

# ANNOTATED MINUTES

Monday, May 12, 1997 - 6:30 PM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

## BUDGET PUBLIC HEARING

*Chair Beverly Stein convened the meeting at 6:30 p.m., with Vice-Chair Gary Hansen and Commissioners Sharron Kelley and Tanya Collier present, and Commissioner Dan Saltzman arriving at 6:35 p.m.*

PH-1 1997-98 Multnomah County Budget Overview. Central Citizen Budget Advisory Committee and Citizen Budget Advisory Committees Budget Recommendations Presentation by Jack Pessia, Central CBAC Chair. Opportunity for Public Testimony on the 1997-98 Multnomah County Budget. Testimony Limited to Three Minutes Per Person.

***CHAIR STEIN, DAVE WARREN AND JACK PESSIA PRESENTATIONS ON BUDGET MESSAGE; BUDGET REVIEW; HEARINGS SCHEDULE; AND CITIZEN BUDGET ADVISORY COMMITTEE RECOMMENDATIONS AND PRIORITIES.***

***JULIE GENTZ AND LISA NIKUNEN TESTIMONY IN SUPPORT OF FUNDING FOR NEW OPTIONS FOR WOMEN, RECOVERY FROM PROSTITUTION PROGRAM, AND RESPONSE TO QUESTIONS OF CHAIR STEIN, COMMISSIONER KELLEY AND COMMISSIONER SALTZMAN. SUSAN HATHAWAY MARXER TESTIMONY IN CONCERN FOR SHORTER HOURS AT CENTRAL LIBRARY AND IN SUPPORT OF STABLE, LONG TERM, ADEQUATE FUNDING FOR ALL LIBRARY BRANCHES.***

*There being no further business, the meeting was adjourned at 6:57 p.m.*

---

Tuesday, May 13, 1997 - 9:30 AM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

## **ASD BUDGET WORK SESSION**

*Chair Beverly Stein convened the meeting at 9:34 a.m., with Vice-Chair Gary Hansen and Commissioners Sharron Kelley and Tanya Collier present, and Commissioner Dan Saltzman arriving at 9:38 a.m.*

WS-1 Department of Aging Services 1997-98 Budget Overview and Highlights. ASD Citizen Budget Advisory Committee Presentation. Measure 47 and Other Issues. Board Questions and Answers.

**DEPARTMENT DIRECTOR JIM MCCONNELL, CITIZEN BUDGET ADVISORY COMMITTEE VICE-CHAIR ROBERT SMITH, BECKY WEHRLI OF THE PORTLAND METROPOLITAN COMMISSION ON AGING, KATHY GILLETTE, JUNE SCHUMANN, DAVE WARREN AND JOHNNIE WRIGHT RESPONSE TO BOARD QUESTIONS AND DISCUSSION ON ISSUES INCLUDING OLDER AMERICANS ACT FUNDING; MEASURE 47 CUTS; TRANSFER OF STATE DISABILITY SERVICE OFFICE TO COUNTY; MEALS; TRANSPORTATION ACCESS; EAST COUNTY FACILITY SITING; MEDICAID FUNDING; SENIOR INFORMATION AND REFERRAL HELP LINE; AND SENIOR HOUSING.**

**JIM DUNCAN TESTIFIED IN SUPPORT OF FUNDING FOR TRANSPORTATION ACCESS, AFFORDABLE HOUSING AND GRESHAM SENIOR CENTER. ANN JOHNSON TESTIMONY IN SUPPORT OF FUNDING FOR PROGRAM SERVICES, INCLUDING MEALS, NUTRITION, MEDICAL AND MEDICAL TRANSPORTATION FURNISHED BY TRI-MET. DON BALLINGER TESTIMONY REQUESTING INFORMATION ON HOW MUCH OLDER AMERICANS ACT FUNDING THE COUNTY RECEIVES AND WHAT IT IS BEING USED FOR.**

*There being no further business, the meeting was adjourned at 10:55 a.m.*

Tuesday, May 13, 1997 - 1:30 PM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

## **DCFS BUDGET WORK SESSION**

*Chair Beverly Stein convened the meeting at 1:32 p.m., with Vice-Chair Gary Hansen and Commissioners Sharron Kelley and Dan Saltzman present, and Commissioner Tanya Collier arriving at 9:35 p.m.*

WS-2 Department of Community and Family Services 1997-98 Budget Overview and Highlights. DCFS Citizen Budget Advisory Committee Presentation. Measure 47 and Other Issues. Board Questions and Answers.

**LOLENZO POE, KATHY TINKLE, DEPARTMENT BUDGET ADVISORY COMMITTEE CHAIR DOUGLAS MONTGOMERY, SUSAN CLARK, HOWARD KLINK, IRIS BELL AND FLOYD MARTINEZ PRESENTATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION INCLUDING CONTRACTS AND EVALUATION REDESIGN; ACCOUNTABILITY; INSPECTIONS; MANAGED CARE; DATA BASED MONITORING; BENCHMARKS; OUTCOMES; HOUSING SYSTEM DESIGN; OREGON HEALTH PLAN; CAPCARE; FAIRVIEW CLOSURE; INFORMATION SYSTEMS INTEGRATION; OREGON PATHWAYS; COMMUNITY BUILDING; SERVICE DELIVERY; BUSINESS COLLABORATION; BLOCK GRANT RESOURCES; FUNCTIONAL REALIGNMENT; FAMILY CENTERS; MENTAL HEALTH SERVICES; CRISIS TRIAGE CENTER; AND THE OREGON HEALTH PLAN.**

*Commissioner Collier left at 3:30 p.m.*

*There being no further business, the meeting was adjourned at 3:47 p.m.*

---

Thursday, May 15, 1997 - 9:30 AM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

## **REGULAR MEETING**

*Chair Beverly Stein convened the meeting at 9:32 a.m., with Vice-Chair Gary Hansen and Commissioners Sharron Kelley and Tanya Collier present, and Commissioner and Dan Saltzman arriving at 9:33 a.m.*

### **CONSENT CALENDAR**

***UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER HANSEN, THE CONSENT CALENDAR (ITEMS C-1 THROUGH C-8) WAS APPROVED, WITH COMMISSIONERS KELLEY, HANSEN, COLLIER AND STEIN VOTING AYE.***

### **NON-DEPARTMENTAL**

- C-1 Appointments of Katie Larsell and Alan Ulibarri to the CITIZEN INVOLVEMENT COMMITTEE
- C-2 Re-appointment of Mike Peterson to the HOUSING AND COMMUNITY DEVELOPMENT COMMISSION

### **DEPARTMENT OF SUPPORT SERVICES**

- C-3 Amendment 1 to Intergovernmental Revenue Agreement 500244 with Washington County, Allowing Washington County the Use of Twenty-six Detention Bed Spaces in the Juvenile Justice Complex for the Detention of Washington County Youth

### **DEPARTMENT OF COMMUNITY AND FAMILY SERVICES**

- C-4 Amendment 1 to Intergovernmental Agreement 101477 with the City of Portland, Providing Funding for El Club, a Spanish Language Summer Camp Program

### **DEPARTMENT OF ENVIRONMENTAL SERVICES**

- C-5 ORDER Authorizing Execution of Deed D971482 for Repurchase of Tax Foreclosed Property to Former Owners Joseph M. Cullen and Jeanne M. Cullen

***ORDER 97-93.***

## SHERIFF'S OFFICE

- C-6 Renewal of Intergovernmental Agreement 800138 with Metro, to Provide Solid Waste Flow Control and General Investigative Police Services to Metro and Provide a Supervised Inmate Work Crew to Clean Up Illegal Dumpsites within the Jurisdictional Boundaries of Metro
- C-7 Amendment 1 to Intergovernmental Agreement 800877 with the Oregon Department of Transportation, Providing Additional Funding for Traffic Enforcement in the Designated High Crash Corridor #5 on Interstate 205
- C-8 Amendment 1 to Intergovernmental Agreement 800977 with the Port of Portland and Oregon Division of State Lands, Providing Sheriff's Office Law Enforcement Services to Specific Islands in the Columbia River

## REGULAR AGENDA PUBLIC COMMENT

- R-1 Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.

***NO ONE WISHED TO COMMENT.***

*Commissioner Saltzman arrived at 9:33 a.m.*

## DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-2 PROCLAMATION Declaring the Week of May 18 through 24, 1997 as NATIONAL PUBLIC WORKS WEEK, and Recognizing the Contributions of All Multnomah County Public Works Employees

***COMMISSIONER COLLIER MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-2. JOHN DORST, DENISE DIETRICH, JIM GALLOWAY AND RICK HOLT EXPLANATION AND RESPONSE TO BOARD COMMENTS IN SUPPORT. MR. DORST READ PROCLAMATION AND PRESENTED POSTERS TO BOARD. PROCLAMATION 97-94 UNANIMOUSLY APPROVED.***

- R-3 Board Requested Briefing on Yeon Shops Annex. Presented by Larry Nicholas, Dave Boyer and Dave Warren.

**LARRY NICHOLAS AND DAVE BOYER PRESENTATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION ON ISSUES INCLUDING STRATEGIC SPACE PLAN; COST OF NEEDED IMPROVEMENTS TO THE MORRISON BUILDING; OPERATING COSTS OF MORRISON BUILDING; BUILDING LEASE; OPPORTUNITY FOR USE OF ROAD FUNDS FOR EXPENDITURES WHICH CAN BE REIMBURSED WITH CERTIFICATES OF PARTICIPATION FUNDS LATER; PROJECT EXPENDITURES AS OF APRIL 30, 1997, INCLUDING ARCHITECTURAL FIRM, INTERNAL FACILITIES CHARGES, AND ENERGY LOAN; TENANTS FOR THE PROPOSED ANNEX; TOTAL PROJECT COST; PROJECT TIMELINE; RECOMMENDATION SUPPORTING CERTIFICATES OF PARTICIPATION OVER GENERAL OBLIGATION BONDS; LOOKING INTO CO-LOCATION WITH OTHER PARTNERS. STAFF TO PROVIDE WRITTEN RESPONSE AND ADDITIONAL INFORMATION FOR BOARD DISCUSSION ON TUESDAY, JUNE 10, 1997.**

**NON-DEPARTMENTAL**

- R-4 RESOLUTION Requesting a Recommendation from the Sheriff, the District Attorney and County Counsel Regarding the Maximum Number of Inmates that Should be Held in the Multnomah County Detention Center

**COMMISSIONER SALTZMAN MOVED AND COMMISSIONER COLLIER SECONDED, APPROVAL OF R-4. CHAIR STEIN EXPLANATION. RESOLUTION 97-95 UNANIMOUSLY APPROVED.**

- R-5 Multnomah County Workforce Resolution Taskforce Assessment of County's Workforce Services and Recommendations for the County's Role in Workforce Development; Followed by Board Consideration of a RESOLUTION Supporting and Advocating for Recommendations on County's Role in and Linkage to the Community's Workforce Development System. Presented by Melinda Petersen, John Rakowitz, Mimi Maduro and Joanne Fuller.

**COMMISSIONER COLLIER MOVED AND COMMISSIONER HANSEN SECONDED, APPROVAL OF R-5. MELINDA PETERSEN, JOHN RAKOWITZ, MIMI MADURO, JOANNE FULLER PRESENTATION, EXPLANATION AND RESPONSE TO BOARD QUESTIONS AND COMMENTS IN SUPPORT. RESOLUTION 97-96 UNANIMOUSLY APPROVED.**

*There being no further business, the meeting was adjourned at 10:50 a.m.*

---

Thursday, May 15, 1997 - 11:00 AM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

## **CITY/COUNTY JOINT MEETING**

*Chair Beverly Stein and Mayor Vera Katz convened the meeting at 11:05 a.m., with County Vice-Chair Gary Hansen and Commissioners Sharron Kelley, Tanya Collier and Dan Saltzman, and City Commissioners Gretchen Kafoury, Charlie Hales, Erik Sten and Jim Francesconi present.*

JM-1 The Multnomah County Board of Commissioners Will Meet Jointly with the Portland City Council to Discuss and Consider a RESOLUTION OF INTENT Approving Process for the Evaluation of City-County Consolidation, Including Functional Consolidations, the Creation of a Consolidation Task Force, and Completion of a Threshold Study.

**CHAIR STEIN AND MAYOR KATZ PRESENTATION.  
COMMISSIONER SALTZMAN MOVED AND  
COMMISSIONER COLLIER SECONDED, APPROVAL  
OF COUNTY RESOLUTION OF INTENT. CITY  
RESOLUTION TITLE READ.**

**KAY DURTSCHI COMMENTS IN SUPPORT OF  
CONSOLIDATION OR COLLABORATION NOW.  
TROUTDALE MAYOR PAUL THALHOFER  
COMMENTS REGARDING THRESHOLD STUDY  
AND RESPONSE TO QUESTIONS OF CHAIR STEIN  
AND COMMISSIONERS COLLIER AND  
FRANCESCONI.**

**BOARD AND COUNCIL DISCUSSION ON FIRST AND SECOND RESOLVE ISSUES, INCLUDING FUNCTIONAL CONSOLIDATION; THRESHOLD STUDY; THRESHOLD TASK FORCE, THRESHOLD STUDY REQUEST FOR PROPOSALS; OPTIONS TO MERGE ALL CITIES OR PORTLAND AND COUNTY; OPTION TO PROCEED; REGIONAL ISSUES; AND TIMELINE FOR REPORT. SAM ADAMS, STAFF TO MAYOR KATZ, EXPLANATION REGARDING REPORT DATE.**

**COMMISSIONER STEN COMMENTS IN SUPPORT OF CONSOLIDATION, ADVISING HE WON'T VOTE IN SUPPORT OF RESOLUTION BECAUSE IT IS TOO MUDDLED, LARGE AND UNCLEAR; THAT A THRESHOLD STUDY IS NOT NECESSARY AND THAT HE WANTS TO SPEND TIME ON TAX REFORM AND OTHER ISSUES. COMMISSIONER KAFOURY COMMENTS IN SUPPORT OF RESOLUTION. COMMISSIONER KELLEY COMMENTS IN OPPOSITION TO RESOLUTION, ADVISING SHE HAS MANY OF THE SAME CONCERNS AS COMMISSIONER STEN; THAT EAST MULTNOMAH COUNTY INEQUITIES HAVE STILL NOT BEEN ADDRESSED; AND THAT SHE FEELS IT IS NOT IN BEST INTEREST OF ALL, OR A GOOD USE OF FUNDS. COMMISSIONER HANSEN COMMENTS IN SUPPORT OF RESOLUTION, ADVISING HE FEELS THE STUDY WILL PROVIDE INSIGHTS AND ANSWER QUESTIONS. COMMISSIONER HALES COMMENTS ADVISING HE RELUCTANTLY SUPPORTS THE RESOLUTION, BUT THAT HE FOUND NO INSTANCES OF CONSOLIDATION SAVING MONEY; THAT HE IS CONCERNED WITH THE COSTS OF THE STUDY; AND THAT HE WILL CONTINUE FOCUSING ON FUNCTIONAL CONSOLIDATION AND MONEY. COMMISSIONER FRANCESCONI COMMENTS IN SUPPORT OF RESOLUTION AND THRESHOLD STUDY, STATING EAST COUNTY SENIORS DON'T CARE WHO, THEY JUST WANT MORE SERVICES PROVIDED; THAT HE IS CONCERNED THERE ARE TOO MANY LAYERS OF GOVERNMENT IN THIS**

**REGION; AND THAT THE FOCUS SHOULD BE ON TAX REFORM, EDUCATION, AFFORDABLE HOUSING, FAMILY WAGE JOBS AND THE ENVIRONMENT, AND THAT HE HOPES THIS PROCESS HELPS ADDRESS THOSE CONCERNS. COMMISSIONER COLLIER COMMENTS IN SUPPORT OF THE RESOLUTION AND REMINDER TO CONTINUE FOCUS ON GOAL OF BETTER SERVICE DELIVERY AND SAVING MONEY. CHAIR STEIN COMMENTS IN SUPPORT, ADVISING SHE HOPES THIS IS AN INDICATION OF FUTURE COLLABORATION AND SAVINGS; THAT SHE SHARES COMMISSIONER STEN'S INTEREST IN TAX REFORM, AS WELL AS LARGER ISSUES, SUCH AS WHAT FORM OF GOVERNANCE IS APPROPRIATE FOR THE 21ST CENTURY; AND LESS BUREAUCRACY. CHAIR STEIN ADVISED SHE REMAINS OPEN AND WON'T MAKE FINAL DECISION UNTIL STUDY REPORT IN JANUARY. MAYOR KATZ COMMENTS IN SUPPORT, ADVISING IT WAS NEVER HER INTENT TO PASS CITY OF PORTLAND OBLIGATIONS TO EAST COUNTY CITIES OR ANYONE ELSE.**

**RESOLUTION 97-97 APPROVED, WITH COUNTY COMMISSIONERS HANSEN, COLLIER, SALTZMAN, AND CHAIR STEIN, VOTING AYE, AND COUNTY COMMISSIONER KELLEY VOTING NO; AND CITY COMMISSIONERS KAFOURY, HALES, FRANCESCONI, AND MAYOR KATZ VOTING AYE, AND CITY COMMISSIONER STEN VOTING NO.**

*There being no further business, the meeting was adjourned at 12:09 p.m.*

BOARD CLERK FOR MULTNOMAH COUNTY, OREGON

*Deborah L. Bogstad*



**MULTNOMAH COUNTY OREGON**

**BOARD CLERK**

OFFICE OF BEVERLY STEIN, COUNTY CHAIR  
1120 SW FIFTH AVENUE, SUITE 1515  
PORTLAND, OREGON 97204  
TELEPHONE • (503) 248-3277  
FAX • (503) 248-3013

