

ANNOTATED MINUTES

Tuesday, October 22, 1991 - 9:30 AM
Multnomah County Courthouse, Room 602

PLANNING ITEM

Chair Gladys McCoy convened the meeting at 9:32 a.m., with Vice-Chair Rick Bauman, Commissioners Pauline Anderson, Sharron Kelley and Gary Hansen present.

P-1 CU 15-91 DE NOVO HEARING, 10 MINUTES PER SIDE in the Matter of the September 3, 1991 Planning Commission Decision DENYING a Conditional Use Request for a Non-Resource Related Single Family Residence in the MUF-19 (Multiple Use Forest) District for Property Located at 16745 NW McNAMEE ROAD. (From September 24, 1991 Board Meeting)

BOB HALL OUTLINED THE RULES, PROCEDURES AND SPECIFIC CRITERIA AND PRESENTED STAFF REPORT. IN RESPONSE TO A QUESTION OF COMMISSIONER KELLEY, MR. HALL EXPLAINED THE PROPERTY IS OUTSIDE THE BIG GAME WINTER HABITAT AREA, BUT IT IS UNKNOWN WHETHER THE PROPERTY IS WITHIN THE WILDLIFE CORRIDOR AS THE STUDY IS NOT YET COMPLETE.

IN RESPONSE TO A REQUEST OF MR. HALL AND AFTER A RULING FROM JOHN DuBAY AND UPON MOTION OF COMMISSIONER BAUMAN, SECONDED BY COMMISSIONER ANDERSON, IT WAS UNANIMOUSLY APPROVED THAT A LETTER FROM DONNA GREEN OF HILLSBORO, OREGON NOT BE SUBMITTED INTO EVIDENCE.

JAMES HUTCHINSON, ATTORNEY FOR APPLICANT DON JOYCE, TESTIFIED IN SUPPORT OF REVERSAL OF PLANNING COMMISSION DECISION AND SUBMITTED DOCUMENTATION ADVISING THAT FIRE AND POLICE SERVICE IS PROVIDED TO THE AREA.

ANDEE CARLSTROM TESTIFIED IN SUPPORT OF PLANNING COMMISSION DECISION AND RESPONDED TO BOARD QUESTIONS REGARDING LOGGING IN AND NEAR JOYCE PROPERTY. MR. HALL RESPONDED TO A QUESTION OF COMMISSIONER ANDERSON.

ARNOLD ROCHLIN REQUESTED PROCEDURAL CLARIFICATION REGARDING FINDINGS PRESENTED AT THIS HEARING. IN RESPONSE TO A QUESTION OF CHAIR McCOY, MR. DuBAY EXPLAINED MR. ROCHLIN HAS STANDING IN THIS MATTER. MR. ROCHLIN TESTIFIED IN SUPPORT OF PLANNING COMMISSION DECISION AND RESPONDED TO BOARD QUESTIONS.

MR. HUTCHINSON PRESENTED REBUTTAL TESTIMONY.

MR. HALL AND MR. DuBAY RESPONSE TO BOARD QUESTIONS. COMMISSIONER ANDERSON MOVED AND COMMISSIONER BAUMAN SECONDED, TO AFFIRM THE PLANNING COMMISSION DECISION. COMMISSIONER KELLEY COMMENTS IN OPPOSITION TO THE MOTION. PLANNING COMMISSION DECISION DENYING CONDITIONAL USE REQUEST WAS AFFIRMED, WITH COMMISSIONERS ANDERSON, BAUMAN AND McCOY VOTING AYE, AND COMMISSIONERS KELLEY AND HANSEN VOTING NO.

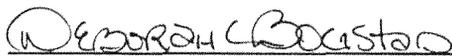
IN RESPONSE TO MR. DuBAY, VICE-CHAIR BAUMAN EXPLAINED THE UNDERLYING FINDING FOR HIS DECISION WAS BASED ON INCOMPATIBLE USAGE WITH THE PRIMARY USE OF THE LAND IN THAT AREA.

IN RESPONSE TO A CONCERN OF CHAIR McCOY, MR. DuBAY ADVISED THIS IS NOT APPROPRIATE FORUM IN WHICH TO DISCUSS TAKING ISSUE RAISED BY APPLICANT'S ATTORNEY. MR. DuBAY EXPLAINED THAT IF BY THE BOARD'S ACTION, MR. JOYCE IS DEPRIVED OF ANY ECONOMIC USE OF HIS PROPERTY, IT WOULD BE A TAKING ISSUE, BUT ALL OPTIONS MUST BE EXPLORED AND DENIED FIRST AND THE NEXT STEP MUST BE MADE BY APPLICANT.

MR. HALL ADVISED THAT STAFF WILL PREPARE FINDINGS FOR BOARD REVIEW AND ADOPTION NEXT WEEK.

There being no further business, the meeting was adjourned at 10:25 a.m.

**OFFICE OF THE BOARD CLERK
for MULTNOMAH COUNTY, OREGON**


Deborah L. Bogstad

*Tuesday, October 22, 1991 - 10:25 AM
Multnomah County Courthouse, Room 602*

BOARD BRIEFING

- B-2** *Discussion of Details of a Proposal by State Senior and Disabled Services that Area Agencies on Aging Begin Serving the Disabled for Public Assistance and Long Term Care. Presented by Multnomah County Aging Services Director, Jim McConnell; and State Senior and Disabled Services Administrator, Dick Ladd.*

**JIM McCONNELL AND DICK LADD PRESENTATION AND
RESPONSE TO BOARD QUESTIONS. RECOMMENDATIONS
TO COME BEFORE THE BOARD WITHIN A MONTH.**

*Tuesday, October 22, 1991 - 10:45 AM
Multnomah County Courthouse, Room 602*

AGENDA REVIEW

B-1 *Review of Agenda for Regular Meeting of October 24, 1991.*

*Wednesday, October 23, 1991 - 9:30 AM - 12:00 PM
Multnomah County Courthouse, Room 602*

WORK SESSION

B-1 *Informational Session, Including a Historical Overview of the Mentally and Emotionally Disturbed System, State Perspectives, and Testimony Presented by System Participants.*

DIANE LUTHER, JERRY FRYE, BARRY KAST, GEORGE BACHIK, SUSAN CLARK, GARY SMITH, JOE DEAN, JOHN PARKER, NELLIE FOX-EDWARDS, ED WASHINGTON, DOUG MONTGOMERY, JOE BLOOM, DAVID GREEN, GARRETT SMITH AND MARGE GALLAHAN PRESENTATION, TESTIMONY AND DISCUSSION. BOARD COMMENTS.

*Wednesday, October 23, 1991 - 1:30 PM - 3:00 PM
Multnomah County Courthouse, Room 602*

WORK SESSION

B-2 *Board Discussion and Policy Direction Regarding Methods for Re-Examining the Mentally and Emotionally Disturbed System.*

DIANE LUTHER, JERRY FRYE, DAVID GREEN, NORMAN MILLER, GARY SMITH, LIAM CALLEN AND JIM EDMONDSON DISCUSSION. BOARD COMMENTS AND DISCUSSION.

*Wednesday, October 23, 1991 - 3:00 - 4:00 PM
Multnomah County Courthouse, Room 602*

WORK SESSION

**PAULINE ANDERSON, RICK BAUMAN, GLADYS McCOY,
SHARRON KELLEY, GARY HANSEN, LARRY NICHOLAS
AND PAUL YARBOROUGH DISCUSSION REGARDING
MERITS OF PROPOSED CONSOLIDATION OPTIONS.**

Thursday, October 24, 1991 - 9:30 AM
Multnomah County Courthouse, Room 602

REGULAR MEETING

Chair Gladys McCoy convened the meeting at 9:32 a.m., with Commissioners Pauline Anderson, Sharron Kelley and Gary Hansen present.

CONSENT CALENDAR

**UPON MOTION OF COMMISSIONER ANDERSON,
SECONDED BY COMMISSIONER KELLEY, CONSENT
CALENDAR ITEMS C-1 THROUGH C-8 AND C-10 THROUGH
C-12 WERE UNANIMOUSLY APPROVED.**

JUSTICE SERVICES

SHERIFF'S OFFICE

- C-1 *Ratification of an Intergovernmental Agreement Between Oregon State Marine Board and Multnomah County to Provide Funding for Sheriff's River Patrol Marine Law Enforcement Activities for Fiscal Year July 1, 1991 through June 30, 1992*
- C-2 *Liquor License Change of Ownership Application Submitted by the Sheriff's Office with Recommendation for Approval as Follows:
Package Store for QUICK SHOP MINIT MART #11, 13076 SE Stark Street, Portland.*
- C-3 *Liquor License Application Renewals Submitted by the Sheriff's Office with Recommendation for Approval as Follows:
Dispenser Class A for CHINA HUT RESTAURANT, 16721 SE Division, Portland; MULTNOMAH FALLS LODGE, P.O. Box 377, Troutdale; TIPPY CANOE INN, 28242 Crown Point Highway, Troutdale; THE DRUM AND RICCARDOS LA FIESTA RESTAURANT, 14601 SE Division, Portland.
Dispenser Class B for THE RACQUET CLUB, 1853 SW Highland Road, Portland
Package Store for BOB'S CORNER GROCERY AND DELI, 13110 SE Division, Portland; CORBETT COUNTRY MARKET, 36801 NE Crown Point Highway, Corbett; DAVID'S MARKET, 12217 SE Foster Road, Portland; FRED'S MARINA, 12800 NW Marina Way, Portland; J & N GROCERY, 10729 SE Harold Street, Portland; K.S. FOOD MARKET, 15231 SE Division, Portland; ORIENT COUNTRY STORE, 29822 SE Orient Drive, Gresham; PLEASANT VALLEY MARKET, 16880 SE Foster, Portland; SUNSHINE MARKET, 13580 SE Powell, Portland; THREE-D MARKET, 1739 SE 139th, Portland.*

Restaurant for ROUND TABLE PIZZA, 15920 SE Division, Portland.

Retail Malt Beverage for POWELLHURST TAVERN, INCORPORATED, 844 SE 144th, Portland; WEBB'S ROYAL TAP ENTERPRISES, INC. CLUB GENESIS, 13639 SE Powell, Portland.

DEPARTMENT OF HUMAN SERVICES

- C-4 *Ratification of Amending No. 1 to the Intergovernmental Agreement Between Multnomah County and Oregon Health Sciences University Providing Increased Non-Residential Adult Services Funds for Clients of the Mental and Emotional Disabilities Program Office, Effective July 1, 1991 through June 30, 1992*
- C-5 *Ratification of Amendment No. 1 to the Intergovernmental Agreement Between Multnomah County and Reynolds School District #7 Providing Increased Early Intervention Funds for Clients of the Developmental Disabilities Program Office, Effective September 1, 1991 through June 30, 1992*
- C-6 *Ratification of Amendment No. 1 to the Intergovernmental Agreement Between Multnomah County and Oregon Health Sciences University, Providing Contractor a 1.5% Cost of Living Increase Awarded by the Federal Granting Agency for the Provision of Dental Care to Low Income Residents, through June 30, 1992*
- C-7 *Ratification of Amendment No. 3 to the Intergovernmental Agreement Between the State Health Division and Multnomah County Reflecting a \$1,050 Increase in Grant Funding for Various Health Division Programs, for the Period July 1, 1991 through June 30, 1992*
- C-8 *Ratification of an Intergovernmental Agreement Between the Oregon Department of Human Services and Multnomah County, to Provide the Entire County Health Division Access to the State Office of Medical Assistance Programs Data System*
- C-10 *Ratification of an Intergovernmental Agreement Between the Oregon Department of Human Resources, Children's Services Division and Multnomah County to Provide Funding for Staffing of the Juvenile Justice Division's Gang Unit and Operation of the House of Umoja, and the 30-Day Residential Treatment Program Housed at the Donald E. Long Facility, for the Period July 1, 1991 through June 30, 1992*
- C-11 *Ratification of a Revised Memorandum of Understanding Between the Oregon Housing and Community Services Department and Multnomah County Wherein the Aging Services Division's Community Action Program Office is Authorized to Administer the Housing Agency Low Income Rental Housing Fund Program and Pay Housing Rent on Behalf of Very Low Income Households, through June 30, 1992*

NON-DEPARTMENTAL

- C-12 *In the Matter of the Appointments of Marian Keyser and Arthur Payne to the PORTLAND/MULTNOMAH COMMISSION ON AGING*

Vice-Chair Rick Bauman arrived at 9:34 a.m.

DEPARTMENT OF HUMAN SERVICES

- C-9 *Ratification of Amendment No. 1 to the Intergovernmental Agreement Between Multnomah County and the City of Portland Wherein the City will Fund the CHIERS Program's Central City Concern Inebriate Pick-Up Service for the Period October 1, 1991 through June 30, 1992, or Until City Funds of \$36,750 are Fully Expended*

CHAIR McCOY EXPLANATION. UPON MOTION OF COMMISSIONER HANSEN, SECONDED BY COMMISSIONER KELLEY, C-9 WAS UNANIMOUSLY APPROVED.

REGULAR AGENDA

JUSTICE SERVICES

DISTRICT ATTORNEY

- R-1 *Budget Modification DA #5 Authorizing Expenditure of a \$201,643 Interjurisdiction Manufacturing and Distributing Project Grant Awarded by the Bureau of Justice Assistance to Provide Funding for Certain Staff Within the District Attorney's Office*

UPON MOTION OF COMMISSIONER ANDERSON, SECONDED BY COMMISSIONER HANSEN, R-1 WAS UNANIMOUSLY APPROVED.

NON-DEPARTMENTAL

- R-2 *Second Reading and Possible Adoption of an ORDINANCE Relating to the Business Income Tax: Amending MCC 5.70.045 and 5.70.075 to Provide for Quarterly Tax Payments and Collection*

PROPOSED ORDINANCE READ BY TITLE ONLY. COPIES AVAILABLE. COMMISSIONER ANDERSON MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF THE SECOND READING AND ADOPTION. NO ONE WISHED TO TESTIFY. ORDINANCE 702 UNANIMOUSLY APPROVED.

- R-3 *RESOLUTION in the Matter of the Regionalization of County Services*

COMMISSIONER HANSEN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-3. COMMISSIONER BAUMAN MOVED AND COMMISSIONER ANDERSON SECONDED, AMENDMENT TO PAGE TWO, LINE 2, DELETING THE WORD "LIBRARIES". BOARD COMMENTS AND DISCUSSION. AMENDMENT UNANIMOUSLY APPROVED. COMMISSIONER KELLEY DISCUSSED CITY OF WOOD VILLAGE CONCERNS REGARDING THE EFFECT OF THE PROPOSED RESOLUTION ON THE WORK OF THE METRO CHARTER COMMITTEE. BOARD DISCUSSION AND COMMENTS. RESOLUTION 91-147 UNANIMOUSLY APPROVED, AS AMENDED.

R-4 *RESOLUTION in the Matter of Designating Ben Buisman as Multnomah County's Representative to the Tax Coordinating Planning Effort*

UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER ANDERSON, RESOLUTION 91-148 WAS UNANIMOUSLY APPROVED.

SERVICE DISTRICTS

(Recess as the Board of County Commissioners and convene as the Governing Body of MID COUNTY STREET LIGHTING SERVICE DISTRICT NO. 14)

R-5 *RESOLUTION in the Matter of Designating Ben Buisman as Multnomah County's Representative to the Tax Coordinating Planning Effort for Mid County Street Lighting Service District No. 14*

UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER HANSEN, RESOLUTION 91-149 WAS UNANIMOUSLY APPROVED.

(Recess as the Governing Body of Mid County Street Lighting Service District No. 14 and convene as the Governing Body of DUNTHORPE RIVERDALE SANITARY SERVICE DISTRICT NO. 1)

R-6 *RESOLUTION in the Matter of Designating Ben Buisman as Multnomah County's Representative to the Tax Coordinating Planning Effort for Dunthorpe Riverdale Sanitary Service District No. 1*

UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER ANDERSON, RESOLUTION 91-150 WAS UNANIMOUSLY APPROVED.

(Recess as the Governing Body of Dunthorpe Riverdale Sanitary Service District No. 1 and reconvene as the Board of County Commissioners

DEPARTMENT OF ENVIRONMENTAL SERVICES

R-7 *RESOLUTION in the Matter of Opposition to the Proposed Land Use Re-Zoning to Eliminate the County Expo Center*

UPON MOTION OF COMMISSIONER ANDERSON, SECONDED BY COMMISSIONER KELLEY, RESOLUTION 91-151 WAS UNANIMOUSLY APPROVED.

UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER HANSEN, ITEMS R-8 THROUGH R-19 WERE UNANIMOUSLY APPROVED.

R-8 *ORDER in the Matter of Cancellation of Land Sale Contract 15397 Between Multnomah County, Oregon and Richard O. Carpenter and Marvin W. Albaugh*

Upon Default of Payments and Performance of Covenants

ORDER 91-152.

R-9 *ORDER in the Matter of Cancellation of Land Sale Contract 15236R Between Multnomah County, Oregon and Evelyn L. Corbin Upon Default of Payments and Performance of Covenants*

ORDER 91-153.

R-10 *ORDER in the Matter of Cancellation of Land Sale Contract 15459 Between Multnomah County, Oregon and Richard Fowlkes Upon Default of Payments and Performance of Covenants*

ORDER 91-154.

R-11 *ORDER in the Matter of Cancellation of Land Sale Contract 15540 Between Multnomah County, Oregon and H. Gene Hatten Upon Default of Payments and Performance of Covenants*

ORDER 91-155.

R-12 *ORDER in the Matter of Cancellation of Land Sale Contract 15435 Between Multnomah County, Oregon and Carrie L. Holliday Upon Default of Payments and Performance of Covenants*

ORDER 91-156.

R-13 *ORDER in the Matter of Cancellation of Land Sale Contract 15448 Between Multnomah County, Oregon and Shirley N. Long Upon Default of Payments and Performance of Covenants*

ORDER 91-157.

R-14 *ORDER in the Matter of Cancellation of Land Sale Contract 15166 Between Multnomah County, Oregon and Allen W. Murphy Upon Default of Payments and Performance of Covenants*

ORDER 91-158.

R-15 *ORDER in the Matter of Cancellation of Land Sale Contract 13972R Between Multnomah County, Oregon and Leona Ramseth Upon Default of Payments and Performance of Covenants*

ORDER 91-159.

R-16 *ORDER in the Matter of Cancellation of Land Sale Contract 15394 Between Multnomah County, Oregon and Mary A. Rosebrough Upon Default of Payments and Performance of Covenants*

ORDER 91-160.

- R-17 *ORDER in the Matter of Cancellation of Land Sale Contract 15279 Between Multnomah County, Oregon and Troy N. Tyrell and Carol J. Tyrell Upon Default of Payments and Performance of Covenants*

ORDER 91-161.

