

Meeting Date: NOVEMBER 21, 1991

Agenda No.: # /

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: JOINT GOVERNMENTS MEETING - PORTLAND CITY HALL COUNCIL CHAMBERS

AGENDA REVIEW/
BOARD BRIEFING

(date)

REGULAR MEETING NOVEMBER 21, 1991

(date)

DEPARTMENT NON-DEPARTMENTAL

DIVISION BOARD OF COMMISSIONERS

CONTACT FRED CHRIST

TELEPHONE 248-5276

PERSON(S) MAKING PRESENTATION ARNOLD COGAN, FACILITATOR; CITY & COUNTY STAFF

ACTION REQUESTED:

☐ INFORMATIONAL ONLY

☒ POLICY DIRECTION

☐ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 1:30 PM TO 5:00 PM

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION TAKEN: _____

BRIEF SUMMARY (include statement of rationale for action requested,
as well as personnel and fiscal/budgetary impacts, if applicable):

FIFTH IN A SERIES OF JOINT GOVERNMENTS MEETINGS BETWEEN
MULTNOMAH COUNTY AND THE CITIES OF GRESHAM, WOOD VILLAGE, FAIRVIEW,
TROUTDALE AND MAYWOOD PARK, TO DISCUSS SERVICE DELIVERY.

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL

Or

DEPARTMENT MANAGER

(All accompanying documents must have required signatures)

BOARD OF
COUNTY COMMISSIONERS
1991 NOV 13 AM 11:27
MULTNOMAH COUNTY
OREGON

MEMORANDUM

DATE: November 12, 1991

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

FROM: Jim Owens & Arnold Cogan

RE: Summary of November 7 Joint Government Meeting

DECISION-MAKING PROCESS

At the request of Commissioner McCoy, a variety of approaches to determining Group consensus were discussed:

- ◆ majority based upon one vote per jurisdiction;
- ◆ majority of those persons present;
- ◆ majority of representatives of those jurisdictions affected by the decision; or
- ◆ objectors identified with resolution on an issue-by-issue basis.

Point of Agreement:

Formal determination of what constitutes consensus will be determined on an issue-by-issue basis.

ROADS

Fred Christ, Assistant to Commissioner Bauman, reported on behalf of the Road Group on a) the status of the process for transferring road jurisdictions, and b) the status of the development of a work program to assess Options A and B. Fred summarized a report from the Road Group on jurisdiction transfer, draft MOU and draft workplan (see Attachment A). Commissioner Kelley circulated a memo raising a number of issues for clarification (Attachment B).

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COUNTY OF CLATSOP
NOV 14 1991
CLATSOP COUNTY
OREGON

The Road Group posed two questions:

1. In assessing Option B (single provider for services) should the Group examine:
 - a) a consortium to deliver all services; or
 - b) a consortium to deliver only maintenance services; or
 - c) both?
2. What level of detail is wanted in the fiscal analysis?

In response, a number of issues and opinions were raised, including:

- ◆ Are interjurisdictional roads being transferred?
- ◆ What is meant by "all transportation services"?
- ◆ Is the network of roads remaining within the County's jurisdiction a critical mass?
- ◆ The County-small cities MOU will remain in effect until a new agreement is signed.
- ◆ Bridges should be included in the Road Group's assessment.
- ◆ With the commitment among the jurisdictions to work cooperatively, a consortium is implied in both options.
- ◆ An administrative structure for providing services should be proposed.
- ◆ The Chamber of Commerce report should be reviewed.
- ◆ Economic impacts should be assessed.
- ◆ The study should assess which option is most efficient.
- ◆ The effects on small cities should be assessed.

Points of Agreement:

Two options are to be assessed by the Road Group, with the assistance of a consultant to conduct financial and economic analyses:

- 1) Option A - Two providers (unspecified) provide all transportation services countywide.
- 2) Option B - One provider (unspecified) provides maintenance services countywide.

Adequate time (up to six months) should be taken to ensure a thorough analysis.

A final draft work plan to be circulated for comments.

LAW ENFORCEMENT

Mike Casey, Gresham City Manager, reporting on behalf of the Working Group, provided a status report and requested deferral of the Group's report and action by the Joint Government Group until November 21. He indicated that the Working Group has added three options to those originally identified for a total of six. (See Attachment C.)

Four of the Multnomah County Board circulated a memo requesting a seventh option that studies redistribution of services with a goal to implement community policing and with assistance in its analysis by the Citizens Crime Commission (Attachment D).

Issues raised included:

- ◆ How do interim arrangements (e.g., Sheriff's proposal to Gresham) relate to the Group's work? Should action on such proposals be deferred?
- ◆ Why and how should the Crime Commission be involved?

Points of Agreement:

Add Troutdale to Option 1.

Add an Option 7 (County proposal).

Transition services should be addressed as a component in all options.

LAND USE PLANNING

Ramsay Weit, Executive Assistant to Commissioner Kafoury, reporting on behalf of the Working Group, indicated that there was a consensus that the County should contract with Gresham, Troutdale and Portland for urban planning services and, at some point in the future, with Metro for planning services outside the UGBs. In the interim, four options were offered for rural planning. (See Attachment E.)

Issues raised included:

- ◆ How can the group collectively advocate for expeditious Metro assumption of planning outside UGBs?
- ◆ Under the current IGA, there is no accountability to ensure an adequate level of planning services is provided to unincorporated areas within the UGB. Residents have a perception of unequal treatment.
- ◆ Need to ensure a continuation of at least the level of services provided by the County.

Points of Agreement:

The County should begin a dialogue with Metro regarding planning outside UGBs.

Unincorporated urban planning by Portland, Gresham and Troutdale; planning outside municipal UGBs by Multnomah County.

Through IGAs between the County and the Cities, explore the level of services to be offered in unincorporated areas.

NOVEMBER 21 AGENDA

Items identified for the Group's November 21 meeting:

- ◆ Report from the Law Enforcement Working Group
- ◆ Discussion and selection of law enforcement option
- ◆ Report from Cable Television Working Group
- ◆ Discussion and selection of cable television option
- ◆ Discussion of December 5 meeting agenda

The November 21 meeting is at 1:30 pm in the Portland City Council Chambers.

JO:aid
9154mn12.wp5

JOINT GOVERNMENT MEETINGS
Road Work Group
November 7, 1991

1. JURISDICTION TRANSFER

Gresham has prepared a resolution which will be before that Council on November 19. The accompanying draft agreement forwarded by Gresham spells out that city's intent. Assuming the Gresham resolution is passed on the 19th, it will go the County Board for consideration soon thereafter.

The smaller cities have expressed strong reservations in this area, and have submitted a list of concerns. Road jurisdiction transfers to those cities is currently on hold.

2. MEMORANDUM OF UNDERSTANDING

The road work group has adopted a draft MOU which will serve as the basis for establishing a clear understanding between the jurisdictions of the tasks required to determine the best option for achieving the consolidation goal.

Note that under Option B, the city of Portland's administration systems and policies will be used to determine costs. This is simply an assumption for purposes of the study. More about Option B later.

Also note on the second page, under item 'D', each option is to be analyzed by the staff work group. That will likely be changed to reflect analysis by a consultant.