**BOARD OF COUNTY COMMISSIONERS**

BEVERLY STEIN •	CHAIR	•248-3308
DAN SALTZMAN •	DISTRICT 1	• 248-5220
GARY HANSEN •	DISTRICT 2	•248-5219
TANYA COLLIER •	DISTRICT 3	•248-5217
SHARRON KELLEY •	DISTRICT 4	•248-5213

**MEETINGS OF THE MULTNOMAH COUNTY  
BOARD OF COMMISSIONERS**

**AGENDA**

**FOR THE WEEK OF  
MAY 12, 1997 - MAY 16, 1997**

- Monday, May 12, 1997 - 6:30 PM - Budget Public Hearing .....Page 2
- Tuesday, May 13, 1997 - 9:30 AM - ASD Budget Work Session..... Page 2
- Tuesday, May 13, 1997 - 1:30 PM - DCFS Budget Work Session ..... Page 2
- Thursday, May 15, 1997 - 9:30 AM - Regular Meeting ..... Page 2
- Thursday, May 15, 1997 - 11:00 AM - City/County Joint Meeting ..... Page 4

All meetings this week will be cable-cast live and taped and can be seen by cable subscribers in Multnomah County on Channel 30 at the following times:

- Monday, 6:30 PM, live; call for playback day & times, CityNet 30
- Tuesday, 9:30 AM live; playback Wednesday, 12:00 AM & Sunday, 8:30 AM, CityNet 30
- Tuesday, 1:30 PM live; playback Wednesday, 2:30 AM & Sunday, 11:30 PM, CityNet 30
- Thursday, 9:30 AM live; playback Friday, 10:00 PM & Sunday, 1:00 PM, Channel 30

\*\*Monday and Tuesday meetings produced through Portland Cable Access

\*\*Thursday meetings produced through Multnomah Community Television

AN EQUAL OPPORTUNITY EMPLOYER

Monday, May 12, 1997 - 6:30 PM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

## BUDGET PUBLIC HEARING

- PH-1 1997-98 Multnomah County Budget Overview. Central Citizen Budget Advisory Committee and Citizen Budget Advisory Committees Budget Recommendations Presentation by Jack Pessia, Central CBAC Chair. Opportunity for Public Testimony on the 1997-98 Multnomah County Budget. Testimony Limited to Three Minutes Per Person.
- 

Tuesday, May 13, 1997 - 9:30 AM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

## ASD BUDGET WORK SESSION

- WS-1 Department of Aging Services 1997-98 Budget Overview and Highlights. ASD Citizen Budget Advisory Committee Presentation. Measure 47 and Other Issues. Board Questions and Answers. 2 HOURS REQUESTED.
- 

Tuesday, May 13, 1997 - 1:30 PM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

## DCFS BUDGET WORK SESSION

- WS-2 Department of Community and Family Services 1997-98 Budget Overview and Highlights. DCFS Citizen Budget Advisory Committee Presentation. Measure 47 and Other Issues. Board Questions and Answers. 2 HOURS REQUESTED.
- 

Thursday, May 15, 1997 - 9:30 AM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

## REGULAR MEETING

CONSENT CALENDAR

## NON-DEPARTMENTAL

- C-1 Appointments of Katie Larsell and Alan Ulibarri to the CITIZEN INVOLVEMENT COMMITTEE
- C-2 Re-appointment of Mike Peterson to the HOUSING AND COMMUNITY DEVELOPMENT COMMISSION

## DEPARTMENT OF SUPPORT SERVICES

- C-3 Amendment 1 to Intergovernmental Revenue Agreement 500244 with Washington County, Allowing Washington County the Use of Twenty-six Detention Bed Spaces in the Juvenile Justice Complex for the Detention of Washington County Youth

## DEPARTMENT OF COMMUNITY AND FAMILY SERVICES

- C-4 Amendment 1 to Intergovernmental Agreement 101477 with the City of Portland; Providing Funding for El Club, a Spanish Language Summer Camp Program

## DEPARTMENT OF ENVIRONMENTAL SERVICES

- C-5 ORDER Authorizing Execution of Deed D971482 for Repurchase of Tax Foreclosed Property to Former Owners Joseph M. Cullen and Jeanne M. Cullen

## SHERIFF'S OFFICE

- C-6 Renewal of Intergovernmental Agreement 800138 with Metro, to Provide Solid Waste Flow Control and General Investigative Police Services to Metro and Provide a Supervised Inmate Work Crew to Clean Up Illegal Dumpsites within the Jurisdictional Boundaries of Metro
- C-7 Amendment 1 to Intergovernmental Agreement 800877 with the Oregon Department of Transportation, Providing Additional Funding for Traffic Enforcement in the Designated High Crash Corridor #5 on Interstate 205
- C-8 Amendment 1 to Intergovernmental Agreement 800977 with the Port of Portland and Oregon Division of State Lands, Providing Sheriff's Office Law Enforcement Services to Specific Islands in the Columbia River

## REGULAR AGENDA

## PUBLIC COMMENT

- R-1 Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-2 PROCLAMATION Declaring the Week of May 18 through 24, 1997 as NATIONAL PUBLIC WORKS WEEK, and Recognizing the Contributions of All Multnomah County Public Works Employees
- R-3 Board Requested Briefing on Yeon Shops Annex. Presented by Larry Nicholas, Dave Boyer and Dave Warren. 15 MINUTES REQUESTED.

NON-DEPARTMENTAL

- R-4 RESOLUTION Requesting a Recommendation from the Sheriff, the District Attorney and County Counsel Regarding the Maximum Number of Inmates that Should be Held in the Multnomah County Detention Center
- R-5 Multnomah County Workforce Resolution Taskforce Assessment of County's Workforce Services and Recommendations for the County's Role in Workforce Development; Followed by Board Consideration of a RESOLUTION Supporting and Advocating for Recommendations on County's Role in and Linkage to the Community's Workforce Development System. Presented by Melinda Petersen, John Rakowitz, Mimi Maduro and Joanne Fuller. ONE HOUR REQUESTED.

---

Thursday, May 15, 1997 - 11:00 AM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

CITY/COUNTY JOINT MEETING

- JM-1 The Multnomah County Board of Commissioners Will Meet Jointly with the Portland City Council to Discuss and Consider a RESOLUTION OF INTENT Approving Process for the Evaluation of City-County Consolidation, Including Functional Consolidations, the Creation of a Consolidation Task Force, and Completion of a Threshold Study. ONE HOUR REQUESTED.

---

INDIVIDUALS WITH DISABILITIES MAY CALL THE BOARD CLERK AT (503) 248-3277, OR MULTNOMAH COUNTY TDD PHONE (503) 248-5040, FOR INFORMATION ON AVAILABLE SERVICES AND ACCESSIBILITY.

MEETING DATE: May 12, 1997  
AGENDA #: PH-1  
ESTIMATED START TIME: 6:30 PM

(Above Space for Board Clerk's Use ONLY)

**AGENDA PLACEMENT FORM**

SUBJECT: Public Hearing on the Proposed 1997-98 Multnomah County Budget

BOARD BRIEFING: DATE REQUESTED: \_\_\_\_\_  
REQUESTED BY: \_\_\_\_\_  
AMOUNT OF TIME NEEDED: \_\_\_\_\_

REGULAR MEETING: DATE REQUESTED: Monday, May 12, 1997  
AMOUNT OF TIME NEEDED: 2 Hours

DEPARTMENT: Non-Departmental DIVISION: Chair Beverly Stein

CONTACT: Bill Farver TELEPHONE #: 248-3958  
BLDG/ROOM #: 106/1515

PERSON(S) MAKING PRESENTATION: Chair Beverly Stein, Dave Warren, Jack Pessia

ACTION REQUESTED:

INFORMATIONAL ONLY     POLICY DIRECTION     APPROVAL     OTHER

SUGGESTED AGENDA TITLE:

1997-98 Multnomah County Budget Overview. Central Citizen Budget Advisory Committee and Citizen Budget Advisory Committees Budget Recommendations Presentation by Jack Pessia, Central CBAC Chair. Opportunity for Public Testimony on the 1997-98 Multnomah County Budget. Testimony Limited to Three Minutes Per Person.

SIGNATURES REQUIRED:

ELECTED OFFICIAL: Beverly Stein  
(OR)  
DEPARTMENT  
MANAGER: \_\_\_\_\_

BOARD OF  
COUNTY COMMISSIONERS  
97 MAY -9 PM 3:10  
MULTNOMAH COUNTY  
OREGON

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES  
Any Questions? Call the Board Clerk @ 248-3277

**PLEASE PRINT LEGIBLY!**

MEETING DATE 5/2/97

NAME Julie Genz

ADDRESS 4531 SE Belmont

STREET

PDX

CITY

97213

ZIP

I WISH TO SPEAK ON AGENDA ITEM NO.     

SUPPORT     

OPPOSE     

SUBMIT TO BOARD CLERK     

Dear County Officials:

I am a clinical supervisor for a program which has been cut by the County budget, but is on the "add back" category for the City budget. The program is "New Options for Women", which addresses the needs of women who have histories of prostitution. We serve women and their children, assisting them in starting their recovery process, and helping them find the myriad of resources they need in order to get their lives, and those of their children, to be healthy and safe. The County and City have supported this commitment to this population for the last 12 years.

I want to stress the importance of this service for the County. Without assistance, this population perpetuates the spread of HIV and other sexually transmitted diseases in the community, the cycle of physical and emotional violence for adults and children, the cycle of addiction, and the lowering of community standards of living. Fortunately, many of these women respond well to

treatment. We assist them in finding housing, finding employment, obtaining services like health care, education opportunities, food necessities, clothing, mental health care, and parenting assistance. We provide individual, family and group therapy in order to meet these needs.

I have been working with stigmatized groups in the mental health field for many years. These women face more obstacles to assistance than any other group I've seen in treatment. The shameful, violent, discriminatory and dehumanizing ways in which they are treated take a toll, and they are in desperate need of assistance in order to improve their lives and those of their children, along with the environment of the community. Please assist us in continuing this challenging yet rewarding task. Thank you. Julie L. Genz, MA, CD and MH Coordinator, Tualatin Valley Mental Health Center, 230-9334.

#2

**PLEASE PRINT LEGIBLY!**

MEETING DATE 5/12/97

NAME LISA NIKUNEN

ADDRESS 4531 SE Belmont

STREET

Portland OR

CITY

97213

ZIP

I WISH TO SPEAK ON AGENDA ITEM NO.     

SUPPORT     

OPPOSE     

SUBMIT TO BOARD CLERK

# Summaries

---

## Overview

The 1997-98 budget for Multnomah County, for all funds will authorized spending \$727 million. This is approximately \$55 million less than the 1996-97 Adopted Budget. To understand what is actually going on, however, it is worth noting the following five initiatives:

- Bonds were approved in 1996 for jail construction, for library renovation and interconnection, and for information technology enhancements. The following table extracts these non-operating bond proceeds from both the 1996-7 budget and the 1997-8 budget.
- Senate Bill 1145 funds, to offset the cost of handling felons formerly housed in State prisons, are transferred to the County from the State. The 1996-7 budget showed \$43 million for capital contributions and \$3.2 million of operational support, the 1997-8 budget records the unspent balance of the capital contribution and \$15.5 million of operational support. The following table extracts these revenues from both budget figures.
- CareOregon, a Health Maintenance Organization incubated in Multnomah County, has spun-off from the County and become a private health maintenance organization. The following table extracts the 1996-7 revenues from the 1996-7 budget.
- The Disability Services Organization (DSO), formerly a State organization, will be transferred to the County in 1997-8, supported with State dollars. This revenue is pulled out of the 1997-8 budget in the following table to make it comparable with the 1996-7 amount.

By compensating for these relatively obvious and major structural changes, the budgets for the two years appear more comparable.

	1996-97	1997-98
Total Expenditures	\$781,886,879	\$726,961,399
Less Bond Funded Expenditures	(122,150,000)	(94,264,813)
Less SB 1145 expenditures		
Capital	(43,425,000)	(42,081,475)
Operating	(3,165,000)	(15,495,413)
Less DSO Transfer		(7,031,966)
Less CareOregon	<u>(44,772,089)</u>	<u>(1,382,077)</u>
Comparable Ongoing Budgets	<u>\$568,374,790</u>	<u>\$566,705,655</u>

There are genuine differences in the level of service and the kind of service Multnomah County will provide next year. The most important differences result from the November 1996 property tax limitation, Measure 47.

## **Property Tax Limitation**

The passage of Measure 47 in November 1996 affected the 1997-98 budget by restricting the amount of locally generated discretionary revenue.

# Summaries

---

Multnomah County records the bulk of its discretionary revenue in three funds: the General Fund, the Library Serial Levy Fund, and the Public Safety Serial Levy Fund. The 1996-97 Adopted Budget authorized \$243.4 million of expenditures in these three funds.

	<u>1996-97 Budget</u>
General Fund	\$198,603,069
Library Serial Levy Fund	23,990,529
Public Safety Levy Fund	<u>20,767,935</u>
	\$ 243,361,533

Of this total, about \$12 million was budgeted in 1996-97 on a one-time-only basis, spending balances from 1995-96 that would not be available in 1997-98. About \$231 million of 1996-97 expenditures were for ongoing programs.

In a normal year, inflation would have driven these ongoing costs up about three percent, so that the 1997-98 budget for the same level of service in these three funds would have been approximately \$238 million.

In addition, the two serial levy funds would have received additional resources in 1997-98. Both funds are used to track voter approved property tax levies for specific services. Both levies were renewed in May 1996.

The Library levy was reauthorized at the same tax rate paid in the period 1993-96. That rate would have allowed the expansion of the hours of service in the library system in 1997-98 and increased spending above inflationary growth by \$1.4 million.

The Public Safety levy was authorized at a higher rate than the levy it replaced. The voters were offered a chance to expand the number of jail beds and supervised release programs in Multnomah County. Because of the construction timelines, new facilities, to be funded by additional bonds also approved at the May 1996 election, were expected to come on line in 1997-98. The cost of operating these additional programs would have increased spending above inflationary growth by \$9.7 million.

	<u>Planned 1997-8 Cost</u>
<u>Library Serial Levy</u>	
Full operation of renovated Central Library	\$ 473,000
Increased hours at branch libraries	744,000
Parkrose branch	230,000
<u>Public Safety Serial Levy</u>	
Restitution Center expansion	636,000
Inverness Jail expansion	4,827,000
New 210 slot jail facility	2,320,000
Substance abuse and work release facilities	958,000
Enhanced booking, transport, and data processing functions	<u>882,000</u>
Total	\$ 11,070,000

# Summaries

---

The 1997-98 cost of providing both the 1996-97 authorized level of service and the planned expanded 1997-98 services would have been approximately \$248 million.

The 1997-98 expenditures in the General Fund and the two levy funds are about \$230.3 million.

	<u>1997-98 Proposed</u>
General Fund	184,247,483
Library Serial Levy Fund	22,269,062
Public Safety Levy Fund	23,740,299
	230,256,845

These expenditures are partly funded on a one-time-only basis with about \$8.7 million of revenue we do not expect to have available again in future years. The ongoing service level in the 1997-98 budget is about \$221.6 million.

This funding level is about \$26.5 million less than 1996-97 services would cost next year. The difference is directly attributable to the anticipated property tax reductions legislated by Measure 47.

Measure 47 changes Oregon from a property tax system where taxes are proportional to the value of property to a system where taxes are based on the taxes each property paid in 1995-96 (less 10%) or 1994-95, whichever is lower. New buildings and new construction will pay taxes in the same amount as existing buildings of the same type and size in the same tax code area. As a result, the total taxes in 1997-98 for all jurisdictions will be reduced to roughly the 1995-96 tax amount less ten percent and those reduced tax revenues will be shared among all taxing jurisdictions based on their 1997-98 levies. In future years, taxes will increase no more than three percent per year on property unless the property changes by new construction, zoning changes, etc.

The 1997-98 budget is based on the estimate that Multnomah County will receive \$129 million as its share of the reduced property taxes. This is \$32.5 million less than voters authorized the County to collect prior to the passage of Measure 47.

The 1997-98 budget also contains, however, a revenue estimate of \$10 million of property taxes which is not appropriated for expenditure. One of the problems the County faced in putting the budget together is the remarkable difficulty of determining what the property tax revenue reduction will be.

Measure 47 is ambiguous at best about how to tax depreciable property (business equipment, industrial property, and utilities, for example). Moreover, only estimates exist of how much new construction has occurred since July 1995 and how much tax can be expected from the owners of these properties. Finally, Measure 47, as written and as interpreted by the Attorney General, would include taxes paid in 1995-96 to retire bonds in the base amount to be distributed among taxing districts in 1997-98. All of these uncertainties have been stumbling blocks to the Legislature in its attempts to devise legislation implementing Measure 47. Until that implementing

# Summaries

---

legislation is passed, local governments throughout the state have been forced to estimate their 1997-98 revenue based on their best understanding of how the measure will actually work.

To further unsettle matters, the Legislature decided in March 1997 that Measure 47 is subject to so many possible interpretations and to so much potential litigation that a substitute constitutional amendment should be presented to the voters in May. That proposal, Measure 50, attempts to produce the same magnitude of property tax reduction as Measure 47, but to do it in a way that can be understood and administered. Instead of changing to an unprecedented taxation system founded on how much each property paid at some time in the past, Measure 50 establishes an artificially reduced taxable assessed value for each property and converts all 1997-98 property tax levies into permanent tax rates. These tax rates will be charged to property owners based on their taxable value in each future year. The taxable value of a property will increase no more than three percent annually. The taxable value of new construction will be the actual value of that improvement reduced in proportion to the difference between the real market value of all other property and the taxable value of that property. Measure 50 will reduce 1997-98 property taxes an average of seventeen percent statewide.