- R-18 *ORDER in the Matter of Cancellation of Land Sale Contract 15449 Between Multnomah County, Oregon and John S. Wiley, Jr. Upon Default of Payments and Performance of Covenants*

ORDER 91-162.

- R-19 *ORDER in the Matter of Cancellation of Land Sale Contract 15453 Between Multnomah County, Oregon and Ernestine H. Wiseman Upon Default of Payments and Performance of Covenants*

ORDER 91-163.

- R-20 *FINAL ORDER DENYING CU 6-91 in the Matter of the Review of the Planning Commission Decision Which Approved "Beaver Bark", a Wood Products Transfer, Storage, and Processing Operation Proposed in an EFU Zoning District*

UPON MOTION OF COMMISSIONER BAUMAN, SECONDED BY COMMISSIONER ANDERSON, ORDER 91-164 WAS APPROVED, WITH COMMISSIONERS ANDERSON, BAUMAN AND McCOY VOTING AYE, AND COMMISSIONERS KELLEY AND HANSEN VOTING NO.

There being no further business, the meeting was adjourned at 9:53 a.m.

**OFFICE OF THE BOARD CLERK
for MULTNOMAH COUNTY, OREGON**



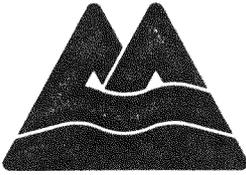
Deborah L. Bogstad

*Thursday, October 24, 1991 - 3:00 PM - 5:00 PM
Standard Plaza Building
1100 SW Sixth - Portland
Third Floor Conference Rooms A & B*

JOINT GOVERNMENTS MEETING

1. *Third in a Series of Joint Governments Meetings Between Fairview, Gresham, Multnomah County Portland, Troutdale and Wood Village to Discuss Service Delivery.*

**PARTICIPANTS GLADYS McCOY, BERNIE GUISTO, EARL
BLUMENAUER, RICK BAUMAN, JO HAVERKAMP, FRED
CARLSON, GRETCHEN KAFOURY, SAM COX, GARY
HANSEN, PAULINE ANDERSON, MIKE LINDBERG, GUSSIE
McROBERT, DICK BOGLE, SHARRON KELLEY, BUD
CLARK, ARNOLD COGAN, TIM OWENS, MAUREEN
LEONARD, LARRY NICHOLAS, KATHY BUSSE, FELICIA
TRADER, SHEILA ARTHUR, MIKE CASEY AND RAMSEY
WEIT DISCUSSION AND CONSENSUS BUILDING
REGARDING PROPOSED OPTIONS A, B, C, D AND E.**



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

AGENDA

MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

FOR THE WEEK OF

OCTOBER 21 - 25, 1991

Tuesday, October 22, 1991 - 9:30 AM - Planning ItemPage 2

Tuesday, October 22, 1991 - 10:30 AM - Agenda Review. . . .Page 2

Tuesday, October 22, 1991 - 11:15 AM - Board BriefingPage 2

Wednesday, October 23, 1991 - 9:30 AM - Work Session. . . .Page 2

Wednesday, October 23, 1991 - 1:30 PM - Work Session. . . .Page 3

Thursday, October 24, 1991 - 9:30 AM - Regular Meeting. . . .Page 3

Thursday, October 24, 1991 - 3:00 PM - Joint Governments
Meeting.Page 7

PLEASE NOTE FUTURE SCHEDULE CHANGES:

- *Tuesday, November 12, 1991 - Meeting Cancelled*
- *Thursday, November 14, 1991 - Meeting Cancelled*
- *Thursday, November 28, 1991 - Meeting Cancelled*
- *Thursday, December 26, 1991 - Meeting Cancelled*

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, October 22, 1991 - 9:30 AM
Multnomah County Courthouse, Room 602

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- P-1 CU 15-91 DE NOVO HEARING, 10 MINUTES PER SIDE in the Matter of the September 3, 1991 Planning Commission Decision DENYING a Conditional Use Request for a Non-Resource Related Single Family Residence in the MUF-19 (Multiple Use Forest) District for Property Located at 16745 NW McNAMEE ROAD. (From September 24, 1991 Board Meeting)
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Tuesday, October 22, 1991 - 10:30 AM
Multnomah County Courthouse, Room 602

AGENDA REVIEW

- B-1 Review of Agenda for Regular Meeting of October 24, 1991.
-

Tuesday, October 22, 1991 - 11:15 AM
Multnomah County Courthouse, Room 602

BOARD BRIEFING

- B-2 Discussion of Details of a Proposal by State Senior and Disabled Services that Area Agencies on Aging Begin Serving the Disabled for Public Assistance and Long Term Care. Presented by Multnomah County Aging Services Director, Jim McConnell; and State Senior and Disabled Services Administrator, Dick Ladd.
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Multnomah County Courthouse, Room 602

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- B-2 Board Discussion and Policy Direction Regarding Methods for Re-Examining the Mentally and Emotionally Disturbed System.
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Thursday, October 24, 1991 - 9:30 AM

Multnomah County Courthouse, Room 602

REGULAR MEETING

CONSENT CALENDAR

JUSTICE SERVICES

SHERIFF'S OFFICE

- C-1 Ratification of an Intergovernmental Agreement Between Oregon State Marine Board and Multnomah County to Provide Funding for Sheriff's River Patrol Marine Law Enforcement Activities for Fiscal Year July 1, 1991 through June 30, 1992
- C-2 Liquor License Change of Ownership Application Submitted by the Sheriff's Office with Recommendation for Approval as Follows:
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DEPARTMENT OF HUMAN SERVICES

- C-4 Ratification of Amending No. 1 to the Intergovernmental Agreement Between Multnomah County and Oregon Health Sciences University Providing Increased Non-Residential Adult Services Funds for Clients of the Mental and Emotional Disabilities Program Office, Effective July 1, 1991 through June 30, 1992
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Income Households, through June 30, 1992

NON-DEPARTMENTAL

C-12 In the Matter of the Appointments of Marian Keyser and Arthur Payne to the PORTLAND/MULTNOMAH COMMISSION ON AGING

REGULAR AGENDA

JUSTICE SERVICES

DISTRICT ATTORNEY

R-1 Budget Modification DA #5 Authorizing Expenditure of a \$201,643 Interjurisdiction Manufacturing and Distributing Project Grant Awarded by the Bureau of Justice Assistance to Provide Funding for Certain Staff Within the District Attorney's Office

NON-DEPARTMENTAL

R-2 Second Reading and Possible Adoption of an ORDINANCE Relating to the Business Income Tax: Amending MCC 5.70.045 and 5.70.075 to Provide for Quarterly Tax Payments and Collection

R-3 RESOLUTION in the Matter of the Regionalization of County Services

R-4 RESOLUTION in the Matter of Designating Ben Buisman as Multnomah County's Representative to the Tax Coordinating Planning Effort

SERVICE DISTRICTS

(Recess as the Board of County Commissioners and convene as the Governing Body of MID COUNTY STREET LIGHTING SERVICE DISTRICT NO. 14)

R-5 RESOLUTION in the Matter of Designating Ben Buisman as Multnomah County's Representative to the Tax Coordinating Planning Effort for Mid County Street Lighting Service District No. 14

(Recess as the Governing Body of Mid County Street Lighting Service District No. 14 and convene as the Governing Body of DUNTHORPE RIVERDALE SANITARY SERVICE DISTRICT NO. 1)

R-6 RESOLUTION in the Matter of Designating Ben Buisman as Multnomah County's Representative to the Tax Coordinating Planning Effort for Dunthorpe Riverdale Sanitary Service District No. 1

(Recess as the Governing Body of Dunthorpe Riverdale Sanitary Service District No. 1 and reconvene as the Board of County Commissioners)

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-7 RESOLUTION in the Matter of Opposition to the Proposed Land Use Re-Zoning to Eliminate the County Expo Center
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- R-13 ORDER in the Matter of Cancellation of Land Sale Contract 15448 Between Multnomah County, Oregon and Shirley N. Long Upon Default of Payments and Performance of Covenants
- R-14 ORDER in the Matter of Cancellation of Land Sale Contract 15166 Between Multnomah County, Oregon and Allen W. Murphy Upon Default of Payments and Performance of Covenants
- R-15 ORDER in the Matter of Cancellation of Land Sale Contract 13972R Between Multnomah County, Oregon and Leona Ramseth Upon Default of Payments and Performance of Covenants
- R-16 ORDER in the Matter of Cancellation of Land Sale Contract 15394 Between Multnomah County, Oregon and Mary A. Rosebrough Upon Default of Payments and Performance of Covenants
- R-17 ORDER in the Matter of Cancellation of Land Sale Contract 15279 Between Multnomah County, Oregon and Troy N. Tyrell and Carol J. Tyrell Upon Default of Payments and Performance of Covenants
- R-18 ORDER in the Matter of Cancellation of Land Sale Contract 15449 Between Multnomah County, Oregon and John S. Wiley, Jr. Upon Default of Payments and Performance of Covenants
- R-19 ORDER in the Matter of Cancellation of Land Sale Contract 15453 Between Multnomah County, Oregon and Ernestine H. Wiseman Upon Default of Payments and Performance of Covenants

R-20 FINAL ORDER DENYING CU 6-91 in the Matter of the Review of the Planning Commission Decision Which Approved "Beaver Bark", a Wood Products Transfer, Storage, and Processing Operation Proposed in an EFU Zoning District

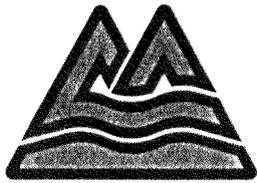
Thursday, October 24, 1991 - 3:00 PM - 5:00 PM

Standard Plaza Building
1100 SW Sixth - Portland
Third Floor Conference Rooms A & B

JOINT GOVERNMENTS MEETING

1. Third in a Series of Joint Governments Meetings Between Fairview, Gresham, Multnomah County Portland, Troutdale and Wood Village to Discuss Service Delivery.

0105C/12-18/dr



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

SUPPLEMENTAL AGENDA

Wednesday, October 23, 1991 - 3:00 - 4:00 PM

Multnomah County Courthouse, Room 602

WORK SESSION

B-1 Work Session for Board Discussion Prior to Thursday's Joint Governments Meeting.

0105C/19/dr

Meeting Date: OCT 24 1991

Agenda No.: 300 - 500 pm

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: Joint Government Meeting

BCC Informal _____ BCC Formal Oct 24 1991
(date) (date)

DEPARTMENT Non dept. DIVISION BCC

CONTACT Maureen Leonard TELEPHONE 248-5076
Hank Miggins 248-3308

PERSON(S) MAKING PRESENTATION _____

ACTION REQUESTED:

INFORMATIONAL ONLY POLICY DIRECTION APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 3:00 - 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):

Third in a series of joint government meetings between Multnomah County, Portland, Gresham and representatives of East County Cities, to discuss service delivery.

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL *Rick Bauman* *MB*

Or

DEPARTMENT MANAGER _____

(All accompanying documents must have required signatures)

BOARD OF
COUNTY COMMISSIONERS
1991 OCT 17 AM 10:28
MULTNOMAH COUNTY
OREGON

ROADS REPORT

Prepared for
JOINT GOVERNMENT MEETING

October 24, 1991

CONTENTS

Overview

- I. History
- II. Money
- III. Road "Ownership"
- IV. Relationship between Land Use Planning,
Transportation Planning and Road Jurisdiction
- V. Willamette River Bridges
- VI. Description of Current Transportation Service
Providers
- VII. Review of Options and Matrix of Criteria
- VIII. Appendix

OVERVIEW

Local governments in Multnomah County are responsible for approximately 2200 road miles, exclusive of federal and state roads. To meet this obligation, we spend up to approximately \$80 million a year, excluding any maintenance, capital or extraordinary expenditures by the state Department of Transportation or the federal government.

We have a number of local transportation service providers in the county. Portland, at least three times larger than any other service provider, is responsible for over 1600 road miles with an annual budget of over \$60 million. Multnomah County, with combined county jurisdiction and contracted responsibilities for slightly more than 500 road miles, maintains these roads with an annual budget of over \$16 million. This includes \$7 million with which the county maintains and operates five Willamette River bridges. Gresham, the second largest city in the county and fourth largest in the state, has jurisdiction over approximately 45% of the roads within its city limits. Gresham maintains these 100 road miles with a budget of slightly more than \$5 million. The cities of Troutdale, Fairview, Wood Village and Maywood Park serve their combined 30 miles of municipally owned roadways with a mix of direct and contracted services.

Changes put in motion over the past decade are significant to this discussion. Annexations by Gresham and Portland, road jurisdiction transfers between Portland and Multnomah county, and the shift in the county's transportation

role from urban to rural service provider spur reexamination of transportation services throughout the county. City of Portland annexations, when complete, will shift a final 120 (estimate) urban road miles from the county to Portland; disputed road mileage within the city of Gresham and currently under county jurisdiction totals 122 urban road miles. These transfers, should they occur, will shrink the county's current road jurisdiction of approximately 500 miles by almost half. (Best estimates place unincorporated road miles outside the Urban Growth Boundary at 240.)

As significant, the character of the jurisdictions' road service needs has come into sharper focus. The Urban Service Boundaries (USB) divide service levels between urban and rural areas. Transportation needs, standards and priorities differ between urban and rural areas. Portland and, on a much smaller scale, Gresham are in the business of providing urban transportation services. The county's unincorporated road responsibilities are primarily rural. (Urban pockets lie inside the Portland USB. These plus yet-to-be annexed mid county areas comprise 139 road miles.)

While this report considers one or both of the municipalities as providers of all transportation services throughout the county, it should not be overlooked that other rural transportation service providers, such as Columbia and Hood River Counties, may be more suitable for the county's needs.

A few issues emerged during the preparation of this report that deserve early consideration. The first is the question of "jurisdiction" over roads, in particular roads within the city limits of Gresham over which the county retains jurisdiction. This report examines road "ownership" or "jurisdiction" later, but it is important to note here that the options presented neither require nor preclude a transfer of roads between the county and Gresham. The transfer decision is both a political matter involving the jurisdictions' identity and autonomy, and a designation of which government has the responsibility and authority to make decisions about the road. But road "jurisdiction" says nothing about who, how and at what levels transportation services will be provided.

The second concern, not unique to transportation services, is the need to balance local decision-making with responsibilities for the quality of a countywide transportation system. Isolating the decisions municipalities consider essential to their interests becomes important. At a minimum, these appear to include municipal control over road design standards, road planning and engineering, and traffic management, as well as input into capital improvement priorities. The ability to manage transportation planning as an adjunct to land use planning appears critical. The opportunity to offer "one-stop shopping" for road and land use permits is considered valuable as well.

At the same time, countywide concerns of preserving interjurisdictional roadways, equitable distribution of limited road revenues, and a balance of capital improvements that fairly benefit the county as a whole must be accommodated. These two concerns recur throughout the options and are nowhere completely reconciled.

A final concern has to do with the difficulty of measuring costs uniformly among the transportation service providers. Services, service levels and system needs vary widely among jurisdictions. For this reason, it is not meaningful to provide a "unit cost" for transportation services. Nor do the options measure efficiencies in terms of dollar savings. Instead, both potential efficiencies and hidden costs are identified in the review of each option prepared by the road managers and east county city administrators. These comments are condensed in the matrix attached to this report. The original comments are included at Appendix 2.

This report considers four options: (A) all transportation services provided by Gresham and Portland; (B) all services provided by a single jurisdiction; (C) maintenance services provided by a single jurisdiction, governed by a consortium of jurisdictions, with jurisdictions retaining existing services for transportation planning, design and Page engineering, and traffic management; and (D) no change in the way services are provided but creation of a consortium to pool

5 - Roads Report

resources and allocate for capital improvement projects of countywide significance.

The cities of Troutdale, Fairview and Wood Village offer a fifth option -- implementing the Memorandum of Understanding, described at page 7 and expanding it countywide. The cities' analysis of the option appears at Appendix 3, page 003.

This report was prepared by the road managers from Portland, Gresham and Multnomah County: Felicia Trader and Kate Deane from the Portland Office of Transportation, Greg DiLoreto and Dave Rouse from the Gresham Department of Public Works, Larry Nicholas, Paul Yarborough, Kathy Busse and Bob Pearson from the Multnomah County Department of Environmental Services. The report includes input from the city administrators of Troutdale, Pamela Christian, Fairview, Marilyn Holstrom, and Wood Village, Sheila Ritz Arthur. It was compiled by Maureen Leonard, of the staff workgroup.

I. HISTORY

Multnomah County and the City of Portland

Prior to 1984, road jurisdiction within the City of Portland was split between the city and the county. Both governments were responsible for a mix of local streets and arterials within the city. In 1984, the city and county entered into an intergovernmental agreement (IGA) that transferred all roads within the city, together with proportional personnel, equipment and road revenues, to Portland. In addition, the agreement provides for continued transfers as territory is annexed to the city. The parties agree that the IGA is working satisfactorily.

Multnomah County, Troutdale, Fairview, Wood Village and Maywood Park

The cities have jurisdiction over local streets within their territories. The county has jurisdiction over arterial roads and collectors. The cities may provide minor maintenance services, such as sweeping, for their local streets. They contract with Multnomah County for major maintenance, repair and construction services in varying degrees. They participate with the county and Gresham in the East Multnomah County Transportation Committee.

Multnomah County and the City of Gresham

Gresham has jurisdiction over 100.4 road miles within its jurisdiction, about 45% of roadways within the city limits. These comprise local streets and some arterials that Gresham built in recent years. Local streets and arterials that became part of Gresham as a result of annexations, an additional 122 miles, remain under the county's jurisdiction.

In 1990, Gresham, Multnomah County, Troutdale, Fairview, Wood Village and Maywood Park signed a Memorandum of Understanding dividing road responsibilities, in an attempt to resolve outstanding disagreements. The Memo of Understanding assigns jurisdiction over local streets to the municipalities and retains county jurisdiction over arterials and collectors. The agreement, though still supported by the county and east county cities other than Gresham, has not fully been implemented. Gresham continues to press for authority over all roads within its jurisdiction.

II. MONEY

State Highway Fund revenues -- vehicle registration fees, gas tax and equivalent weight-mile tax -- represent the largest single source of funding for roads in Oregon. The current distribution formula for Highway Fund revenues is: 60.05 % to the state, 24.38 % to counties and 15.57 % to cities. The state gas tax is now \$.20 per gallon, to be increased by \$.02 per gallon each year in January 1992 and 1993.

These revenues are allocated to cities based on population, and to counties based on the number of registered vehicles within the county's geographical jurisdiction.

The Multnomah County gas tax -- \$.03 per gallon -- is imposed and collected by the county by statutory authority with accompanying county ordinance. It is included in the revenues distributed to Portland by formula set by the IGA.

III. ROAD "OWNERSHIP"

Counties have jurisdiction over two types of roads: "county roads" -- public roads designated by the county under ORS 368.016 -- and "local access roads" -- public roads not designated as a county road, state highway or federal road. Counties are responsible for maintenance of county roads. County roads include local streets, collectors and arterials. Maintenance of local access roads, typically unpaved, unimproved roads, is discretionary.