3. OPTIONS

When the work group began to analyze the options the elected officials chose on October 24, we found there was still confusion surrounding the single jurisdiction model (Option B). Regardless of which (or both) options are chosen, the work group has expressed the intention for all jurisdictions to work together to ensure the integrity of the regional road network. That implies the use of a consortium under any option.

However, we are unclear whether the instructions to the work group on October 24th were to examine the aspects of a single jurisdiction to deliver all road services or only maintenance services. Or, is the work group to examine both?

4. WORKPLAN

The work group has developed a draft workplan. The plan's basic elements are not contested. However, the work group is unclear on the amount of time and analysis which the electeds need prior to a decision on Option A or B. Two jurisdictions are concerned that the specific elements of each option must be negotiated and costed out prior to a decision. That kind of analysis will take until May, 1992. Our question is: What level of detail in analysis of these Options is necessary?

RESOLUTION NO. 1600

A RESOLUTION REQUESTING MULTNOMAH COUNTY TO
TRANSFER TO THE CITY OF GRESHAM JURISDICTION OF
ALL COUNTY ROADS WITHIN THE CITY OF GRESHAM

The City of Gresham Finds:

a. Multnomah County currently has jurisdiction of 122 miles of arterial, collector, and local roads within the City of Gresham.

b. Difficulties are created by overlapping responsibilities of the County and City over the street system within Gresham's boundary.

c. It is in the best interests of the City and the County for the City to acquire jurisdiction over the County roads and the storm drainage facilities within the roadways which are within the City's boundaries, to the same extent as it has over other public streets of the City.

d. This roads transfer is consistent with a 1984 agreement that was reached between Portland and Multnomah County, which resulted in the implementation of Resolution A. This agreement provided a basis for the transfer of ownership of County roads within the incorporated city limits to the City of Portland and resulted in the reduction of municipal services provided by Multnomah County.

e. The recently adopted LCDC transportation rule (OAR 660-12-000) requires the City of Gresham to be responsible for preparation of transportation system plans for roadways within our city limits and to coordinate with other transportation service providers.

f. The City has prepared a listing of the roads, including the county road numbers, within the City's boundaries which are currently under Multnomah County's control.

g. The City of Gresham and Multnomah County are preparing an agreement which outlines the provision of services and distribution of revenue required to operate and maintain the transferred roadways.

THE CITY OF GRESHAM RESOLVES:

1. The City of Gresham requests Multnomah County to relinquish jurisdiction of the 122 miles of arterial, collector,

and local roads within the City of Gresham, together with the storm drainage facilities within those roadways.

2. The City accepts jurisdiction of those roads subject to the transfer being completed by January 1, 1992.

Passed by the Gresham City Council on _____.

Yes: _____

No: _____

Absent: _____

Abstain: _____

City Manager

Mayor

Draft Agreement

1. Gresham takes ownership on January 1, 199² and, with it, responsibility for maintenance and development forever more.
2. Gresham expects Multnomah County to negotiate in good faith and, in fact, to transfer to Gresham a portion of the money it is now using to maintain and develop the road system.
3. Gresham commits to working with the other jurisdictions with road responsibilities to maintain the integrity of the "regional road network".
4. Gresham commits to contracting back to Multnomah County for road responsibilities which it has just assumed.

11-1-91

November 4, 1991

Concerns Regarding Road Service Options
submitted by Cities of Fairview, Troutdale and Wood Village

- Roads which form boundaries between Cities:
 - who "owns"?
 - who determines capital improvement plan?
 - who is responsible for engineering design?
 - who establishes maintenance standards and schedules?
- Roads which traverse through, or have impact on, more than one jurisdiction in urban area:
 - who determines capital improvement plan?
 - who is responsible for engineering design?
 - who establishes maintenance standards and schedules?
- County's current 21 bridges plus the five Willamette River bridges:
 - who becomes responsible for bridge maintenance and capital improvement planning?
- If County is out of the road business, who becomes responsible for designing, building and maintaining 207th connector road?
- Does elimination of County role impact Mt. Hood Parkway site selection?
- Who will be responsible for/provide miscellaneous services e.g. signal maintenance, sign shop, radio shop, street striping?
- What becomes of the East Multnomah County Transportation Committee?
- What guarantee do the small cities have that we will receive the same level of service at a reasonable cost from an agency that has no accountability to our citizens? Will there be a contract standard required to ensure equal service level availability?
- Effect of redistribution of road funds:
 - some roads require more than an average dollar per road mile; a jurisdiction may have a disproportionate share of such road miles.
 - redistribution of road funds according to road miles versus population penalizes jurisdictions with higher density.
 - are transportation funds in addition to gas tax included in the reallocation formula?
 - any impact on County's eligibility to receive transportation funds? Any impact on total dollars flowing into this region?

**MEMORANDUM OF UNDERSTANDING
BETWEEN MULTNOMAH COUNTY AND
THE CITIES OF FAIRVIEW, GRESHAM, PORTLAND
TROUTDALE AND WOOD VILLAGE
FOR PURPOSES OF PROMOTING
COST-EFFECTIVE DELIVERY OF TRANSPORTATION SERVICES**

I. PURPOSE

The cities of Fairview, Gresham, Portland, Troutdale and Wood Village, and Multnomah County agree to deliver transportation services in a cost-effective manner by promoting consolidation of duplicate functions. This Memorandum of Understanding is the basis for establishing a clear understanding between the jurisdictions of the tasks required to determine the best option for achieving the consolidation goal.

It is the intent of Multnomah County to transfer jurisdiction of all County roads within City boundaries to the appropriate jurisdiction and to cease providing road related services throughout Multnomah County.

It is the intent of all jurisdictions to simplify this process by examining and analyzing exclusively the two options outlined below. One of these options will come forward as the recommended system no later than July 1, 1992.

II. OBJECTIVES

A. It is the main objective of this Memorandum of Understanding to examine and perform a full analysis of two options for delivery of all transportation services in the county. These options are:

1. Option A: The county is divided geographically as a two-provider system based on the population centers of the City of Gresham and the City of Portland.
2. Option B: The county is consolidated geographically as a one-provider system. For purposes of the study, the City of Portland is assumed to be the provider of all transportation services.

B. The jurisdictions agree to participate in discussions of these options and make recommendations to the (Joint Government Committee on Consolidation). These broad elements will be analyzed:

1. Consideration of local control over land use decisions.
2. Continuing planning responsibility for rural/unincorporated roads.
3. Inter-jurisdictional planning for roads with multi-jurisdictional impact.
4. Proposals to gain efficiencies.
5. Identification of current and future road revenue.
6. Re-distribution of road revenue.

7. Scope of service responsibility for each jurisdiction.
8. Legal and legislative issues regarding authority for dedications, condemnations, utilities, etc.
9. Requirements for contracting road services.

C. Multnomah County, the City of Gresham and the City of Portland agree to negotiate the elements of Option A and Option B for presentation to the (Joint Government Committee on Consolidation). Specific elements of negotiation will be as follows:

1. Plan for distribution of assets and resources.
2. Plan for transfer of personnel, equipment and capital facilities.
3. Proposal to address operational requirements of Willamette River Bridge crossings.
4. Long term jurisdiction of Willamette River Bridge crossings, potential liability and financing plans.
5. Long term jurisdiction of bridges, potential liability and financing plans.
6. Financing requirements for implementation.
7. Consolidations and efficiencies.

D. Each option will be evaluated based on the criteria established by the (Joint Government Committee on Consolidation) by members of the staff work group.

