.)

1. Efficiency- reduction of duplication and costs?

Very efficient. Sheriff and Chiefs act as staff to committee rather than continuous meeting for recommendation to elected officials. Elected officials don't need to continue to discuss options in vacuum. Will be able to decide based on careful study and analysis by committee. Recommendation will need to be judged for efficiency by elected officials. Efficiency will be one criterion used by committee. May be seen as inefficient because takes longer to gather information, analyze, and recommend.

2. Effective- preserve or improve quality of service?

Quality of service should be one mandate to committee by elected officials. One of most important considerations. Effectiveness will be judged by elected officials when recommendation returned. May be seen as ineffective because elected officials may feel that their mandate from their constituency is to decide.

3. Local needs- incorporates local priorities or initiatives?

Only strategy that addresses this issue adequately. Meets Community Policing goals. Creates partnership between various communities and police. Decentralizes decision-making on provision of police services. Critical to ensure that local interests are represented on committee. May be seen as Portland-based, business-based, urban-based if committee isn't representative.

4. Regional responsibility- incorporates interest of region?

Forces decision recommendation on regional basis. Eliminates factionalism that exists in elected official's group. Addresses needs of stakeholders by stakeholders. No disadvantages identified.

5. Accountable- enhance government's response to citizens?

Only option that addresses this criterion directly. Government wouldn't be telling citizens type and level law enforcement services, citizens telling government. Important tenant of Community Policing. May be seen as less accountable because effective recommendation by committee could be viewed as by-passing elected officials, even though committee would **recommend to elected officials**, not decide.

6. Equitable- (re)distribute available resources in most equitable manner?

All communities of interest represented fairly. Citizens decide the recommendation to elected officials. Equitability important criterion in charge to committee. Elected officials would need to decide based on recommendation.

7. Collaborative- enhance ability of government to work together?

Citizen's committee is essence of collaboration as communities of interest represented. Recommendation would be work of constituency. Opportunity for elected officials to work together when recommendation received. Might restore lost governmental credibility, especially issue of decision by consensus.

8. Core functions- enhance each government's core functions?

Core functions would receive proper attention under this proposal. Operates on basis of service orientation. Identifies and clarifies core functions as citizen driven.

Option 6: Mid-County Option. County contacts with Portland in mid-county option pending annexation.

1. Efficiency- reduction of duplication and costs?

Does not change unless City can offer services at less cost. With annexation as long term goal, tends to be more efficient.

2. Effective- preserve or improve quality of service?

Improves quality of service from Portland's perspective. Portland has more to offer in terms of service level.

3. Local needs- incorporate local priorities or initiatives?

Does not consider local needs. Contract service may be unpopular with mid-county. Annexation is local initiative.

4. Regional responsibility- incorporates interest of region?

Doesn't support regionalization. Short term approach through contracting and then annexation.

Mike Casey

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5. Accountable- enhance government's response to citizens?

Doesn't include this consideration. Government decides, often unpopular approach.

6. Equitable- (re)distribute available resources in most equitable manner?

Not equitable. May increase costs depending on perspective. Only means to end that can be accomplished in another fashion.

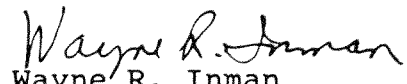
7. Collaborative- enhance ability of governments to work together?

Doesn't include Gresham and other cities. Reduces friction between Portland and County. Eliminates question of best service provider.

8. Core functions- enhance government's core functions?

Frees resources to focus on human services. Clarifies core function responsibility.

Sincerely,


Wayne R. Inman
Assistant Chief
Portland Police Bureau

WRI:kdr

CITY OF GRESHAM
REVIEW OF LAW ENFORCEMENT OPTIONS
November 12, 1991

Option 1 - Two Agency Option

Multnomah County contracts with the cities of Portland and Gresham to provide law enforcement services.

1. Changes required to accomplish this option include the following:

Gresham and Portland would provide the full range of police services to the unincorporated areas and the remaining law enforcement responsibilities under the Sheriff would be transferred to the two cities.

Service boundaries between Gresham and Portland would be logically realigned, possibly straight down 162nd.