In addition, there are "local streets" --paved neighborhood roadways linking more heavily trafficked roads to individual properties. Local streets are not defined by statute but they are significant in the relationship between Multnomah County and municipalities within the county.

The cities of Troutdale, Wood Village and Fairview have jurisdiction of local streets. All other county roads within these cities' territories -- collectors and arterials -- remain under the jurisdiction of the county.

Since annexation Gresham has resisted a similar arrangement. Gresham wants jurisdiction of all roads within its city limits, not just local streets.

Since 1984, the City of Portland has had jurisdiction over all roads and streets within its territory.

A statutory procedure exists for transferring

jurisdiction over county roads within cities. ORS 373.270. Either government may initiate the transfer. Both governments must consent to it. Such a transfer occurred between Multnomah County and Portland in conjunction with the IGA of 1984.

The transfer triggered a reallocation of road revenues between the city and county to reflect the realignment of transportation responsibilities.

Road "jurisdiction" means responsibility to take care of the road. It does not direct the manner by which this obligation is fulfilled. A government directly may provide services for all its roads, as Portland does, or it may choose a mix of direct and contracted services, as the county does minimally with Portland service to the unincorporated westside, and as do Troutdale, Fairview and Wood Village through contracts with Multnomah County.

IV. RELATIONSHIP BETWEEN LAND USE PLANNING,
TRANSPORTATION PLANNING AND ROAD JURISDICTION

A new LCDC administrative rule on transportation planning, 660-12-000, highlights the need for coordination between local, regional and state transportation plans and land use comprehensive plans and land use decisions. The rule requires the integration of land use and transportation planning at state, regional and local levels. It also adds detail and consistency to requirements that already exist.

The rule does not direct municipal jurisdiction over roads, but it places a premium on coordination among the entities responsible for land use and transportation planning and transportation services.

The rule affects two things: transportation service plans and local land use decisions. In our region, the Metropolitan Service District is responsible for the regional Transportation Service Plan required by the rule. The county is responsible for a local transportation service plan for unincorporated areas. The cities are responsible for local transportation service plans for all transportation facilities within their jurisdictions. It appears that Gresham's local plan would address all roads within the city, not only the roads under its jurisdiction.

The rule strengthens the requirement that land use decisions must be made with transportation effects in mind. Proposed changes to land use plans or regulations which will generate higher transportation needs can be made only if the transportation plan meets the anticipated need, or if other accommodations are made to reduce automobile travel.

V. WILLAMETTE RIVER BRIDGES

By statute, Multnomah County is responsible to maintain and operate five Willamette River Bridges within the City of Portland. ORS 382.305. The county may provide the services directly or contract with others. The county presently provides the services directly with a staff of 36 and a budget (largely for capital needs) of over \$7 million.

As owner of the bridges, Multnomah County is responsible for replacement costs. The Sellwood Bridge has been identified in the Willamette River Bridge Needs Report as having significant structural deficiencies and is considered functionally obsolete. It is predicted to require replacement within 15 years. Detailed replacement costs are unknown.

VI. DESCRIPTION OF CURRENT TRANSPORTATION SERVICE PROVIDERS

GRESHAM TRANSPORTATION SERVICES

area served: pre-annexation Gresham

population served: approximately 40,000 (pre-annexation)

road miles maintained: 100.4

annual budget: \$5,132,000 (1990-91?)

FTE: 19; part-time: 4

functions performed: Administration, design, planning, capital contract administration, neighborhood traffic control programs, public involvement, maintenance, Gresham contracts for traffic signal maintenance with the county and state, and street light maintenance with PGE.

transportation revenues and how distributed:
(199-91)

* state gas tax	\$2,641,017
* beginning balance (carryover)	2,624,630
* miscellaneous (interest)	206,500
charges for service	500
total:	\$5,132,000

*dedicated revenues

MULTNOMAH COUNTY TRANSPORTATION SERVICES

area served: 465 sq. miles: unincorporated Multnomah County east of the Portland USB and northwest of Portland, Sauvie's Island, post-annexation streets and roads in Gresham; by contract, services to Troutdale, Fairview, Wood Village and Maywood Park

population served: 148,472: all unincorporated areas, Gresham, Troutdale, Fairview, Wood Village and Maywood Park

road miles maintained now: 513: all unincorporated areas, Gresham, Troutdale, Fairview, Wood Village and Maywood Park

road miles maintained after Portland annexations: 398 (estimate)

annual budget: \$16,322,521 (1990-91); includes
road fund: \$7,591,072
bridges: 7,062,310
airport way (IGA): 435,623
service reim/ ded funds: 1,233,516

FTE: 171; includes
bridges: 36
everybody else: 135

functions performed: Maintenance, repair, traffic engineering, signs, engineering and design, planning (street light installation and maintenance is performed through service district)

transportation revenues and how distributed:
(1990-91)

* road fund (state & county gas tax; forestry receipts):	\$20,765,727
* bridge fund (portion of road fund) (much is carryover):	7,062,310
* bike path fund (1% of state gas tax):	443,901
+ land corner fund (property trans. tax):	250,000
+ general fund (surveyors):	140,000
total:	\$28,661,938

redistribution by agreements:

Portland/ Multnomah County IGA	\$12,339,417
Airport Way IGA	435,623

* dedicated revenues
+ general fund directed to meet statutory duty

PORTLAND TRANSPORTATION SERVICES

<u>area served:</u>	137 sq. miles: City of Portland. By contract with Multnomah County, unincorporated areas inside the USB (westside pocket areas including Dunthorpe - 35.5 miles)
<u>population served now:</u>	440,000
<u>population served after annexations:</u>	480,911
<u>road miles maintained now:</u>	1621 (excludes unimproved non-maintained roadways)
<u>road miles maintained after annexations:</u>	1753 (estimate)
<u>annual budget:</u>	\$60.8 million (1990-91 adopted budget)
<u>FTE:</u>	587
<u>functions performed:</u>	The Portland Office of Transportation (PDOT) contains four bureaus: Engineering, Traffic Management, Maintenance and the Director's Office. Services provided include maintenance and repair, permit review, right-of-way acquisition and mapping, construction of local streets through the LID process, roadway and structure engineering, traffic engineering, planning, street lighting and operations management. Additional programs unique to an urban transportation environment include: neighborhood traffic management, analysis of high accident locations, bikeway planning and engineering, transit planning and engineering, and parking management. To the extent possible, the Office's sewer and water responsibilities have been excluded from the budget and FTE figures above.

transportation revenues and how distributed:
(199-91) In millions

* state tax street revenues (state gas tax directly to cities):	\$18.8
* city/county agreement (state & county gas tax):	12.9
* street light levy:	7.1
+ parking revenues:	5.8
# utility license fees:	3.5
** contracts/ grants:	5.0
** LIDs/HCDs:	1.5
service fees and reim.:	2.5
interest:	1.8
other reimbursables:	1.9
total:	\$60.8

* dedicated revenues
+ general fund directed to transportation by City Council policy
general fund
** directed to particular purpose

EAST COUNTY CITIES

	<u>road miles</u>		<u>share of road fund</u>
	<u>streets</u>	<u>county roads</u>	<u>per IGAs w/ County</u>
Troutdale	20.3	11.2	\$18,146
Fairview	5.4	6	18,869
Wood Village	4	2.6	18,506
Maywood Park		1.4	4,429
Lake Oswego		.6	0

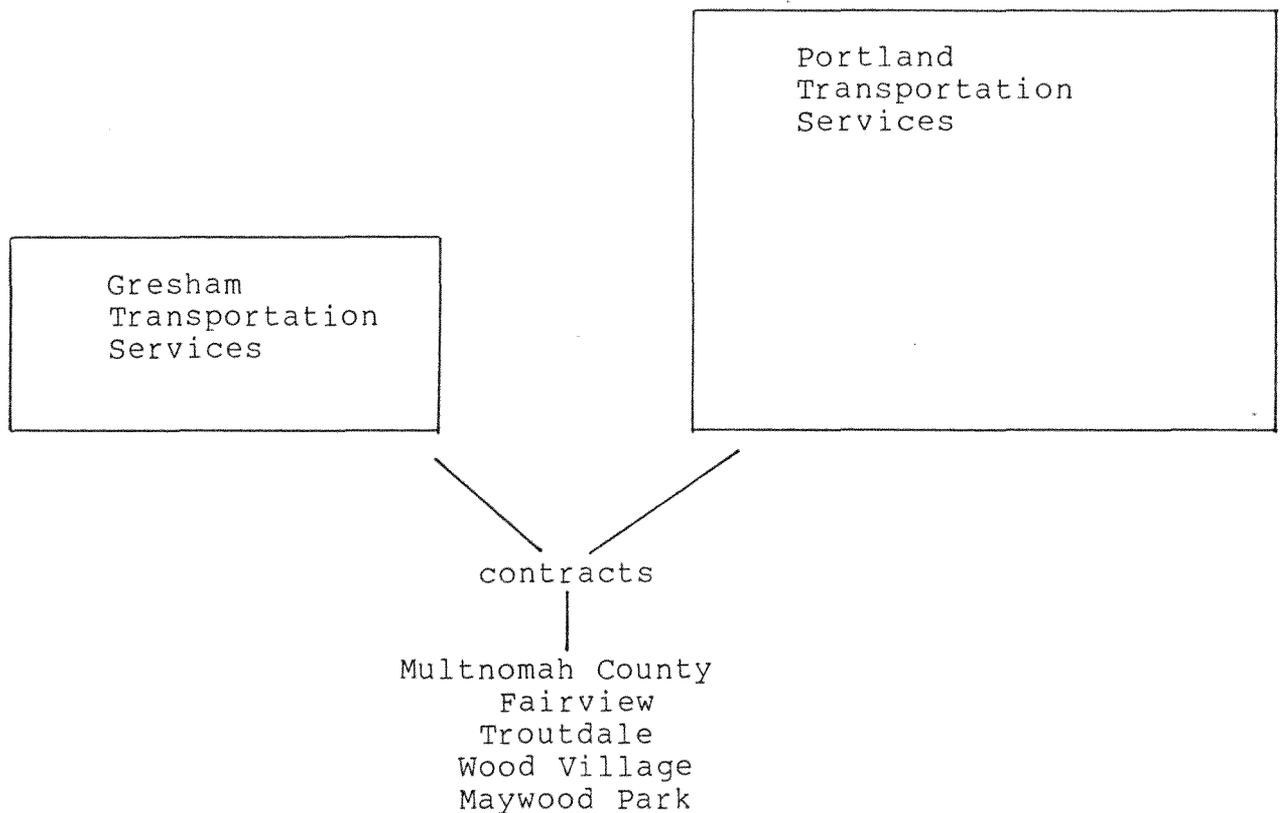
The cities contract with Multnomah County for all or much of their major maintenance services, signing and traffic control. Service needs vary over time and by jurisdiction.

VII. REVIEW OF OPTIONS

OPTION A

Transfer responsibility for
road service delivery to Portland and Gresham:

- a. move from three to two transportation providers;
- b. county contracts with either/ both for county road services;
- c. east county cities continue to contract for services they choose not to provide for themselves; contract with municipality(ies)



Assumes: The Portland Urban Services Boundary would divide Gresham and Portland contract responsibilities. Multnomah County and the east county cities would contract with Gresham for road services east of 162nd; Multnomah County would contract with Portland for county roads within the USB not already under contract.

Issue raised and not resolved: Whether the municipalities are the best service providers for rural transportation responsibilities -- territory concerned is rural unincorporated Multnomah County, which includes:

West Hills and Sauvie's Island	88
east county - east of Sandy River	100
east county - west of Sandy River	67

(see map - Appendix 1)

Probable changes to meet Option A

1. Transfer of county personnel, equipment, facilities to Gresham and Portland.
2. Negotiation of agreement for redistribution of road funds.
3. Increase of Gresham transportation service division

to meet needs of city of Gresham
(assumes road transfer)

<u>area served:</u>	entire city
<u>population served:</u>	70,000
<u>road miles:</u>	222.4
<u>budget:</u>	\$9,985,000 (increase of \$4,853,000)
<u>FTE:</u>	59 (increase of 40: 30 in maintenance; 10 in engineering and support)
<u>functions:</u>	same

plus

to provide contracted services
in unincorporated county & east cities

<u>population:</u>	additional 41,000 (est)
<u>road miles:</u>	additional 217 (estimate)
<u>budget:</u>	additional \$2,300,000
<u>FTE:</u>	additional 34
<u>functions:</u>	mostly rural road service

4. Responsibilities for (a) maintenance and (b) capital needs of the Willamette River Bridges renegotiated:

(a) Multnomah County initially contracts with Portland for maintenance and operation of the bridges, pending statute and city charter change to effect transfer of ownership of bridges.

Multnomah County's present bridge responsibilities include 21 bridges plus the five Willamette River Bridges. Routine maintenance includes mechanical, electrical and structural repairs, as well as painting.

Bridge Facilities Maintenance Program Budget: \$1,693,208

(b) Multnomah County transfers Willamette River Bridges to Portland; jurisdictions initiate collaborative proposal for capital funding for bridge replacement.

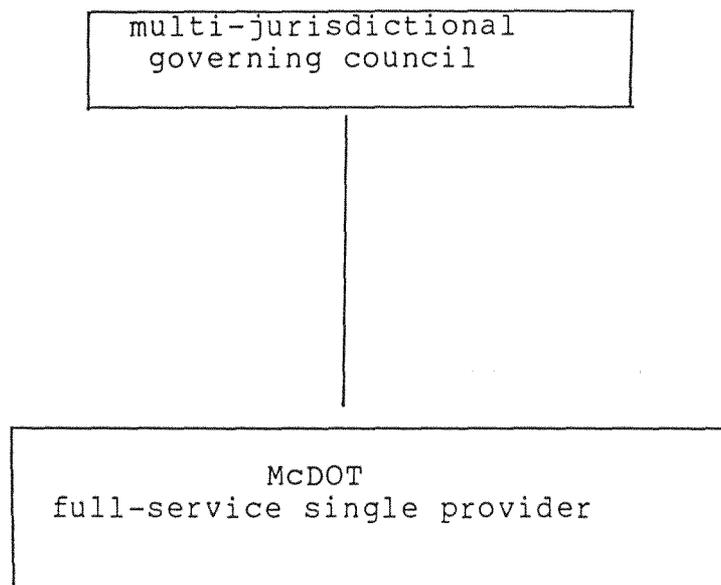
Multnomah County's Bridge Engineering Program includes funds for capital improvements on five Willamette River Bridges including approach ramps. It generally reflects the priorities identified in the Multnomah County 20 Year Capital Improvement Plan.

The 1989 amendment to the IGA on Transition of Urban Services states in Section I (4): "The County and the City of Portland shall work together to develop a plan for financing replacement of the Sellwood Bridge."

OPTION B

Consolidate transportation services
into one provider for the entire county

- a. Move from three providers to one
- b. Assumes an ODOT model (McDOT) in which
 - (1) a single agency provides all transportation services: planning, design, capital construction, maintenance, traffic management, bikeways, response to citizen requests, light rail and transit planning
 - (2) a governing council of affected jurisdictions sets policy: performance standards, capital improvement plan, budget approval, participation in regional planning bodies



Note: Requires statutory changes to direct state road revenues to new agency.

Probable Changes to Meet Option B

1. A single jurisdiction is designated to provide all transportation services in the county.
2. Personnel, equipment, facilities of other transportation providers in the county transfer to new agency.
3. Revenues now dedicated or designated for transportation services directed to new agency.
4. New agency may look like this:

<u>area served:</u>	
<u>population served:</u>	
<u>road miles:</u>	
<u>budget:</u>	\$82,314,471
<u>FTE:</u>	777
<u>functions performed:</u>	planning, design, capital construction, maintenance, traffic management, bikeways, response to citizen requests, light rail and transit planning

5. The policy-setting council may look like this:

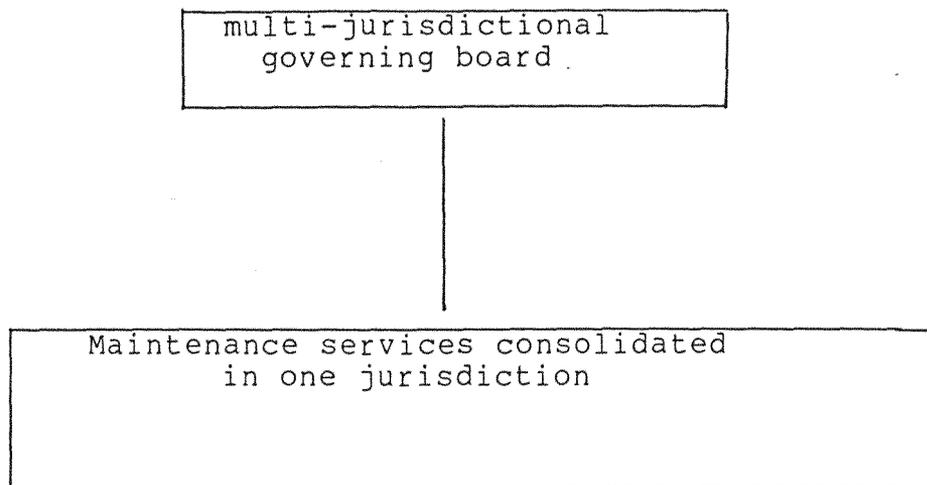
a.	<u>Membership:</u> elected officials of each government in the county
b.	<u>Responsibilities:</u> set performance standards, develop capital improvement plan, approve budget, participate in regional planning bodies

6. Willamette River Bridge responsibilities transferred to jurisdiction providing all services. Discussion at pp. 13 & 21.