III. EFFECTIVE DATE

This Memorandum of Understanding is in effect upon all signatures and will remain in effect until July 1, 1992 or until modified by mutual written agreement of all parties.

**PROPOSED WORK PLAN FOR THE
ANALYSIS OF CIYTCOUNTY TRANSPORTATION CONSOLIDATION**

PHASES/TASKS	RESPONSIBILITY	TIME
Phase I - Organization/Scope		
1. Develop Memorandum of Understanding to frame the intent of the study.	MC/SWG	04-Nov-91
2. Finalize workplan	SWG	04-Nov-91
3. Submit workplan to elected officials	FC/SWG	07-Nov-91
4. Elected officials sign MOU	Committee	07-Nov-91
5. Elected officials approve workplan	Committee	07-Nov-91
6. Hire consultant to lead staff workgroup	FC/SWG	02-Dec-91
Phase II - Road Jurisdiction Transfer		
1. Resolutions of intent to transfer/assume jurisdiction of roads.		
a. Multnomah County	MC	21-Nov-91
b. Gresham	COG	19-Nov-91
c. Small cities	On Hold	On Hold
2. Agreement for distribution of revenue. ¹		
a. Redistribution under existing formula.		
(1) Identify jurisdictional resources	Juris	13-Nov-91
(2) Identify road miles per jurisdiction	Juris	13-Nov-91
(3) Modify model to include other jurisdictions	COP	13-Nov-91
(4) Run model	COP	02-Dec-91
b. Redistribution alternatives.		
(1) Rural roads v. urban roads	Consult/SWG	15-Jan-92
(2) Other	Consult/SWG	15-Jan-92
Phase III - Description of Present Service Delivery		
1. Describe transportation services provided by each jurisdiction.		
a. Responsibility	Juris	31-Dec-91
b. Resources: revenue, personnel, equipment, facilities	Juris	31-Dec-91
c. Organizational structure	Juris	31-Dec-91
d. Policies for service delivery	Juris	31-Dec-91
e. Legal and Legislative authority for services	Juris	31-Dec-91
f. Level of service	Juris	31-Dec-91
g. Support provided to other divisions within jurisdiction	Juris	31-Dec-91
h. Support received from other divisions within jurisdiction	Juris	31-Dec-91
i. Contracts with other jurisdictions/parties for service	Juris	31-Dec-91
j. Non-transportation service provided	Juris	31-Dec-91
Phase IV - Analysis of Two Agencies		
1. Define the work - Roads Only		-
a. Jurisdictions define work to be performed under contract.		
(1) Describe service area	Juris	15-Jan-92
(2) Describe responsibilities: maintenance, engineering, operations and planning, plus ancillary functions such as	Juris	15-Jan-92
(3) Describe level of service	Juris	15-Jan-92
(4) Describe support services	Juris	15-Jan-92
(5) Describe contracting requirements	Juris	15-Jan-92

PROPOSED WORK PLAN FOR THE
ANALYSIS OF CIYT\COUNTY TRANSPORTATION CONSOLIDATION

PHASES/TASKS	RESPONSIBILITY	TIME
b. Identify legal and legislative changes necessary to fulfill responsibilities.	Consult/SWG	15-Jan-92
c. Review of desired contract services by Portland and Gresham (1) Analysis of costs	COG & COP	15-Apr-92
d. Identify employee and capital facilities transfers needed to accomplish work. (1) Employees	MC, COG, COP	15-Apr-92
(2) Equipment	MC, COG, COP	15-Apr-92
(3) Facilities	MC, COG, COP	15-Apr-92
e. Identify joint operations if any. (1) Sign shop	MC, COG, COP	15-Apr-92
(2) Maintenance	MC, COG, COP	15-Apr-92
2. Define the work - Bridges Only		
a. Multnomah County define bridge work: WRB and other. (1) Routine Maintenance	MC	15-Jan-92
(2) Engineering	MC	15-Jan-92
(3) Operations	MC	15-Jan-92
(4) Capital/Maintenance	MC	15-Jan-92
(5) Capital replacements	MC	15-Jan-92
b. Identify issues associated with ownership change. (1) Identify statutory changes	MC & COP	15-Jan-92
(2) Identify charter changes	MC & COP	15-Jan-92
(3) Identify lease or IGA changes	MC & COP	15-Jan-92
c. Review of required work by Portland. (1) Analysis of costs, personal & resource requirements	COP	15-Apr-92
d. Identify employee and capital facilities transfers needed to accomplish work. (1) Employees	COP	15-Apr-92
(2) Equipment	COP	15-Apr-92
(3) Facilities	COP	15-Apr-92
3. Define the resources.		
a. Redistribution under existing formula.	COP/SWG	02-Dec-91
b. Redistribution alternatives. (1) Rural roads v. urban roads	Consult/SWG	15-Jan-92
(2) Other	Consult/SWG	15-Jan-92
c. Resources for Willamette River Bridges	Consult/SWG	15-Jan-92

PROPOSED WORK PLAN FOR THE
ANALYSIS OF CIYT/COUNTY TRANSPORTATION CONSOLIDATION

PHASES/TASKS	RESPONSIBILITY	TIME
4. Define the outcome (write report & present to Committee)		
a. Service area for Gresham and Portland	Consult	15-May-92
b. Service responsibilities i.e., programs	Consult	15-May-92
c. Organizational structure/governance	Consult	15-May-92
d. Contractual relations	Consult	15-May-92
e. Gov't accountability	Consult	15-May-92
f. Intergovernmental coordination	Consult	15-May-92
g. Evaluate by criteria	Consult	15-May-92
5. Propose contracts.	COP & COG	15-Jun-92
Phase V - Analysis of One Agency		
1. Define the work - Roads Only		
a. Jurisdictions define work to be performed under contract.		
(1) Describe service area	Juris	15-Jan-92
(2) Describe responsibilities: maintenance, engineering, operations and planning, plus ancillary functions such as	Juris	15-Jan-92
(3) Describe level of service	Juris	15-Jan-92
(4) Describe support services	Juris	15-Jan-92
(5) Describe contracting requirements	Juris	15-Jan-92
b. Identify legal and legislative changes necessary to fulfill responsibilities.	Consult/SWG	15-Jan-92
c. Review of desired contract services by Portland.		
(1) Analysis of cost, personnel and resource requirements	COP	15-Apr-92
d. Identify employee and capital facilities transfers needed to accomplish work.		
(1) Employees	COP	15-Apr-92
(2) Equipment	COP	15-Apr-92
(3) Facilities	COP	15-Apr-92
e. Identify joint operations (under maintenance only option)	SWG	15-Apr-92
2. Define the work - Bridges Only		
a. Multnomah County define bridge work: WRB and other.		
(1) Routine Maintenance	MC	15-Jan-92
(2) Engineering	MC	15-Jan-92
(3) Operations	MC	15-Jan-92
(4) Capital/Maintenance	MC	15-Jan-92
(5) Capital replacements	MC	15-Jan-92
b. Identify issues associated with ownership change.		
(1) Identify statutory changes	Consult/SWG	15-Jan-92
(2) Identify charter changes	Consult/SWG	15-Jan-92
(3) Identify lease or IGA changes	Consult/SWG	15-Jan-92