This option **minimizes the disruption of law enforcement services to the majority of citizens in the county.** The Multnomah County Sheriff's Office has steadily reduced basic patrol operations as annexations have occurred, therefore, the majority of citizens in the county are already served by either Portland or Gresham.

Under this option Fairview and Troutdale would continue to provide their own services within their communities and could choose to contract supplemental services from Gresham or Portland.

2. Criteria Measures

Efficiency - This is a **cost efficient** proposal which could **save funds** by eliminating duplicate basic law enforcement operations. It allows the county to **reallocate savings to mandated county functions, such as corrections.** This option **reduces the current subsidy of city services to unincorporated areas and reduces patrol overlap areas.** This option would accelerate the transition of county deputies to the cities of Portland and Gresham.

Effectiveness - This option would **increase the service** currently provided to citizens in the unincorporated areas to the higher levels set by Portland and Gresham, i.e., **more patrol officers would be designated to respond to calls for service over what is currently provided by the Sheriff's Office.** This option **eliminates jurisdictional ambiguities** relating to service providers and boundaries.

Since an increased number of patrol officers would be assigned to patrol operations, the time taken to respond to calls would be improved. Currently, county deputies must respond to calls in the mid-county area from as far east as Cascade Locks and as far west as Sauvie Island.

Local Needs - This option maintains local personalized services developed in response to the demands of the majority of the populace in Multnomah County. This option maximizes the conditions and opportunities for active and productive citizen participation by eliminating the ambiguities related to service providers and boundaries. However, citizens living in the unincorporated areas may feel a loss of control and identity if services are provided by the cities. This option continues a coordinated approach of all urban services provided by the cities, i.e., police, fire, sewer, water, planning and building, engineering, parks and street maintenance.

Regional Responsibilities - This option would allow the county to realign resources to mandated functions, such as corrections. A county-wide view of law enforcement needs could be diluted through this option.

Accountability - There may be a perception of citizens in the unincorporated areas that they have no political accountability (control and access) over services provided by Portland and Gresham. Again, this would only affect a small portion of the citizens in the county.

Equitableness - This option reduces the current subsidy of police services by the two cities to unincorporated areas and more equitably distributes costs for services rendered.

Collaborative - This option does not have a negative effect on continued governmental interaction.

Core Function - The two agency option allows the cities to continue to provide the full range of services expected from citizens. Additionally, it allows the county to realign resources to services not already provided to the majority of the population in the county.

Option 2 - Single Agency Option

A single agency is designated or established to provide all law enforcement services within the county.

-
1. Changes required to accomplish this option include the following:

This option would require the reorganization of all law enforcement agencies in the county and could be very disruptive to citizens county-wide.

2. Criteria Measures

Efficiency - This option may be cost effective in the long run; however, reorganization of services in the short term would be costly. Citizens living in unincorporated areas could realize an improved level of service through more equitably distributed resources. Duplicate and overlapping services would be eliminated at a cost savings.

Effectiveness - A single agency approach would eliminate all jurisdictional ambiguity involving specific services and boundaries. This option reduces the likelihood of providing innovative programs tailored to the needs of each city and/or area.

Local Needs - This approach would eliminate local control and access to the cities and has the greatest impact on the majority of citizens. The expectations of each community, neighborhood group, or interest group, may be over shadowed and lost in a large agency. However, the smaller east county cities of Fairview, Wood Village, and Troutdale, would no longer receive law enforcement services without paying a fair share. If a single agency was institutionalized and determined not to be responsive to the needs of citizens it would be costly and complex to dismantle one agency and rebuild multiple municipal police services.

Regional Responsibilities - A single agency would satisfy the obligations of providing law enforcement services county-wide.

Accountability - Citizen participation through a single agency is weakened with the loss of a community-oriented approach to solving problems.

Equitableness - The elimination of law enforcement subsidies in unincorporated areas would be realized and the cost of services would be fairly distributed. However, citizens in the City of Gresham now receive the lowest cost per capita law enforcement services compared to Portland and Multnomah County. The cost to Gresham citizens would most likely increase.