Again, until the Legislature devises implementing legislation for Measure 50, local governments cannot reliably tell what their individual tax revenue reduction will be. The State Office of Legislative Revenue, which staffs the revenue committees of the Legislature, believes that Measure 50 will cause property tax collections to be slightly higher than Measure 47, on average, and that Multnomah County will receive \$5.5 million more under Measure 50 than under Measure 47.

These uncertainties mean that property tax receipts for 1997-98 are not readily predictable. To allow the Board some room to allocate higher receipts than the current estimate of what Measure 47 will produce, \$10 million of potential additional property tax revenue is estimated, and that amount is added to General Fund Contingency for Board decisions during 1997-98 if some or all of the money does become available.

## **1997-98 Budget Strategy**

The uncertainty about property tax revenue, by far the largest single tax source for Multnomah County, coupled with the certainty that this revenue would be far below the authorized 1997-98 level, was the moving force behind the process that built the 1997-98 budget.

The County attempted to increase its unspent balance at the end of 1996-97 by clamping down on new hires, by deferring start-up of new programs, and by shutting down programs at mid-year. The goal was to create a one-time resource to offset the costs of major program restructuring in the next year and to pay the expenses of laying off employees and closing down selected operations and facilities. These actions have produced about \$8 million of non-recurring resources that will assist an orderly scaling back of major functions during 1997-98, most notably reconfiguring Assessment and Taxation and downsizing the library system.

Deciding how to make ongoing reductions so that 1997-98 expenses do not exceed revenues called for consistent guidelines within which departments could build their budgets. The Chair and the Board decided on these principles to govern the budget process:

# Summaries

---

- Prioritize among programs; do not attempt to make all organizations absorb proportional reductions
- Assure that the programs that remain will operate well
- Do not attempt to solve the shortfall by penalizing employees
- Provide policy direction at the beginning of the process so that departments could prepare their budgets with a minimum of reworking
- Establish target figures low enough that the budget will not have to be reopened once property tax revenues become known
- Keep the Board informed and involved in major policy issues affecting the budget
- Protect, and even expand, services that address long term County goals: reduce crime, reduce the number of children in poverty, and increase high school completion.

## Community Process

During January and February the County held ten meetings, eight of them in partnership with the City of Portland. The meetings drew 1,210 participants who worked in 130 small groups with County and City staff as facilitators. Each group suggested areas where the Board should look to make cuts in response to Measure 47.

The community meeting process produced the following ideas:

- The top three areas ranked by citizens for possible reductions were: not to construct a new jail approved in the May 1996 bond election, reduce Environmental Services, particularly Assessment and taxation, elections, and animal control, and consolidate with the City of Portland or eliminate duplicate services between the two governments.
- The tax system needs to be made more equitable and more flexible. Specific services should be funded from fees, and the County should look at increasing the Business Income Tax.
- The County should not close libraries except as a last resort.
- The County should protect the services to populations at risk, especially services to children.

## Reductions

The County will reduce services on an ongoing basis. Some of those services will be cut effective July 1. Others will be extended through part or all of 1997-98. Some one-time-only revenue will be allocated to one-time-only projects.

Three lists of these budgetary items follow. They show the total change by department with bullets highlighting brief descriptions of the program changes that seem most noteworthy. List 1 summarizes the cuts in the ongoing level of service. List 2 summarizes where one-time-only support will allow for transition to the lower level of service. List 3 summarizes other one-time-

# Summaries

---

only allocations.

## 1. Reductions in ongoing level of service

Community and Family Services \$2,050,000

- Cuts two respite beds at Crisis Triage Center - affects about 160 clients with mental illness - reduces flexible respite dollars - affects about 50 families whose members include adults with mental illness. \$100,000
- Halves Bridgeview funding for transitional housing for people with mental illness. \$143,000
- Reduces Contracts and Evaluation Unit by 6 FTE - lowers level of contract monitoring, changes scope of function to include more assistance to community based service initiative. \$200,000
- Reduces General Fund support of Developmental Disabilities program, changes it into match for Medicaid support so that total expenditures are not expected to fall. \$503,000
- Cuts prevention programs intended to start in 1996-97: Lead Removal with Welfare to Work training component, parent advocate training programs, seed grant allocation. \$225,000
- Cuts jail diversion mental health support. \$75,000
- Cuts support to Regional Drug Initiative \$30,000
- Cuts EI Club program, summer recreation program for Hispanic youth. \$10,000

Aging Services \$550,000

- Shift information and referral from nine aging service centers to the Senior Helpline. \$190,000
- Reduced support to nutrition program and transportation subsidy. \$73,000
- Cut Intergenerational project and Adult Care Home activities support program. \$89,000
- Cut ethnic programs for meals and outreach. \$43,000
- Reduced administration and support costs. \$116,000

Health \$3,500,000

- Closes East County and North Portland clinics, eliminating clinic capacity for about 90% of uninsured clients. \$4 million This is offset by a \$1.3 million challenge grant so that the net reduction is about \$2.7 million.
- Eliminates General Fund support of WIC, restricting the kind of client who will be served. \$700,000
- Reduces Sexually Transmitted Disease and HIV Treatment clinic staff (7.5 FTE). \$440,000
- Reduces Corrections Health nursing staff. \$200,000.

# Summaries

---

- Reduces General Fund support for STARS, relying on fund raising to make up the difference. \$140,000
- Reduces TB clinic staff (2.2 FTE). \$100,000
- Shifts from OHSU to ISD as mainframe computer system provider. \$180,000.
- Reduces Laboratory and Pharmacy staff consistent with service reductions (4 FTE). \$200,000.

## Support Services \$400,000

- Cut a Buyer in Purchasing, reduced materials and services. \$60,000
- Cut one budget analyst, the Grants Development position, and the division manager. \$230,000
- Cut one of three positions at ISD created to assist in building consistent data collection throughout the County. \$60,000

## Environmental Services - \$4.8 million

- Reduces A&T staffing by 52 positions. \$2.5 million
- Cuts Animal Control by 3 positions. \$200,000
- Cuts ongoing General Fund subsidy support of Animal Control. \$1,000,000 [uses one-time-only revenue for 97-98, see below]
- Reduces ongoing investment in Capital Improvement Program by \$800,000, [uses a one-time allocation for 97-98, see below].

## District Attorney - \$365,000

- Reduces felony trial unit - 3 Deputy District Attorneys and one clerical position. Possibly this will increase delays and backlogs in the court system. Reduced staffing level also eliminates participation in civil commitment hearings. \$286,000
- Cuts 1 Victim Advocate, increasing the response time for assisting crime victims. \$45,000
- Reduces clerical support for District Court trial unit, resulting in slower filing and potentially incomplete case files. \$35,000.

## Sheriff - \$8,900,000

- Will not open new 210 bed facility or increase in-jail alcohol education programs for prisoners. \$3 million
- Delays operation of Inverness Jail expansion because construction will not be complete until March. \$1.5 million
- Reduces food budget in jails. \$270,000
- Reduces Work in Lieu of Jail program and Inmate Work Crew supervision, although the in-

# Summaries

---

mate work crews are extended through 1997-98 on a one-time basis. \$540,000

- Cuts ongoing cost of Gresham Holding Center. \$160,000 [uses one-time-only support for 97-8, see below]
- Cuts ongoing cost of Inmate Work Crews. \$400,000 [uses one-time-only support for 97-8, see below]
- Ends Safety Action Team program; eliminating community policing in the David Douglas area. \$230,000
- Ends participation in D.A.R.E. program. \$60,000
- Reduces supervision for the DUII and Motor Carrier Safety units. \$83,000.
- Reduces staffing of Civil Process, Facilities Security, Court Guards. \$110,000
- Contracts with the Portland Police Bureau for Law Enforcement Records services and cuts 1 Corrections Records Supervisor. \$550,000
- Reduces Motor Pool services. \$91,000
- Cuts 2.5 other administrative positions. \$150,000

Community Justice \$1,100,000

- Reduces Women's Services. \$600,000
- Reduces staffing in Juvenile detention 8 FTE. \$400,000
- Will not open new Alcohol and Drug facility or facilities assumed in the 1996 Public Safety levy. \$1 million

Library \$4,100,000

- Will not expand hours at branches as planned in the 1996 Library levy. \$1.2 million
- Reduces hours at Central Library from 59 to 38.5 per week, cuts 10 FTE. \$500,000
- Reduces eight branches to 19 hours per week, including the use of volunteers to keep them open on Saturday, cuts 31 FTE. \$1.2 million
- Reduces ongoing staffing at Central Library to absolute minimum levels to cover floors at 38.5 hours per week. \$1.3 million [Extends a higher level of staff (19) through 97-98 on a one-time basis, see below].
- Cuts ongoing funding for telephone reference service (8FTE), \$400,000 [extends staff through 97-98 on a one-time basis, see below].

## 2. Use of One Time Only Resources to Extend Current Services for One Year or Transition

- Supports investment in Capital Improvement Program by \$800,000
- Animal control - \$1 million to continue a high level of service for one year while we find another revenue source

# Summaries

---

- Continues Gresham Holding Center for full year. \$160,000
- Work crews – continue funding for one year while we negotiate full cost contracts with service recipients. \$450,000
- Transition funding for Probation Officers. \$314,000
- Extend A&T full staff through September 1997. \$1.1 million.
- Extends staffing at Central Library at minimum levels to cover floors at 38.5 hours per week for one year. \$1.3 million
- Extends telephone reference service (8FTE) for one year. \$400,000
- Transition funding for reduced branch staff. \$200,000

### 3. Other One Time Only Allocations

- Corrections – start up costs for the expanded beds at Inverness and the double-bunking at MCDC - \$1.1 million
- Assistance to Assessment and Taxation and Health in developing new data systems \$540,000

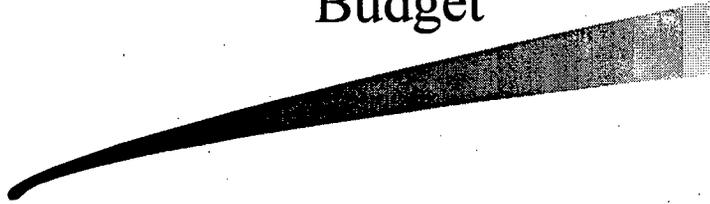
### **Impact on Personnel**

Overall, Full Time Equivalent (FTE) positions will decline by 6.54 in 1997-98. This minor reduction, however, is slightly misleading. In accepting the Disability Services from the State, the County adds 136 FTE to its workforce. This addition conceals 136 cuts elsewhere in the County. Similarly, by hiring 90 staff to handle felons formerly handled by the State, using SB 1145 revenue to cover the cost of the additional employees, the bottom line reductions are obscured.

Here is a brief summary of the overall changes between 1996-7 and 1997-98.

<b>Total 1996-97 FTE</b>	<b>4,100.65</b>
Measure 47 Cuts	(301.16)
One Time Only Restorations	68.62
SB 1145 Funded Positions	90.00
DSO Transferred Staff	<u>136.00</u>
<b>Total 1997-98 FTE</b>	<b>4,094.11</b>
 Net Change	 (6.54)

## 1997-98 Multnomah County Budget



Multnomah County

### What I want to cover:

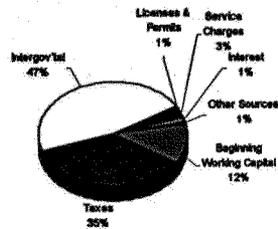
- A general look at what Measure 47 does
- Where the Chair recommended reductions
- Where the Chair recommends spending to support the County's long term goals

## What Measure 47 does to us

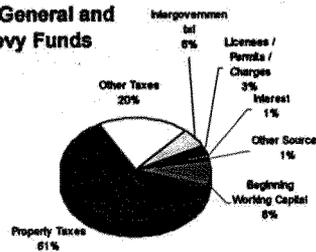
- It cuts property taxes about \$32.5 million
- It leaves us \$26.5 million short of what we need to do what we planned to do

## County Revenues

96-7 All Funds

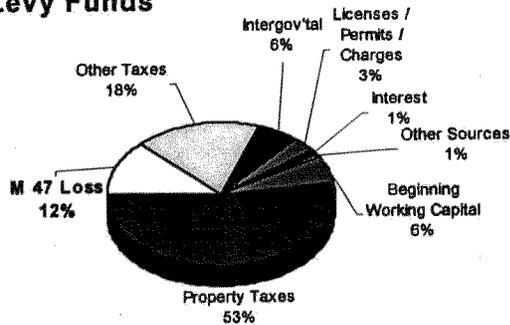


96-7 General and Levy Funds



## Measure 47 shortfall

### 97-8 General and Levy Funds



## Major Reductions

- HEALTH DEPT - Close East County and North Portland clinics - \$4 million
- LIBRARY - 8 branches open half time, Central Library hours cut 35% - \$1.7 million
- ASSESSMENT AND TAXATION - 52 positions - \$2.5 million



## Other Reductions

- SHERIFF - end Safety Action Teams - \$230,000
- DISTRICT ATTORNEY - Felony trial unit - \$290,000
- ANIMAL CONTROL - cut staff - \$230,000
- BUDGET AND QUALITY - cut staff - \$230,000



## Non-starters

- No new jail \$3 million
- No new alcohol and drug facility - \$1 million



## County Long Term Goals

### ■ Reduce Number of Children in Poverty

- ◆ Workforce Development Board
- ◆ SIP program
- ◆ *Single mothers employment if we have additional revenue*



## County Long Term Goals

### ■ Increase high school graduation rate

- ◆ School based alcohol and drug services, anti-violence, early screening and referral for developmental disabilities
- ◆ Whitaker Family Resource Center / Hispanic youth assistance / Expand Self Enhancement
- ◆ Community Health Nurses through Caring Community and Family Resource Centers



## County Long Term Goals

### ■ Reduce crime

- ◆ Prevention and early intervention programs for youth, early intervention truancy follow up, mentoring, and family services, and sanctions for youth on probation.
- ◆ Focus adult supervision on serious offenders, increase structured sanctions
- ◆ Double bunking at MCDC, fund Gresham Holding Center, increase Inverness by 90 beds



## Public Hearings

- May 12, 6:30 - Central Citizen Budget Advisory Committee and Public Testimony
- May 21, 6:30 - County / Citizen roundtable discussions at Mt. Tabor Middle School (5800 SE Ash)
- June 4, 6:30 - Public Testimony at Gresham Library (385 NW Miller in Gresham)
- June 17, 1:30 - Public Testimony in Portland Building Auditorium

CENTRAL CITIZEN BUDGET ADVISORY  
COMMITTEE

and

CITIZEN BUDGET ADVISORY  
COMMITTEES

**Budget Recommendations**

and

**Dedicated Fund Review**

APRIL 1997

Multnomah County Citizen Involvement Committee  
2115 SE Morrison Street - Portland, Oregon 97214  
(503) 248-3450

**Central Citizen Budget Advisory Committee**

Jack Pessia, Chair  
Doug Montgomery, CFS CBAC  
Steve Cochran, Health CBAC  
Vera Robbins, MCSO CBAC  
Susan Hathaway-Marxer Library CBAC

Dick Wegner, DA CBAC  
Shane Endicott, DJJ CBAC  
Barbara Lentz ND CBAC  
M'Lou Christ, DES CBAC  
John Carter, DCC CBAC

**Community/Family Services CBAC**

Doug Montgomery, Chair, CCBAC Rep.  
Marion Hansen  
Susan Oliver  
Gregg Taylor

**Non-Departmental CBAC**

Jerry Penk, Chair  
Jean Cauthorn  
Dawn Del Rio  
Tracee Larson  
Barbara Lentz, CCBAC Rep.  
Claudine Paris  
Deborah Whitefield

**Library Budget Committee**

Susan Hathaway-Marxer, Chair,  
CCBAC Rep.  
Paul Millius  
Terri Naito  
Library Board Members

**Health Budget Committee**

Bill Davis, Chair  
Sandra Spiegel, President CHC  
Steven Cochran, CCBAC Rep.  
Marge Jozsa

**District Attorney's Office CBAC**

Sara Lamb, Chair  
Mike Greenlick  
Irwin Mandel  
Doug Menely  
Robert Pung  
Dave Simpson  
Dick Wegner, CCBAC Rep.