PROPOSED WORK PLAN FOR THE
ANALYSIS OF CITY/COUNTY TRANSPORTATION CONSOLIDATION

PHASES/TASKS	RESPONSIBILITY	TIME
c. Review of required work by Portland. (1) Analysis of costs	COP	15-Apr-92
d. Identify employee and capital facilities transfers needed to accomplish work. (1) Employees	COP	15-Apr-92
(2) Equipment	COP	15-Apr-92
(3) Facilities	COP	15-Apr-92
3. Define the resources.		
a. Redistribution under existing formula.	COP/SWG	02-Dec-91
b. Redistribution alternatives.		
(1) Rural roads v. urban roads	Consult/SWG	15-Jan-92
(2) Other	Consult/SWG	15-Jan-92
c. Resources for Willamette River Bridges	Consult/SWG	15-Jan-92
4. Define the outcome (write report and present to Committee)		
a. Service area for Gresham and Portland	Consult	15-May-92
b. Service responsibilities i.e., programs	Consult	15-May-92
c. Organizational structure/governance	Consult	15-May-92
d. Contractual relations	Consult	15-May-92
e. Gov't accountability	Consult	15-May-92
f. Intergovernmental coordination	Consult	15-May-92
g. Evaluate by criteria	Consult	15-May-92
5. Propose contracts.	COP	15-Jun-92

Responsibility Codes		
MC	=	Multnomah County
COP	=	City of Portland
COG	=	City of Gresham
SWG	=	Staff Workgroup
FC	=	Fred Christ
Consult	=	Consultant
Commit	=	Joint Government Committee on Consolidation
Juris	=	All jurisdictions: MC, COP, COG, Small Cities

SHARRON KELLEY
Multnomah County Commissioner
District 4



ATTACHMENT B

606 County Courthouse
Portland, Oregon 97204
(503) 248-5213

TO: Interested Parties

FROM: Commissioner Sharron Kelley

RE: Roads

DATE: November 6, 1991

There are a number of issues which seem to need clarification or verification regarding the policy direction apparently supported by a majority of elected officials from the county and the cities of Gresham and Portland. My understanding of the direction is as follows:

1. It was agreed that the most local jurisdiction would gain policy authority, to the extent it chooses, over the county roads in that jurisdiction -- this means the county for the unincorporated roads, and cities for roads within city limits. By policy authority, this would mean ownership, permitting, coordination with land use decisions, local traffic flow, design and capital improvement sequencing.
2. A consultant would provide a financial and economic analysis of whether it would be more cost-effective to have one or two road providers. By provider, this would primarily include maintenance -- but if the cities felt that some other piece should be pooled, we could add this.
3. There was not a majority of county commissioners who agreed that the county would get out of the road business no matter what. If there is going to be only one or two providers, the county remains a potential provider under either approach. Who the providers will be is to be decided later. Moreover, the county may choose to maintain some staff to exercise its policy authority over the roads in the unincorporated areas. Further, the cities of Troutdale, Fairview and Wood Village (and Gresham or Portland) would retain the option to contract with the county for "policy authority" services if they wish.
4. The consultant ought make a specific recommendation about whether one or two providers is more cost-effective rather than simply analyze the issue. Further, we probably out to have the consultant make a recommendation about who the provider or providers should be.

5. Although there was not really agreement on the following point, I continue to believe that some sort of consortium arrangement ought to be set up for roads which traverse through or have an impact on more than one jurisdiction -- to determine the capital improvement plan, engineering design, and establish maintenance standards and schedules.

1632L - 34



TO: Brent Collier, Police Chief, City of Troutdale
 Gil Jackson, Police Chief, City of Fairview
 Art Knori, Police Chief, City of Gresham
 Tom Potter, Police Chief, City of Portland
 Bob Skipper, Multnomah County Sheriff

FROM: J. Michael Casey, City Manager, City of Gresham *JMC*

DATE: November 5, 1991

SUBJECT: OVERVIEW OF LAW ENFORCEMENT IN MULTNOMAH COUNTY

As we discussed on Monday, I am forwarding two documents for your review and comment at our next meeting Tuesday, November 12th at 10:00 a.m., in Sheriff Skipper's offices. They are:

1. "Overview" of the Law Enforcement effort in Multnomah County.

Review, at the least, those statements which describe the effort in your particular jurisdiction. I would appreciate your adding numbers for staffing (sworn/non-sworn).

2. "Review of Options".

Note: I have edited the SINGLE AGENCY AND PARTICIPATIVE STUDY OPTIONS to reflect the group's discussion on Monday.

Note: I have re-numbered the options - switching Nos. 5 & 4 - to place the "Study Option" immediately after the three identified by the Electeds Group.

Please make comments on each option in terms of the criteria which were identified by the Joint Elected Officials Group, and any other which you believe to be significant in this review.

For your added information, I talked with the folks who are facilitating the Joint Electeds sessions and obtained their agreement to take Law Enforcement off the agenda this Thursday, with the understanding that your group is making good progress against the request made of it and that we would be prepared to report and discuss at the meeting, currently planned for November 21st.

If you have any questions, on any of this material - or the approach generally - please don't hesitate to call me:

Office 669-2300
 Home 669-9648

Thanks for your efforts.

JMC:bw

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 \$120 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 \$65 million in FY'92 to provide service to the approximately 435,000 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 2850 Citizens.

Multnomah County, through the Sheriff's Office, will spend an estimated \$12 million in FY'92 for what it defines as law enforcement services. This is part of a larger, total Sheriff's operating budget of \$45 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 2700 Citizens, and Maywood Park, with a population of approximately 450 Citizens, do not employ fulltime 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.

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) 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.

This could be called the TWO AGENCY OPTION, although four agencies might in fact be providing law enforcement services - with Troutdale and Fairview continuing to serve their communities with their own employees.

- (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.

This could be called the SINGLE AGENCY 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.

This could be called the REDISTRIBUTION OPTION.

In reviewing these options, the Technical Group identified three additional approaches which it felt deserved consideration by the Elected Officials Group. They are:

- (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 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.

This could be called the PARTICIPATIVE STUDY 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 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.)

This could be called the PURCHASE OF SERVICES 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 over time 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.

This could be called the MID-COUNTY OPTION.



MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS
ROOM 606, COUNTY COURTHOUSE
1021 S.W. FOURTH AVENUE
PORTLAND, OREGON 97204

GLADYS McCOY •	CHAIR	• 248-3308
PAULINE ANDERSON •	DISTRICT 1	• 248-5220
GARY HANSEN •	DISTRICT 2	• 248-5219
RICK BAUMAN •	DISTRICT 3	• 248-5217
SHARRON KELLEY •	DISTRICT 4	• 248-5213
CLERK'S OFFICE •		• 248-3277

M E M O R A N D U M

TO: City and County Elected Officials

FROM: Chair Gladys McCoy
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 Citizens Crime Commission to bring forward a plan directed toward these goals which includes a timeline and an identification of who will be involved.

1632L - 42

Land Use Planning Working Group
Summary of Options
November 7, 1991

Consensus Preferred Option

All members of the working group agreed that the preferred option is:

Multnomah County should contract with

- (1) Gresham, Troutdale and Portland for urban planning, and**
- (2) the regional government for planning outside the UGB.**

However, it is unclear whether Metro is prepared to contract with the County in the near future. Therefore, the work group explored other options for providing rural-area planning. All agreed that the following options should be viewed as interim arrangements, pending an eventual assumption of rural planning by regional government.