Collaborative - A single agency may make it more difficult for the involved governmental agencies to agree on the level of services needed in different areas of the county. Coordination of other emergency services such as fire and hazardous materials response would be difficult.

Core Function - Elimination of law enforcement services by the cities weakens a coordinated effort to provide all urban services within each jurisdiction. This option is not characteristic of a full-service city and could diminish the overall image of each city within the county structure.

Option 3 - Redistribution Option

The five jurisdictions retain their existing law enforcement organizations, realigning responsibilities for law enforcement in the county between jurisdictions.

1. Changes required to accomplish this option include the following:

This option would require minimal reorganization of law enforcement services. Multnomah County would retain appropriate county-wide investigations such as drug and organized crime. Other support enforcement operations would also be retained in the areas of river patrol, administration of alarm and firearm ordinances, and the service of civil papers.

2. Criteria Measures

Efficiency - This is not the most cost efficient proposal. However some savings may be realized by eliminating duplicate basic patrol enforcement services. It allows the County to reallocate resources to other mandated county functions. This option reduces the current subsidy of city services to unincorporated areas and reduces patrol overlap areas. This option would accelerate the transition of county deputies to the cities of Portland and Gresham.

Effectiveness - This option would increase the level of service currently provided to citizens in the unincorporated areas to the higher ratios set by Portland and Gresham, i.e., more patrol officers would be available to respond to calls for service over what is currently provided by the Sheriff's Office. This option eliminates jurisdictional ambiguities relating to service providers and boundaries. County-wide investigations would be continued; however, a lack of coordination between municipal patrol operations and county-wide investigations could hamper problem solving. That in itself is counter-productive to the concept of community oriented policing.

As a greater number of patrol officers would be available for service, timeliness in responding to calls would be improved.

Local Needs - This option maintains local personalized services developed in response to the demands of the majority of the populace in Multnomah County. However, citizens living in the unincorporated areas may feel a loss of control and identity in the services provided by the cities. This option continues a coordinated approach of all urban services provided by the cities, i.e., police, fire, sewer, water, planning and building, engineering, parks and street maintenance.

Regional Responsibilities - This option will allow the county to realign resources to mandated regional functions. A county-wide vision of law enforcement needs could be diluted utilizing this option.

Accountability - Again, as in the two agency option, there could be a perception of citizens in the unincorporated areas that they have no political accountability (control and access) over services provided by Portland and Gresham.

Equitableness - This option reduces the current subsidy to unincorporated areas and more equitably distributes costs for services rendered.

Collaborative - This option does not have a negative effect on continued governmental interaction.

Core Function - This option allows the cities to continue to provide the full range of services expected from citizens. The county could reallocate resources to services not already provided to the majority of the population in the county.

Option 4 - Participative Study Option

Examination of Law Enforcement Services through the assistance of a citizen-based group established with the assistance of the Citizens Crime Commission.

-
1. Changes required to accomplish this option include the following:

No immediate changes would occur under this option. Changes recommended as the result of the study could encompass any number of options and are therefore impossible to predict.

2. Criteria Measures

Efficiency - This may or may not eliminate a duplication of services and delays any savings which might be realized in the near future. This option would require a cost to provide a comprehensive study.

Effectiveness - A study may result in improved service in county-wide areas.

Local Needs - The recommendation from the committee may be politically unacceptable to one or several governmental agencies in meeting local priorities.

Regional Responsibilities - This approach would encompass a county-wide perspective.

Accountability - A study would provide a broad view of recommended services responsive to citizens throughout the county. This is possibly a better method of obtaining an unbiased view of what law enforcement services are best. However, depending on the interests of the citizens selected for this committee, a biased and politically motivated decision is also a possibility.

Equitableness - Sufficient time would be available to thoroughly analyze all of the options for providing law enforcement services. This option may politically satisfy the involved cities.

Collaborative - If this strategy is approved by all of the affected governmental groups, it would tend to enhance the success of any recommendation made through the committee.

Core Function - This option has no immediate effect on each government's core function.

Option 5 - Purchase of Services Option

Law enforcement services purchased by one or more jurisdictions from those which remain committed and able to provide staff and equipment.