**Support Services CBAC**

Bob Boyer, Chair  
Laura Shearmire  
Helen Ellison  
Christian Camp  
Scott Leibenguth  
Jim Robison

**Juvenile Services CBAC**

Shane Endicott, Chair, CCBAC Rep.  
Charlotte Cook  
Muriel Goldman  
Mark Jones  
David Smith

**Environmental Services CBAC**

Ben Kasubuchi, Chair  
M'Lou Christ, CCBAC Rep.  
Charlsie Sprague  
Keith Stangel  
Ron Thrasher  
Karen Voiss

**Community Corrections CBAC**

Larry McCagg, Chair  
Bill Hoffstetter  
Katherine Anderson  
John Carter  
Pat Bozanich  
Richard Pomeroy

**Sheriff's Office CBAC**

George Kelley, Chair  
Vera Robbins, CCBAC Rep.  
Malcomb Freund  
Marv Woidyla  
Ryan Kragero  
Sharron Bilyeu

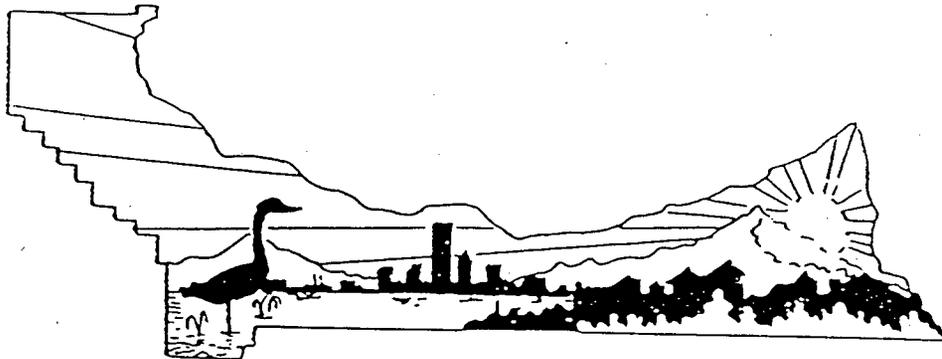
**CENTRAL CITIZEN BUDGET ADVISORY  
COMMITTEE**

and

**CITIZEN BUDGET ADVISORY  
COMMITTEES**

**1997 - 1998**

**BUDGET RECOMMENDATIONS**



# Table of Contents

Section 1 - Central Citizens Budget Advisory Committee

Section 2 - Community and Family Services CBAC

Section 3 - District Attorney's Office CBAC

Section 4 - Department of Environmental Services CBAC

Section 5 - Multnomah County Health Department CBAC

Section 6 - Adult Community Justice CBAC

Section 7 - Juvenile Community Justice CBAC

Section 8 - Department of Library Services CBAC

Section 9 - Non-Departmental CBAC

Section 10 - Multnomah County Sheriff's Office CBAC

Section 11 - Department of Support Services CBAC

1997-1998

Central Citizen Budget Advisory  
Committee

Budget Recommendations



# Citizen Involvement Committee

2115 SE MORRISON

PORTLAND, OREGON 97214

248-3450

April 11, 1997

To: Chair Beverly Stein  
Commissioner Tanya Collier  
Commissioner Gary Hansen  
Commissioner Sharron Kelley  
Commissioner Dan Saltzman

From: Jack Pessia, Chair  
Central Citizen Budget Advisory Committee

Re: Central CBAC 97/98 Budget Report

The Central Citizen Budget Advisory Committee (CBAC) applauds the hard work of the citizens of the Budget Committees, the Budget staff, and staff and managers of the Departments who have worked hard on grasping the challenge brought to Multnomah County by Measure 47. Everyone has provided their best effort in such hard times.

It appears that even with the constraints of Measure 47, the FY 97/98 Proposed Budget has kept in mind the Measure's mandate of public safety and education as priorities. The Departments' responses to Measure 47, to this point, have been severe and will reduce service to families and communities, especially in the health and social service areas. It is for this reason, the Central CBAC supports the creation of a one to two million dollar package addressing the three Target Benchmarks: School Completion, Reducing Crime, and Reducing Child Poverty. This package coupled with the "Wellness" Package of 1996 will continue to focus dollars toward stated goals. The Central CBAC believes that improved information sharing about the results of such monetary incentives will be helpful in leading to better accountability and provide for long-term support in this area.

Concerns still exist, even in these times, dealing with the following issues:

- Infrastructure: As recommended in our 1996 and 1995 Central CBAC Reports, the lack of stable funding and sufficient capital investment in County facilities is an ongoing concern of the Central CBAC. Investment

in County properties needs to be at a level that will provide for ongoing maintenance and capital improvements to ensure these properties retain their program and financial value. The committee would support a Department assessment to pay for improvements to facilities.

- Support for Community Based Programs: The Central CBAC continues to recommend, as in our past two reports, the location or co-location of County services out in the community. Neighborhood locations will not only improve service delivery, but will also improve support for and understanding of County programs.
- Partnerships: We continue to support the need for an emphasis on wider partnerships not only across County Departments but also throughout the community. Through a broader base of partnerships and collaborations with other agencies and organizations we will be able to provide an even higher level of service to our citizens as discussed in our 1995 and 1996 reports.

Even in a time when we hear that the County is considering preparing two separate budgets, the citizens of the Budget Advisory Committees are prepared to participate, and welcome the challenge of the forth-coming Department Budget Hearings. Our continued joint effort will help provide the best results in light of whatever additional changes in County service delivery may still be in front of us.

#### Central Citizen Budget Advisory Committee

Jack Pessia, Chair

Doug Montgomery, Community and Family Services CBAC

Steve Cochran, Health Services CBAC

Vera Robbins, Sheriff's Office CBAC

Dick Wegner, District Attorney's CBAC

Susan Hathaway-Marxer, Library CBAC

Shane Endicott, Juvenile Justice CBAC

Barbara Lentz, Non-Departmental CBAC

John Carter, Department of Community Corrections CBAC

M'Lou Christ, Department of Environmental Services CBAC

Citizen Budget Advisory Committee

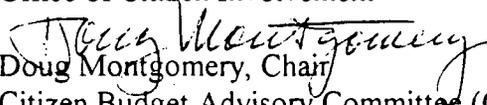
for the

Community and Family Services  
Department

**DEPARTMENT OF COMMUNITY AND FAMILY SERVICES  
CITIZEN BUDGET ADVISORY COMMITTEE  
421 S.W. Sixth Avenue, Suite 700  
Portland, Oregon 97204**

**MEMORANDUM**

**TO:** Central Citizen Budget Advisory Committee  
Office of Citizen Involvement

**FROM:**   
Doug Montgomery, Chair  
Citizen Budget Advisory Committee (CBAC)  
Department of Community and Family Services

**DATE:** March 21, 1997

**SUBJECT:** DCFS CBAC 97/98 Budget Report

---

**PROCESS:**

The DCFS CBAC meets on a monthly basis throughout the year reviewing programs and projects. We recently held several sessions to review proposed changes and severe cutbacks as necessitated by Measure 47. We attended several public forums co-sponsored by the county and the city. We also met with senior managers to gain further details about projected changes. Excellent staff support enabled our group to understand the importance of these changes and to identify program priorities.

**MAJOR CHANGES:**

Major changes include a re-structuring of the department. With both management and staff reductions being planned, new reporting responsibilities were identified. In reviewing restoration packages, the DCFS CBAC voted to move the contract and evaluation component to a higher program priority position than was initially recommended by the Department. This is to address a concern that funds should be spent with direct accountability. The value of publicly funded (federal, state and local) programs, projects and services should be measured whether these are contracted services or not. Changes in service levels or closing out poor programs, be they direct-county operated or contracted, is easier to determine with valid evaluative information.

We commend the use of cross office teams in the past year in two key areas: communication and budget planning. We participated in the latter group and were impressed with the high level of expertise, positive synergy in the resulting teamwork and work ethic of these employees. Valuable products were developed for DCFS.

## **ADD PACKAGE REVIEW**

Review of add packages included addressing changes in improved services for clients. While a new theme of increasing decentralization of services is in its initial stages, we recognize the continued importance of centralized decision making and accountability. We applaud the effort to expand partnerships with other public programs, as these should benefit consumers. The list of restoration and add package items is attached. Priorities by the DCFS Management Team are identified. The DCFS CBAC differed with several specific items, but the overall set of priorities identified by DCFS Management and the CBAC are fairly close. We think it is more important for supporting services such as Respite, El Club, and the PCDS Expansion rather than supervisory overhead.

## **CONCERNS**

Concerns with the budget were focused on the size of the projected cuts, the loss of direct services to eligible clients, and the need for continuing evaluation and data analysis of services and programs. The DCFS CBAC sought unsuccessfully to participate in a pre-budget planning meeting with key DCFS and County Chair's staff. The latter discouraged that participation and we think that it is a mistake to ignore public input at the early design phase of a budget.

## **EMERGING ISSUES**

We look forward to participating in the design of the community democracy model, which is a major component of the DCFS Director's projected workload. Citizen participation is critical in the design of any new program initiative. The CBAC has established a good partnership with other citizen advisory committees in DCFS. Attendance was particularly strong in the city and county Measure 47 public forums as representatives from these bodies worked to educate the importance of DCFS programs as all public programs/projects were examined for potential cuts.

## **MEMBERSHIP**

The following is the composition of the DCFS CBAC Membership:

Doug Montgomery, Chair  
Marion Hansen  
Susan Oliver  
Gregg Taylor

Attachment

cc: Lorenzo T. Poe, Jr.

(cbac\_rpt.doc)

**DEPARTMENT OF COMMUNITY AND FAMILY SERVICES  
PRIORITIZED RESTORATION PACKAGES FOR THE FY 97-98 BUDGET  
MARCH 10, 1997**

**PRIORITY - 1**

**Redesign of Contract Evaluation                      \$262,515                      6.0 FTE**

This request is for a partial restoration of the \$462,515 that was reduced in the Contracts and Evaluation Unit. We will reconvene the workgroup to develop a plan for the unit to expand beyond the minimum level of responsibility for contract and RFP preparation. This model will include technical assistance to contract agencies with the development of outcomes and outcome measurement systems and will include CEU staff monitoring of quarterly reports from contractors. Funding will restore up to 6.0 FTE.

**PRIORITY - 2**

**Adolescent Treatment Services**

**Outpatient    \$ 42,669**  
**Day Treatment                                        \$ 74,150**

If not restored this will significantly reduce the availability of alcohol and drug treatment for approximately 100 youth in community settings. Funding may be available at the State level. Staff are exploring the details and process required for application to receive these funds.

**PRIORITY - 3**

**Bridgeview    \$283,755**

This package would restore funding for transitional and long-term housing for homeless persons with mental illness. These County funds represent 50% of the funding with the balance from City and Federal funds which may be in jeopardy without the County participation. According to our partners, if the County funding is not restored, they will explore several service options. **Client Impact: Unknown until service option selected, currently serving 100 homeless clients annually**

**PRIORITY - 4**

**Restores a Supervisor Position                      \$ 61,000                      1.0 FTE**

This Division of Child, Youth and Family Programs supervisor is currently responsible for supervision of two direct service units - Family Resource Centers and Touchstone for a total of 16.5 FTE. The reduction was in anticipation of our plans to move toward contracting out to the community these direct services, although we now don't see that being finalized until at least mid- fiscal year. We also realize that when contracting out a direct service to the community, the staffing to adequately supervise the function must also be transferred.

**PRIORITY - 5****PCDS Expansion****\$300,000**

This expansion was intended for delayed implementation. The annualized amount for all Family Centers PCDS expansion to include services to 3-5 year olds is \$475,000. Of that amount \$175,000 was to implement the initial 0-3 year services at the Asian Family Center bringing into line with the other Family Centers. If funding is not restored for the expansion to 3-5 year olds, we are planning to implement the Asian Family Center 0-3 year old program which will serve approximately 100 to 150 families.

**PRIORITY - 6****Friends of Children****\$ 210,000**

This project was intended for delayed implementation in FY 96/97. In response to provider request, implementation was accelerated with less than annualized funds. The project provides long term mentorship for 26 children. The absence of comprehensive analysis about the program model in relation to similar mentorship programs is a barrier to a full assessment of the relative merits of the project. **Client Impact: 26 children**

**PRIORITY - 7****Mainstream****\$237,396**

Provides outstationed A&D screening, assessment and referral to most appropriate treatment resource to each of the seven Family Centers and at Columbia Villa. Recent evaluation report showed significant underutilization of the Project. Preliminary data indicates that the program is under utilized. These funds currently purchase approximately 6,900 hours of services. **Client Impact: 102 clients at Family Centers; 61 at Columbia Villa**

**PRIORITY - 8****Jail Diversion****\$75,480****1.0 FTE**

Eliminates the capacity to plan for more adequate mental health treatment for persons in jail for serious crimes who also suffer from a major mental illness. **Client Impact: Clients who remained out of judicial system since diversion: 0**

**PRIORITY - 9****Family Advocates/Child Abuse****\$ 140,000**

The project was intended for delayed implementation in FY 96/97. The intent of this funding was to conduct planning with the Commission on Children and Families and with Child, Youth and Family Division to explore setting up a network of community adults to offer support to callers to SCF reporting child abuse that are substantiated to be true but not of immediate danger to the child. **Client Impact: Estimated 400 to 500 families**



## **Benchmark Add Packages**

### Reducing the number of Children in Poverty

#### **School Completion for Single Mothers**

**\$476,520**

One of the highest risk factors for children to be raised in and to continue living in poverty is having a single mother who has not completed high school. This add package would establish a demonstration program to help approximately 40 single women with children return to school to get an education sufficient to get a livable wage job (at least \$12/hour). The services will include Day Care (\$168,000); After School Care (\$28,800); Day Care summer months (\$30,000); Community College Tuition (\$50,400); Household monthly per diem of \$200 (\$96,000); Service coordination (\$60,000); and Administrative overhead (\$43,320).

### High School Completion Add Packages

#### **Hispanic Youth Education Advocate**

**\$ 56,019**

**1.0 FTE**

The Hispanic Youth Education Advocate (HYEA) will serve young people living in and around the Villa de Clara Vista. The Advocate will: provide motivation and encouragement to increase parent involvement with their children's schools; act as an advocate and liaison between families and school personnel; and, develop additional resources and collaboration in order to create and expand supportive programming such as tutoring, afterschool care, recreation, cultural enhancement activities, etc.

#### **Whitaker Family Resource Center**

**\$ 33,171**

**.50 FTE**

The Whitaker Family Resource Center (FRC) will replicate existing FRC programming and activities at Whitaker Middle School in NE Portland. Funds will support .50 FTE and be matched with .25 FTE from Portland Public Schools to create a .75 FTE position.

#### **Self Enhancement, Inc.**

**\$ 250,000**

Funds will support existing Self Enhancement, Inc. (SEI) programming for young people in grades 2-12 living and attending school in the Jefferson cluster (8 school sites). Services are grounded in a values-based, relationship model organized into six areas: academic enrichment; self-esteem and social development; career preparation and talent exploration; cultural enhancement; athletic and recreational development; and, family and community involvement. In FY 97/98 a Multnomah County Health Clinic will be stationed at SEI as an important implementation step towards the development of service integration activities in that location.

**Richmond Place Youth Council****\$ 50,000**

Richmond Place is a self-help residential education program in SE Portland for homeless families working to become independent, contributing member of the community. Funds will support staffing to organize and facilitate young people living at Richmond Place in their designing, development, implementation and management of comprehensive package of educational, emotional and social activities and support for themselves including: peer mentorship; positive youth development; good citizenship; educational success and achievement; physical fitness; leadership; afterschool and weekend recreation; youth enterprise/entrepreneurial business; and computer literacy.

**School Completion for Children of Parents with Disabilities****\$50,000**

Approximately 12-15 families a year would benefit from specialized skills training and family support targeted at assisting those parents who are developmentally disabled and capable of raising their children in avoiding SCF placements for these children. Some of these children are disable, some are not. The effects of lack of this type of support are unnecessary removal of children from the home, and family instability. Staff are researching data that would quantify the records of school completion/performance for children in these families. The cost of this add package would be 1.0 FTE Case Manager that would carry a specialized intensive family support caseload.

**One time Only Transition & Downsizing****Outstationing to Assist in Community Building****\$49,275**

Outstation members of the Department's Management Team into the community to be located within one of the nine Caring Community sites at least one day per week. This add package would fund the purchase of 9 laptop computers with network capability, office setup and communications support.

Citizen Budget Advisory Committee

for the

District Attorney's Office

District Attorney  
Citizen's Budget Advisory Committee  
**1997-98 Budget Report**

**PROCESS**

---

The District Attorney's CBAC reviewed the District Attorney's 1997-98 budget submission during January and February, 1997. The CBAC meets regularly with five to seven members attending and is staffed by the DA's Office. Mike Schrunck, the District Attorney, regularly attends.

The CBAC's meetings focused on the following issues:

- Impact of Measure 47
- Impact of Police Bureau cuts

**MAJOR CHANGES**

---

The major issue this year is the impact that Ballot Measure 47 will have on the District Attorney's Office. The cuts required in order to balance the budget are deep and will negatively impact the Office's ability to keep pace with the growth and complexity of crime in the County.

The 1997-98 budget as submitted reduces the DA's Office by over 15 positions (7 prosecutors, 8 support staff) totaling \$750,000. The cuts remove staff from almost every area of the DA's Office: serious felony prosecution, Neighborhood DAs, Juvenile, misdemeanors, Victim's Assistance and Child Support Enforcement. While the CBAC understands why the cuts have to be made, they were accepted unhappily.

In addition to the Measure 47 cuts as a result of reduced Multnomah County funds, the District Attorney is also impacted by cuts being made by the Portland Police Bureau. The Bureau's 8% cut level is forcing them to cut their support for the Neighborhood DA program (closure of the Lloyd District Neighborhood DA Office) and to cut all the support for DA Investigators. These two cuts will reduce the DA's staff by an additional four positions.

Grant funding is also taking its toll on the budget. Two grants, both received in 1996-97 will expire in FY98. The Local Law Enforcement Block Grant which funds two prosecutors and a legal assistant will expire in September, 1997. The Violence Against Women Act grant which added a position to work with domestic violence victims from underrepresented populations will expire in December, 1997. The Gang OCN Violence Enforcement Grant which started in 1995 and targets violent street gangs, is scheduled to end in September, 1997 causing the District Attorney to lose a prosecutor, an investigator and a legal assistant.

Measure 47, combined with these other factors, makes the outlook somewhat bleak.