OPTION C

Consortium with single provider of maintenance services

- a. All maintenance in the county would be provided by one jurisdiction.
- b. Jurisdictions would pool maintenance personnel, equipment and stocks;
- c. Jurisdictions would participate in joint governing board for maintenance provider
- d. Local jurisdictions would retain traffic management, engineering, permit review and planning responsibilities



with continuation of

Gresham services for traffic mgt engineering planning

Portland bureaus of traffic mgt engineering director

Multnomah County services for engineering traffic mgt planning

Probable Changes to meet Option C

1. A single jurisdiction is designated to provide all maintenance services for the county.
2. Personnel, equipment, facilities of other maintenance service providers in the county transfer to new agency.
3. Revenues now dedicated or directed for maintenance services pooled in new agency.
4. Multi-jurisdictional governing council formed:

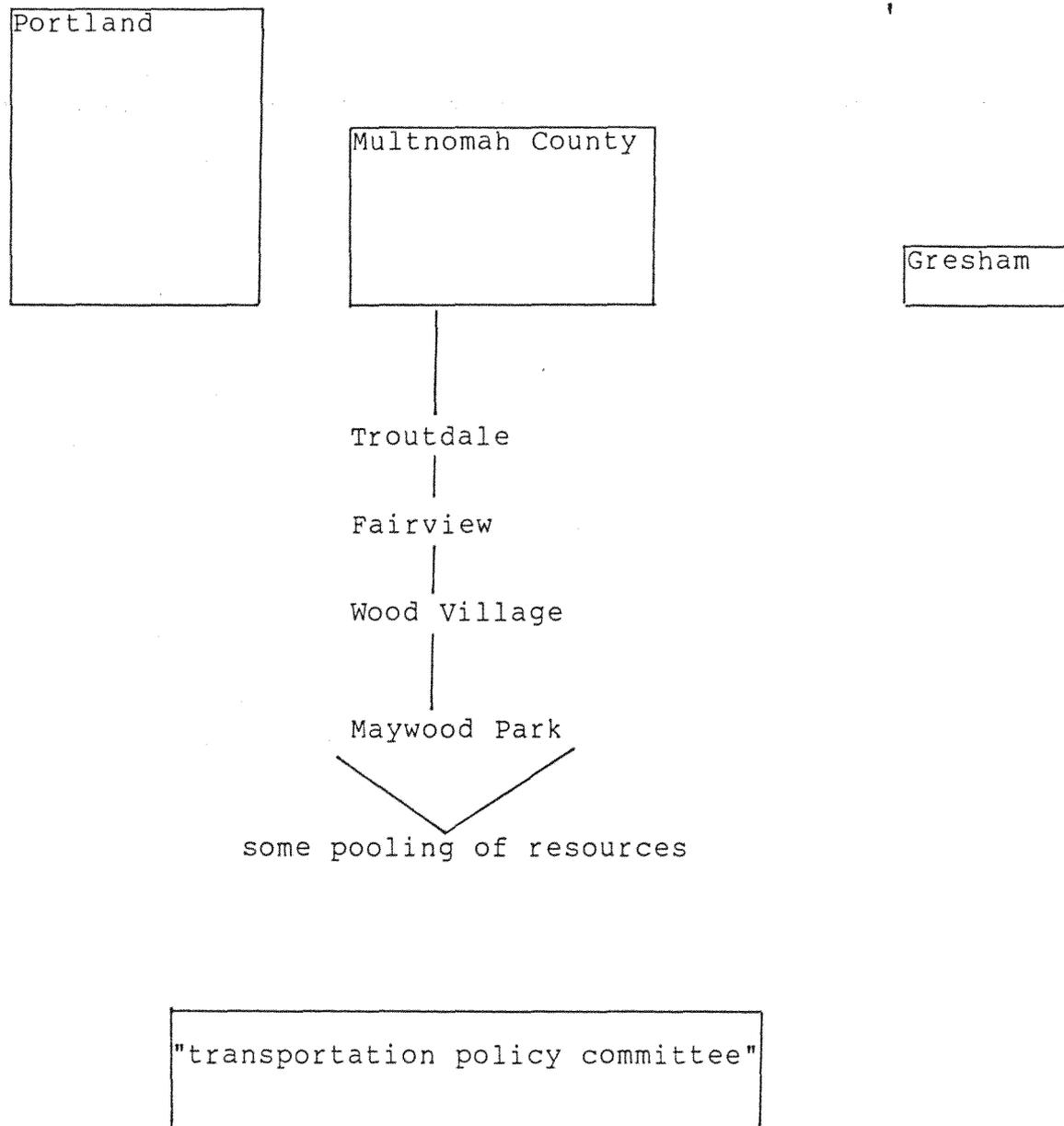
- | |
|---|
| <ol style="list-style-type: none">a. Membership: representatives of all governments in Multnomah Countyb. Responsibilities: review and approve maintenance budget; set maintenance standards; facilitate coordination between local jurisdictions and maintenance provider |
|---|

5. Outstanding question of responsibilities for Willamette River Bridges. Discussion at pp. 13 & 21.

OPTION D

Consortium - Federation

- a. jurisdictions retain current service delivery
- b. jurisdictions engage in planning for roadways of countywide significance
- c. assumes some pooling of resources, perhaps for capital improvement projects of countywide interest



Probable Changes to Meet Option D

1. Formation of "transportation policy committee"
 - a. Members: representative of all governments in Multnomah County
 - b. Responsibilities:
 - o develop and approve capital improvement plan for interjurisdictional projects
 - o pool resources adequate to meet the plan
 - o allocate resources, approve projects, in accordance with the plan

2. Some pooling of resources

3. One jurisdiction designated to staff the policy committee, assist development and periodic review of capital improvement plan.

APPENDIX 1

MAP & INVENTORY OF MULTNOMAH COUNTY ROADS

Road Rights-of-Way: Multnomah County Road Maintenance Inventory

Total Length - County Road ROW 513 Miles

County Road ROW in Unincorporated Portland Urban Service Area:

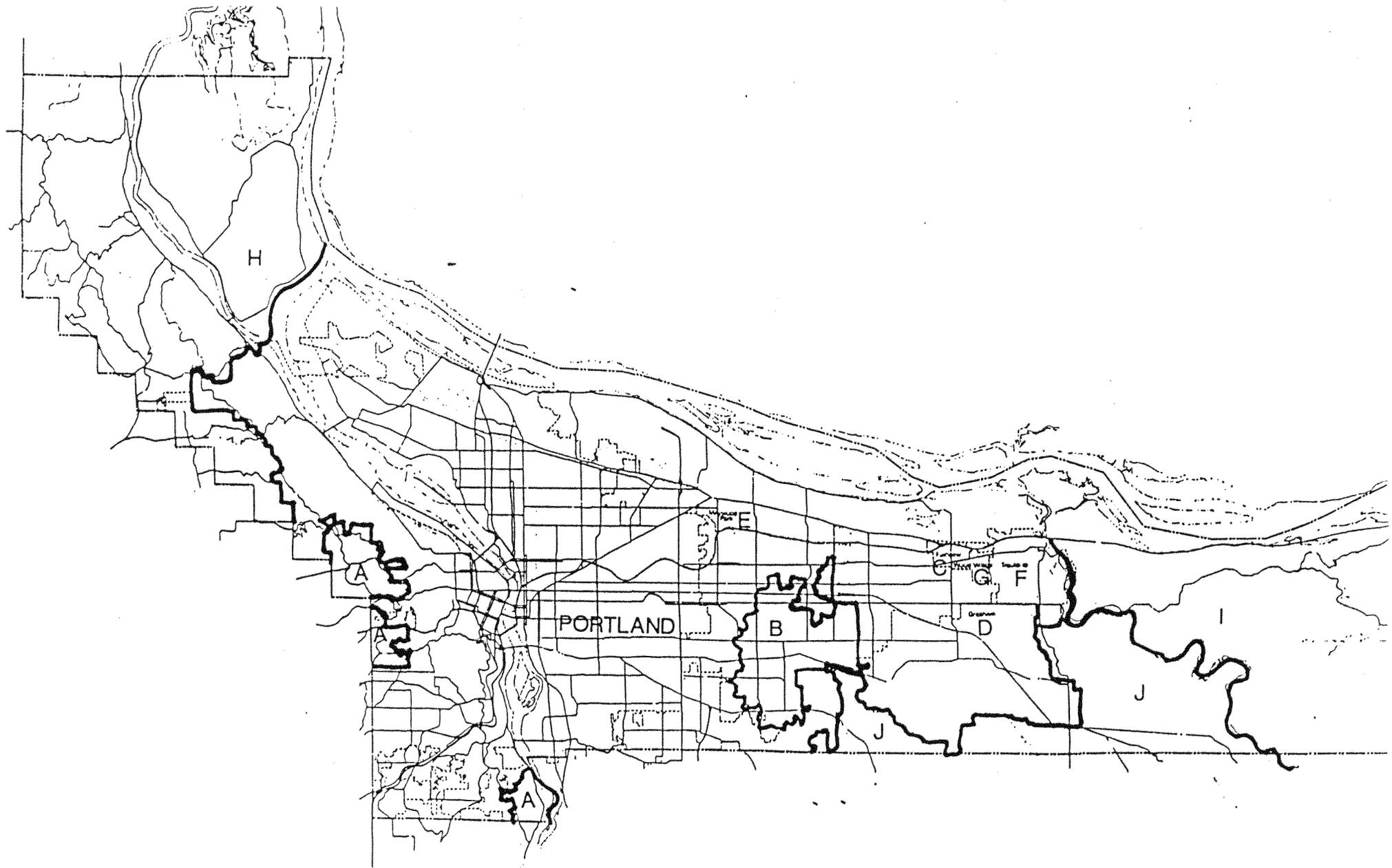
A.	West side unincorporated areas	20
B.	East side unincorporated areas	95

County Road ROW in East County Cities:

C.	Fairview	5
D.	Gresham	119
E.	Maywood Park	2
F.	Troutdale	14
G.	Wood Village	3

County Road ROW in Rural Unincorporated Areas:

H.	West Hills and Sauvies Island	88
I.	East Multnomah County - east of Sandy River	100
J.	East Multnomah County - west of Sandy River	67



APPENDIX 2

ROAD MANAGERS' REPOSSES TO CRITERIA



MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES
TRANSPORTATION DIVISION
1620 S.E. 190TH AVENUE
PORTLAND, OREGON 97233
(503) 248-5050

BOARD OF COUNTY COMMISSIONERS
GLADYS McCOY • CHAIR OF THE BOARD
PAULINE ANDERSON • DISTRICT 1 COMMISSIONER
GARY HANSEN • DISTRICT 2 COMMISSIONER
RICK BAUMAN • DISTRICT 3 COMMISSIONER
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

OPTIONS FOR CONSOLIDATION OF TRANSPORTATION SERVICES

October 9, 1991

OPTION A

Transfer road responsibilities to two largest municipalities, Portland and Gresham:

- a. Move from three to two transportation providers
- b. County contracts with either/both for road service in unincorporated areas.
- c. East cities contract with either for road services

OPTION A:

Erroneous - There are not three transportation providers at present. Gresham currently provides local streets only; This option maintains two transportation providers by transferring majority of county road responsibility to Gresham and bridges to Portland.

Criteria 1. Efficient: How does proposal reduce duplication and/or save money?

- Impacts county government; may increase duplication to replace services currently supported by Transportation in:
 - . Fleet Services
 - . County Surveyor
 - . Parks
 - . Direct support to Expo Center
 - . Engineering Services for CDBG
 - . Indirect costs paid for general county government
- Does not reduce transportation duplications; shifts County role to Gresham
- No supportable data for reduced costs and/or increased efficiency.

Criteria 2. Effective: How does proposal preserve or improve the quality of service?

- Do not expect improvement in quality of service
- Present level could be preserved if County capabilities (expertise and \$ resources) are transferred to Gresham
- Other three cities now served by County may be negatively impacted
- Responsiveness to unincorporated county could be lost

Criteria 3. Local Needs: How does the proposal incorporate local priorities or initiatives?

- Shifts focus from subregional to local
- Addresses only Gresham concern; ignores other three cities or unincorporated area.

Criteria 4. Regional Responsibilities: How does the proposal incorporate the interests of the region (define region)

- Doesn't address regional need (balkanizes)
- Doesn't consolidate - but redistributes.

Criteria 5. Accountable: How does the proposal enhance governments' responsiveness to citizens?

- Leaves out citizens of other cities and unincorporated, especially rural unincorporated area

Criteria 6. Equitable: How does the proposal (re)distribute available resources in the most equitable manner?

- No proposal for distribution
Need to evaluate - but if Portland and Gresham control resources, could reduce equitability to other cities and unincorporated area.

Criteria 7. Collaborative: How does the proposal enhance the ability of our governments to work together?

- Doesn't improve - effectively cuts Multnomah County and other cities out and decreases incentives for collaboration.

Criteria 8. Core Function: How does the proposal enhance each government's core functions?

- Negatively impacts County support services funding
- Positively impacts cities of Portland and Gresham's financial positions
- Also transfers County capabilities to Gresham with consequent major improvements for City

OPTION B

Maintain existing three transportation providers, Gresham, Portland and Multnomah County; develop consortium for improved coordination.

OPTION B:

Not clearly enough defined for evaluation. If this is defined as an organization merger with an interjurisdictional government board - could have the advantages of Option C.

or

If this is defined as organization status quo, with interjurisdictional policy board - it might have some increased measure of joint planning.

OPTION C

Consolidate transportation responsibilities into one provider for the County:

- a. Move from three providers to one
- b. Provider government not specified; non-provider governments contract for services

OPTION C:

We endorse this option as offering greatest operational and planning advantages and as a logical first step toward regional government where transportation should function.

Criteria 1. Efficient: How does proposal reduce duplication and/or save money?
and

Criteria 2. Effective: How does proposal preserve or improve the quality of service?

Pools all resources: money, equipment and personnel. Greatest potential for effective structuring of maintenance services through use of the two major road maintenance facilities: Stanton and Yeon

- Consolidates purchasing
- Most economical use of equipment
- Eliminates duplication of services
- Increases economy of scale
- Improves credibility at regional and state level
- Creates uniform standards

Criteria 3. Local Needs: How does the proposal incorporate local priorities or initiatives?
and

Criteria 4. Regional Responsibilities: How does the proposal incorporate the interests of the region (define region)

With increased effectiveness of operations, addressing local needs should be enhanced. Example - present county maintenance contracts with small cities.

Total transportation needs can be addressed in County-wide prioritized system. Increases focus of resources on highest priority needs. Eliminates political boundaries by addressing the total system.

Criteria 5. Accountable: How does the proposal enhance governments' responsiveness to citizens?

Eliminates all confusion about who's responsible for transportation needs. All complaints can be addressed in a uniform fashion.

Criteria 6. Equitable: How does the proposal (re)distribute available resources in the most equitable manner?

All transportation resources are budgeted county-wide. With responsive, comprehensive priority system, services are delivered throughout the system with balanced, even-handed approach.

Criteria 7. Collaborative: How does the proposal enhance the ability of our governments to work together?

Collaboration is inherent in this option. This option requires intergovernmental agreement to be implemented.

Criteria 8. Core Function: How does the proposal enhance each government's core functions?

Allows governing boards all jurisdictions to focus on core functions.

DRAFT
OPTIONS FOR CONSOLIDATION OF TRANSPORTATION SERVICES

Response to Options

October 21, 1991

OPTION C

Consortium with single provider of maintenance services.

- a. All maintenance in the county would be provided by one jurisdiction.
- b. Jurisdictions would pool maintenance personnel, equipment, and stocks.
- c. Jurisdictions would participate in joint governing board for maintenance provider.
- d. Local jurisdictions would retain traffic management, engineering, permit review, and planning responsibilities.

Criteria 1. Efficient: How does proposal reduce duplication and/or save money?

- Economical use of maintenance equipment and facilities
- Economies of scale for purchasing
- More available warehousing of stocks and supplies
- Uniform standards by type of road
- Negatively impacts efficiency in responding to immediate needs maintenance problems (e.g., potholes, slides)
- Could reduce coordination between maintenance & capital projects (splits engineering function)
- Better coordination for maintenance projects between jurisdictions
- Crushed rock available from Multnomah County to region (county owned)

Criteria 2. Effective: How does proposal preserve or improve quality of service?

- Broader base for expertise
- Better utilization of specialized equipment
- Rural service could be negatively impacted, if unrepresented

Criteria 3. Local Needs: How does the proposal incorporate local priorities or initiatives?

- Retains local control over capital projects
- Eliminates political boundaries in prioritization of maintenance
- Could lengthen response time for maintenance projects if too large or too many layers
- Rural communities could suffer (outside metro boundaries), if unrepresented

Criteria 4. Regional Responsibilities: How does the proposal incorporate the interests of the region (define region)?

- Gradually moves us toward regional delivery of services
- Could redistribute priorities on maintenance; could be more objective than political
- More uniform application of standards/criteria

Criteria 5. Accountable: How does the proposal enhance government's responsiveness to citizens?

- Single provider eliminates confusion
- Questionable how capital projects get scheduled/coordinated with maintenance program
- Reduces flexibility to use capital funds for emergency maintenance or disasters (e.g., snow storms)

Criteria 6. Equitable: How does the proposal (re)distribute available resources in the most equitable manner?

- Fair distribution of maintenance service based on need

Criteria 7. Collaborative: How does the proposal enhance the ability of our governments to work together?

- Single provider improves efficiency in coordination of maintenance services
- Could create problems in coordinating maintenance and individual capital projects
- Joint planning efforts would increase; long term planning would be enhanced on a regional basis

Criteria 8. Core Function: How does the proposal enhance each government's core functions?

- Minimal impact; transportation resources are earmarked

OPTION D

- a. Jurisdictions retain current service delivery.
- b. Jurisdictions engage in planning for projects of countywide significance.
- c. Assumes some pooling of resources for projects of countywide interest.

Criteria 1. Efficient: How does proposal reduce duplication and/or save money?

- Joint planning could save money on projects impacting multiple jurisdictions
- Interjurisdictional projects would be handled by consortium which would save engineering costs
- More effective and unified approach in seeking regional/federal money
- More leverage for regional projects

Criteria 2. Effective: How does proposal preserve or improve the quality of service?

- Projects are treated as a whole--without political boundaries
- Would eliminate need for long-range planning activities by individual jurisdictions

Criteria 3. Local Needs: How does the proposal incorporate local priorities or initiatives?

- Responsive to local needs (services closer to community)
- Opportunity to satisfy local needs that are too large in scope for local budgeting
- All jurisdictions have a voice in joint planning and pooling projects

Criteria 4. Regional Responsibilities: How does the proposal incorporate the interests of the region (define region)?

- Broader based opportunity to support large capital bonding projects
- Unified approach to planning and prioritizing pooled projects
- All jurisdictions involved in determination of regional projects
- Consortium offers opportunity for effective advocacy group to seek state/federal money
- Opportunity for more efficient response in emergencies (pooled dollars and single delegated authority for decisions)

Criteria 5. Accountable: How does the proposal enhance government's responsiveness to citizens?

- Local control over local/daily operations is retained
- Capital project funds for local concerns are retained

Criteria 6. Equitable: How does the proposal (re)distribute available resources in the most equitable manner?

- Maintains money for local projects, improves opportunities for high priority regional projects

Criteria 7. Collaborative: How does the proposal enhance the ability of our governments to work together?

- Promotes collaborative effort on regional projects through joint planning and pooling of funds

Criteria 8. Core Function: How does the proposal enhance each government's core functions?

- Allows jurisdictions to concentrate on core functions

CITY OF GRESHAM
DEPARTMENT OF ENVIRONMENTAL SERVICES

REVIEW OF ROAD OPTIONS

OPTION A: Transfer road responsibilities to the two largest municipalities, Portland and Gresham.