1. Changes required to accomplish this option include the following:

This option would require significant changes to the current law enforcement operations within the City of Gresham. Under this option, the City of Gresham could elect to contract services from either Portland or Multnomah County. This would result in the elimination of the Gresham Police Department. In the smaller east county cities such as Wood Village, which already contracts for selected services, this may not present much change.

2. Criteria Measures

Efficiency - This may be a cost efficient approach to providing services in the short term and would eliminate a duplication of services by those cities choosing this option. The cost effectiveness of contracting may not, however, hold true from year-to-year and a city would not have the direct ability to control costs of the contract.

Effectiveness - Jurisdictional ambiguity relating to patrol services and boundaries would be clarified. **Programs and levels of service would not easily be fulfilled** through contracting. There would be no continuity of leadership under this option as the Sheriff is an elected official.

Local Needs - Contracting may or may not meet the needs of the citizens of the contracting jurisdiction. Contracts are slow to change and user cities may find disappointment in the quality of services which would be difficult to control on a daily basis. Local control is damaged, as is the identity of the city as a full-service provider.

Regional Responsibilities - If services were contracted from the County, efforts to provide contractual services may over shadow other mandated regional responsibilities.

Accountability - This option does not lend itself to control by elected officials and responsiveness to citizens in the City of Gresham would be severely hampered. A relevant analogy, from Gresham's viewpoint of the problems associated with contracting services, can be obtained by reviewing police dispatching complaints. Effective citizen participation with a contractual service provider would be also uncertain.

Equitableness - Law enforcement resources may not be distributed through contracting services in the most equitable manner.

Collaborative - This option, from Gresham's perspective, may cause additional disagreements between governmental agencies when problems or complaints arise involving the quality or level of service.

Core Function - This option is not characteristic of a full-service city and could discount Gresham as a strong leader in the State of Oregon.

Option 6 - Mid-County Option

Multnomah County contracts with Portland to provide law enforcement services in the mid-county area on the condition Portland maintains an agreed upon level of street patrol and accomplishes annexation within an agreed upon time period.

-
1. Changes required to accomplish this option include the following:

A limited number of citizens would realize a change in law enforcement services; those being in mid-county. Services would be provided by Portland rather than Multnomah County. County patrol deputies would be transitioned to Portland now rather than on a piece-meal basis over time. Enforcement services would continue to be provided by the county in outlying unincorporated areas.

2. Criteria Measures

Efficiency - This is a cost efficient strategy which eliminates a duplication of services in the mid-county area. Service boundaries could be appropriately realigned between Portland and Gresham to avoid confusion over response to calls.

Effectiveness - By proper realignment of boundaries, timely police response to calls will be enhanced. Jurisdictional ambiguities relating to services and boundaries would be eliminated in the mid-county unincorporated area.

Local Needs - Concerns regarding police service in the mid-county area would be addressed. Programs and services already in place in Gresham and Portland would not be adversely affected.

Regional Responsibilities - This choice of service would resolve the current annexation problems that Portland has felt with the Sheriff providing services in this area.

Accountability - Additional savings could be realized by the County for other essential county-wide services. This option causes Portland to reaffirm their annexation commitment to citizens still in unincorporated mid-county. However, citizens in this area may not support losing the control and identity of services currently provided by the Sheriff's Office.

Equitableness - This eliminates any subsidy currently provided to citizens in the mid-county area when Portland or Gresham assists with calls for police service from county residents.

Collaborative - A more cooperative governmental atmosphere should be realized when this particular issue is addressed.

Core Function - This proposal enhances Portland's ability to complete annexations in this area and provides the county with resources to redirect to mandated services.

REVIEW OF MULTNOMAH COUNTY LAW ENFORCEMENT OPTIONS

MULTNOMAH COUNTY SHERIFF'S OFFICE

Option 1 - Two Agency Option

Multnomah County contracts with the cities of Portland and Gresham to provide law enforcement services.