## ADD PACKAGE REVIEW

The District Attorney's add packages are listed in priority order. All of the District Attorney's Add Packages are restorations to the cuts made necessary by Measure 47.

- A. Neighborhood District Attorney. This add package restores two prosecutors and half of a legal assistant to the Neighborhood DA program. The CBAC supports this program because it provides an opportunity to deal with quality of life crimes at the local level and also provides a positive law enforcement presence in the neighborhoods - not just a prosecution presence.
- B. Felony Trial Teams. This package restores three prosecutors and a clerical position to three felony trial units. These units deal with serious person crimes, gangs and career criminals.
- C. Child Support Enforcement. The Child Support portion of the District Attorney's budget is primarily Federal funds. Every \$1 reduction of County money equates to a \$2 reduction in Federal funds. Cuts in this area do not make budgetary sense. The Child Support unit is also bringing in \$20 million per year in support. This is money that helps keep children off welfare roles.
- D. Juvenile Court Trial. This package restores a prosecutor and a half time victim advocate to the Juvenile Court Trial unit. Measure 11 brought much public attention to the impacts of serious juvenile crime on our community. Reducing the staff in this area does not make sense to the CBAC.
- E. Felony Drug Unit/STOP. Restoration of the Drug Unit prosecutor and intern are necessary to maintain a commitment to the long term goal of getting and keeping drug offenders in treatment.
- F. Victim's Assistance. Recent ballot measures (Measure 40 being the most current) which focus on victim's rights are evidence of the public's concern about how victims are treated by the justice system. Measure 40 requires that victims receive notification of hearings and other court activities. Maintaining adequate staffing in the victim's assistance areas is critical to retaining credibility with the public.
- G. Civil Commitments. The District Attorney used to have a position funded by the County to staff the courtroom which handles civil commitment hearings. These funds were reduced during Measure 5 cut backs. The District Attorney has attempted to provide a presence in the hearings in his existing budget but can no longer do this. This package adds a prosecutor to be assigned to those hearings.
- H. District Court Support. This support is necessary due to the high volume of cases which are reviewed by the District Court Trial Unit.

## CONCERNS AND EMERGING ISSUES

There are three areas which concern the CBAC. Each of them impact the DA's Office above and beyond what Measure 47 does to the level of services. These concerns come about due to other government agencies' changes in their budgets and the impact those changes have on the District Attorney's Office.

- A. Investigators - The Portland Police Bureau plans to withdraw two investigators who have been assigned to the DA's Office. The positions allow for more concentrated

investigative resources on many cases. The elimination of these positions will result in DA staff relying on current Portland Police Bureau officers and detectives to take time away from their regular duties to perform the case related functions of investigators. Additionally the Bureau plans to cut funding for the Lloyd District Neighborhood DA. This eliminates a Neighborhood DA, clerical support and office space.

- B. Grants - The CBAC is concerned about the termination of grants which have been awarded to the District Attorney. Three separate grants terminate in 1997-98 necessitating the cutting of another six positions. The Gang OCN Violence Enforcement grant and the Local Law Enforcement Block Grant will cut five additional positions from the DA's Office. The loss of three prosecutors and two support staff will come three months after the Measure 47 cuts take effect. The cuts will impact the drug unit, gang unit and Neighborhood DA program. Additionally the Violence Against Women Act grant, awarded in 1996-97, will terminate in December, 1997. This reduces the office by another prosecutor.
- C. Courts and Police - There is a close connection between the staffing levels of the court, law enforcement agencies and the District Attorney's Office. Each of the agencies involved is impacted by the capacity of the other agencies to deal with the work flow associated with their activity. Thus, a reduction in the DA's Office staff while adding capacity to law enforcement agencies could result in a work flow bottle neck. These relationships are carefully monitored by the various agencies and their leaders. The CBAC is confident that the various agencies will continue their efforts to balance the system as Measure 47 impacts each of the participants.

## CONCLUSION

Overall the CBAC believes the Office of the District Attorney has continued to serve the public well in an increasingly difficult budgetary environment. While it is hard to innovate in such an environment, we encourage the DA to continue to look for productivity gains through synergy and cross training opportunities to decrease boundaries and increase staff flexibility wherever possible.

## MEMBERS NAMES

Sara Lamb, Chair  
Mike Greenlick  
Irwin Mandel  
Doug Menely  
Robert Pung  
Dave Simpson  
Dick Wegner

Citizen Budget Advisory Committee  
for the  
Department of Environmental Services



# MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES  
2115 S.E. MORRISON  
PORTLAND, OREGON 97214  
(503) 248-5000

BOARD OF COUNTY COMMISSIONERS  
BEVERLY STEIN • CHAIR OF THE BOARD  
DAN SALTZMAN • DISTRICT 1 COMMISSIONER  
GARY HANSEN • DISTRICT 2 COMMISSIONER  
TANYA COLLIER • DISTRICT 3 COMMISSIONER  
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

**To:** Beverly Stein, Chair of the Multnomah County Board of Commissioners  
Multnomah County Board of Commissioners  
Central Citizens Budget Advisory Committee

**Date:** March 20, 1997

**Subject:** Department of Environmental Services Citizens Budget Advisory Committee Report 1997-8

**Process:**

This last year represented a period of time during which 50% of our CBAC retired off the committee. With the remaining members also new to the process, a great deal of time was spent in familiarizing ourselves with the various departments. Meetings were held each month with DES staff members Larry Nicholas, Mike Oswald, Lance Duncan and Virginia Webster for updates and explanations of the issues confronting each department and the budgeting process as it unfolded last year. Specific presentations were made by

Elections - Vicki Ervin, Elections Director

Transportation and Land Use Planning Division - Kathy Busse, Planning Director

Willamette River Bridges - Stan Ghezzi and his staff including a tour of the Hawthorne Bridge

In each case, the budgets and concerns of the department were presented and reviewed by us. After November, our attention was focused on the effects of Measure 47 and the impact that it has on the various divisions within the Department of Environmental Services.

**Major Changes:**

Here is a look at each Division within DES and the major changes from the prior years budget:

**Assessment and Taxation** - A rather simplistic approach was used in arriving at the constraints for this division in that major cuts were proposed because of the perception that Measure 47 eliminated the need for many of the services provided by them. The proposed reductions in fact were so deep that some BASIC functions such as the preparation of the next tax bills in November could not be performed. A comprehensive review of this division's structure and budget is needed.

**Facilities and Property Management Division** - As in past years, this division's constraints are built around a short-sighted view of deferring necessary and basic maintenance on County owned properties. It is our strong recommendation that the maintenance of property makes strong economic sense and needs to be placed at the top of the County's priority list.

**Transportation and Land Use Division** - No major changes were noted

**Animal Control Division** - This division is asked to take a major hit in its general fund support. Every effort is now being made to move to a 100% fee and foundation supported entity. We strongly support this approach and feel that this is a creative and innovative way of approaching a solution.

FREDS Division - No major changes were noted

Elections Division - Because of the popularity of vote by mail and the possibility of State legislative actions to increase its use, the budget for this division needs to be revisited after the outcome of this legislative session.

DES Administration - No major changes were noted

Overall we feel is that Larry Nicholas and his staff are acting in a thoughtful and responsive manner given some of the arbitrary reductions being asked.

#### **Add Package Review:**

We strongly recommend the approval of the following add packages:

1. Facilities CIP New Funding - one time only \$1,287,000
2. Restore CIP Funding - Loan Repayment - one time only \$500,000
3. Restore Facilities Fund - Loan Repayment - one time only \$800,000

The facilities CIP New Funding is for ongoing high priority maintenance projects over and above the constraint amount of \$300,000. The type of projects needed include the roof at the Justice Center cost shared 50% with the city), the Ford building roof and major water supply, water proofing and asbestos removal at the Courthouse and McCoy Building.

Items 2 and 3 are amounts that were borrowed for the schooling funding program with the understanding that they would "have to be restored next year". (See bottom of page 3, Chair's Proposal to the Commissioners dated June 6, 1996, attached.)

From the standpoint of good government and the preservation on County assets, our CBAC cannot stress enough the need to NOT view the maintenance and repair funds as contingency funds. Discipline is again needed to insure the proper care of our facilities and avoid greater repair costs in the future.

Of the nine (9) add packages proposed by the Department, five are directly related to Assessment & Taxation. They are:

1. Fund A & T through the First Quarter to produce 1997 Tax Bill - one time only \$1,525,000
2. A & T Customer Service Continuation through the 2<sup>nd</sup> Quarter - one time only \$75,000
3. Restore Service Level increased in Property Appraisal - ongoing \$635,000
4. Restore Personal Property Appraisal - ongoing \$ 590,000
5. Restore A & T New Construction Appraisal - ongoing 1,037,453

It is the recommendation of the DES CBAC that these funds be set aside in a contingency fund until the effects of Measure 47 or HJR 85 and the exact responsibilities of this department are more clearly defined.

The last add package item of Restoration of the Animal Control Park Patrol Program (\$60,000) is not a priority item to us.

**Concerns and Emerging Issues:**

The Emerging Budget Strategy for FY 97-98 (copy attached) is a good summary of issues and opportunities presented by each of the divisions within the DES.

The DES CBAC also recommends a review of the key results which are related to providing interdepartmental services. It maybe that the current levels of service can be lowered which can result in reduced expenses.

**Submitted by:**

Department of Environmental Services Citizens Budget Advisory Committee

Ben Kasubuchi, Chair

M'Lou Christ, Central CBAC representative

Charlsie Sprague

Keith Stangel

Ron Thrasher

Karen Voiss

## Emerging DES Budget Strategy for FY97-98

### Guiding Principles

1. We will build the department budget to meet the constraint developed by the Chair.
2. No across the board cuts in service
3. We will make budget decisions based on a ranked criteria process developed in collaboration with divisions.
4. Decision Packages will be in categories:
  - a. Service Restoration - restore services cut to meet constraint
  - b. Efficiencies and Cost Savings - not necessarily a level of service i.e., based upon employee input, improvement opportunities identified in the DES Self-Assessment survey or Oregon Quality Assessment.
  - c. Add Packages - to meet workload increases or new service requirements.
  - d. Requests for one-time-only funding.
5. We will hold open as many vacant positions throughout the department as possible to help absorb possible layoffs—especially entry level positions.
6. We will actively solicit and consider cost saving ideas and service improvements from employees .
7. We will keep employees informed of key budget issues.
8. We want to encourage and explore new ways of providing service.
9. We have a commitment to maintaining infrastructure in Facilities, Transportation and Information Technology.

## Major Issues and Approaches by Division

### Assessment and Taxation Division

1. We will build the constraint budget at Option 3.
2. Service Level Restoration packages will be prepared.
3. One restoration package will restore A & T to full service until October 1, 1997 to produce the tax bill.
4. We will explore possible consolidation with other metro Counties.
5. We will explore a tax collection cost recovery strategy with the taxing districts.
6. We will incorporate Measure 47 system changes into the computer system migration plan.
7. We need to have a Board approved A & T budget in time to meet the April 15<sup>th</sup> deadline for the Department of Revenue Grant.

### Facilities and Property Management Division

1. We will prepare a constraint budget held to no increase in dollars over FY96-97.
2. The CIP budget will be built with a \$1.3 million reduction. -
3. We will work closely with operating departments to identify areas to save money and cut costs.
4. We will develop a list of CIP add packages in groupings of 3-4 projects.
5. We will develop a comprehensive approach(plan) to building occupancy. Ways for the County to save money by getting out of high liability buildings and/or consolidating programs in buildings we intend to keep. Focus scarce CIP resources.
6. We will prepare an Issue and Opportunity paper addressing the Measure 47 impact on issuing bonds for deferred building maintenance.
7. Develop and Action Plan item to create a new Strategic Space Plan - excluding the Courthouse

### Transportation and Land Use Division

1. We will develop an restoration package for County Surveyor in the event the fee increase ballot measure is voted down.
2. Land Use Planning budget will include new full cost recovery fees for "Current Planning"

### Animal Control Division

1. We will plan for a two year phased transition off the General Fund to become a 100% fee and foundation supported program.
2. We will build a constraint budget with a \$416,000 reduction in the General Fund.

### FREDS Division

1. We will prepare a constraint budget held to no increase in dollars over FY96-97.
2. We will provide operating departments with data to help make decisions on cutting costs and saving money.

### Elections Division

1. We will explore the possibility of consolidation with other metro Counties.
2. We will explore ways of spreading the administrative costs of holding elections to the initiating jurisdiction, including internal service reimbursements. This will require a legislative change.
3. We will prepare a decision package in the event the legislature passes legislation allowing for all elections to be held by mail ( approximately \$400,000 reduction in General Fund).

### DES Administration

1. We will prepare for the possibility of bringing the Emergency Management program into the department.

### Budget Scenarios

1. *If the ballot measure to set fees fails...*
  - a. Prepare Decision Packages to replace fee funded services.
    - Transportation Division - County Surveyor
    - Animal Control
    - Transportation Division - Land Use Planning
2. *Legislative decisions...*
  - a. Vote by mail
  - b. Funding mandates (Measure 30)
  - c. Measure 47 interpretations - Appraisal procedures; allocation of property taxes; and definitions of "public safety," "education," "fees."
3. *What if our assumptions are wrong???*



## Beverly Stein, Multnomah County Chair

Room 1515, Portland Building  
 1120 S.W. Fifth Avenue  
 Portland, Oregon 97204

Phone: (503) 248-3308  
 FAX: (503) 248-3093  
 E-Mail: MultChair@aol.com

TO : Board of County Commissioners  
 FROM : Beverly Stein  
 DATE : June 6, 1996  
 RE : \$10,000,000 to Schools Proposal

I have been working in cooperation with the Budget and Quality and Finance offices to develop a draft proposal for your consideration. I have been guided by the following goals:

- minimize long term damage to the County's financial integrity
- minimize long term program impact on our clients
- stabilize our assistance to functions related to supporting children and families involved with the schools

As the following listing shows, we have been able to come up with the resources to address the goal of providing schools \$10 million on a one-time-only basis.

### SUMMARY OF PROPOSAL

Schools Contribution		10,000,000
Steps toward target:		
	Reduce Reserves	(3,400,000)
	Additional Revenue	(3,450,000)
	Delay Hiring and Program Start Up	( 1,020,000)
	Strategic Investment Program/Community Service Fee - Year 1 (First Year Transfer from Facilities, CIP, IS Funds)	(1,500,000)
	Eliminate Levy/Share Reserve	( 500,000)
	Lower COLA	( 130,000)
Subtotal		(10,00,000)



**I. COUNTY RESERVE FUND**

\$3,400,000

In the Chair's proposed budget, we were able to allocate one time only resources to fully fund the Board policy goal of a 5% General Fund reserve - \$9.5 million in 1966-97. By reducing that amount to \$6,100,000 the Board will remain consistent with the practice of the past three years of adding \$1,500,000 to the reserve each year. This is in line with the current financial policy and should not negatively impact the County's bond rating. In fact, there is a chance that this continuing commitment to building the reserves would result in a slightly improved bond rating when we issue new debt associated with the public safety and library bonds. This is your Auditor's recommendation.

**II. NEW REVENUES**

\$3,450,000

Our review of YTD revenue collections indicates that we will end FY95-96 with about \$1.9 million more than we forecast in the Chair's budget proposal. This will add to the 1996-97 Beginning Balance and be available for appropriation next year. We anticipate that these same revenue sources will also generate an additional \$1.550 million next year and that revenue will also be available for spending.

The original revenue forecast assumed that Business Income Tax (BIT) revenue in FY95-96 would grow by 10% over the previous year. Similarly, Motor Vehicle Rental Tax was forecast to grow in FY95-96 by about 11% over FY94-95 actual revenue. Our experience through the end of April indicates that these two revenue sources are growing at much faster rates than we anticipated.

The collection cycle for these two revenue sources dictates a conservative forecasting approach. About 55% of their receipts come in April, May, and June. We typically adjust the forecast throughout the year to reflect our actual experience. The quarterly BIT payment that was due on April 15 was more than 15% higher than the previous year. Likewise, Motor Vehicle Rental Tax receipts in April were nearly 20% higher than in the previous year.

**III. LATE HIRING AND PROGRAM START UP**

\$ 1,020,000

**HIRING DELAY**

\$ 415,000

This will delay the hire of all new full year general fund supported positions in add packages by three months.

## PROGRAM DELAY

\$ 605,000

Some of the programs reviewed by the Wellness group were scheduled for a delayed start up in the submitted budget. Others cannot be delayed because they are a continuation of current programs.

I have mixed feelings about this recommendation because of the direct client impact of these delays. However, a delay has the advantage of providing additional planning time and offer the Board more of an opportunity to review individual program goals and objectives. Below please find a list of new programs, the Board review date, the projected program start up date, and the anticipated savings from a delayed start up (because many of the programs will be contracted the savings are not a duplication of the hiring delays described above).

Delay of STARS/WYN	\$28,000
Delay of Innovative Grants Expansion	\$50,000

### November Board Review / January start

Expansion of Mental health services to headstarts	\$ 54,000
Friends of Children	\$105,000
Expansion of Parent Child Development services	\$138,000
Community Leadership Institute	\$ 25,000
Expansion of Brentwood/Darlington Community Health Model	\$ 50,000

### February Board Review / April start

Girls Empowerment	\$ 70,000
Family Advocates	\$ 35,000
Transitional Housing (Richmond Place)	\$ 50,000

## IV. STRATEGIC INVESTMENT PROGRAM/COMMUNITY SERVICE FEE \$1,500,000 (FIRST YEAR) - LOAN FROM COUNTY FUNDS

Gresham has agreed to a process for considering options for the first year's community service fee. The process should be complete this summer.