Alternative Interim Options for Rural Planning

1. Gresham-Portland Option

Pro

Cities have larger planning staff, adding depth, experience, backup
Enhanced coordination at UGB edge
Cities can absorb county planner positions without additional management
Permits County to make transition in a single step; moves toward regionalism

Con

Existing County staff divided between two jurisdictions
Two different staffs serving Board, planning commission
Rural residents' perceptions about city staff "agenda" or interests

2. Troutdale-Portland Option

Pro

Troutdale already involved in Gorge planning

Con

Same as Option 1, plus:
Would require transfer of rural building inspection from Gresham to Troutdale
Troutdale staff is smaller than County's

Land Use Options
November 7, 1991
page 2

3. Single-City Option (All Portland or all Gresham)

Pro

Same as Option 1, plus:
County staff rural expertise kept mostly intact

Con

Same as Option 1, plus:
Potentially greater rural resident hostility to distant city

4. County Option

Pro

County staff focus on rural issues
County staff rural expertise kept mostly intact
Rural residents continue to work with county staff

Con

Already-small county staff must shrink further
No "backup" staffing, as under cities option
Delays County resolution of its role in this function: status quo, not regional

CHOICES FOR REGIONAL INTEGRATED SOLID WASTE MANAGEMENT CONFERENCE

BENSON HOTEL, PORTLAND, OREGON

NOVEMBER 14, 15, 1991

THURSDAY, NOVEMBER 14

8 a.m.- 5 p.m. Registration

9:00 **WELCOME & KEYNOTE**

RENA CUSMA, EXECUTIVE OFFICER,
METROPOLITAN SERVICE DISTRICT

Break

9:45 - 11:45 **INTEGRATED SOLID WASTE SYSTEMS** - How does a Regional Council
Get Started?

Moderator: John Promise, Chair, NARC's Environmental Advocacy/Service
Group, Director of Environmental Resources, North Central Texas Council of
Governments, Arlington, TX

WASTE STREAM ANALYSIS-How much and what kinds of wastes are
produced; what is the current projected population and commercial development.
Robin Sexton, Solid Waste Planner, Land-of-Sky Regional Council,
Ashville, N.C.

INTEGRATED WASTE MANAGEMENT -Choices of facility, integrating a
waste management system. What exists and what will be needed? What
combination of approaches best suits the region?
Kathleen Thomas, President, Thomas/Wright, Inc. Portland, OR

FINANCING-What is the cost of each approach? How can the system be
financed?
Paul Atanasio, Vice President, PaineWebber Incorporated, New York, NY

INNOVATIVE ACTIVITIES IN REGION X-EPA's Manual on contracting for
services.
Paula van Haagen, Environmental Protection Specialist, U.S. EPA,
Region 10 Office, Seattle, WA

Noon

LUNCHEON SESSION - RECYCLING BRIEFS

Moderator: Ben Masengil, President, Oregon Chapter, Solid Waste Association of North America, Portland, OR

UPDATE ON RECYCLING ISSUES-Labeling, commercial recycling
Victor Bell, Chief, Office of Environmental Coordination, State of Rhode Island

WHAT'S HAPPENING IN RECYCLING IN OREGON

Diana Godwin, Special Counsel, Heller, Ehrman, White & McAuliffe, Portland, OR

1:30 -3:00

SITING SOLUTIONS: Case studies siting solid waste facilities
Moderator: Tom DeJardin, Councilor, Metropolitan Service District

A COMPREHENSIVE APPROACH TO SITING AND BUILDING SOLID WASTE FACILITIES

Materials recovery and transfer facilities - the sequential model.
Charles Sax, Sax Associates Architects AIA, Portland, OR

HOST COMMUNITY- Acceptance, economic benefits and local enhancements from the standpoint of the community.

Mayor Dennis Gronquist, Mayor, Arlington, OR

BUILDING COMMUNITY ACCEPTANCE- Community assurances: technical, safety, and site management.

Rick Daniels, President-CEO, Mine Reclamation, Palm Springs, CA

3:00 *Break*

3:15 - 4:30

REGIONAL APPROACHES TO RESOURCE RECOVERY- PROS AND CONS

Moderator: Doug Coenen, General Manager Columbia Ridge Landfill, Oregon Waste Systems, Inc. Arlington, OR

ARE THERE BENEFITS TO RECYCLING ON A REGIONAL SCALE? WHAT ARE THE ISSUES?

Victor Bell, Chief, Office of Environmental Coordination, State of Rhode Island

Stuart Fruedberg, Director of Environmental Resources, Metropolitan Washington Council of Governments, Washington, D.C.

Steve Sacks, Senior Planner, Integrated Waste Management, San Diego Association of Governments, San Diego, CA

5:00 -7:00 **RECEPTION** - Hosted by Sweet-Edwards/EMCON

CHOICES FOR REGIONAL INTEGRATED SOLID WASTE MANAGEMENT CONFERENCE

FRIDAY, NOVEMBER 15

8:00 - Noon Registration

8:00 - 10:00 LANDFILLS AND ENVIRONMENTAL QUALITY

Moderator: Ruth McFarland, Councilor, Metropolitan Service District

AIR QUALITY - Hazards from methane/non-methane organic compounds; passive/non-passive control technologies; the economic value of gas recovery.
Doug Drennen, Manager, Solid Waste Service Parametrix, Bellevue, WA

WATER QUALITY - Effect of adjacent water on landfills; effect of leachate and run-off from landfills on groundwater, wetlands and water bodies.
Jim Morgan, Water Policy Analyst, Metropolitan Service District, Portland, OR

SURFACE QUALITY - Controlling the surface; Run-on/run-off; choices for final cover; habitat restoration.
Leslie Sauer, Principal, Andropogon Associates, Philadelphia, PA

10:00 - 10:15 Break

10:15 - 10:45 U.S. CONGRESSMAN RON WYDEN

Update on Solid Waste Legislation

10:45 - 12:00 WASTE-TO-ENERGY AND MASS BURNING: Is mass burning an acceptable solution to waste reduction? What are the issues/solutions?

Moderator: Jim Gardner, Councilor, Metropolitan Service District

James V. Sears, Director, Solid Waste Management, Marion County Waste-to-Energy Facility, Marion County, OR

Lewis Ott Ward, Executive Vice-President, Ogden Martin Systems, Fairfield, NJ

Noon

LUNCHEON SESSION: UPDATE ON LANDFILL REGS

RANDY SMITH, Division Director, Hazardous Waste Division, U.S. EPA Region 10 Office, Seattle, WA

1:30 -3:00

ORPHAN WASTES

Planning in advance for solutions to problem waste management.

What jurisdictions should be considering in the planning stages.

Moderator: Tanya Collier, Presiding Officer, Metropolitan Service District

WHICH PARTS OF THE WASTE STREAM POSE SPECIAL PROBLEMS FOR WASTE MANAGEMENT? Who Generates them? What is the role of solid waste?

Bob Martin, Solid Waste Director, Metropolitan Service District

THE GOVERNMENTAL REGULATOR AND GENERATOR. Lessons for solid waste managers from the experiences of wastewater managers. Protecting your facilities and employees. Preventing the introduction of incompatible wastes. Producing safe by-products.