1. Efficient: How will this proposal reduce duplication in the following manner?

Development applications will be reviewed by only one agency; the developer is not sent to two places. Consistent standards within City, both new construction and maintenance. Coordination of capital improvements for all public works projects; i.e. water, sewer, storm water, and streets. Staff time reduced since no need for coordination between two agencies. This proposal will allow use of Gresham's sophisticated pavement management system, eliminating the limited system the County has. Allows use of the City's public information system, which now covers all public infrastructure projects.

Accountability to the contract users will be a major concern. To address this concern, it is proposed that the East Multnomah County Transportation Committee (EMCTC) would oversee the regional transportation concerns. In addition, the Cities and the County would retain their funds for those roads outside the contract providers' jurisdictions. Citizens would present their concerns regarding their road services to their respective legislative body; i.e. their City Council or County Commission depending on where they live. Since the funding for the contract services would still reside with contractee, dissatisfaction with service would allow the contractee to obtain prices for similar services from other vendors or agencies.

2. Effective: How will this proposal improve quality of service?

With the elimination of the County as a road provider, Gresham will be able to much better coordinate Land Use and Transportation within its boundaries. Currently 55 percent of its roads are under County control (including most of the arterial-collector system). The City has control over land use and development but no administrative control over the roadway system that must be in place to accommodate new growth. This leads to needless redundancies and delays in the review and approval process and confusion on the part of the development community.

Gresham is a full service provider for City residents with the exception of roads and currently has a very aggressive Capital Improvement Program for the installation of water mains, storm lines, and sanitary sewer. With an outside agency controlling the roads, planning for the installation of those facilities within the roadway can lead to a duplication of staff time for coordination purposes and additional fees for permitting purposes. CIP projects undertaken by the County inside the City have on occasion led to angry citizen protests due to a lack of coordination and public information.

REVIEW OF ROAD OPTIONS

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Road maintenance responsibilities are becoming increasingly fragmented with two road providers in the same jurisdiction. Gresham now retains ownership of all "new" roads constructed within our boundaries. This results in City maintenance crews being dispatched to areas of the City that may have a large percentage of County-maintained roads to maintain block long sections of newly constructed roads which is very inefficient use of manpower and equipment. The City has also upgraded its computerized Pavement Management System (PMS) and adopted maintenance strategies that maximize road maintenance dollars. This PMS could be used throughout the entire road system resulting in increased efficiency in managing our inventory of roads.

3. Local Needs: How will this option incorporate local priorities in the proposal?

Oregon State law does not allow counties to offer local improvement districts (LID) to citizens along County roads within a City. Requests for LID's on County roads will result in piecemeal improvements being constructed for which the City will be responsible for maintenance. This further complicates coordination and jurisdictional issues for City residents. With all roads under City jurisdiction, LID requests can be handled by the agency that controls the roadway and also has design, construction and maintenance responsibilities for the project.

At the request of local neighborhood associations, the City has budgeted funds for a Neighborhood Traffic Management Program to address neighborhood traffic concerns. The County does not currently offer this program to City residents on County roads. If the City were the sole provider of road services, we would be able to extend this program to all City residents who requested these services.

City Council goals identify economic development as a high priority. Roads are an essential part of Gresham's overall development strategy. Confusion occurs when the development process is inherently duplicative and needlessly complex, since both jurisdictions must review traffic studies and assess requirements for new development. Developers and citizens are placed in the middle trying to understand which requirements apply and who makes the final decision regarding roadway issues.

4. Regional Responsibilities: How does this option incorporate the interests of the region?

It is becoming increasingly evident that land use and transportation are very closely linked. You can't make land use decisions without considering the transportation implications. By eliminating the County as a road provider within the incorporated city limits, land use and transportation decisions affecting the region will be made by the city that has jurisdiction over the land use. This will result in critical growth issues that affect the region being addressed by agencies that have the ability to directly control and coordinate land use and urban road services.

There are critical transportation issues facing the Gresham region in the very near future. Strategies must be developed to reduce vehicle miles traveled (VMT) by 20 percent per the recently adopted Transportation Planning Rule. New funding sources must be investigated to make sure that adequate transportation/transit service is available to meet new growth demands. Gresham has already begun to take the lead in studying a Traffic Impact Fee (TIF) or system development charge (SDC) to fund needed transportation improvements on the Gresham/East County road system. Under this option, agency responsibilities for regional future planning are clearly designated.

Origin/Destination studies conducted by METRO clearly indicate that East County traffic is destined in or about the Gresham area. Seventy percent of the traffic that is generated on a daily basis is coming to or going from Gresham. Only 30 percent of that traffic is a through movement that passes through the area. This option would assign the responsibility for roads to the jurisdictions whose citizens make up the largest percentage of road users within the region and are best equipped to deal with new growth.

5. Accountable: How does this proposal enhance governments responsiveness to citizens?

Most citizens are under the impression that the city in which they reside provides their road services. Because this is not the case Gresham citizens have two different standards of maintenance. Residents in Gresham who live on County roads must compete for priorities with other County residents who may live on Sauvie's Island or in West Portland. Requests for participation in the City's neighborhood traffic control program must be refused as the County does not provide for these services. Under this option the City could provide consistent service to all of its citizens.

As with any major road provider there are constant requests for signing, striping, pothole patching, and general complaints on a daily basis. Typically those requests will be directed to the city in which they reside. With 55 percent of the roads under County jurisdiction within the Gresham city limits, this leads to significant duplication staff time in trying to determine if it is a city road or a county road that the request is based. This results in frustration on the part of the citizen who made the request, who oftentimes walks away disgruntled that they cannot get a resolution to their problem without getting the "bureaucratic runaround" and shuffling them through two agencies.

6. Equitable: How will this proposal redistribute available resources in the most equitable manner?

Money will be distributed to Gresham and Portland. The area can be divided into two sections. It must be ensured that the three cities next to Gresham, and the unincorporated area east of Gresham receive their fair share. The proposal requires all agencies to place their needs into a common pool together with resources and then funds are redistributed.

REVIEW OF ROAD OPTIONS

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7. Collaborative: How will this proposal enhance the ability of our governments to work together?

Once this issue is resolved, there will be fewer disputes with the County. Considerable press coverage occurs over the disagreements between the City and the County regarding roads, and each jurisdiction's policies. Portland and Gresham already enjoy a favorable working relationship in the area of streets, sewers, water, and storm water. We also enjoy good working relationships with our three northern cities in wastewater treatment, and solid waste. We are currently presenting a proposal to them to provide fire service.

8. Core Function: This proposal will enhance each government's core functions.

Streets are an integral part of the urban system, and core function of any city. Streets have a direct relation with land use. The City is responsible for land use. The new transportation rule clearly demonstrates that relationship. Cities are charged with administration of storm water regulations. Most storm water facilities are located in streets and serve to remove stormwater from those streets. The other systems for which the City is responsible for; i.e. sewer and water, are directly impacted by the street system. The City is responsible for all street lights in Gresham, and must use its funds to provide for safety to residents and the motoring public. Streets are an essential part of cities' overall economic development strategy.

OPTION B: Maintain existing three transportation providers, Gresham, Portland and Multnomah County; develop consortium for improved coordination.

1. Efficient: How will this proposal reduce duplication and/or save money?

If the County remains in the business of controlling roads in Gresham, this proposal will not alleviate duplicate review of development issues. Coordination of public works functions will remain, which costs staff time and money and there is no benefit, except to allow the County to remain in the road business. There has been no demonstration that a consortium will save money. It is dependent on the level of service provided. Cities have a public involvement program, that an outside agency cannot appreciate if they are not governed by the community. We will still need to deal with our neighborhood associations as will the County for street improvements.

2. Effective: How will this proposal improve quality of service?

Previous attempts at improved coordination have resulted in short-term improvement, but over time, conditions seem to revert back to status-quo resulting in very little improvement in terms of service quality. The consortium approach has been discussed extensively in the past but there has been limited support due to the reasons mentioned previously.

Under this option we will still have an outside agency (County) that must provide duplicate services to the cities in terms of land use and development review and coordination of CIP. This leads to increased staff time and unnecessary delay in processing CIP and development permits on projects within the City that happen to fall on County roads. The developer still must go through two agencies to seek approval for their project. Maintenance of roads will continue to be fragmented with two agencies oftentimes covering the same area to provide such routine services as street sweeping, signing, and striping.

3. Local Needs: How will this option incorporate local priorities in the proposal?

Gresham places a high priority on being a full-service provider to City residents. Problems related to LID requests, neighborhood traffic control issues and the City's ability to closely tie economic development with transportation will remain unresolved under this option. Without a significant amount of time being spent by both City and County staff to coordinate in these areas, the City will not be able to fulfill its priorities pertaining to these issues.

4. Regional Responsibilities: How does this option incorporate the interests of the region?

By not controlling its own roads within its jurisdiction, Gresham's ability to address regional issues that are transportation related is very limited. Land use and transportation policies are decided by two different agencies who may not agree on long- or short-term solutions to address regional transportation issues. Although a majority of the roadway users live and work in Gresham, their elected officials will have little to say about prioritization of County road improvement projects or scheduling of maintenance activities.

5. Accountable: How does this proposal enhance government's responsiveness to citizens?

Of all the issues listed, accountability is the one that suffers most under this option. City staff and local officials have a very difficult time explaining to citizens on County roads that it is not their responsibility if something does not get done or improvements have not been scheduled to accommodate their particular neighborhood. Under this option we are still perpetuating a double standard for these residents.

REVIEW OF ROAD OPTIONS

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Citizens will continue to get shuffled from one road agency to the other to solve what should be a routine request for road services. Priorities of local residents must be juggled with those of other communities which may have significantly different road maintenance needs. Citizens requesting solutions to neighborhood traffic problems will not be able to avail themselves of the programs offered by the City if they reside on a County road.

6. Equitable: How does the proposal redistribute the available resources in the most equitable manner?

This proposal fails to distribute resources in an equitable manner if the County continues to maintain streets inside Gresham. Gresham has more revenue per mile of road than the other jurisdictions. This proposal would continue that distribution.

7. Collaborative: How will the proposal enhance the ability of our governments to work together?

This proposal will continue the difficulties that currently exist between the two agencies. When the County is providing a service that the City has primary responsibility for, it creates duplication, and different policies by the different electorate, which decreases the ability of governments to work together.

8. Core function: How does the proposal enhance each government's core functions?

If the County is to maintain roads inside Gresham, then the proposal detracts from the City's core function. The City provides all other public works services except roads, and has responsibility for land use planning City wide. Public works standards are a component of the Comprehensive Land Use Plan, and apply city wide.

OPTION C: Consolidate transportation responsibilities into one provider for the county.

1. Efficient: How does proposal reduce duplication and/or save money?

The proposal would consolidate all transportation services within one agency. This would eliminate three separate agencies with street responsibilities, but by itself would not eliminate the equipment nor staff, since all agencies are utilizing staff and equipment fully. However, this would not eliminate the duplication of services. This one agency while controlling streets, would not control land use or other public infrastructure. Developers would be forced to still deal with the jurisdiction in which they were developing, and then deal with the street provider. Capital improvements would need to be coordinated both internally and then externally. External coordination on street issues is expensive, as there is no one person who has the authority to decide the issue.

2. Effective: How will this proposal improve quality of service?

This option does not solve the problem of how we coordinate land use and transportation issues. Under this scenario all roads would be managed by a single provider who would not necessarily be responsible for any of the land use decisions being made by local jurisdictions. Coordination of sewer, water, and storm drain projects of local agencies would be further complicated in having to deal with an outside organization that may not be aware or share local service standards.

3. Local Needs: How does this option incorporate local priorities in the proposal?

In order to accommodate local priorities, a significant amount of staff time on the part of local agencies and the road provider would have to be allocated. That time would be spent incorporating into their plan, common maintenance standards, new programs, public information policies, design and construction standards, and other items that are unique to a given jurisdiction. This becomes a time consuming and unnecessary drain on staff time to accomplish what local jurisdictions have already achieved.

Economic development goals that are tied to road improvements may not get the consideration that local agencies require because decisions regarding land use planning and zoning would be done independent of roadway planning.

4. Regional Responsibilities: How does this option incorporate the interests of the region?

Under this option planning for roadways and maintenance of those roadways could be greatly simplified if the roadway provider did not have to look at other factors that influence regional transportation decisions. However, that is not the case; land use decisions made at the local level have a direct impact on transportation decisions. Many of the issues that the region is facing regarding transportation have to be decided at the local level and consequently be wrapped into a regional transportation plan. With one road provider providing transportation services independent of local agencies for all of the county, it would be very difficult to prepare a transportation plan that truly accommodates all of the regions needs.

5. Accountable: How does this proposal enhance government's responsiveness to citizens?

The further removed from local control the less responsive government becomes. That is evident in looking at the structure of Federal, State, County, and City government. This option would further complicate the issue of being responsive to local citizens' requests for road improvements. When City residents call City Hall with a problem, be it roads or anything else, they want an answer. By having an outside agency control all of the roads within our jurisdiction, we would not be able to give them an answer if the request pertains to roads. We would have to shuffle them to another road agency who may or may not be responsive to their request.

6. Equitable: How does the proposal redistribute available resources in the most equitable manner?

The proposal would allow all resources and needs to be placed in one pot. The decision makers would spend considerable time arguing over who should get what project and when. Since there are more needs than dollars, the assignment of projects within a jurisdiction would be extremely difficult. This proposal is not like the Metro JPAC model where we are dealing with a limited pot of money that can be applied to only certain projects; this case involves our day-to-day maintenance and capital improvements. The citizens in Gresham may have a desire to spend the gas taxes they receive on particular projects, and citizens in Portland may prefer spending their funds a different way. No one agency can satisfy the needs of other jurisdictions.

7. Collaborative: How does the proposal enhance the ability of our governments to work together?

The proposal would force the decision makers to collectively resolve street policy issues. However, this large street agency would become quite powerful, and individual cities would have limited effect on the ability to change the direction of the agency. The agency would set street priorities that most likely would conflict with the priorities the other agencies would be setting for the remaining public infrastructure. This proposal would have no effect on governments' ability to work together on other public works issues or land use issues that affect roads.

8. Core Function: How does the proposal enhance each government's core functions.

The proposal destroys cities' abilities to provide a service that touches on every other service they provide. Police, fire, water, sewer, stormwater, and land use, are integral to streets, and vice versa. This proposal removes the tie that binds all of the other city services together. It allows a large powerful agency to set direction for streets that will influence all of the other city services.

OPTION A

Transfer road responsibilities to the two largest municipalities, Portland and Gresham:

- a. Move from three to two transportation providers;
- b. County contracts with either/both for road service in unincorporated areas;
- c. East cities continue to contract for road services they choose not to provide for themselves; would contract with municipalities.

Assumes:

1. Road jurisdiction within the City of Gresham would be transferred from Multnomah County to Gresham.
2. The USB would divide Gresham and Portland contract responsibilities: Multnomah County would contract with Portland for county roads within the USB and Sauvie's Island.

EVALUATION

- a. Efficient - How does proposal reduce duplication and/or save money?

Potential areas for reductions and savings include:

- Reduction in the number of sign shops - two sign shops to one sign shop.
- Reduction of planned capital equipment replacements by the City resulting from equipment transfers.
- Reduction of street light administration costs - three street lighting authorities to two street lighting authorities.
- Reduction of overall administrative costs - three providers to two providers.
- Reduction of transportation modeling costs in urbanized areas - three jurisdictions now participate in modeling efforts, would reduce to two jurisdictions.

Other efficiency considerations:

- Within urbanized areas, consistent standards for maintenance and traffic control may result in initial cost increases. In the long term, however, consistency will improve service and reduce costs associated with maintaining two standards of traffic control equipment and carrying inventory to meet two standards of traffic control devices.
- Within urbanized areas, packaging road related services such as land use planning, building permits, sewers together will maximize efficiency of this option. Without this package of services, potential for inefficiencies increases dramatically.

- b. Effective - How does proposal preserve or improve the quality of service?
- Improved maintenance of oil gravel streets within the current city limits because of the increase in expertise and equipment to maintain these streets.
 - Improved level of service on the Willamette River Bridges by consolidating operation, maintenance, and ownership of the bridges with one jurisdiction.
 - Improved level of service on smaller bridges and structures in unincorporated areas because of City expertise.
 - Improved level of service as urbanized areas are brought to urban transportation standards.
 - Consistent standards within the USB: traffic control, maintenance, planning.
 - Service levels could deteriorate if road related services are not packaged together, i.e., land use planning, building permits, sewers.
- c. Local Needs - How does the proposal incorporate local priorities or initiatives?
- Local needs are better met by moving services to municipalities. When the County is the transportation provider the needs of the entire county swamp the needs of local communities.
 - By using the City of Portland's Local Needs Survey residents will be able to voice their local priorities and are more likely to have those needs responded to.
- d. Regional Responsibilities - How does the proposal incorporate the interests of the region (region means either county-wide or Metro area)?
- Multnomah County would retain involvement with JPACT; ensures voice for countywide interests.
- e. Accountable - How does the proposal enhance governments' responsiveness to citizens?
- Maintains government responsiveness. County maintains road jurisdiction in urbanizable areas until annexation; will maintain jurisdiction for all roads outside of urban areas. The County will be responsible for contract monitoring and will ensure that its contractors, the municipalities, live up to their agreements.
 - Residents in contract areas will have County staff and elected representatives to that can address unresolved disputes and service problems.
- f. Equitable - How does the proposal (re)distribute available resources in the most equitable manner?
- Unclear - more information needed.

- g. Collaborative - How does the proposal enhance the ability of our governments to work together?
- The contractual relationship between the County and the municipalities forces coordination of issues.
- h. Core Function - How does the proposal enhance each government's core functions?
- Vests cities with core municipal functions of land use planning and transportation services.

OPTION B1

Single provider of maintenance services.

- a. All maintenance in the county would be provided by one jurisdiction;
- b. Jurisdictions would pool maintenance personnel, equipment, and stocks;
- c. Local jurisdictions would retain traffic management, engineering, and planning responsibilities.

EVALUATION

- a. Efficient - How does proposal reduce duplication and/or save money?

Potential areas for reductions and savings include:

- Reduction in the number of sign shops - two sign shops to one sign shop.
- Reduction of planned capital equipment replacements by the City resulting from sharing equipment.
- Economies of scale may result in lower materials costs.
- Reduction of administrative costs for maintenance function i.e., payroll costs, personnel recruitment costs.
- Reduction of pavement management system costs - three systems to one system.

Other efficiency considerations:

- Within urbanized areas, consistent standards for maintenance and traffic control may result in initial cost increases. In the long term, however, consistency will improve service and reduce costs associated with maintaining two standards of traffic control equipment and carrying inventory to meet two standards of traffic control devices.

- b. Effective - How does proposal preserve or improve the quality of service?

- Improved maintenance of oil gravel streets within the current city limits because of the increase in expertise and equipment to maintain these streets.
- Improved level of service on smaller bridges and structures in unincorporated areas because of City expertise.
- Improved level of service if jurisdictions agree to consistent standards within urbanizable areas i.e, traffic control and maintenance.