Criteria:

Efficiency - Some service efficiencies may be generated in the unincorporated areas, primarily mid-county. The option does not address how currently mandated services in the small cities would be accomplished. Cost savings are likely to be minimal or non-existent: (1) It will take the same number of officers to provide the current level of service and more officers to increase the level. (2) In reducing the number of sworn deputies in the Sheriff's Office, this option would reduce the Sheriff's ability to flexibly move deputies from one assignment to another to cover for overtime, emergency situations and seasonal needs in countywide services. The result will be increased costs for overtime and additional hires to meet the requirements of these functions.

Effectiveness - Assuming no increased cost assumes that there will also be no increase of service level to unincorporated citizens. The option would eliminate the possibility of the Sheriff's Office moving deputies to countywide services, thus increasing the overall level of law enforcement activity in Multnomah County.

Local Needs - The Sheriff's Office currently provides mandated law enforcement services to Fairview, Maywood Park, Troutdale and Wood Village. The option does not address how these services would be provided or funded. The citizens in the unincorporated areas, especially those outside the Urban Growth Boundaries who have no stake in the cities, are likely to feel a loss of control over law enforcement services.

Regional Responsibility - The option would eliminate the possibility of the Sheriff's Office moving deputies to countywide services, thus increasing the overall level of law enforcement activity in Multnomah County. Such enhancement of countywide services would increase resources to some targeted areas and activities that are currently addressed only in limited or inadequate fashion.

Accountability - The small cities which currently receive services from the Sheriff's Office will lose that option. The citizens in the unincorporated areas, especially those outside the Urban Growth

Boundaries who have no stake in the cities, are likely to feel a loss of control over law enforcement services.

Equitableness - While the issue of "urban subsidy" for county services has continued to be of concern, Measure 5 has totally changed an already complex issue, by changing how much various jurisdictions are contributing to Multnomah County. There is also no reason to assume that this option will result in a decrease in the funds devoted to law enforcement by Multnomah County.

Collaborative - The option presumes that Multnomah County will be freed to pursue other priorities by relinquishing unincorporated law enforcement to the cities. However, contracting for these services does not free up resources to apply to other functions. Added to this the concerns of the small cities of Maywood Park, Fairview, Wood Village and Troutdale may create less collaboration and more tension among the governments.

Core Function - The option presumes that Multnomah County will be freed to pursue other priorities by relinquishing unincorporated law enforcement to the cities. However, contracting these services to other jurisdictions does not free up resources to apply to other functions. While this option is called the "Two Agency Option," Troutdale and Fairview may continue to elect to maintain police services to their communities with their own employees.

Option 2 - Single Agency Option

A single agency is designated or established to provide all law enforcement services within the county.

Criteria:

Efficiency - Consolidation of law enforcement in the county into a single agency will result in efficiencies of scale and eliminate duplication of services. While there are potential cost savings, Oregon law requires that employees affected by a consolidation will receive the highest of the combining agencies' wages and benefits, which may eliminate any potential savings.

Effectiveness - A single agency overseen by a policy board representing the needs of each area will reduce competition and permit a focus of energy and attention on the best possible delivery of enforcement services. The option does negate the "checks and balances" present with multiple agencies; however, the multijurisdictional policy board should provide an effective alternative means of addressing this concern.

Local Needs - While each jurisdiction would not have its own police department over which it exerts direct control, each jurisdiction,

as well as sub-areas or precincts, would be represented on the policy board. The economies of scale would free up officers to target local communities with community policing.

Regional Responsibility - A county-wide agency would directly address the public concerns of service consolidation and elimination of duplication of services.

Accountability - Accountability would be maintained through the election of the chief executive officer of the agency, the Sheriff. In addition, accountability to local jurisdictions would occur through representation on the policy board. Some local control by those jurisdictions which currently have their own police department would be lost.

Equitableness - This option addresses the issue of equitableness through eliminating issues of subsidy. By introducing economies of scale, all areas of the county should benefit commensurately. Non City of Portland residents may have to assume proportional responsibility of an estimated \$700 million unfunded liability debt for the City of Portland Police/Fire Pension Fund.

Collaborative - The multijurisdictional policy board will facilitate the distribution of services to each area. This option will enhance the need for collaborative effort among the various governments.