Because these funds will not come to the County until 1997-8, the transactions will show as a \$1,500,000 transfer from the Capital Improvement Fund (\$500,000), the Facilities Fund, (\$800,000) and from Information Services (\$200,000). These funds will have to be restored next year.

**V. REDUCING SET-ASIDE FOR FUTURE LEVY SHARE \$500,000**

In addition to setting aside the policy-directed 5% reserve, the Chair's Proposed Budget also included \$500,000 held in reserve to support the public safety levy in the event that we cannot levy our full authorized rate in future years. If we stay within our share of the \$10 cap, and if property values grow 9%, 7.2%, and 6.8% in the next three years, our public safety levy revenue will fall \$5.9 million short of the costs (\$1.9 million in 97-98, \$4 million short in 98-9). Using this set-aside in 1996-97 for schools will require us to find \$1.9 million in 1997-98 rather than \$1.4 million (if property values grow no more than the current estimate) or will require negotiation with Portland and the other property taxing jurisdictions for a larger share of the \$10 cap.

**VI. SAVINGS FROM LOWER COLA**

**\$130,000**

Our labor agreements tie the cost of living increase to the consumer price index. The amount set aside in budget planning was greater than the amount that will be needed to meet our contractual obligations. (This represents about 2/3 of the savings).

Citizen Budget Advisory Committee  
for the  
Multnomah County Health Department

Community Health Council Members

Carol Blenning  
Marlene Clark  
Steven Cochran  
Buzz Daniel  
Bill Davis  
Lorey Freeman  
Marg Jozsa  
Kay Lowe  
Gerardo Madrigal  
Eleanor Matthews  
John Oki  
Lisa Simpson  
Sandra Spiegel  
Darlene Swan  
Hong Van Vu

## MULTNOMAH COUNTY COMMUNITY HEALTH COUNCIL POSITION STATEMENT

The Multnomah County Health Department's Primary Medical Care and Dental Care system has, rightfully, been called "a model for the nation." The Community Health Council has, historically, worked with the MCHD to improve this system, and has been proud to do so.

The Council also recognizes that the advent of Measure 47 constraints will profoundly and negatively affect the MCHD Primary Care Division's ability to provide services, and we have worked closely with the Health Department personnel to examine and mitigate these effects.

Nevertheless, we, the Community Health Council, cannot recommend clinic closures that will result in denial of health care to almost 10,000 uninsured people countywide. These clinic closures are unacceptable.

Therefore, the Community Health Council's first priority is the reinstatement of funds for medical and dental services; that is, the East County Clinic, the North Portland Clinic, and treatment for pain and suffering for the dental uninsured. The strength of our feelings on these cuts in general fund support for health services cannot be overstated.

### Community Health Council's CBAC Review Process

In anticipation of major budget impacts due to the passage of Ballot Measure 47, the Multnomah County Community Health Council began meeting early in January with Billi Odegaard, the Director of the Health Department, and Tom Fronk, the Director of Business Services, to develop an understanding of the important issues and critical impacts on county residents. In addition to regular monthly Council meetings, the Budget Committee met between Council meetings for more in depth review and discussion of the Health Department's budget proposal as it was being prepared for submission to the Chair on March 10, 1997. Council reviewed the Department's Budget Highlights document as it developed over the two-month preparation period, the presentation to OHSIC about the impacts on primary care in the community, as well as client profiles, each clinic's demographics and service statistics, federal revenue shortfalls and other relevant data.

January 6	Community Health Council meeting
January 10	Joint Budget and Executive Committee meeting
January 23	Joint Budget and Executive Committee meeting with Sharon Armstrong, Director of Primary Care Division

February 10 Community Health Council meeting  
 February 25 Budget Committee meeting with Billi Odegaard and Tom Fronk  
 March 3 Community Health Council meeting

Throughout the year, Community Health Council reviews budget revenues and expenditures monthly as well as meets with staff for programmatic updates.

Recent topics include

July 8	Primary Care Enrollment
August 12	CQI and RESULTS Progress Report
September 9	School Based Health Centers Annual Report
October 14	Primary Care Enrollment Update
November 11	Primary Care Conference Report
December 9	Dental Division Report
	Violence Prevention Program
	Immunization Project Update

### Major Changes in Budget

- The county General Fund constraint budget for the Health Department in FY 1997-98 is \$7 million dollars less than FY1996-97. Federal revenue shortfall due to decreased Medicaid reimbursements and ending of the grants for the Refugee Early Employment Program (REEP) and other grants will reduce funding resources by an additional \$1.5 million dollars.
- As a result, the Council's major concern is for the uninsured and underinsured county residents who are not eligible for the Oregon Health Plan. Currently, the Health Department clinics provide access to basic health care for 10,500 such self-paying clients on a sliding fee scale based on their income and household size. If the Board of County Commissioners' expectation is that those 10,500 county residents can use the "safety net" that the county clinics are such an integral part of, then there are not going to be nearly enough alternatives for those uninsured residents when two county clinics are forced to close their doors in June.
- With the removal of county general funds from primary care services, 7875 to 9450 of these working county residents will fall through the cracks and lose their access to care. The existing "safety net" in the community of non profit, volunteer clinics and hospital emergency rooms cannot possibly absorb that many more people.

- The Council has reviewed all the proposed restoration packages and the add package for one-time-only funds for the Coalition of Community Health Clinics to hire eligibility screeners to find their Oregon Health Plan eligible clients. As the CBAC, we support all the requests for restoring funds as important and appropriate needs.

In addition, the Community Health Council finds it unacceptable for the County to abandon its long-term commitment to safety net services for county residents, especially access to basic health care. These are cost effective services that prevent long-term, more expensive problems for not only individuals and families, but for the community as a whole.

Consequently, we strongly recommend that the Board restore funding for primary care clinics in East County and North Portland and for treatment of pain and suffering for the dental uninsured in the county.

### Concerns

- The Council is very concerned about the county's abandonment of its mission and loss of access to basic health services by more than 10,000 county residents at a time when the other community providers of care to the uninsured are unprepared to serve such a large number of people. The capacity in the current safety net clinics and hospital Emergency Rooms does not exist to absorb the care needed by an addition 10,000 people from closed county clinics.
- The Council is also concerned that this loss of access will soon result in the loss of all the gains the Health Department has made in personal and community health over the last 20 years. The price of public health is vigilance and continuity.
- For example, Council is concerned that cuts in the Sexually Transmitted Disease Clinic will ultimately lead again to increase rates of STDs in the county without the substantial efforts of this program in treatment and prevention. Public health cannot be taken for granted.
- Also, Council is concerned that increasing ambulance rates to make up for the loss of general fund support will require voter approval under Ballot Measure 47.

### Emerging Issues

- In reviewing the cost of operations, the Council sees that 3 percent is allowed for inflation. However, in 1997-98, the average cost of an employee in the Health Department increases by 5.5 percent. Council is

concerned that this situation will lead to a continuous erosion of the County Health Department's ability to recruit and retain qualified staff to provide health care to county residents in need of services.

The Multnomah county Community Health Council understands the difficulties and budgetary restrictions imposed on the Board of County Commissioners and the Health Department by the passage property tax limitations. We recognize the need for significant changes and creative alternatives. We agree that funding cuts must be made wisely to maintain quality. We do not support an approach that "thins the soup" for all programs. However, as representatives of the community, we cannot in good conscience support closing two county health clinics and denying access to basic health care for more than 10,000 county residents.

Sandra Spiegel, President  
Community Health Council

Steven Cochran  
CBAC Budget Committee

Bill Davis, Chair  
CBAC Budget Committee

Marge Jozsa  
CBAC Budget Committee

Adult Community Justice  
Citizen Budget Advisory Committee

for the

Department of Juvenile and Adult  
Community Justice

**Department of Juvenile and Adult Community Justice**  
**ADULT COMMUNITY JUSTICE**  
**CITIZEN BUDGET ADVISORY COMMITTEE**

MEMORANDUM

TO: Central Citizen Budget Advisory Committee  
Office of Citizen Involvement

From: Adult Community Justice  
Citizen Budget Advisory Committee (CBAC)

DATE: April 23, 1997

SUBJECT: ACJ CBAC 97/98 Report

---

PROCESS:

During the past year the CBAC has met on a monthly basis; more often as the budget season got underway. We again focused our efforts on data gathering and evaluation; community involvement; and personnel safety, training and arming issues.

In the course of the year we interviewed a number of people including: Elyse Clawson, Director; Bob Grindstaff; Barbara Grinder, ASAP Treatment; Maggie Miller, Public Information Officer; Dan Pinkey, ACJ Safety; and Gerard Welch, Program Administrator for the Domestic Violence Unit.

MAJOR CHANGES:

Measure 47 impacts and the combining of the Department of Community Corrections with the Department of Juvenile Justice have provided major changes in the current year as well as the future. These changes not only affect budgeting but also program implementation and delivery. The FY 97/98 budget reflects the planned system changes that will fundamentally reshape approaches to offender supervision, sanctions, and services.

Strategies for non-targeted offenders include an increased use of diversion for drug/alcohol treatment; development of "sole sanction" alternatives to supervision; and increased use of Centralized Casebank Services.

ADD PACKAGE REVIEW:

In reviewing the proposed Add Package requests from the Department, we recommend the following order for the add packages with the understanding that the first seven requests are a packaged approach to the restructure of the organization and together are add request number 1:

1. Comprehensive Restructure Package:

Sanctions Tracking - Creation of a program that manages the utilization and allocation of all available local sanctions. \$257,778;

Weekend Program ( Sentencing Alternative Program) - Alternative to jail and formal probation supervision. \$238,706;

Intake Staffing - The enhanced capacity of Intake to serve as a "gatekeeper" for community corrections by applying new assessment instruments designed to identify and respond to an offender's criminogenic and need factors. \$63,377;

Community Service - The operation of two additional crews (14 offenders per crew) 7 days per week. \$181,285;

Sanction Beds(MCRC) - The department will provide a custodial sanction for probation violations through this addition to our constraint budget. \$766,000;

DROP Program - Provision of a swift and certain sanction for drug use in a population of high risk drug users under supervision. (Within current budget.);

STOP Program - Operation at the current service level of this program. \$201,400;

2. Women's Services - Restructuring of services for women and children currently being provided by Women's Transitional Services. \$598,910;
3. Residential A& D Beds - The department will increase its capacity for residential treatment by 50 beds. \$786,500;
4. Transitional Funding - Request for one-time-only support funding to minimize potential negative impacts on staff, clients, and stakeholders during this time of transition and reorganization as programs are closed, up to \$314,754;
5. Forest Project - Continuation of this program. \$355,253;

## CONCERNS:

- We continue to be frustrated by the lack of communication with citizens on some issues. A case in point related to CBAC members discovering through the media that the Department of Community Corrections and the Department of Juvenile Justice were to be combined.
- We continue to recommend that there is a need for outside performance evaluations of County contractors. We feel that self-evaluation has a built-in bias.
- We continue to recommend that the County adopt a comprehensive waste prevention strategy to save money on supplies and garbage fees. We continue to attend County meetings where one-sided copies are the norm and have received faxes with full page cover sheets. There are many simple strategies the County could adopt that would positively impact it's bottom line.
- The need to shift management emphasis from an annual budget focused process to one that emphasizes program effectiveness, policy development and goal setting.
- **The CBAC still firmly supports our previous recommendations that the County adopt a two year budget process.** The non-budget year would be used to review program activities and performance, to determine priorities and to set direction for future action. To prevent substantial budget manipulation during year two it might be necessary to devise another means for Commissioners to exert their influence on departmental actions. (We believe that Commissioners will actually exert more influence on County actions and priorities than currently as a result of their involvement in a thoughtful review of departmental outcomes and priorities). As in previous years, we feel that a two year budget cycle would orient the County towards outcomes rather than figures.

**ISSUES:**

The following issues continue to surface at our CBAC meetings and discussions:

1. The need to improve communication between County Departments and citizens.
2. The need to increase fee collections from program participants.
3. The need for effective and continuing program evaluation.

Special note of thanks to Kathleen Todd for her efforts and assistance in writing the report during the Chair's, Larry McCaggs, absence.

**MEMBERS:**

Larry McCagg, Chair  
Pat Bozanich, Past Chair  
Richard Pomeroy (ex-officio member)  
Bill Hoffstetter  
Katherine Anderson  
John Carter

Juvenile Community Justice  
Citizen Budget Advisory Committee

for the

Department of Juvenile and Adult  
Community Justice

**Citizen Budget Advisory Committee Recommendations**  
**for the Dept. Of Juvenile Community Justice (a.k.a.**  
**Dept. of Juvenile & Adult Community Services). Fiscal**  
**Year 97/98**

**Process:**

The process in which our **CBAC** compiled information to complete this Document of recommendations consisted of reviewing numerous documents Supplied by the **DJACS** along with meetings and interviews over the Course of approximately eight months with following **DJACS** staff; **Elise Clawson, Joanne Fuller, Bill Morris, Lonny Nettles, Richard Scott** and **Meganne Steele**. All meetings, interviews and documents reviewed by This **CBAC** was about the **DJACS** budget, policies, programs and operations.

**Major Changes:**

The following is a list of major changes in the constraint budget for the **JCJ/DJACS** and the **CBAC** recommendations regarding these changes.

**\*MEASURE 47;** In light of this measure, it is incumbent on **DJACS** and on all agencies of government to develop a system that educates the citizens and Voters about their functions and the benefits garnered by the public.

**\*Combining of Adult Community Corrections and Juvenile Justice Services;** Though **Elise Clawson** and her management team appear to be very strong and productive, we are concerned that this team will be spread Thin with the added responsibilities required to run both departments. There is further concern that **Elise Clawson's** position as an effective director of the **DJCJ** will change to a "political position" with her new title. We strongly feel that this would not be the best use of **Elise Clawson's** skills and would not be in the best interest of the **DJCJ** and the community.

**\*Loss of Counseling Administrator;** That the **DJCJ** is willing to give up a high ranking position to meet budget cuts is commendable, however, there is a unanimous concern among the **CBAC** members that the Department is spreading itself thin.

**\*Transfer of Child Dependency Services to SCF (Services for Children & Families);** We are concerned about the **DJCJ** eliminating these services, as it is unclear whether **SCF** would indeed assume these duties at the service level currently provided by this department.

**Add Package Review:**

After extensively reviewing the **DJCJ Add Package Request** and interviewing department staff, this **CBAC** developed a grouping of add package requests ranking each request as either, high, medium or low priority. Our recommendations:

**High Priority:**

- \*Summer School Program in Detention Facility
- \*Information Technology
- \*Youth and Family Skill Development
- \*Administrative Hearings Officer

**Medium Priority:**

- \*Increase Sanction Capacity
- \*Juvenile Counselor for Assistance to Probation Units
- \*Continue Detention Alternatives
- \*Flex Fund Restoration

**Lower Priority:**

Additional Mental Health Consultant in Custody  
Groupworker/Program Team

In regards to the **APR** of \$500,000 for **\*Prevention & Intervention** there was no information other than the title of the request for our **CBAC** to review. Though we like the idea, we are unable to give any recommendation for the request at this time.

**Concerns:**

In regards to the **DJCJ** priorities, budget, omissions, ect., the **CBAC** recommends the following;

**\*Important Note:** The **CBAC** strongly recommends that the **DJCJ** develop a **Volunteer Program** by hiring one FTE as a **Volunteer Coordinator**

Whose duties would include recruiting volunteers, for example; to assist in organizing with youth and/or family activities, education, sports, pilot projects, Support for department staff, ect. This position could also include developing donations of equipment to create and/or maintain **DJCJ** programs.

The **Volunteer Coordinator** could involve churches, business organizations, universities, colleges, non-profit organizations and community organizations. Given the nature of the function of the **DJCJ**, we (**CBAC**) feel there would be strong support and participation from the community. This could be a vital link for the department to develop relations in the community and to create much needed support for the department and the youth, families & public it serves.

The **CBAC** believes the **Volunteer Coordinator** position would cost the department approximately \$50,000 a year. These funds could possibly be applied from the **APR** of \$500,000 for **\*Prevention and Early Intervention**, if this request is approved by **County Commissioners**.

**Emerging Issues:**

All are addressed in this budget.

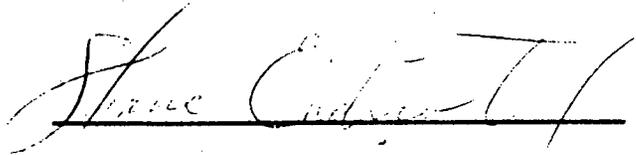
The **CBAC** would like to thank **Elise Clawson** and the all the **DJACJ,JCJ** staff for their cooperation with sharing information, listening and answering our many questions. The **CBAC** would like to extend an extra thanks to **Meganne Steele**, for all the effort and work she put in to assure each **CBAC** meeting with the department ran smoothly and was productive.

Thank you to our **County Commissioners** for reviewing this report and recommendations.

**Members:**

**CBAC** members' names: **Charlotte Cook, Shane Endicott (Chair), Muriel Goldman, Mark Jones, and David Smith.**

Compiled & submitted by **Shane Endicott, JCJ CBAC chair**, on this date of **March 31, 1997.**

A handwritten signature in cursive script, reading "Shane Endicott", is written over a solid horizontal line.