Bob Rieck, Manager, Systems Management, Bureau of Environmental Services, City of Portland, OR

WHAT PROBLEMS IS THE HAULER FACING WITH HOUSEHOLD HAZARDOUS AND SMALL QUANTITY GENERATOR WASTES? How can the hauler be part of planning and implementing management solutions?

Diana Godwin, Special Counsel, Heller, Ehrman, White & McAuliffe, Portland, OR

ENGINEERING TO FIT THE NEW REGULATIONS. How do you deal with problem wastes? Can facilities be designed to contain costs?

Buff Winn, Supervising Engineer, Sweet- Edwards/EMCON, Portland, OR

CHOICES FOR REGIONAL INTEGRATED SOLID WASTE MANAGEMENT CONFERENCE

SATURDAY, NOVEMBER 16

9:00 -12:00 TOURS TO SITES AND FACILITIES

Please sign up at registration desk
(dress warmly for inclement weather)

Metro/Riedel Compost Facility and Metro Center Station, Portland, OR

St. Johns Landfill and Smith & Bybee Lakes, Portland, OR

Marion County Waste-to-Energy Facility, Salem, OR

Metro South Station and John Inskeep Environmental Learning Center,
Oregon City, OR

ANNOTATED MINUTES

Tuesday, November 19, 1991
Multnomah County Courthouse, Room 602

EXECUTIVE SESSION

1. Pursuant to ORS 192.660 (1)(h), the Multnomah County Board of Commissioners will Meet in Executive Session to Discuss Pending Litigation

**EXECUTIVE SESSION HELD. STAFF TO SCHEDULE
ADDITIONAL EXECUTIVE SESSION AS REQUIRED TO
DISCUSS PENDING LITIGATION.**

Tuesday, November 19, 1991 - 9:30 AM
Multnomah County Courthouse, Room 602

BOARD BRIEFINGS

- B-1 Briefing on the Role of Methadone Treatment in the Continuum of Drug Abuse Services, the State of Research Knowledge on its Effectiveness, and its Organization, Administration and Funding in Multnomah County - Presented by Gary Smith and Norma Jaeger-TIME CERTAIN 9:30-10:30 AM

PRESENTATION MADE.

- B-2 Leaders Roundtable Update - Presented by Norm Monroe, Marsha Douglas and Ron Gould-TIME CERTAIN 10:30-11:00 AM

PRESENTATION MADE.

Tuesday, November 19, 1991 - 1:30 PM
Multnomah County Courthouse, Room 602

AGENDA REVIEW

- B-3 Review of Agenda for Regular Meeting of November 21, 1991
-

Thursday, November 21, 1991 - 9:00 AM
Multnomah County Courthouse, Room 602

EXECUTIVE SESSION

1. Pursuant to ORS 192.660 (1)(d), the Multnomah County Board of Commissioners will Meet in Executive Session to Discuss Labor Negotiations

**EXECUTIVE SESSION HELD. BOARD CONSENSUS
REACHED. STAFF TO SCHEDULE ADDITIONAL
EXECUTIVE SESSIONS AS REQUIRED TO DISCUSS LABOR
NEGOTIATIONS AT A TIME DIFFERENT THAN REGULAR
BOARD MEETINGS WITH ADEQUATE TIME ALLOTTED.**

REGULAR MEETING

CONSENT CALENDAR

NON-DEPARTMENTAL

- C-1 In the Matter of the Appointment of Kathleen Silmon to the Multnomah County Community Health Council for a Term to Expire June 30, 1994

APPROVED.

- C-2 In the Matter of the Appointments to the Multnomah County Citizen Budget Advisory Committee as Listed:

Non-Departmental

Norma Broussard, Position 3, Term to Expire September 1994

Environmental Services

Claudia Fisher, Position 4, Term to Expire September 1994

Richard Leonard, Position 7, Term to Expire September 1992

Mark Jones, Position 3, Term to Expire September 1994

Human Services

Luis R. Machorro, Position 16, Term to Expire September 1993

Kay Silmon, Position 4, Term to Expire September 1992

Auditor

Helen Koba, Position 1, Term to Expire September 1992

APPROVED.

- C-3 Ratification of an Intergovernmental Agreement Between Multnomah County Purchasing Division and Portland State University to Allow the County's Contract for the Purchase of Herman Miller Furnishings to be Used by P.S.U. in Accordance with Bid #43-100-6044 (agreement renewal)

APPROVED.

JUSTICE SERVICES

SHERIFF'S OFFICE

- C-4 Liquor License Application Renewals Submitted by Sheriff's Office with Recommendation for Approval as Follows:

Package Store for:

a) Bob & Ann's Grocery, 11811 SE Harold, Portland;

b) Faith Market and Deli, 14902 SE Powell Blvd., Portland;

c) 7-Eleven Store #16535, 14725 SE Division, Portland;

Restaurant for:

d) Chang's Mongolian Grill Restaurant, 1600 SE 122nd Avenue, Portland;

Retail Malt Beverage for:

e) Papa-Sons Tavern, 12525 SE Powell Blvd., Portland;

f) Daily Double Tavern, 1607 NE 162nd, Portland;

g) Happy Landing Tavern, 540 SE 148th, Portland;

h) Four Aces, 15826 SE Division, Portland;

i) Wild Wood Golf Course, 21881 NW St. Helens Road, Portland;

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Package Store for:

j) Quick Stop Market, 15400 SE Powell Blvd., Portland;

Retail Malt Beverage for:

k) Maxine's Tavern, 16900 NW St. Helen's Road, Portland;

APPROVED.

REGULAR AGENDA

JUSTICE SERVICES

SHERIFF'S OFFICE

R-1 Budget Modification MCSO #10 Authorizing Increasing Appropriations in the Corrections Division Budget by \$539,778 for the Operation of One Dorm (50 beds) at the Inverness Jail

APPROVED.

R-2 Budget Modification MCSO #11 Authorizing Increasing Appropriations in the Corrections Division Budget by \$237,840 for the Operation of One Dorm (50 beds) at the Inverness Jail

CONTINUED TO TUESDAY, NOVEMBER 26, 1991.

DEPARTMENT OF ENVIRONMENTAL SERVICES

R-3 RESOLUTION in the Matter of Adopting the Multnomah County Comprehensive Housing Affordability Strategy (CHAS) and Represent the County's Interest and Resources on the Transition Team to Begin the Implementation Phase of the Plan

TESTIMONY HEARD. RESOLUTION 91-192 APPROVED.

DEPARTMENT OF HUMAN SERVICES

R-4 In the Matter of the Multnomah County Community Action Commission and the Aging Services Division Requesting Board Approval of the Multnomah County Allocation Plan for Emergency Housing Account Funds

TESTIMONY HEARD. PLAN APPROVED.

- R-5 Ratification of an Intergovernmental Agreement Between Portland Public Schools and Multnomah County Juvenile Justice Division to Provide One Additional Juvenile Court Counselor to be a Liaison with the Drug and Alcohol School Counselors and Other Staff

APPROVED.

- R-6 Budget Modification DHS #42 Authorizing an Adjustment of \$29,419 to Reflect Additional Federal Revenue from the Portland Public School's Federal Project Paradigm Grant to the Juvenile Justice Division Budget

APPROVED.

PUBLIC CONTRACT REVIEW BOARD

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

- R-7 ORDER in the Matter of an Exemption to Contract With Metropolitan Presort, Inc. to Perform U.S. Mail Presort Services

ORDER 91-173 APPROVED.