- c. Local Needs - How does the proposal incorporate local priorities or initiatives?
- Local needs are better met by retaining engineering, operations and planning functions with the individual jurisdictions.
 - Proposal does not address transferring jurisdiction of streets in the City of Gresham from the County to the City. To maximize the local control benefits of this option, streets should be transferred.
- d. Regional Responsibilities - How does the proposal incorporate the interests of the region (region means either county-wide or Metro area)?
- Would not change regional balance of power. No benefits or costs of the change for the county as a whole or for the Metropolitan area.
- e. Accountable - How does the proposal enhance governments' responsiveness to citizens?
- Maximizes accountability by retaining jurisdictional control of transportation planning and operations.
 - County roads within Gresham should be transferred to the City to maximize responsiveness to local needs from a planning and operations perspective.
- f. Equitable - How does the proposal (re)distribute available resources in the most equitable manner?
- Unclear - more information needed.
- g. Collaborative - How does the proposal enhance the ability of our governments to work together?
- Allows jurisdictions to combine resources where jurisdictions have a common interest, i.e., maintaining capital facilities. Retains jurisdictional control where agreement is less easily reached (system operation, planning and engineering) because of competing local interests and needs.
 - Builds a platform for consolidation of other functions over time as conditions change and where jurisdictions hold common interests.
- h. Core Function - How does the proposal enhance each government's core functions?
- Vests cities with core municipal functions of land use planning and transportation services.

OPTION B2

Federation of jurisdictions.

- a. Jurisdictions retain current service delivery and road ownership.
- b. Jurisdictions engage in planning for roadways of countywide significance.

EVALUATION

- a. Efficient - How does proposal reduce duplication and/or save money?
 - No reduction of duplication or savings identified.
- b. Effective - How does proposal preserve or improve the quality of service?
 - Increased coordination on roadways and projects of countywide significance may improve the countywide transportation system - provides a higher level of joint planning than occurs between jurisdictions now.
- c. Local Needs - How does the proposal incorporate local priorities or initiatives?
 - Retains local control.
 - Balances countywide planning interests with local needs.
- d. Regional Responsibilities - How does the proposal incorporate the interests of the region (region means either county-wide or Metro area)?
 - Increases responsiveness of jurisdictions to countywide needs.
 - Potential to increase consistency of voice within the Metro area.
- e. Accountable - How does the proposal enhance governments' responsiveness to citizens?
 - Increases responsiveness to countywide needs, but does not erode responsiveness to local needs.
- f. Equitable - How does the proposal (re)distribute available resources in the most equitable manner?
 - Unclear - more information needed.
- g. Collaborative - How does the proposal enhance the ability of our governments to work together?
 - Forces jurisdictions to engage in collaborative planning on roadways of countywide significance.
- h. Core Function - How does the proposal enhance each government's core functions?
 - Does not enhance Gresham's provision of road services to its citizens. Keeps the County in the road business which distracts from the County's identified core functions.

OPTION C

Consolidate transportation responsibilities into one provider for the county:

- a. Move from three providers to one;
- b. Assume an ODOT model which:
 - 1. A single agency provides all transportation services (eg. planning, design, capital construction, maintenance, traffic management, bikeways, light rail, response to citizen requests) and
 - 2. A governing council of affected governments (like ODOT's Transportation Commission) sets policy, (eg. performance standards, capital improvement plan, budget approval, participation in regional planning bodies).

EVALUATION

- a. Efficient - How does proposal reduce duplication and/or save money?

Potential areas for reductions and savings include:

- Facilities reduction due to consolidation - maintenance, operations, administration.
- Economies of scale may result in lower materials costs.
- Reduction of overall administrative costs of all jurisdictions involved: 6 cities and one county.
- Reduction of transportation modeling costs in urbanized areas - three jurisdictions now participate in modeling efforts, would reduce to one authority.

Other efficiency considerations:

- Within urbanized areas, consistent standards for maintenance and traffic control may result in initial cost increases. In the long term, however, consistency will improve service and reduce costs associated with maintaining two standards of traffic control equipment and carrying inventory to meet two standards of traffic control devices.

- b. Effective - How does proposal preserve or improve the quality of service?

- Improved maintenance of oil gravel streets within the current city limits because of the increase in expertise and equipment to maintain these streets.
- Improved level of service on the Willamette River Bridges by consolidating operation, maintenance, and ownership of the bridges with one jurisdiction.
- Improved level of service on smaller bridges and structures in unincorporated areas because of City expertise.

- Improved level of service as urbanized areas are brought to urban transportation standards.
 - Consistent standards within the USB: traffic control, maintenance, planning.
 - Significant jurisdictional barriers to other city/county agencies that need to coordinate with transportation or who now receive services from the transportation provider.
 - Requires a major change in statute to implement.
- c. Local Needs - How does the proposal incorporate local priorities or initiatives?
- Eliminates local control.
 - Local needs are likely to get swamped by countywide needs. Services such as the Neighborhood Traffic Management program are likely to dissolve to address countywide interests.
- d. Regional Responsibilities - How does the proposal incorporate the interests of the region (region means either county-wide or Metro area)?
- Would be very responsive to countywide needs.
 - Size of the Authority would change the balance of power in the Metro region. Voice would be united and strong.
 - Brings the Metro area one step closer to a regional transportation authority.
- e. Accountable - How does the proposal enhance governments' responsiveness to citizens?
- Does not enhance responsiveness; may maintain responsiveness.
 - Directly elected board would strengthen accountability - implies the creation of a special service district, but this would also decrease local control and contradicts Boundary Commission policy opposing the creation of new districts.
- f. Equitable - How does the proposal (re)distribute available resources in the most equitable manner?
- Unclear - more information needed.
- g. Collaborative - How does the proposal enhance the ability of our governments to work together?
- Forces jurisdictions to work issues through together.
- h. Core Function - How does the proposal enhance each government's core functions?
- Jeopardizes land use/transportation coordination and community development functions by removing transportation services from local governments.

APPENDIX 3

CITIES OF WOOD VILLAGE, TROUTDALE, FAIRVIEW

RESPONSE TO OPTION A

ANALYSIS OF FIFTH OPTION - MEMO OF UNDERSTANDING

10/21/91

OPTIONS FOR CONSOLIDATION OF TRANSPORTATION SERVICES
PERSPECTIVE OF FAIRVIEW, TROUTDALE AND WOOD VILLAGE

OPTION A

Transfer road responsibilities to two largest municipalities, Portland and Gresham:

- a. Move from three to two transportation providers
- b. County contracts with either/both for road service in unincorporated areas.
- c. East cities contract with either for road services.

Criteria 1. Efficient: How does proposal reduce duplication and/or save money?

- Agree with County's response.
- In addition, note that our Cities participate in the CDBG Urban County Consortium and benefit from the reasonable costs for engineering services.

Criteria 2. Effective: How does proposal preserve or improve the quality of service?

- Do not expect improvement in quality of service. The County is accountable to the overall regional interests for a functional transportation system; individual Cities are not. Priority setting by Gresham and Portland would most likely negatively affect our Cities and the unincorporated area. Not effective from a regional perspective.

Criteria 3. Local Needs: How does the proposal incorporate local priorities or initiatives?

- Emphatically agree with County's response! Gresham benefits at the expense of the smaller Cities and unincorporated area. In our situation of an urbanized area where all our Cities border a major freeway (I-84), the regional interest of a functional transportation system should take priority over local needs.

Criteria 4. Regional Responsibilities: How does the proposal incorporate the interests of the region (define region)?

- This option totally ignores the interests of the region.
- Factionalizes; places Portland and Gresham priorities as supreme over regional interests to function effectively.

Options for Consolidation of Transportation Services (cont.)
Page 2

Criteria 5. Accountable: How does the proposal enhance governments' responsiveness to citizens?

- Substantially reduces accountability to citizens of smaller cities and the unincorporated areas in Multnomah County.

Criteria 6. Equitable: How does the proposal (re)distribute available resources in the most equitable manner?

- Agree with County response.

Criteria 7. Collaborative: How does the proposal enhance the ability of our governments to work together?

- Emphatically agree with County response.

Criteria 8. Core Function: How does the proposal enhance each government's core functions?

- Cities should own and be responsible for local streets. However in our urbanized area, the interests of regional functionalism must take priority over local interests.

OPTION B3

Implement concept of the Memorandum of Understanding (adopted 1/30/90) for sharing road capital and maintenance functions. Memorandum of Understanding could be expanded to include Portland and Maywood Park.

- a. Local streets owned by Cities.
- b. Jurisdictions contract with a maintenance provider for their chosen level of service for local streets.
- c. Expand role of East Multnomah County Transportation Committee to coordinate Capital Improvement Program and project scheduling.
- d. Cities responsible for development review following negotiations establishing uniform development standards and specifications.

Criteria 1. Efficient: How does proposal reduce duplication and/or save money?

This proposal reduces duplication by:

- Involving all Cities, on a continuing basis, in the development of Multnomah County's Capital Improvement Plan (CIP).

- Utilizing the East Multnomah County Transportation Coordinating Committee as a forum for achieving an enhanced intergovernmental review body.
- Providing a mechanism for the coordination of schedules and other changes which affect construction, reconstruction or major maintenance activities.
- Permitting cities to coordinate development activities within their boundaries which affect roads which are the responsibility of other jurisdictions.
- Transferring maintenance responsibilities and resources for local roads to the Cities.

Criteria 2. Effective: How does proposal preserve or improve the quality of service?

This proposal preserves and improves the quality of service because it reduces duplication of efforts and provides a mechanism and forum for the development of cooperative solutions.

The Memorandum of Understanding was adopted but has not been enacted. In order for the area to reap the benefits of this agreement, signatories must begin the process of implementing this document.

Criteria 3. Local Needs: How does the proposal incorporate local priorities or initiatives?

- Gives local jurisdictions a voice in the development of the County's CIP.
- Legitimizes the role of the East Multnomah County Transportation Coordination Committee.
- Provides ability for local jurisdictions to determine development standards on all roads.
- Allows Cities to determine and contract for maintenance needs.

Criteria 4. Regional Responsibilities: How does the proposal incorporate the interests of the region?

- Allows for development of a sub-regional network of roads to be operated on a county-wide basis (outside of Portland) OR regional network including Portland and Maywood Park.
- Provides a well-defined set of responsibilities that, when carried out, can be fully understandable to all jurisdictions and citizens.

Options for Consolidation of Transportation Services (cont.)
Page 4

Criteria 5. Accountability: How does the proposal enhance governments' responsiveness to citizens?

- Uniform standards allow government to be directly responsible to their customers.
- Local jurisdictions accountable for their service level choices.

Criteria 6. Equality: How does the proposal (re)distribute available resources in the most equitable manner?

- County wide resources assigned based on County wide decision making process that addresses entire transportation system.
- Local jurisdictions do not have to duplicate resources unless they opt for no contracting.

Criteria 7. Collaborative: How does the proposal enhance the ability of our governments to work together?

- Collaboration is required to assure equitable assignment of resources.
- Requires a consensus of opinion at policy level as to the overall effectiveness and servicability of the County wide transportation system.
- Requires all jurisdictions to evaluate their standards as they relate to land use and development.
- Requires negotiation to reach standardized development standards in regards to transportation.

Criteria 8. Core Functions: How does the proposal enhance each government's core functions?

Cities would be responsible for local roads in their jurisdictions, accountable to citizens for the level of service provided.

Both cities and counties have transportation functions assigned in Oregon Statute.

Consortium under Memorandum of Understanding guidelines would facilitate meeting the Transportation Planning Rule of LCDC.

No more time wasted on arguing. We can get back to providing service.

	OPTION A Portland & Gresham provide all transportation services	OPTION B Consolidate all services into one provider	OPTION C Consortium with consolidated maintenance	OPTION D Consortium - Federation of existing providers
EFFICIENT	<p>enhanced: cuts duplications for developer review, capital improvements, maintenance & construction standards, sign shops, admin costs, transportation modeling, capital equipment replacement cost</p> <p>reduced: increases costs to county in fleet, parks, surveyor, loss of indirects. both county and 3 east cities could lose engineering for CDBG</p>	<p>enhanced: best use of equipment, facilities, reduced administration, materials costs, transportation modeling costs; consolidates purchasing; consistent standards for maintenance and traffic control inside USB will show long-term savings</p> <p>reduced: some duplication with separation of land use and public infrastructure from roads provider</p>	<p>enhanced: reduced sign shops, shared equipment, lower materials costs, reduced admin for payroll, personnel recruiting; reduced costs for PMS; pooling equipment, workforce, facilities</p> <p>reduced: if cannot reconcile uniform maintenance standards with local desires; if loss of Gresham PMS; if reduces coordination between maintenance & capital projects; reduced response for immediate maint. needs (slides, potholes)</p>	<p>enhanced: savings on engineering costs; unity in seeking regional/federal money; leverage for regional projects</p> <p>reduced: jurisdictions would still provide full range of transportation services</p>
EFFECTIVE	<p>enhanced: better coordination for land use and transportation decisions, use of computerized PMS, improved service of oil gravel streets, bridges/ structures in unincorporated, consistent standards in USB, allows "packaging" of land use, building permits, sewer services</p> <p>reduced: if expertise and revenue not available; if contract governments have insufficient control over service levels, if only PDX and Gresham set priorities.</p>	<p>enhanced: creates uniform standards for maintenance, traffic control, improves credibility at regional, state level; improved service on WR bridges and other structures with PDX expertise</p> <p>reduced: if difficult to coordinate land use, sewer, water, storm drain projects</p>	<p>enhanced: broader base for expertise; better use of specialized equipment; improve maintenance of oil gravel streets; structure and bridges service improved with PDX expertise; consistent standards possible inside USB</p> <p>reduced: local responsiveness (special events) may be lost; negative impact on rural service if not represented.</p>	<p>enhanced: improves countywide system; increases joint planning; pooled resources would help fund worthy but under funded improvements; eliminate long-range planning by each jurisdiction</p> <p>reduced: additional layer of review/ approval for major projects</p>
LOCAL NEEDS	<p>enhanced: control of LIDs, Citywide neighborhood traffic management program, local development priorities, cities do not compete with county priorities</p> <p>reduced: Gresham local needs will outweigh needs of unincorporated and east cities</p>	<p>enhanced: increased efficiencies could lead to improved local services</p> <p>reduced: countywide interests likely to control, perceived to be at expense of municipalities; likely loss of neighborhood traffic mgt program; possible to incorporate local design standards, but will require extra municipal staff & cost</p>	<p>enhanced: because jurisdictions retain engineering, operations and planning functions; control over capital projects;</p> <p>reduced: to extent jurisdictions would not control maintenance strategies, schedules; could lengthen response time for maintenance; rural communities could be disadvantaged</p>	<p>enhanced: retains local control; some balance of countywide planning and local needs; opportunity to satisfy local needs too large in scope for local budget</p> <p>reduced: if locally desired project is not of countywide significance</p>
REGIONAL RESPONSIBILITIES	<p>enhanced: if Multnomah County retains involvement with JPACT for countywide interests, if unified Gresham control of land use and transportation affects much of east county for the better</p> <p>reduced: immediate affect is balkanizing; emphasis on Gresham, not countywide, needs; no regional focus</p>	<p>enhanced: addresses overall county system and prioritizes countywide; unified, strong voice in Metro region; one step closer to a regional transportation authority</p> <p>reduced: if reduces coordination with municipalities on land use</p>	<p>enhanced: ensures uniform maintenance standards countywide; but not seen as changing the regional balance of power; gradual move toward regional services;</p> <p>reduced: not apparently</p>	<p>enhanced: jurisdictions become more responsive to countywide needs; more unity vis a vis Metro; more efficient response in emergencies; increased support larger capital bonding projects</p> <p>reduced: not apparently</p>
ACCOUNTABLE	<p>enhanced: gives Gresham direct responsibility to Gresham citizens for complaints, city priorities; through diligent contract monitoring jurisdictions can preserve/ direct services for contract areas</p> <p>reduced: unincorporated rural county & east cities enter into contract relationship with separate, not overlapping representative government</p>	<p>enhanced: eliminates confusion about who is responsible for transportation needs; could develop consistent way of addressing complaints</p> <p>reduced: not responsive directly through an elected representative; creates distance between citizen and provider; may consider creation of special service district with elected board (contrary to Boundary Commission direction)</p>	<p>enhanced: if jurisdictions retain control of transportation planning and operations; if Gresham roads transferred to Gresham; single provider eliminate citizen confusion;</p> <p>reduced: if projects cannot be coordination at neighborhood level; if citizen complaint process not effective; reduced flexibility to use capital fund for emergency/ disasters; question of coordination between capital projects and maintenance</p>	<p>enhanced: increases responsiveness to countywide needs with no apparent erosion of responsiveness to local needs; local control over daily operations retained; capital project funds for local concerns retained</p> <p>reduced: not apparently</p>
EQUITABLE	<p>generally unknown, to be negotiated</p>	<p>enhanced: all transportation revenues distributed with countywide priorities</p> <p>reduced: insufficient funds overall may delay priorities for individual jurisdictions</p>	<p>enhanced: unknown, need further development; fair distribution of maintenance service based on need</p> <p>reduced: for Gresham, loses current autonomy over city road revenues.</p>	<p>enhanced: pooling results in equitable distribution of funds for high priority projects of countywide significance</p> <p>reduced: not apparently, although effectiveness depends on amounts available to jurisdictions to pool collectively</p>
COLLABORATIVE	<p>enhanced: reduces Gresham/Multnomah County dispute, contract relationship forces coordination</p> <p>reduced: also seen as decreasing incentives to collaboration, cutting county and east cities out of decision-making role</p>	<p>enhanced: IGA forces collaboration</p> <p>reduced: question of municipalities' clout to direct/ influence large powerful agency</p>	<p>enhanced: allows combined resources for common interest - maintenance - while retaining local control where competing local needs typically arise - system operation, planning, engineering; joint planning efforts enhanced</p> <p>reduced: current difficulties - lack of coordination between another jurisdiction's maintenance provision and local projects - not resolved</p>	<p>enhanced: through prioritizing capital projects</p> <p>reduced: not apparently; question of ultimate decision-making responsibility in event of disputes</p>
CORE FUNCTION	<p>enhanced: for cities - land use, transportation, sewer, water, street lights combined in municipality, for Gresham gains expertise, road revenues</p> <p>reduced: negative effect on other county services, fleet, parks, etc. as described above.</p>	<p>enhanced: allows all governments to focus on core functions</p> <p>reduced: jeopardizes municipal responsiveness for land use, transportation & community development; reduces ability to provide coordinated water, sewer, storm water services</p>	<p>enhanced: cities provide land use planning and transportation services (other than maintenance)</p> <p>reduced: for Gresham transfer of roads required to consolidate its municipal functions; also seen as minimal impact - transportation revenues are earmarked.</p>	<p>enhanced: allows jurisdictions to concentrate on core functions</p> <p>reduced: keeps county in the road business which distracts from county's identified core functions</p>



MULTNOMAH COUNTY

Planning & Development
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BOARD OF
COUNTY COMMISSIONERS
OCT 24 AM 11:27
MULTNOMAH COUNTY
OREGON

Fax Transmittal

Date: Oct 24, 1991

To: Debra Anderson, Sharon Kelly, Corey Hansen, Rick Bauman

From: R. Scott Pendola

Re: Planning Service Model Evaluations

Comments: The Consolidation work group asked each jurisdiction to evaluate organizational models using the same criteria. This is Multnomah County's evaluation. Please attach to my "Planning Service Organizational Models" memo. (Oct. 16, 1991)

Planning Service Models

Evaluation by Multnomah County

<u>▼ Evaluation Criteria</u>	<u>Alternatives</u>				
	Ptl/Gresh	Ptl	Gresh	Urban/Rural	Metro
Efficient	1	2	2	5	2
Effective	1	3	2	3	3
Local	2	2	2	5	2
Regional Responsibilities	1	3	1	3	5
Accountable (rural citizen perspective)	2	2	2	4	3
Equitable					
Collaborative	3	3	3	3	3
Core Function	2	2	2	5	2
Totals	12	17	14	28	20

* Ratings: 5 = Best Possible
 4 = High degree of acceptability
 3 = Acceptable
 2 = questionable
 1 = Unacceptable

Model Alternative: (Refer to "Planning Service Organizational Models" memo)

1. Portland/Gresham (Ptl/Gresh) - All of Multnomah County served by the two cities, Portland west side and Gresham east side.
2. Portland (Ptl) - All of Multnomah County served by the City of Portland.
3. Gresham (Gresh) - All of Multnomah County served by the City of Gresham.
4. Urban/Rural - Cities serve the urban area, Multnomah County serves the rural area.
5. Metro - Cities serve the urban area, Metro serves the rural area.