Core Function - This option eliminates a major function for which each jurisdiction must plan and support; it allows them to direct themselves to other priorities.

Option 3 - Redistribution Option

The five jurisdictions retain their existing law enforcement organizations, realigning responsibilities for law enforcement in the county between jurisdictions.

Criteria:

Efficiency - Advantages are the possible economies of scale associated with the consolidation of services within fewer agencies. The movement of the Sheriff's Office to county-wide services would increase the overall level of law enforcement activity in Multnomah County. It would also increase resources to some targeted areas and activities that are currently addressed only in limited or inadequate fashion. Overall, the costs of law enforcement will increase with the commensurate increase in enforcement services.

Effectiveness - As described above, the increase in overall law enforcement services will benefit all citizens of the county.

Local Needs - The small cities would lose mandated patrol and investigative services now provided by the Sheriff's Office. Citizens in the unincorporated areas would lose direct access to the jurisdictions providing law enforcement services contractually.

Regional Responsibility - As previously described, the option would result in increased and better coordinated county-wide law enforcement functions. It does not, however, move the county toward regionalized planning and coordination of most police services.

Accountability - The option does not address the small cities' loss of mandated patrol and investigative services now provided by the Sheriff's Office. Citizens in the unincorporated areas would lose control of law enforcement services that are contractually provided.

Equitableness - This option does not address the issue of equitableness, since unincorporated areas will still receive the same levels of law enforcement services.

Collaborative - It is unclear how this option addresses intergovernmental collaboration. The need for intergovernmental agreements in order to contract would facilitate collaboration; however, satisfaction with service, reduction of payment commensurate with annexations and other issues may increase inter-jurisdictional tensions.

Core Function - Each jurisdiction which currently provides law enforcement services would continue to do so. As mentioned above, the option creates potential for inter-jurisdictional tensions which require time and energy of staff and elected officials.

Option 4 - Participative Study Option

Examination of Law Enforcement Services by a broad-based citizens' group established with the assistance of the Citizens' Crime Commission.

Criteria:

Efficiency - The purpose of such a deliberate and comprehensive study is to address all the criteria for a quality solution. While each jurisdiction and agency will provide needed information and analysis, it is anticipated that the resulting recommendation(s) will bypass much of the protection of interests endemic to elected officials and/or paid staff trying to accomplish the same aims.

Effectiveness - The study should result in improved services for

all citizens of the county. This option provides a longer time and a non-political forum in which to fully study and plan for the transition of Multnomah County's law enforcement services to a potentially more cost-effective and consolidated format.

Local Needs - A key criterion for acceptability of the recommendation.

Regional Responsibility - A citizen-based study can be expected to elicit the most regionally responsive outcome. The option would eliminate the possible pitfalls of hasty decision-making in an area which is extremely complex and is one of the most politically sensitive issues in the county and surrounding region. As a significant part of the overall criminal justice system, law enforcement planning must ensure that it fulfills its function within the larger context.

Accountability - An appropriately representative citizen group addresses this criterion. Ultimately the elected officials of all jurisdictions must decide on where accountability for law enforcement will reside.

Equitableness - A key criterion for acceptability of the recommendation. A thorough study will address this issue.

Collaborative - Representativeness of the citizen group will be a key to enhancing the collaboration of the governments once a recommendation is made.

Core Function - A key criterion for acceptability of the recommendation. May assist in the overall process of determining core functions of jurisdictions, especially between the county and cities.

Option 5 - Purchase of Services Option

Law enforcement services are purchased from those which remain committed and able to provide staff and equipment.

Criteria:

Efficiency - Consolidation of police departments can create economies of scale, as can contracting for enhanced or special services beyond the mandated level of service provided by the Sheriff's Office.

Effectiveness - The type and level of services depend on the contract terms. This option promotes cooperation across jurisdictional boundaries between the contractor and the contracting jurisdiction. Competition could potentially fuel

inter-agency rivalries and abet failure to cooperate in the best interests of the total community.

Local Needs - The option allows local jurisdictions to define their own needs in terms of law enforcement services. Assures local control over locally defined service requirements.