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

NON-DEPARTMENTAL

- R-8 RESOLUTION in the Matter of Setting Forth County Policy as it Pertains to Commercial Drivers License Requirements for Member of the Local 88 Bargaining Unit

RESOLUTION 91-174 APPROVED.

- R-9 RESOLUTION in the Matter of Endorsing a Process to Establish Family Service Centers

RESOLUTION 91-175 APPROVED.

- R-10 First Reading and Possible Adoption of an ORDINANCE Amending the Multnomah County Code Chapter 3.30 Relating to Exempt Employees Salary Administration and Declaring an Emergency

ORDINANCE NO. 704 APPROVED.

- R-11 First Reading of an ORDINANCE Amending Multnomah County Code 5.10.080 Relating to Fees for Documents Provided by the Office of the Board Clerk

FIRST READING APPROVED. SECOND READING
SCHEDULED FOR THURSDAY, DECEMBER 5, 1991.

- R-12 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 October 31, 1991)

FIRST READING CONTINUED UNTIL THURSDAY,
DECEMBER 5, 1991.

BUDGET COMMITTEE

(Recess as the Board of County Commissioners and convene as the Budget Committee)

- R-13 RESOLUTION in the Matter of Accepting the Supplemental 1991-92 Budget and Preparing the Approved Supplemental Budget for Submittal to the Tax Supervising and Conservation Commission

TESTIMONY HEARD. RESOLUTION 91-176 APPROVED.

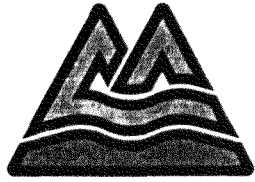
Recess as the Budget Committee and reconvene as the Board of County Commissioners)

Thursday, November 21, 1991 - 1:30 - 5:00 PM
Portland City Hall, Council Chambers
1220 S.W. 5th Avenue

JOINT GOVERNMENTS MEETING

1. Fifth 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 BLUMENHAUER, DICK BOGLE, FRED CARLSON, BARBARA CLARK, BUD CLARK, SAM COX, BERNIE GIUSTO, GARY HANSEN, JO HAVERKAMP, GRETCHEN KAFOURY, SHARRON KELLEY, MIKE LINDBERG, GLADYS McCOY, GUSSIE McROBERT, AND PAUL THALHOFER. GRESHAM CITY MANAGER MIKE CASEY PRESENTED AND EXPLAINED A REPORT PREPARED BY THE LAW ENFORCEMENT WORKING GROUP. PATRICK DONALDSON PRESENTED AND EXPLAINED THE CITIZENS' CRIME COMMISSION "PUBLIC SAFETY 2000" PLAN WITH RECOMMENDATIONS OF A TASK FORCE OF 12 TO 15 PEOPLE TO STUDY AND MAKE RECOMMENDATIONS ON LAW ENFORCEMENT STRUCTURE FOR MULTNOMAH COUNTY WITHN THREE TO FOUR MONTHS. DAVID KISH, STAFF TO MAYOR CLARK PRESENTED AND EXPLAINED THE RECOMMENDATIONS OF THE CABLE TV PLANNING GROUP. THE THREE OPTIONS WERE FORWARDED FOR CONTINUED DISCUSSION AT THE NEXT MEETING. NEXT MEETING SCHEDULED FOR 1:30 PM ON THURSDAY, DECEMBER 5, 1991 AT THE JUSTICE CENTER, 14TH FLOOR, CONFERENCE ROOM B.



MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS
ROOM 606, COUNTY COURTHOUSE
1021 S.W. FOURTH AVENUE
PORTLAND, OREGON 97204

GLADYS McCOY • CHAIR • 248-3308
PAULINE ANDERSON • DISTRICT 1 • 248-5220
GARY HANSEN • DISTRICT 2 • 248-5219
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SHARRON KELLEY • DISTRICT 4 • 248-5213
CLERK'S OFFICE • 248-3277

AGENDA

MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

FOR THE WEEK OF

November 18 - 22, 1991

Tuesday, November 19, 1991 - 9:00 AM - Executive Session. .Page 2
Tuesday, November 19, 1991 - 9:30 AM - Board Briefings. . .Page 2
Tuesday, November 19, 1991 - 1:30 PM - Agenda Review. . . .Page 2
Thursday, November 21 1991 - 9:00 AM - Executive Session .Page 2
Thursday, November 21, 1991 - 9:30 AM - Regular Meeting . .Page 2
Thursday, November 21, 1991 - 1:30 PM - Joint Governments
MeetingPage 5

PLEASE NOTE FUTURE SCHEDULE CHANGES:

Tuesday, November 26, 1991 - REGULAR MEETING

Thursday, November 28, 1991 - HOLIDAY

Thursday Meetings of the Multnomah County Board of Commissioners are recorded and can be seen at the following times:

Thursday, 10:00 PM, Channel 11 for East and West side subscribers
Friday, 6:00 PM, Channel 27 for Paragon Cable (Multnomah East) subscribers
Saturday 12:00 PM, Channel 21 for East Portland and East County subscribers

Tuesday, November 19, 1991 - 9:00 AM

Multnomah County Courthouse, Room 602

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REGULAR AGENDA

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- R-8 RESOLUTION in the Matter of Setting Forth County Policy as it Pertains to Commercial Drivers License Requirements for Member of the Local 88 Bargaining Unit

- R-9 RESOLUTION in the Matter of Endorsing a Process to Establish Family Service Centers
- R-10 First Reading and Possible Adoption of an ORDINANCE Amending the Multnomah County Code Chapter 3.30 Relating to Exempt Employees Salary Administration and Declaring an Emergency
- R-11 First Reading of an ORDINANCE Amending Multnomah County Code 5.10.080 Relating to Fees for Documents Provided by the Office of the Board Clerk
- R-12 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 October 31, 1991)

BUDGET COMMITTEE

(Recess as the Board of County Commissioners and convene as the Budget Committee)

- R-13 RESOLUTION in the Matter of Accepting the Supplemental 1991-92 Budget and Preparing the Approved Supplemental Budget for Submittal to the Tax Supervising and Conservation Commission

(Recess as the Budget Committee and reconvene as the Board of County Commissioners)

Thursday, November 21, 1991 - 1:30 - 5:00 PM

Portland City Hall, Council Chambers
1220 S.W. 5th Avenue

JOINT GOVERNMENTS MEETING

1. Fifth 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.

0105C/29-33
cap

PROPOSED AGENDA
JOINT GOVERNMENT COLLABORATION
November 21, 1991
Portland City Council Chambers

1:30 pm	Getting started
1:40	Agreement on agenda
1:45	Report from the Law Enforcement Working Group Questions and answers
2:15	Discussion and selection of law enforcement option
3:00	Report from Cable Television Working Group Questions and answers
3:15	Discussion and selection of cable television option
3:45	Agreement on next meeting's agenda
4:00	Adjournment

ATTENDANCE

JT. GOVT. MTG.