PROPOSED AGENDA
JOINT GOVERNMENT COLLABORATION
October 24, 1991
Standard Plaza Building, 3rd floor

- | | |
|---------|---|
| 3:00 pm | Getting started |
| 3:05 | Validation of purpose and progress to-date
Agreement on agenda |
| 3:15 | Presentation by Road Group
Questions and answers |
| 3:30 | Discussion and selection of options
Defining unresolved issues |
| 4:45 | Discussion of next meeting's agenda |
| 5:00 | Adjournment |

October 24, 1991

Gussie McRobert
Mayor, City of Gresham

Bob Cortright *BC*
Senior Policy Specialist

TRANSPORTATION PLANNING RESPONSIBILITIES IN MPO AREAS

Responsibility for preparation of regional and local transportation system plans is discussed in 660-12-015(2) and (3).

Regional TSPs

Responsibility of preparation of the regional plan is with the MPO. In the Portland area this is Metro. The regional TSP is for transportation facilities of "regional significance" -- a term to be defined by Metro as it prepares the plan. The regional plan must be coordinated with ODOT and consistent adopted state transportation system plans.

Counties have responsibility for preparing a regional TSP outside of MPO areas. For example, Multnomah County's regional TSP would address portions of Multnomah County outside of the Metro TSP planning area.

Local TSPs

Both cities and counties have responsibility for preparing and adopting local TSPs "within their planning jurisdiction". For cities this would mean the area covered by their comprehensive plan. For the incorporated area the city would have exclusive planning jurisdiction. For the unincorporated area the city's planning decisions would be governed by the urban growth management agreement between the city and county. In effect, there would be joint decision-making responsibility for the unincorporated urban area.

The county has responsibility for preparing a local TSP for unincorporated areas outside of urban growth boundaries.

Coordination

Preparers of TSPs are obligated to coordinate their planning efforts with affected units of governments and transportation service providers. (660-12-015(5)).

CITY OF PORTLAND
COMMISSIONER OF PUBLIC UTILITIES

M E M O R A N D U M

DATE: October 23, 1991
TO: Members of Cities/County Steering Committee
FROM: Land Use Planning Work Group
SUBJECT: Options/Recommendations for Action

Representatives of Multnomah County, the City of Portland, and the City of Gresham Planning Bureaus met twice to review proposed options for consolidation of operations. We assumed that some change had been agreed to, and our approach was to pursue the "how" more than the "if."

We have included (per your prescribed format):

1. A definition of the functions
2. The options identified
3. The preferences of the parties
4. Background documents prepared by staff from the Cities and County which provide detail on staffing as well as legal/admin issues

To summarize, the group reached consensus that:

1. Portland and Gresham should be responsible for urban unincorporated areas within their respective urban service boundaries (moving to urban reserves when ultimately identified).

2. All jurisdictions should be urging the eventual creation of a regional land use planning entity (perhaps METRO, perhaps some other body) but the near- to medium- term future does not suggest that METRO or any other entity will be prepared to assume this responsibility.

3. Absent a regional haven for the foreseeable future, the elected officials must consider options to provide planning for the eastern and western rural areas of the County. Put simply, the choice is either to leave the status quo or transfer these responsibilities to one or both cities.

Suggested Definition

Land use planning includes maintaining and updating the Comprehensive Plan and subordinate area or neighborhood plans, and developing and updating implementing land use regulations, including zoning and land division codes and ordinances. Land use regulation is the administration of these adopted plans, codes and ordinances through the review of specific proposals to develop or use land, including reviews that require a public hearing. Land use regulation also includes the enforcement of zoning requirements when unlawful or unpermitted uses occur.

Each city or county is required to adopt and maintain a plan and implementing zoning and land division ordinances. There are three areas of interest for this subject in Multnomah County: land within incorporated cities, unincorporated land within the regional urban growth boundary (all of which is also within the urban service boundary of a city within the county), and unincorporated "rural" land (land outside the urban growth boundary).

OPTIONS

Assume (based on consensus):

1. Gresham and Portland would each be responsible for urban unincorporated areas within its urban service boundary (162d?).

2. No regional entity (including METRO) is currently prepared to take on rural planning. All participating governments should begin sending clear messages that local government wants to move toward a regional, multi-county(?) planning entity. Need to define the region and the role of the new entity.

I. Portland West-Gresham East

Transfer county land use staff responsibilities to Portland and Gresham. Gresham would be responsible for rural lands in east County, including the Gorge; and Portland would be responsible for West County rural lands, including Sauvie Island.

II. County

Multnomah County continues to serve the rural areas.

III. Portland

Portland assumes all rural planning activities.

IV. Gresham

Gresham assumes all rural planning activities.

WORK GROUP PREFERENCES

Assume (consensus): cities serve unincorporated areas within UGB regional planning entity the long-term goal

PORTLAND:

Option I, i.e. Portland responsible for West County rural lands, including Sauvie Island:Gresham responsible for rural East County and Gorge

Option III, i.e. Portland assumes all rural planning activities OR

Option IV, i.e. Gresham assumes all.

GRESHAM:

Option I

Option III, i.e. Portland assumes all rural planning activities

COUNTY:

Option II, i.e. pending regional entity, County retains rural planning activity.

Option III.i.e. Portland assumes rural planning activities

STACEY
PDX

Alternatives²

Evaluation ¹ Criteria	1. Interim PDX/Gresham	2. Interim Portland	3. Interim Gresham	4. Interim County	5. Interim Metro
1. Efficient	0	0	0	0	0
2. Effective	+	+	+	-	+
3. Local Needs (from the perspective of rural communities)	-	-	-	0	-
4. Regional Responsibilities	+	-	-	0	+
5. Accountable (from the perspective of rural citizens)	-	-	-	0	0
6. Equitable (assuming maintenance of effort by Multnomah County)	0	0	0	0	0
7. Collaborative	+	+	+	-	+
8. Core Function	+	+	+	0	+
	+2	0	0	-2	+3

¹Compared with status quo, alternatives are better (+), worse (-) or about the same (0).

²All alternatives assume Multnomah County contracts with Portland and Gresham for planning services on unincorporated land inside the UGB, and that the indicated government delivers rural planning services only until a regional government accepts that role (except alternative 5).

LAND USE PLANNING OPTIONS
EVALUATION
10/21/91

The following are the eight options which I have heard articulated during our discussions to this point:

A/5- Portland accepts planning service responsibilities for the UGB and rural area west of 162nd Ave. (I know that line was not decided but it seems a reasonable place to start) and Gresham accepts planning duties for the UGB and rural areas east of 162nd Ave. The assumption is that ultimately the service will be transfered to Metro.

B/1- UGB planning is split between Portland and Gresham, based on their USB's, and Multnomah County continues to serve the rural areas. The ultimate transfer remains the same.

C - Same as B/1 except that Metro takes over the planning work immediately for the rural areas.

Dp/3- The UGB is split between Portland and Gresham and Portland assumes all rural planning services.

Dg/4- Same as above, except that Gresham assumes all rural planning services.

2 - Metro provides all unincorporated UGB and rural planning services.

E - Status quo

F - A/5 service assignment is permanent rather than ultimately transferred to Metro.

The following matrix is an attempt to quantify the unquantifiable for the sake of discussion and evaluation . I have not evaluated options E and F, since there seems little practical benefit to either maintaining the current situation or the cities assuming permanent rural planning responsibilities, but I think the group needs to say that clearly to those to whom we report.

OPTIONS MATRIX

	A/5	B/1	C	D/3	D/4	2	E	F
efficient	4	3	5	3	1	2	x	x
effective	5	3	5	4	2	2	x	x
local need	5	4	4	2	3	2	x	x
reg. need	4	3	5	4	3	4	x	x
account.	5	3	4	3	2	3	x	x
equitable	3	3	4	2	3	3	x	x
collab.	4	2	4	3	2	4	x	x
core enhan	4	2	5	4	2	2	x	x
TOTAL	34	23	36	25	18	22	x	x

Ratings:

- 5 = desirable
- 4 = acceptable
- 3 = neutral
- 2 = concerned
- 1 = unacceptable

To better explain my rationale for the preceding ratings I would like to offer the following comments:

OPTION C

In reviewing the conditions and after considering the comments made at the previous meeting, it seems the best option for the region's long-term planning services is to have Metro accept the responsibility for planning the rural portions of the region. While logical I doubt political or staffing capabilities exist (at Metro) to make this possible in the short-term. Even the recommendation by this group might have unpredictable political repercussions, without the proper groundwork being prepared.

OPTION A/5 ^{A5}

Option ~~B/T~~ ^{A5} seems the next most reasonable, since it utilizes existing cities to serve areas in which they are experienced. Gresham already has a planning services contract to administer the unincorporated area of its USB (urban service boundary), which we have done successfully for some time. Only a small portion remains unincorporated now that the annexation program has stopped. We

also have a contract to administer the building inspection services, and until recently the zoning/code investigation duties, of Multnomah County for that area from 162nd Ave. east to the Hood River County line. We have purchased equipment, trained staff and established relationships in that area. Further, we have staff experienced in County planning that have maintained an interest in and involvement with resource planning issues

OPTION D/3

The third most desirable option would be for Portland to assume the rural planning duties on an interim basis. While this is probably acceptable to Gresham, I doubt the rural areas of Multnomah County would agree.

OPTION B/1

Fourth is the Multnomah County transferring service responsibilities to Portland inside the UGB area and retaining the rural areas. For Gresham this is the same as the status quo. Again, while probably acceptable to Gresham, I doubt the public would see this as cost-saving or improved service.

OPTION 2

Fifth, Metro assuming all planning duties is not efficient or desirable from Gresham's viewpoint. Cities are the logical service providers inside the UGB, because they have the resources and commitment necessary to carry-out those functions. Coordination with Metro is absolutely needed, but the service should be provided by the cities.

OPTION D/4

Sixth, Gresham is not prepared , nor do we think it desirable for one city, to assume the planning duties for the the entire unincorporated area.

Respectfully submitted,

JOHN ANDERSEN,
Office of Strategic Planning
City of Gresham



MULTNOMAH COUNTY OREGON

M/CNTY

DEPARTMENT OF ENVIRONMENTAL SERVICES
DIVISION OF PLANNING
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RECEIVED

OCT 21 1991

Date: October 16, 1991

COMMISSIONER OF
PUBLIC UTILITIES

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

From: R. Scott Pemble, *Acting Planning Director*

Subject: PLANNING SERVICE ORGANIZATIONAL MODELS

Since the dawn of Resolution "A" debate has continued concerning potential cost-savings and/or improved service delivery resulting from further consolidation of city and county governments. The following is my attempt to provide an objective assessment of the ability of several emerging planning service models to realize either the "cost-saving" or "improved service delivery" goal.

First, I will describe the Multnomah County Planning program which will provide the basis for the subsequent discussion. In part two, the statutory requirements for both county and city planning programs will be identified. In the third section, in conceptual terms, five planning service models will be explained that depict the possible generic organizational models involving all governments party to the current consolidation discussion. In the last section, the Evaluation and Recommendation section, the Department of Environmental Services recommendations will be detailed.

Multnomah County Planning Program Description:

1. The Multnomah County Planning program has three primary missions:

- a) *To provide land use planning service for the purposes of preserving and protecting the environmental, resource, habitat, cultural, aesthetic and recreational values of rural lands for residents of Multnomah County and the state;*

- b) *To assist the Portland Metropolitan region in the development and implementation of growth management policy; and,*
- c) *To provide land use planning service to urban unincorporated areas until responsibilities are transferred to urban land use planning service providers.*

2. The Multnomah County Land Use Planning Program provides four basic planning services to accomplish its missions: Long Range Planning, Current Planning, Zoning Code Enforcement, and Special Studies.

LONG RANGE PLANNING is the development of plans that establish land use policy for the long term, usually 20 years. In Oregon, these plans are mandated by the state (ORS. 197) and federal government in accordance with planning and environmental laws. Examples of Long Range plans include Comprehensive Plans, Periodic Review, and Columbia River Gorge National Scenic Area Plan. This service is typically identified in an annual work program and is supported by planners, support staff, neighborhood/community groups, planning commission/board.

CURRENT PLANNING is defined as service(s) required to implement adopted land use policy, typically established within long range plans. Examples of current planning work are zoning, subdivision, and design review services. This service is provided on a demand/response basis and is supported by planners, support staff, county council, and planning commission/board and/or hearings officer.

CODE ENFORCEMENT is the investigative and corrective action needed to insure that land use policy and code requirements are met. Code enforcement work requires the provision of investigative, legal, and judicial services. This service is provided on a complaint/response basis and is supported by a code enforcement planner, county council, and a hearings officer.

SPECIAL STUDIES are background reports requested by policy makers and public which provide the basis for the consideration of new or revised land use policy. Examples of Special studies are the Multnomah Channel Study, Bridal Veil Historic Plan, Sandy River SEC, and Golf Course Needs Assessment. This service is generally identified in an annual work program and is supported by planners, support staff, neighborhood/community groups, planning commission/board.

3. The Multnomah County planning service area is uniquely different from areas served by other local planning service providers. There is no duplication of service area. Multnomah County serves all the unincorporated area within Multnomah County, both rural and urban areas, and city governments serve all incorporated urban area. The majority of the county's planning area, however, is rural, representing approximately 58 percent of the total county area. (See Exhibit 1 for the delineation of rural planning areas within Multnomah County.)

In accordance with intergovernmental agreements with the City of Portland and east county cities, planning responsibilities will be transferred to cities as urban areas are annexed. The entire urban service area for the City of Gresham has been annexed. Parts of the City of Portland urban service area (mid-county, west slope, and northwest hills) and a small part of the Troutdale/Wood Village urban service area remain in urban unincorporated Multnomah