Citizen Budget Advisory Committee

for the

Department of Library Services

## MEMORANDUM

DATE: April 1, 1997

TO: County Chair Beverly Stein  
Citizen Involvement Committee

FROM: Library's Citizen Budget Advisory Committee

SUBJECT: Library FY 97-98 Budget

---

### PROCESS

The Library Board was formally briefed by the Library Director at the December and March Board meetings. The first formal briefing included an explanation of the guidelines that library management has followed in restructuring the Library under Measure 47. These guidelines are based on the Library's Long Range Plan, which was adopted by the Library Board and received by the Board of County Commissioners in March, 1995. The Library's Budget Advisory Committee, a subcommittee of the Library Board, met specifically to review and prioritize the Library's proposed restoration and one-time-only requests.

### MAJOR CHANGES

Major changes have already been made to this year's budget to make the immediate cuts needed after the passage of Measure 47. These reductions include:

- Rollback of the expanded hours at branches
- Reduction of \$300,000 in the books and materials budget
- Deferral of Parkrose school project
- Loss of expanded hours at Central when it reopens on April 8

The Library's constraint figure for 1997-98 is \$18.3 million, a reduction of approximately 27% from next year's projected budget. To meet that constraint figure, further reductions in the FY 97-98 request include:

- Reduction of hours at all open locations to 38.5 hours/week
- Closure of eight library branches
- Elimination of telephone information service system-wide
- Reduction of 36% in the books and materials budget
- Outreach to children reduced nearly 50%
- Outreach to adults eliminated totally

These projected cuts will be devastating to the library system. We are particularly concerned about the impact on the books and materials budget, which had only this

year finally reached the goal of 15% of the operating budget. Hours reductions, branch closures, and the elimination of telephone information services are all reductions which are painful to contemplate and to implement.

Planning and implementation of general obligation bond projects continues and will be a major part of the Library's focus during 1997-98.

## RESTORATION PACKAGE REVIEW

### Library Collection Budget

Each of the restoration packages outlined below includes a corresponding increase in the books and materials budget, in order to keep the overall materials budget at 12% of the Library's operating budget. The CBAC members and the rest of the Library Board strongly support this restoration.

### Branch Restoration Package 1a

This request restores operations at the eight closed branches by "piggybacking" branch pairs. One staff will operate each pair and each branch is open 18 hours per week.

### Branch Restoration Package 1b

Package 1b also restores operations at all eight branches, but provides for Belmont and St. Johns to be open at the 38.5 hours/week level, with the other six branches piggybacked as described above.

The Library Board and CBAC strongly support branch restoration as the Library's top priority, with package 1b as our first choice.

### Telephone Reference

This restoration package would provide patrons with the ability to access their Library by telephone. Without this service, patrons will have to physically come into a library building in order to ask reference questions or to verify book holdings.

### Monday Hours at Central, Midland & Gresham

Approval of this restoration request would restore one additional day of service at the Library's three busiest locations. This would provide additional access to the three most significant and heavily used collections in the Library.

The CBAC, and later, the entire Library Board, did not reach unanimity about the ranking of these last two restoration requests, though restoration of telephone reference did receive more votes at the Library Board meeting.

## ONE-TIME-ONLY REQUESTS

### School Corps of Youth Librarians

As branch hours are reduced and/or eliminated, outreach services to children will also be impacted. The School Corps would help fill this gap by maintaining and creating contacts with care givers and schools, making materials selection recommendations that will help bolster the schools' curriculum, and by assisting teachers and students in using the Library's electronic resources. Homework assistance would be provided at selected branches after school.

### Volunteer Services Staff Member

This request recognizes the increased volume of volunteers and the projected need for more volunteers under the piggybacked branch plan. An additional position is requested in order to quickly move volunteer applicants through the application, interview and placement process.

### Mothballing Branches

If branch libraries close, this request would be necessary in order to prepare the buildings for closure. Mothballing involves removing supplies, electronic equipment and selected portions of the collections, gating parking lots, providing appropriate signage, securing buildings, and providing limited maintenance.

### Ramp-Down Packages

One-time-only money is being requested for two ramp-down packages: services at Central and services throughout the system.

The Library anticipates that Central will be extremely busy during the first three to six months after its reopening on April 8th. Reductions in hours of service as of July 1 will mean a first series of staff layoffs. During the next three months, library staff will determine additional layoffs needed to further reduce expenditures at Central. As staff cannot successfully respond to heavy use for Central's first three months and simultaneously plan for further reductions, this ramp-down request will allow for this transition.

The second ramp-down request provides funds to cover the required timeline for the layoff/bumping process. As the budget requests will not be officially approved until the end of June, the Library will need several weeks beyond July 1st to work through this process since many employees will be impacted by others bumping and demoting.

The CBAC and then the Library Board discussed these one-time-only requests and ranked them in the following order: 1. Mothballing branches (essential if branches are closed); 2. School Corps, and 3. Volunteer Services. Again, the vote was not unanimous. The ramp-down packages were not completed at the time of this discussion and thus were not included as part of the vote.

## CONCERNS

The continuing, paramount concern of the CBAC and the entire Library Board is the Library's reliance on property tax levies for funding. The passage of Measure 47, after the strong support given to the Library by voters last May, has made the need for stable funding even more apparent. Voters, many of whom did not understand the impact Measure 47 would have on the Library's levy, are confused and disgruntled by the "roller coaster" this property tax reliance produces. Losing their support throughout this budget reduction/Measure 47 process is a high price to pay when the Library staff has worked so hard to gain that level of support over the years. We know that Chair Stein is committed to achieving overall tax reform and we have pledged our assistance to that effort. If tax reform is not attained soon, though, we must find a way to secure stable funding for the Library.

## EMERGING ISSUES

This budget request deals with the financial implications of living with Measure 47. It does not, however, deal with the intangible implications. These intangibles are harder to describe and quantify but are just as real in their impact. For example, once the Library goes through the layoff process, many of its newest, most computer literate employees will be gone. Younger employees will also be gone, leaving the Library with an older, less diverse work force when the demands for new skills and energy are increasing more rapidly than ever before.

We expect to see an increase in workers' compensation claims and sick leave use as people deal with the trauma of changing jobs, locations, and co-workers, while handling an ever-increasing work load. "Survivor's guilt" will undoubtedly take its toll in employee morale. Though library management will do its best to encourage, support and provide training to people throughout this process, the emotional price is still high. For many library staff members, the stress and concern caused by potential layoffs is doubled by stress and concern over what is happening to the library system and the services the Library provides.

We appreciate the opportunity to review and comment on the FY97-98 budget proposal and hope that our recommendations will assist you in keeping the Board of County Commissioners aware of our concerns as citizens and users of our library system.

Susan Hathaway-Marxer, Chair  
Paul Millius  
Terri Naito  
Library Board Members

cc: Ginnie Cooper, Director of Libraries

Non-Departmental  
Citizen Budget Advisory Committee

**NON-DEPARTMENTAL  
CITIZEN BUDGET ADVISORY COMMITTEE**

MEMORANDUM

TO: Central Citizen Budget Advisory Committee  
Office of Citizen Involvement

FROM: Jerry Penk, Chair  
Citizen Budget Advisory Committee (CBAC)

DATE: March 31, 1997

SUBJECT: ND CBAC 97/98 Report

---

PROCESS:

The Non-departmental Budget Advisory Committee (CBAC) met with the following persons: Carol Wire, Chris Tebben, and Steve Fulmer, Commission on Children and Families; Gary Blackmer, Auditor; Becky Wehrli, Portland Commission on Aging; Bill Bulick, Regional Arts and Culture Council; Helen Cheek, Metropolitan Human Rights Commission; Dianna Pope, East Soil and Water Conservation District; John Legry, Citizen Involvement Committee; Barry Crook and John Rakowitz, Strategic Investment Program; and Paul Sutherland, OSU Extension Service. The CBAC went on field trips to the Extension Service and the East Soil and Water Conservation District.

The Non-departmental CBAC also spent several meetings reviewing Multnomah County's Citizen Boards and Commissions. Findings and recommendations are part of this report.

MAJOR CHANGES:

The Non-Departmental CBAC recommends the approval of budgets as submitted which did not contain add packages.

ADD PACKAGE REVIEW:

The Non-Departmental CBAC recommends as follows with regard to the Add Packages received.

1. Commissioner Kelley's Office: The CBAC recommends the approval of the request of a restoration of .05 FTE and \$2,472. To cut this amount to remain within the constraint budget would produce greater problems than the savings would warrant.
2. Office of the County Council: The CBAC does not recommend the approval of the request for this addition. See the reason below.
3. Portland/Multnomah Commission on Aging: The CBAC does not recommend the approval of the request for this addition. See the reason below.
4. Regional Arts and Culture Council: The CBAC does not recommend the approval of the request for this addition. See the reason below.
5. USO Extension Service: The CBAC does not recommend the approval of the request for this addition. See the reason below.

The uncertainty with regard to the amount of funding available for all County budgets at this time leads the CBAC to recommend that no substantial additions be approved for these budgets. It is instead recommended that when more exact information is available these requests for budget additions be re-visited for possible positive recommendations.

#### CONCERNS:

Regional Arts and Culture Council: The CBAC is concerned about the Regional Arts and Culture Council which shows a 100 per cent increase in revenue from the Hotel/Motel Tax without any supporting documentation as to the authorization for this increase.

East/West Soil and Water Conservation Districts: The CBAC admires the amount of leverage the Water and Soil Districts manage to obtain from the small County contribution. For the third consecutive year we continue to support the merging of these two districts. Cost savings and staff effort divided between the two districts could be of great benefit to a combined program.

#### EMERGING ISSUES:

Commission on Children and Families: The CBAC sees cause for concern with regard to the quality of management for the Commission on Children and Families (CCF). This concern emanates from three meetings the CBAC had with representatives of CCF.

At the first meeting the CBAC was informed by the then-director that during the first two years of operation the CCF was non-functional because the director

during that period did not understand the agency's mission. The CBAC is concerned about the use of dollars without accountability. The CBAC was assured that the new director now had the agency under control.

Because specific budget information was not provided at the first meeting with the CBAC, the new director was asked to meet again with us. At the second meeting, the budget and program documents were provided. The director brought an assistant with her to help answer our questions. Very quickly it became apparent that our need for specific program outcomes in relation to the CCF budget was not understood. We are also concerned about the selection of unrealistic Benchmarks such as 100% School Completion. While this is a wonderful goal, it is not a realistic goal.

A third meeting was requested. By this time, the new director was gone and the agency was represented by a citizen member of the Commission. While amiable, this member was unable to supply the CBAC with specifics about the Commission's operations or budget. But another question was raised. That is the propriety of a commission consisting of citizen members who have a vested interest in the activities of the commission.

After almost a year of seeking more specific information about CCF, the CBAC still does not have enough basic information to determine whether the agency is achieving the legislature's founding mandate. In absence of such information, the CBAC finds it impossible to make recommendations about their budget. However, the CBAC does recommend that careful oversight is in order in the form of a performance audit or the appointment of someone independent of County government to provide this service.

## BOARDS AND COMMISSION'S REVIEW

The Non-departmental CBAC has reviewed Multnomah County's Citizen Boards and Commissions. We checked for duplication, inactivity, and method of funding staff support and activities.

### **General Findings:**

Of the thirty-one reviewed we found one possible duplication, several that have been inactive for more than two years, and that most staff support and materials are absorbed by the Department involved. The Boards or Commissions that have separate budgets are already monitored through the County's current budget process. Specific budget recommendations, when warranted, appear in the body of either the Non-departmental or other Department's CBAC reports.

The current level of support for citizen-based boards and commissions has proved to be an invaluable asset to Multnomah County. Connecting government back to the community in a positive manner is an invaluable benefit of citizen oversight in light of growing public interest in accountability.

**Specific Recommendations:**

1. Reviewing of Boards and Commissions should be folded into the regular work of the CBAC program. Each CBAC should be responsible for reviewing the Boards, Commissions, or Committees that fall under their particular Department.
2. Dissolve the Boards and Commissions that have been inactive for more than two years. These include: the Integrated Pest Management Advisory Committee, the Multnomah Council on Chemical Dependency, and the Welfare Advisory Board.
3. The CBAC supports the Multnomah County DUII Community Advisory Board's request to raise the Victim's Fee so that they can continue to be self-supporting.
4. Request that the citizen oversight for the Commission on Children & Families be moved from the Non-departmental CBAC to the Department of Community and Family Services' CBAC.
5. Support evaluating the charges of the Planning Commissions of Multnomah County and the City of Portland to determine whether a merger would meet the needs of both jurisdictions.

**MEMBERS:**

Jerry Penk, Chair  
Barbara Lentz, CCBAC Rep.  
Dawn Del Rio  
Jean Cauthorn  
Tracee Larson  
Claudine Paris  
Deborah Whitefield

Citizen Budget Advisory Committee

for the

Multnomah County Sheriff's Office

## Multnomah County Sheriff's Citizen Budget Advisory Committee Fiscal Year 1997-98 Report

The Sheriff's CBAC reviewed the Sheriff's budget submission along with a study analyzing the staffing levels of the jail system and other historical information relating to the Sheriff's Office. In addition, on April 16, 1997, Sheriff Dan Noelle presented his management plan to the CBAC.

The Sheriff was requested to reduce his general fund budget by \$3.8 million to meet the constraint of Measure 47. In order to do so a general priority was established to: 1) maintain jail beds; 2) provide law enforcement services to unincorporated Multnomah County; 3) perform services unique or mandated to the Sheriff such as the service of civil process and river patrol, and; 4) maintain adequate staffing in order to collect and assess management information for operational efficiencies. Wherever possible, functions were consolidated in order to create economies of scale efficiencies. The priority of maintaining jail beds required a reduction of counseling staff resulting in fewer program services for inmates.

In May, 1996, the voters approved a construction bond and operating levy for expansion of the Multnomah County jail system. The expanded jail system would eliminate the early release of inmates into the community. With the passage of Measure 47 we were unable to collect about \$8 million in operating revenue. This has put into jeopardy the operation of 300 beds that were approved by the voters in May, 1996.

The following reductions were made in the Sheriff's budget for FY 97-98:

- Vehicle Fleet - reduced fleet cost by \$91,000.

**CBAC Recommendation:** We support this cut. The cuts in fleet were made in such a manner that little effect was seen on the operation of the agency. Where cost effective, employees were encouraged to use their personal vehicles and receive mileage reimbursement. The CBAC applauds Sheriff Noelle for the example he set by turning in his county vehicle and using his personal vehicle.

- Facility Food Costs - reduced food costs by \$300,000 by eliminating staff meals and changing to a cheaper, yet nutritionally sound diet.

**CBAC Recommendation:** We support this cut. Food costs are a significant part of prisoner maintenance. The need for good nutrition is an important component in maintaining good health and keeping prisoner health costs down. However, through the seeking cheaper meals with the same nutritional value, a significant savings was realized.

- Corrections Counselors - Cut 4 Corrections Counselors for a total of \$190,901. This reduction will effect the Sheriff's Office ability to provide inmate counseling services. This could include such programs as anger management, parenting skills, cognitive reasoning skills, and GED.

**CBAC Recommendation:** We support this cut. Although we recognize the value of inmate programs and counseling services, when confronted with the choice of programs or jail beds, we must choose jail beds.

- **Work in Lieu of Jail Program** - This will reduce the Sheriff's budget by \$102,156. No positions are lost. However, offenders sentenced to weekend jail time will now have to spend their time in jail rather than perform supervised work in the community. This will put added pressure on the jail system.

**CBAC Recommendation:** The CBAC disagrees with this cut. Any opportunities to preserve jail bed spaces for more dangerous offenders should be preserved.

- **David Douglas Safety Actions Team** - Cut 3 positions for a total of \$231,164. This cut will eliminate the Safety Action Team Program from the Sheriff's Office. The David Douglas Community will lose the intensive community policing effort provided by MCSO. Police coverage will still be maintained by the Portland Police Bureau.

**CBAC Recommendation:** The CBAC has long been a strong supporter of the Sheriff's Safety Action Teams. We have viewed them as a cornerstone in the Sheriff's efforts to provide community policing in Multnomah County. While we reluctantly support the cut of the David Douglas Safety Action Team, we also acknowledge that a cost cutting climate requires the Sheriff to provide public safety services in the area of greatest need. We encourage the Portland Police Bureau to continue the community policing efforts in the David Douglas area.

- **Drug Abuse Prevention Education (D.A.R.E.)** - Cut one deputy sheriff position for a total of \$59,612. This cut will eliminate the Sheriff's Office involvement in D.A.R.E. This will impact the D.A.R.E. education of some of the east county schools.

**CBAC Recommendation:** The CBAC disagrees with this cut. We believe that D.A.R.E. is fundamental in providing the skills for children to say no to drugs.

- **DUII and Motor Carrier Safety Units** - Cut .5 Sergeant from each unit for a total of \$83,462. This cut will result in reduced supervision of personnel in the unit. In addition to their supervisory duties, MCSO supervisors work a case load. Therefore, the direct enforcement of drunk driving and motor carrier safety rules will be impacted.

**CBAC Recommendation:** A high priority of the Sheriff's CBAC is the aggressive enforcement of traffic safety laws. Any suggestions of reducing enforcement causes us to examine its impact cautiously.

- **Civil Process** - Cut 1 Civil Deputy for a total of \$42,107. This reduction will impact the service of Civil Process, a mandated function of the Sheriff's Office. Service reductions could include a delay in the service of some process.

**CBAC Recommendation:** The CBAC supports this cut. However, we also recommend that the state legislature be pressured to increase service fees sufficiently in order to reinstate this civil deputy at a later date.