11/21/91

- ✓ Barbara Clark, City Auditor
- ✓ Jo Haverkamp City of Gresham
- ✓ ~~Jo Haverkamp~~ City of Gresham
- ✓ Doreen McRobert " "
- ✓ Gladys McCoy Mult. Cty
- ✓ Rick Boyd City of Portland
- ✓ Rick Brumby Mult. County
- ✓ Mike Lindberg City of Portland
- ✓ Pauline Anderson Multnomah County
- ✓ Gretchen Kading City of Portland
- ✓ Gary Hansen Mult. Co.
- ✓ Fred M Carlson City of Fairview
- ✓ ~~Jo Haverkamp~~ Gresham
- ✓ Bud Clark Portland
- ✓ Sharron Kelley Mult. Co.
- ✓ Sam Cox Troutdale
- ✓ Jy Aitkenhead Maywood Clerk
- ✓ Paul Thalhofer Troutdale
- ✓ Earl Blumenauer Portland

DATE: November 20, 1991
TO: Elected Officials
Joint Government Group
FROM: Cable T.V. Planning Group
David Kish, Julie Omelchuck, David Olson

BOARD OF
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1991 NOV 20 AM 10:52
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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



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 *JSO*
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.

BOARD OF
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1991 NOV 20 AM 10:52
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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

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

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 be 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 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.
- 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**.



Multnomah County Sheriff's Office

12240 N.E. GLISAN ST., PORTLAND, OREGON 97230

ROBERT G. SKIPPER
SHERIFF

(503) 255-3600

MEMORANDUM

TO: GLADYS MCCOY, Multnomah County Chair
PAULINE ANDERSON, Commissioner
RICK BAUMAN, Commissioner
GARY HANSEN, Commissioner
SHARRON KELLEY, Commissioner

FROM: BOB SKIPPER
Sheriff

DATE: NOVEMBER 20, 1991

SUBJECT: LAW ENFORCEMENT OPTIONS SUMMARY FOR JOINT GOVERNMENT MTG.

I would like to correct and clarify some aspects of the summary document that has been developed by the Technical Group chair for the Joint Governments meeting on Thursday, November 21, 1991. This document attempts to portray agreement and consensus by all parties on all issues, which is not necessarily valid; attachments have been included to show each jurisdictions' input. Since this document does not show a total consensus, I suggest that you do not make a hasty decision totally based on this summary document without an in-depth analysis.

Overview/Statistical Recap

In the Overview section there are several numbers, most of which are rounded approximations. These include population as well as budget-related figures. In most cases the population figures are acceptable; however, please note that Maywood Park's population is nearly 800, rather than 450.

On Page 2, in the "statistical recap" of the law enforcement agencies, the Multnomah County budget figures are **seriously out of line**. First, all of the Sheriff's Office Law Enforcement budget and FTE figures are inaccurate; second, the figures on Page 2 should include only Unincorporated Law Enforcement for a feasible comparison.

MULTNOMAH COUNTY COMMISSIONERS
Page 2

As you may recall, the Sheriff's Office Management & Fiscal Services staff recently developed a spreadsheet determining the costs of various sections of the Sheriff's Office, including Unincorporated and Countywide Law Enforcement Services. The spreadsheet included support services and administration. The following numbers show more accurate figures for the Sheriff's Office, including support and administration.

	RECAP	MCSO UNINCORP.	MCSO CNTY-WIDE	MCSO TOTAL LE
Budget	9.4m	4.4m	5.0m	9.4m
FTE's (Sworn & Non-sworn)	134	57	77	134
Population	60m	60	590m	60;590m
Total Tax Levy (Op)	104.8 ¹	104.8	104.8	104.8
\$/per 1,000 population	156.6	73.3	8.5	81.8
FTE's per 1,000 pop.	2.23	.95	.13	.95/60m .13/590m
Budget as % Total Levy	8.9	4.2	4.8	9.0

The "recap" also shows response times (9/91) and 1990 clearance rates. It is unclear what the purpose of including these numbers are, however, some clarification may be helpful. The "Hot" designation means a high priority call "in progress". In the case of the Sheriff's Office, which has a larger geographical area of patrol than the other agencies, it is easy to see why the response times may be higher. It should also be noted that these averages include: West Side calls from the Columbia to Clackamas county borders; the East County Gorge area calls, which may occur from Troutdale to Bonneville Dam and throughout the small communities of Corbett, Springdale, Coopey Falls, etc. and to the top or on the

¹ We are unable to verify how this figure was determined.

MULTNOMAH COUNTY COMMISSIONERS

Page 3

side roads of Larch Mountain; the area south of the Sandy River (e.g. Oxbow Park, Orient) which is extensive and remote. Each of these areas has one patrol car assigned.

Clearance rates are "Criminal acts that are cleared by the arrest of at least one person or by other means established by the uniform crime reporting guidelines"². When comparing clearance rates, both the number and type of crime must be considered. For example, clearance rates for the Sheriff's Office do not include the data for the highly effective Special Investigations Unit drug enforcement arrests.

Issues/Option Assumptions

Under question #1, it is assumed that all the Urban unincorporated area will become part of a city and that the Sheriff's Office will cease to continue Countywide law enforcement activities. Question #2 simply asks the same question as #1, just in different words.

In addition, there are some assumptions or implications presented in the Issues (Page 3) as well as in the matrices at the end of the document, which should be examined carefully.

The first assumption appears as a question on Page 3 as well as throughout the matrices: **if and when the Sheriff's Office ceases to perform law enforcement services in unincorporated mid-county, the costs attributable to that function will decrease.** That is an unreasonable assumption, since some agency, either because of annexation to a city or by contracting services for Multnomah County, would perform those functions. The taxpayers will continue to pay, possibly more than they do currently, for law enforcement.

A corollary assumption is that **more officers will be available to patrol in mid-county.** Again, more officers can indeed be purchased with more money; the question is whether a "savings" is occurring. There will not be more officers with the same funded patrol level. As it is correctly stated in the document, the jurisdictions take each others calls and perform "backup" or "cover" for one other as it is.

² Information from "Report of Criminal offenses and arrests--1990.

MULTNOMAH COUNTY COMMISSIONERS

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Another assumption is that deputies in mid-county law enforcement would be "transitioned" to the cities of Gresham and Portland, rather than to countywide law enforcement functions. As set forth in the "Green Paper" there is growing need for many countywide enforcement functions that are now performed at a limited level or not regularly performed at all by any agency. Another factor is that growing populations and tourism will continue to increase the need for higher levels of law enforcement services outside the Urban Growth Boundary.

Option Rankings

The Sheriff's Office has ranked Option 4, Participative Study as Number 1 in order that the Technical Group's recommendation might be consensual. Option 5, Purchase of Service is Ranked 2nd, with the current proposal for the Sheriff's Office contracting services with Gresham. The importance of the Gresham contract has not diminished, however we do not see the Gresham contract and Participative Study option as mutually exclusive.

LAW ENFORCEMENT REPORT

**Prepared For
JOINT GOVERNMENTS MEETING**

November 21, 1991

BOARD OF
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1991 NOV 20 AM 9:15
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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	5m ^{.8m}	.1m
Total FTE's	1,032	134	116	14	3
Population (thousands)	450	60	70	7.8 ^{8.2}	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 duplic. 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 duplic. 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 city deputies to cities of Ptld & Gresham wld be accelerated. <u>Reduced:</u> Splintering of city-wide and patrol duties cld lead to operat. inefficiencies. Sheriff's ability to shift enforce personnel to other city-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
Accounta- bility	<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 recomm 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
Collab- orative	<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 inconsist 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 inconsist w/Co mission.

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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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 overshadow 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.