Regional Responsibility - The option does not, in general, address the larger issues of regional law enforcement, unless inter-agency rivalries reduce cooperation.

Accountability - By contracting for law enforcement services, the jurisdictions are fulfilling their accountability to perform that function. However, contracted services move access to the service provider away from the citizen.

Equitableness - May impact the subsidy of service issue. It is to the advantage of all governments to remain under the \$10 cap set by measure 5. Any city which is over the \$10 cap requires a proportional cut of tax collections to all other taxing districts. Therefore, the more governments there are that can stay under the \$10 cap, the more fully all governments can collect all of their tax levies.

Collaborative - Inter-agency rivalries can potentially damage cooperation at the agency level and ultimately at the jurisdictional level.

Core Function - By contracting for services jurisdictions are fulfilling their obligations to provide law enforcement services for their citizens. Contracting, rather than providing direct services, may allow the jurisdictions to concentrate on planning and providing other service functions.

Option 6 - Mid-County Option

Multnomah County contracts with Portland to provide law enforcement services in the mid-county area on the condition that Portland maintains an agreed upon level of street patrol and accomplishes annexation within an agreed upon time period.

Criteria:

Efficiency - Prior to completion of annexations, there will be no cost savings to this option for Multnomah County, which currently funds a lower level of service than Portland funds overall. In fact, funding both contracted services to Mid-County and maintaining the Sheriff's Office patrol to East and West County is likely to result in greater cost to the County. This option does offer the efficiency of addressing "transition issues" all at once

rather than on a piece-meal basis over time.

Effectiveness - Since Portland may be willing to provide somewhat enhanced levels of service to an area it plans to annex, the Mid-County citizens may benefit. Using the same argument, however, the citizens East of 162nd Avenue, who will likely be annexed to Gresham, may not fare as well.

Local Needs - The option ignores the desires of unincorporated Mid-County citizens. It may be especially onerous to those who will be annexed to Gresham rather than Portland.

Regional Responsibility - This option does not address the overall needs of law enforcement in Multnomah County. It addresses issues related to mid-county annexation only.

Accountability - For the most part this approach has the same drawbacks as any contract for services, i.e., contracted services move access to the service provider away from the citizen. Those citizens who will eventually be part of Portland may feel that Portland has some accountability to them.

Equitableness - The option does not increase equitableness. To the extent that it ends up costing taxpayers more than if annexations were allowed to proceed as planned, it reduces equitableness.

Collaborative - Tensions between Gresham and Portland, at least, may be increased since Gresham's plans and needs are not considered in the option. The plan does not facilitate collaboration on provision of services among the counties' jurisdictions.

Core Function - This option does offer the County the opportunity to address "transition issues" all at once rather than on a piece-meal basis over time.

M E M O R A N D U M

TO: City and County Elected Officials

FROM: Commissioner Pauline Anderson
Commissioner Sharron Kelley
Commissioner Gary Hansen

RE: Police Issues

DATE: November 7, 1991

We are supportive of the efforts of the Multnomah County Sheriff's Office to pursue the development of contracting with the cities and what is being referred to as the purchase of services option. We are hopeful that the City of Gresham will elect to pursue this option, and we remain open to proposals from other cities to pursue contracting opportunities. Accordingly, we support the efforts of the Technical Group on Law Enforcement of the Joint Government Committee to bring this option before the elected officials.

As we move forward with the purchase of services approach, we should continue to study the redistribution of law enforcement services. Under the redistribution approach, law enforcement responsibilities are redistributed among those jurisdictions choosing to employ professional personnel. We would refine this approach to state clearly that the goal of the redistribution will be to implement community policing in Multnomah County. This goal of redistributing law enforcement services to implement community policing should be examined in more detail with the support of a citizen-based group established with the assistance of the Citizens Crime Commission to provide a more thorough analysis and a more broad-based discussion of (a) the quality of law enforcement which the community would want and (b) the most cost-effective approaches for delivering that product. Examples of redistribution might include countywide hiring and training or countywide specialty functions such as narcotics.