Rural Planning Areas in Multnomah County

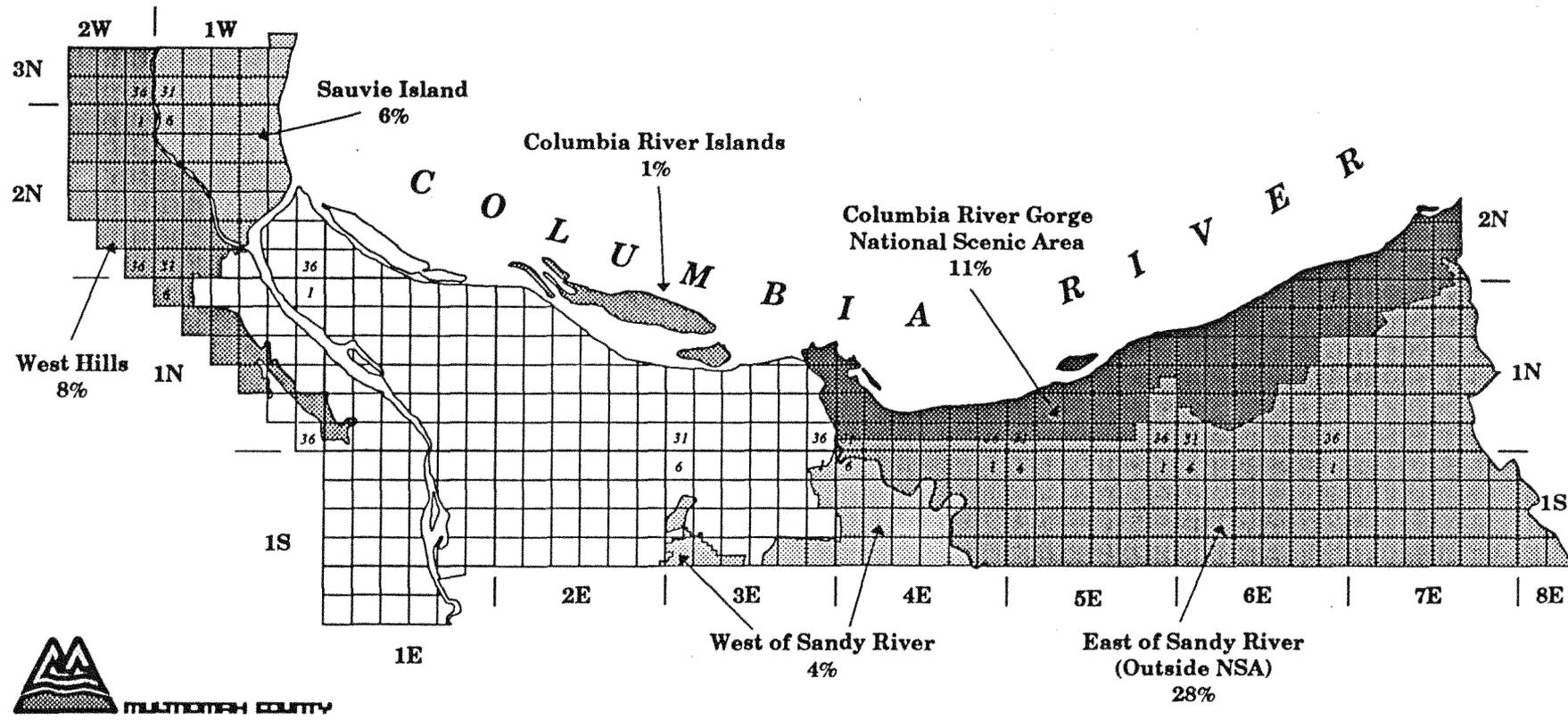
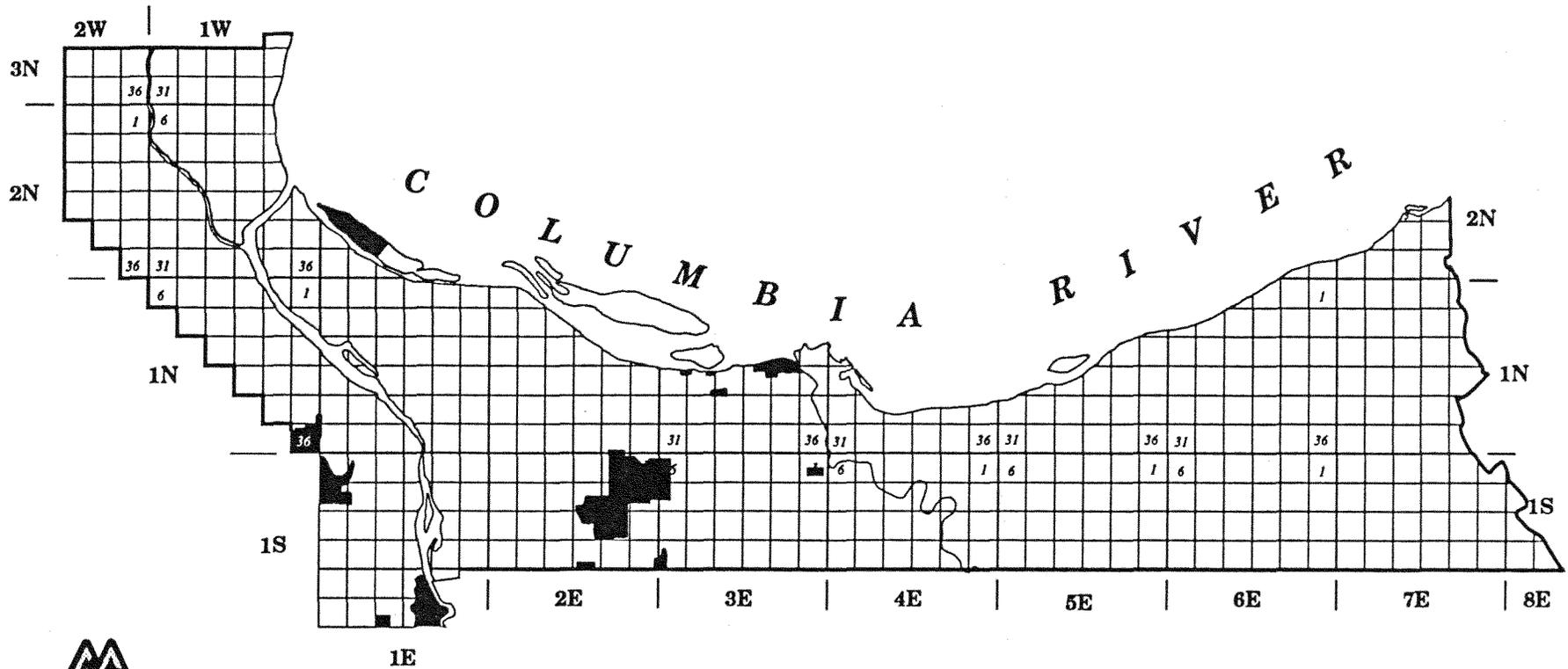


Exhibit 2

Urban Unincorporated Planning Areas in Multnomah County



County. (See Exhibit 2). The mid-county area, Portland's largest unincorporated urban area, is expected to be annexed by 1993. The remaining two smaller unincorporated areas within Portland's urban service boundary and the Troutdale/Wood village urban service area have no schedule for annexation.

Ultimately, the Multnomah County Planning Service Area will consist of only the rural unincorporated area. This will include the urban fringe area (e.g., urban reserve, secondary lands) and rural area (resource and exception lands).

4. **Multnomah County provides limited planning services to residents of urban unincorporated areas.** Current planning and special planning studies constitute the majority of the planning service provided urban unincorporated residents. Since Resolution A, approximately 40 percent of the Multnomah County current planning program is consumed by urban unincorporated residents (See Exhibit 3). Recent adjustments to the Multnomah county planning fee schedule are intended to recoup 75 percent of the cost of service delivery for all administrative and Planning Commission/Board actions.

The few special planning studies done in the urban unincorporated areas have been initiated by the city(s) designated as the ultimate planning service provider. Typically, the county planning staff supports the planning study but does not direct the study. Fano and Johnson Creeks are examples of two current special planning studies where county staff provides some support.

5. **Multnomah County provides both current and long range planning services to rural county residents.** Multnomah County is required to adopt a Comprehensive Plan and land use regulations for all areas within its jurisdiction. Through planning area agreements, the county provides planning service for only the unincorporated areas within the county. The County has an adopted comprehensive plan, zoning code, subdivision code, and design review ordinance which apply to all unincorporated lands within the county. In accordance with planning area agreements, when areas are annexed, the annexing city is responsible for planning services.
6. **Most of Multnomah County's resource is spent on rural planning.** Approximately 58 percent of all lands within the county are rural lands situated outside the urban growth boundary (UGB). The remaining area (the urban area) constitutes 42 percent of the area in the county. Within the urban Multnomah County area, a relatively small percentage of land remains unincorporated, approximately seven percent (See Exhibit 4).

The Multnomah County planning staff consist of 10 planners and support staff (this includes the Gorge Coordinator and Code Enforcement Planner positions). Staffing commitments to urban unincorporated work represents 1.6 FTE or 16 percent of the divisions personnel resources.

Requirements:

1. **Both Counties and Cities have land use planning requirements that cannot be transferred to other authorities.** State laws require counties develop comprehensive plans and land use regulations which implement those plans. The responsibility for adopting policy can not be conveyed to another jurisdiction. The County, however, may choose to contract the administration of land use regulation and long range planning service. The County Board



Multnomah County Planning and Development

Exhibit 3

FY '91-'92

Current Planning Demands

	Urban	Rural
PUBLIC INQUIRY		
Counter.....	≈700	≈1,050 [†]
Telephone.....	≈4,800	≈7,200 [†]
Pre-Application Conferences.....	23	26 [†]
ADMINISTRATIVE ACTIONS		
Design Review.....	9 (@\$4.7M project value)	14 (@\$5.2M project value)
Land Divisions.....	43	36 [†]
Uses Under Prescribed Conditions.....	1	25 [†]
Permits.....	238	210 [†]
Exceptions.....	4	0
SEC's.....	0	22 [†]
WRG's.....	7	4
Temporary Permits.....	4	2 [†]
Hillside Development Permits.....	4	13
Health Hardships.....	0	2
PLANNING COMMISSION/BOARD ACTIONS		
Zone Changes, Community Services, Conditional Uses, <i>etc.</i>	28	33 [†]
Total Demand (items)	5,861	8,637

[†]These items require particular expertise in various areas of natural resource planning and legislation unique to the County Planning Staff (e.g., farm and forest management practices, mining techniques, Columbia River Gorge National Scenic Area administration, *etc.*)



Multnomah County Planning and Development

Exhibit 3

FY '91-'92

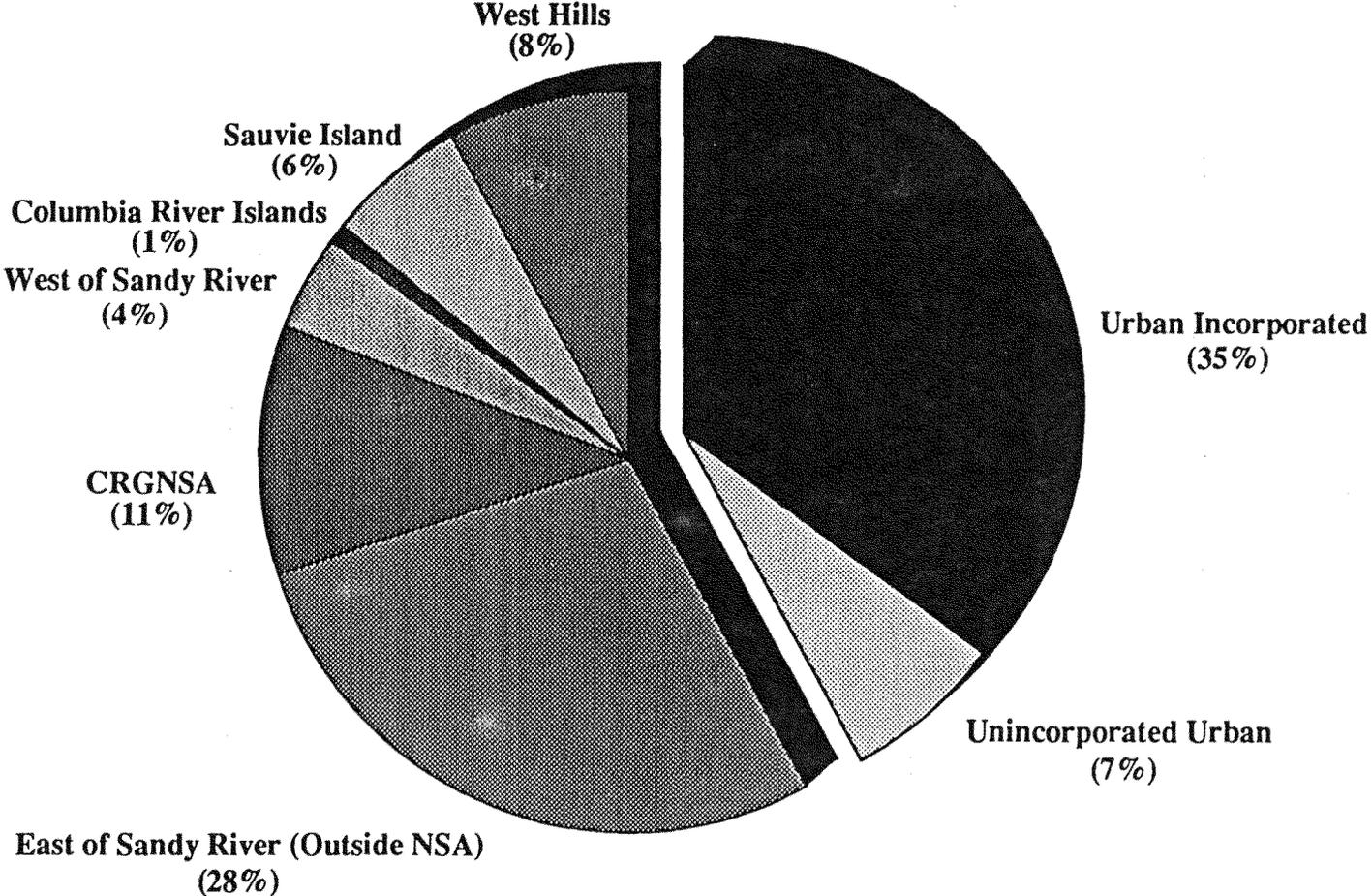
Long Range Planning Demands

	Urban	Rural
PERIODIC REVIEW		
Historic Preservation		✓
Mineral and Aggregate.....		✓†
Wildlife Corridor Study		✓†
Wildlife Corridor Implementation Strategies.....		✓†
Urban Unincorporated Periodic Review	✓	
OTHER MANDATED PLANS/STUDIES		
Columbia River Gorge Plan Implementation.....		✓†
Forest Practices Rule Implementation		✓†
RUGGO	✓	✓
Secondary Lands.....		✓†
Solid Waste Plan and Program	✓	
Drainage Basin Plans	✓	✓
SPECIAL PLANING STUDIES		
Multnomah Channel Study.....		✓†
Scenic/Resource Study – West Hills.....		✓†
Fairview Lake SEC	✓	
Corbett Community Plan.....		✓†
Sandy River SEC		✓†
Bridal Veil Historic Plan		✓†
Total Demand (items).....	5	14

†These items require particular expertise in various areas of natural resource planning and legislation unique to the County Planning Staff (e.g., farm and forest management practices, mining techniques, Columbia River Gorge National Scenic Area administration, etc.)

Planning Areas in Multnomah County

Exhibit 4



cannot assign its plan and policy adoption requirement to other units of government. In the most basic terms, the Multnomah County Board must do land use planning work, however, it has some latitude in choosing who does the work, and how the work is to be completed (See Table 1).

Table 1. – MULTNOMAH COUNTY PLANNING RESPONSIBILITIES				
Planning Requirements	Staff		Decision Makers	
	Multnomah Co.	Other	Multnomah Co.	Other
Current Plan				
• Public Inquire	✓	✓		
• Admin. Actions	✓	✓		
• PC/HO/Board	✓	✓	✓	✓
Long Range				
• Comp. Plan/PR	✓	✓	✓	
• Other Mandate	✓	✓	✓	
• Special Studies	✓	✓	✓	

2. County planning programs are distinctively different from city planning programs. The basic differences stems from state mandates. *COUNTY PLANNING* requirements are found in ORS 215 (County Planning; Zoning; Housing Codes - 20 pages) and ORS 197 (Comprehensive Land Use Planning Coordination) while *CITY PLANNING* mandates are found in ORS 227 (City Planning; Zoning - 3 1/2 pages) and ORS 197 (Comprehensive Land Use Planning Coordination).

Although both county and city planning programs are governed by ORS 197, county planning organizations have different requirements. In the Multnomah County/Portland and east county cities case, Multnomah County must apply Statewide Planning Goals 1 thru 15 while the cities need not apply Goal 3 (agriculture) and Goal 4 (Forest). This distinction sets county planning apart from city planning, emphasizing the rural resource management and protection role of the county planning program from the development emphasis placed on the city planning program. Counties are charged with a steward role of preserving and protecting habitat and resources for preservation and utilization purposes. Conversely, city planning programs are charged with the responsibility of providing space for a variety of urban land uses. This divergence of mandated and inferred philosophical differences distinguish county planning programs from city planning programs.

□ Models:

Five models have been evaluated as possible ways of providing planning service to unincorporated Multnomah County residents. All five models have two common features: phasing and regional focus. All five models recommend that comprehensive planning responsibilities ultimately reside within a regional planning authority and, in the interim (the next few years), that local government(s) provide planning service. The primary differences between the five models deals

with the question of who should provide interim planning service [*i.e.*, county, city(s) or METRO]. Two models consider **non-city strategies** and three models consider **city strategies**.

1. **Rural/Urban Model.** Multnomah County would retain all rural planning responsibility and cities would immediately assume the planning responsibility for all areas within their respective urban service boundaries (*i.e.*, planning areas within the Urban Growth Boundary). Rural planning areas would consist of the areas immediately east and west of the Sandy River, land within the Columbia River Gorge National Scenic Area, Sauvie Island, and Northwest rural County (*See Exhibit 1*). If "urban reserve" areas are designated, cities having the ultimate responsibility for servicing the "urban reserve" area would assume primary responsibility for planning the area. When a regional planning authority is established the County Planning program (at least the policy development aspects of the program) would be transferred to the regional authority. Some current planning responsibilities may continue to reside with the county, depending on the extent of planning authority conveyed to the regional government.
2. **Regional Model.** All Multnomah County planning services would be conveyed to a regional authority. This may require phasing the transfer of service until the authority of MSD or some other regional service provider is established. Like the first model, some current planning responsibilities may continue to reside with the county, depending on the extent of planning authority conveyed to the regional government. At the regional level, authority for designating general land uses (like found on comprehensive plan land use map) and developing functional plans (*e.g.*, transportation and open space plans and managing the urban growth boundary) would be the responsibility of the regional authority. Local governments may continue with current and neighborhood/community planning responsibilities, however, they would work within the regional land use planning framework.
3. **Portland Model.** All Multnomah County planning services would be conveyed to the City of Portland. A set of strategies would be devised to transition planning services to a regional planning authority.
4. **Gresham Model.** All Multnomah County planning services would be conveyed to the City of Gresham. A set of strategies would be devised to transition planning services to a regional planning authority.
5. **Portland/Gresham Model.** All Multnomah County planning services would be conveyed to the cities of Portland and Gresham. Each city would be responsible for their respective service areas, Portland on the west side of the county and Gresham on the east side of the county.

1) what is the region?
2) what is the authority?
3) what role?

Evaluation/Recommendation.

The underlying premise in the evaluation of any model in the Portland Metropolitan area is the recognition that the region is unified by socio-economic, cultural, historical, and environmental values that can best be preserved, protected and promoted through a focused regional approach. Moreover, a regional planning authority that would have responsibilities for establishing a set of land uses, preparing functional plans and devising development strategies would provide the best possible vehicle for accomplishing the agreed upon common vision for the metropolitan area.

Also, another underlying premise for this analysis is that a regional planning authority would not be created overnight. Consequently, an agreed upon interim strategy for the provision of planning service for both rural and urban areas must support and move towards the formation of an regional planning authority.

In concert with these two stated premises, two general guides were used to evaluate the five models. One, minimize the amount of energy required to create an interim strategy (save monies and resources for the real work at hand, moving towards a regional solution). The second guiding principle used is an extension of the first principle: "If it isn't broken, don't fix it." Again, save your resources for the primary work. Other factors considered included reporting, work program management, cost, and improved service delivery.

Ⓒ The Department of Environmental Services is recommending model 1 (Rural/Urban) be pursued as an interim strategy with the ultimate objective being model 2 (Regional). This approach moves the county and the region towards the recommended objective of regionalism. This approach is the easiest to implement, diverts the least amount of energy and resources from the objective, and represents the least cost alternative while maintaining good planning service.

Model 3 (Portland) does not satisfy all the guiding principles, however, could be considered an option if the following conditions were met:

- 1) Specific strategies be established for the transitioning to a regional planning authority as part of the IGA. Not just lip service in an IGA, but identifiable milestones.
- 2) Provide a better level of service for all mandated functions.
- 3) Complete work detailed in annual work programs on time and make adjustments to the work program as requested by the Board.
- 4) Provide planning service now provided by the county at the same cost.

Model 3 should only be considered if it can be demonstrated that better planning service will be provided at the same cost, and ultimately planning responsibilities would be conveyed to a regional authority.

Models 4 (Gresham) and 5 (Portland/Gresham) are not recommended because they do not lend themselves to an easy transition to an regional authority, and because of duplication of effort. Under Model 5 for example, there would be two bodies reporting to the Multnomah County Board on planning matters, some of which would concern the same issue (*e.g.*, forest housing issues on the eastside of the rural county are the same as on the westside of the rural county). Further, the limited experience city planning departments have with rural resource land use planning suggest that county staff would need to be transferred to other agencies to do the work they are now doing. No cost saving would be realized and the quality of service would remain the same.

cc. John Andersen
Margaret Bax
Bob Stacey
✓ Ramsay Weit