We recommend that the elected officials invite the Citizen Crime Commission to bring forward a plan directed toward these goals which includes a timeline and an identification of who will be involved.

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URGENT MEMO

PLEASE DELIVER IMMEDIATELY

To: Chair McCoy
Commissioner Kelley
Commissioner Anderson
Commissioner Hansen
Commissioner Bauman

From: Julie S. Omelchuck

URGENT
BOARD OF
COUNTY COMMISSIONERS
1991 DEC - 5 PM 12:35
MULTNOMAH COUNTY
OREGON

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If the City of Portland seems adamant about looking at other options, I would recommend that the County suggests that the City of Portland contract regulatory services with the East County jurisdictions for the City-annexed areas which are on the East Multnomah cable system and fall under the East Multnomah franchise.

Currently the City collects franchise fees for the annexed areas but does not provide regulatory services to the annexed area; that is covered by the MCRC because it regulates the East Multnomah franchise agreement. So the bottom line is that Portland receives the franchise revenue for the annexed areas and expends virtually no resources to regulate those areas. Even if the County were to contract the remaining unincorporated areas to Portland, this situation would most likely continue because the four East County cities and unincorporated County east of Gresham would have to continue regulating the East County franchise.

Portland and Multnomah County could address this situation during franchise renewal by having franchises and the cable systems follow jurisdictional boundaries.

12.05.91 10:10 AM *INTERGOVERN AFFAIRS P09



CITY OF

PORTLAND, OREGON

DEPARTMENT OF PUBLIC SAFETY

Dick Bogle, Commissioner
1220 S.W. Fifth Avenue
Room 404
Portland, Oregon 97204
(503) 823-4682

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MAYORS OFFICE

TO: MAYOR CLARK
COMMISSIONER BLUMENAUER
COMMISSIONER KAPOURY
COMMISSIONER LINDBERG
CITY AUDITOR BARBARA CLARK

FROM: COMMISSIONER BOGLE *JB*

DATE: December 4, 1991

SUBJECT: CITY/COUNTY MERGER OF CABLE OFFICES

On Thursday, December 5, at 1:30 pm the City Council will meet with the Multnomah County Board of Commissioners and the Gresham City Council to discuss the financing and coordination of local government services. The merging of City cable regulation and Multnomah Cable Regulatory Commission (MCRC) has been discussed before, and it is on this week's agenda.

At the last meeting the options were narrowed to two:

1. The City absorbs the MCRC and takes over all regulatory tasks for the region. This option could work, eventually, if all the jurisdictions in the MCRC agree to the merger.

2. The County absorbs the regulation of all Cable activities in the region. This option would split the City cable office, since it has two functions: regulating cable and administering the other utility franchises within the city limits.

I have a third option I would like to put before the joint committee. Under this option Portland would assume jurisdiction for the area within Portland's urban services boundary via an agreement with the County. The MCRC would determine for itself how to organize and administer the cable franchise for Gresham, Wood Village, Fairview and Troutdale and the unincorporated areas of the County beyond Portland's urban services boundary. An option for the consortium would be to contract with the City to administer their franchise.

(more)

12.05.91 10:14 AM *INTERGOVERN AFFAIRS P01

pg 2 City/MCRC Cable merger

I am proposing this hybrid option because I do not feel either of the two options before the joint committee is workable. Portland's cable administration is intertwined with the management of numerous other franchises and the revenue from these franchises is the second largest resource to the City's general fund. I do not think it's advisable to split the administration of Portland franchises as option 2 calls for.

I am open to option 1, but would need to hear the concerns of the jurisdictions who make up the MCRC. However, I suspect that the cities of East County may not wish to have Portland administer their cable operations.

I urge your support in adopting this hybrid option. A positive fiscal impact on the County could result because the City could return cable franchise fees from unincorporated areas to the County. Currently, the County receives no discretionary funds from cable; all of the franchise fees go to fund cable activities for all the jurisdictions in the MCRC.

Under this option the impact on the City Cable office would be minimized. There would be less need to establish or maintain two citizen cable commissions. There is a possibility that this option could be implemented without an increase in City office staff.

cc: CH

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