- **Facility Security** - Cut 1 Facility Security Officer for a total of \$34,891. This reduction will impact the Sheriff's Office ability to provide basic security needs to county facilities. This could include the public library system, the court house, the juvenile detention facility, the McCoy Building, or one of the corrections facilities.

**CBAC Recommendation:** The CBAC believes that careful monitoring of the cut be made. If facility safety should deteriorate, the position should be restored.

- Court Guards - Cut 1 Deputy for a total of \$53,069. This cut will impact the Sheriff's Office ability to provide law enforcement services to the court house or the juvenile detention center. This could result in delays of serving warrants, providing security in high risk trials, or transporting prisoners.

**CBAC Recommendation:** The CBAC supports this cut provided the loss of this position does not materially impact services.

- Administrative - Cut 1 Corrections Records Supervisor, .5 Case Management Assistant, 1 Corrections Sergeant in Planning and Research and 1 Corrections Deputy in Inspections for a total of \$205,529. The ability to collect and analyze information is an important component to the effective management of any agency. This cut will reduce the Sheriff's Office ability to collect and analyze information.

**CBAC Recommendation:** The CBAC supports the administrative cuts identified above with the exception of the loss of the 1 Corrections Deputy in Inspections.

#### Add Packages

The Sheriff submitted 5 add packages with his initial request. Subsequent to his submission, additional revenue was identified in the levy budget and all five requests were funded by the chair. These include:

- Bridge funding of 25 Corrections Deputies and operation revenue for 90 jail beds at the Inverness Expansion.
- Restoration of Inmate Work Crews
- Restoration of the Gresham Holding Facility
- Consolidation of the MCSO Law Enforcement Records with Portland Police Bureau Records
- Restore two counselor positions to the Corrections Support Division.

In addition, an expansion of MCRC which had been delayed due to Measure 47 cuts was reinstated. The CBAC agrees with these adds and congratulates the Sheriff and the Chair for their efforts in funding these important programs.

#### CBAC Adds

While reviewing the Sheriff's cuts, the CBAC felt that three cuts were unacceptable. Therefore, the MCSO CBAC supports the add back of the following programs in priority order:

- **Work In Lieu of Jail Program (WILOJ)** - The CBAC believes that requiring offenders sentenced to weekends to work rather than spend the weekend in jails is a productive way of preserving needed jail beds for the jail system. The savings of \$102,156 is not compelling for the loss of this program.
- **Corrections Deputy in Inspections** - The Sheriff's Office has discontinued accreditation of their facilities through the American Corrections Association. In its place, an internal standards process inspects the jail facilities and ensures compliance with basic standards for operation. The loss of a Corrections Deputy in the Inspections Unit could delay this examination process. With expansions in the corrections system, the CBAC believes that the loss of this deputy position is unacceptable. We recommend that the position be restored.
- **Restore D.A.R.E.** - The CBAC understands that some national studies are inconclusive about the value of D.A.R.E. in influencing children to say no to drugs. However, personal experience with the program in east county schools by many members of the CBAC has led us to conclude that any opportunities for the education of children is critical to the total program attack on drug use. The CBAC recommends the reinstatement of D.A.R.E. in east county schools.

## Concerns

The Sheriff's CBAC is very supportive of the Sheriff's efforts and priorities for the coming budget year. However, we do have some concerns which we believe merit close monitoring during the year:

- **Negative impact of double bunking** - Double bunking areas of the corrections system for the purposes of increasing the jail bed capacity of the Multnomah County Correctional system is an option meriting examination. However, the CBAC feels that some cautions should be observed:

**Corrections Officer and Jail Safety** - A careful analysis should be made whenever double bunking is added to a facility. A breach of officer security or inmate safety should not be allowed to occur.

**Facility Standards** - Two years ago the Sheriff's Office discontinued accreditation through the American Corrections Association. This accreditation was a means of ensuring constitutional standards were maintained in the jail facilities. In its place, the Sheriff set up an internal standards committee which report its findings to an independent Jail Advisory Committee. As the jail system expands the need for a strong internal standards process becomes even more important. That is why the CBAC recommends the reinstatement of a Corrections Deputy in the Inspections Unit.

- **Retailing Beds to Other Jurisdictions** - While presenting his management plan for the jail system, Sheriff Noelle outlined a plan to sell some jail beds to other jurisdictions in order to raise revenue to operate additional beds. Experience with past sales has shown that the dependence upon revenue generated to the sale of jail beds soon leads to the inability to use the beds for local use. The CBAC urges the county to use caution when selling jail beds to other jurisdictions.
- **Increase in Civil Process Fees** - The Sheriff's CBAC has recommended the increase of civil fees for several years. The inability of the county to collect sufficient civil fees to cover the cost of the service of process is unacceptable to the committee. Now, insufficient revenues has forced the Sheriff to reduce his civil deputies by one. The county should pressure the legislative delegation to increase civil fees.

## Emerging Issues:

The fundamental issue facing the Sheriff's Office is the increase in the demand for jail beds and the inability of the Sheriff to receive operating capital for all of the planned expansions. Careful considerations should be made in the planning of a new jail levy in order to ensure the growth in the jail system follows the trends of crime and population increases in the metropolitan area.

## MCSO Citizen's Budget Advisory Commission:

George Kelley, Chair  
Sherron Belyeu  
Malcolm Freund  
Ryan Kragero  
Vera Robbins, CIC Representative  
Marv Woidyla

Citizen Budget Advisory Committee

for the

Department of Support Services

**DEPARTMENT OF SUPPORT SERVICES  
CITIZEN BUDGET ADVISORY COMMITTEE**

MEMORANDUM

TO: Central Citizen Budget Advisory Committee  
Office of Citizen Involvement

FROM: Bob Boyer, Chair  
Citizen Budget Advisory Committee (CBAC)

DATE: March 28, 1997

SUBJECT: DSS CBAC 97/98 Report

---

PROCESS:

The Support Services Budget Advisory Committee met twice a month throughout the winter and early spring. In order to familiarize themselves with this Department, George Ostertag, DSS fiscal staff, was invited to the CBAC's initial meeting. He provided an overview of the Department of Support Services and outlined possible effects of Measure 47. The CBAC also spent time discussing specific programs and responsibilities within this Department and Restoration Packages with the following staff members: Vickie Gates, DSS Director ; Jean Miley, Risk Management; Jim Muntz, Information Services; Theresa Sullivan, Finance; Darrell Murray, Labor Relations; Mike Gillsdorf, Emergency Management; Dave Boyer, Finance; and Curtis Smith, Employee Services.

Staff support throughout this budget cycle has been excellent. Without this cooperation and support our job would have been more difficult especially in the area of understanding Department services and results of proposed changes.

MAJOR CHANGES:

- *Financial Services:* The CBAC supports the proposal to privatize the disposal of surplus property and equipment. We also encourage the use of local publications to publicize opportunities for the community at large to bid on these items.

- *Budget & Quality:* The loss of staff here is a concern to the CBAC especially the loss of technical assistance in identifying new revenue.
- *Employee Services:* We support the use of in-house training. The fact that this will also save money and provide the opportunity to customize this training for particular departments is a real plus for the County.
- *Information Services:* We support the elimination of the vacant positions as well as the proposed use of working capital for continued investment in network and communication improvements such as the intranet and MS Exchange. The CBAC also supports the need to plan for the Year 2000 costs.
- *Emergency Services:* The CBAC is pleased with the progress made toward consolidating service functions and the relocation of the office.
- *Health and Other Employee Benefits:* No major changes noted.
- *Risk Management:* No major changes noted.

ADD PACKAGE REVIEW:

In reviewing the add package requests from the Department, we found that they fit into three categories:

- 1) Those that are CRITICAL to fund;
- 2) Those that SHOULD be funded, and
- 3) Those that would be NICE to have funded.

We do not recommend against approval of any of the add packages. However we did establish our own priority ranking within the three categories.

*1) Critical to Fund:*

- Implementation of the Disparity Study Recommendations - \$120,900
- One time support for Labor Relations during the bargaining process - \$20,111
- Year 2000 Testing and Compliance - \$115,093

2) *Should be Funded:*

- On-line Human Resource policy access - \$73,096
- Intranet Service Delivery Platform - \$112,207
- E-Mail Microsoft Exchange Administration - \$170,271
- Establishment of a Personnel Classification & Compensation Section - \$137,474

3) *Nice to Have:*

- Restoration of Budget and Quality Manager Position - \$104,790
- Network Management Tools - \$100,000
- Reports to CD ROM - \$150,016

CONCERNS:

The members of the Support Services CBAC are pleased with the Department of Support Services' focus on providing quality service in the areas of human, financial, and information resources. We do not believe that the passage of Measure 47 should be allowed to weaken this role.

EMERGING ISSUES:

- *Consolidation:* As consolidation of some DSS services with the City of Portland are explored the CBAC feels that cost savings and efficiency of service should be the determining factors.
- *Information Management System:* The CBAC continues to endorse the ongoing efforts of DSS to support the mix of mainframe, PCs, PC based software and intranet software for optimum performance, accessibility, cost, and ease of maintenance.

MEMBERS:

Bob Boyer, Chair  
Laura Shearmire  
Helen Ellison  
Christian Camp  
Scott Leibenguth  
Jim Robison

**CENTRAL CITIZEN BUDGET ADVISORY  
COMMITTEE**

**DEDICATED FUND  
REVIEW  
1996**

**Department of Community Corrections  
District Attorney's Office  
Sheriff's Office**

Multnomah County Citizen Involvement Committee  
2115 SE Morrison Street - Portland, Oregon 97214  
(503) 248-3450

## **Central Citizen Budget Advisory Committee**

Jack Pessia - Chair  
M'Lou Christ - DES CBAC  
John Carter - DCC CBAC  
Bill Davis - H CBAC  
Shane Endicott - JJ CBAC  
Susan Hathaway-Marxer - Library CBAC  
Barbara Lentz - ND CBAC  
Doug Montgomery - CFS CBAC  
Vera Robbins - Sheriff CBAC  
Jim Robison - DSS CBAC  
Dick Wegner - DA CBAC

## **Dedicated Fund Review Sub-Committee**

Bob Boyer - Chair  
John Carter - DCC CBAC  
M'Lou Christ - DES CBAC  
Scott Ellertson  
Charlotte Olson  
Charlsie Sprague - DES CBAC  
Jack Pessia - Central CBAC

## Dedicated Fund Review 1996

The Central Citizen Budget Advisory Committee has reviewed the dedicated funds of the Multnomah County Department of Justice Services, Sheriff, and District Attorney as directed by resolution 88-86 adopted May 26, 1988.

The resolution provides that these funds be reviewed by the Central Citizen Budget Advisory Committee (CBAC) every four years to determine if the purpose for which the fund is dedicated is being met, whether the level of funds is reasonable for the purpose, and whether the need for the fund has increased or decreased.

The Central CBAC has reviewed the following funds for 1996:

- Jail Levy Fund 169 (Separate reviews of the Department of Community Corrections and Sheriff's Office portions of this fund were conducted)
- Inmate Welfare Fund 168
- Justice Services Special Operations Fund 180
  - Criminal Fees 6150
  - Alarm Permit Fees 4124
  - Concealed Handgun Permit Fees 3150
  - Marriage License and Conciliation Fees 3021 & 4850
  - Forfeiture Fund 6150 (Separate reviews of the Department of Community Corrections and District Attorney's Office portions of this fund were conducted)
- Emergency Communication Fund 151
- Public Safety Sinking Fund 228
- Justice Bond Project Fund 230

### Methodology

The fund review was assigned to the Dedicated Fund Review Sub-Committee (DFR) made up of volunteers from Multnomah County Citizen Budget Advisory Committees (CBACs) and interested citizens. The DFR Sub-Committee met with Pete Vandyke, Jackie Jamison, Warren Cook, Brian Martinek, Mary Ann Inglesby, Bart Whalen, and Laura Harryman from the Sheriff's Office; Tom Simpson from the District Attorney's Office; Diane

Smith, Tichenor McBride, and Hugh McIsaac from the Department of Community Corrections to discuss financial and program information pertaining to each of the funds.

The findings and recommendations were reviewed and endorsed by the Central Citizen Budget Advisory Committee.

### **General findings:**

The Central CBAC found the funds to be well managed. The funds are acceptable and no major changes are required currently. The Multnomah County personnel interviewed were both knowledgeable of the funds and able to explain details.

### **General recommendations:**

Emphasis should continue to be placed on preventive criminal justice programs, as well as alternative programs in the areas of jails and community corrections.

For many of the funds reviewed, it appeared that a portion of the fund was intended to be spent on specific crime prevention programs such as drug and alcohol rehabilitation, continuing education, and job skill programs. We recommend that the portion of these funds earmarked for these programs continue to be tracked to assure that they are spent on the appropriate programs.

In order to stretch available funding for these programs, the Central CBAC strongly recommends that not only the Department of Community Corrections, the Sheriff's Office, and the District Attorney's Office, but also County Departments as a whole look into linking up with Portland State's Capstone Program. Undergraduates and a supervising professor would be available to tackle problems and offer recommendations and technical assistance in exchange for the opportunity to fulfill graduation requirements.

The Central CBAC recommends that more emphasis be placed on publicizing the success and value of programs within the justice system.

## **Specific recommendations:**

### **Jail Levy Fund 169 (Department of Community Corrections)**

Jail Serial Levy was established by the voters in 1989, 1993 and 1996 for the operation of the Inverness Jail and for alcohol and drug treatment beds.

The portion of the levy, approximately \$1.75 million, allocated to the Department of Community Corrections for drug and alcohol treatment programs is used to contract with the Volunteers of America for operation of residential treatment centers for men and women.

### **Findings:**

The Central CBAC is very impressed with the program and considers it an important alternative to incarceration.

### **Recommendations:**

1. The County should develop information on the success rate for this program and link that information to the need for continued funding of the program. The value and benefits of the program should be related to the cost of the program which is about half what beds in a correctional facility cost the County.
2. The Central CBAC looks forward to the results that may be provided from the 9.0 FTE MIS Administration and Field Services. This will enhance evaluation efforts on the heels of the elimination of the Program Development and Evaluation Unit.
3. A continuing, stable source of revenue for this program should be developed rather than depending on levy renewals.
4. The department should return to the prior arrangement of assigning two parole officers to the clients of this program. These officers would supervise the clients and follow their progress after release, as well as maintaining contact with the program staff.
5. Parenting classes are not only recommended for female clients but male clients as well.

### **Jail Levy Fund 169 (Sheriff's Office)**

The Jail Serial Levy was established by the voters on November 7, 1989 and renewed in May of 1993 May of 1996 for the operation of the Inverness Jail and for alcohol and drug treatment programs.

#### **Findings:**

Approximately 16 million is allocated to the Sheriff's Office from the current Levy for the FY 96/97 operation of Inverness Jail.

#### **Recommendations:**

1. A continuing, stable source of revenue for this program should be developed rather than depending on levy renewals.
2. The Central CBAC looks forward to the results of the staffing level study which is due out by January of 1997. If necessary the staff should be increased to an appropriate level to eliminate overtime expenses and reduce associated risks to inmates, corrections personnel, and the public.
3. Video arraignments should continue to be used to the maximum extent possible in order to keep transportation costs down.
4. Staff should continue to develop programs that provide offenders with the education and skills to reintegrate back into the community successfully.

### **Inmate Welfare Fund 168**

The Inmate Welfare Fund was established by the Board of County Commissioners by Ordinance on September 22, 1988, to account for the purchase and sale of commissary items to inmates of County correctional facilities.

#### **Findings:**

Items are sold at current retail market value. The profit provides for essential items for indigent inmates and for recreational and educational items for the inmate population. An Inmate Welfare Committee made up of various corrections personnel oversees purchases. The addition of pay phones has increased the revenue in the fund. This fund will continue to increase as more and more offenders are added to the system.

### **Recommendations:**

1. Inmate input should continue to be sought in the selection of commissary items and equipment purchased with these funds.
2. Staff should look for ways to publicize the positive outcomes of the various programs that Corrections runs for the offenders.
3. Profit from the fund should continue to be used for essential items for indigent offenders and for recreational and educational items for the inmate population such as the continued maintenance and periodic upgrades of the computer system.
4. The DRF Committee suggests that the use of "Welfare" in the name of this fund has a negative feeling. A name change to the Commissary Fund would add a more positive note.

### **Justice Services Special Operations Fund 180**

This fund was established in the 1993-94 budget to account for revenues previously placed in the General Fund that are dedicated to Justice Services in the Community Corrections Department, the District Attorney's Office, and the Sheriff's Office.

### **Findings:**

This fund accounts for probation fees, criminal processing assessment fees, conciliation court fees and marriage license fees for the Community Corrections Department. This fund accounts for revenues received from forfeitures and video lottery for the District Attorney's Office. This fund also accounts for the Sheriff's Office revenues received from forfeitures, alarm permits, concealed handgun permits, gun ordinance fees and liquor license fees collected for civil processing inspection.

This fund appears to be properly managed.

The Central CBAC chose several of the funds contained within the Justice Services Special Operations Fund 180 to review in detail.

## **Specific recommendations:**

### **Criminal Fees 6150**

Criminal fees assessed by the state courts are collected by the court system and transferred to the County. The County's intergovernmental agreement gives 15% to the General Fund of each jurisdiction.

#### **Findings:**

In Multnomah County these funds are used by the Department of Community Corrections for the (1) Women's Transitional Services program which provides drug and alcohol intervention and treatment and case management to pregnant, drug -addicted female offenders and their children, and (2) the Pre-Trial Release Supervision Program which provides intensive non-custody supervision for those individuals the Court feels cannot comply with recognizance release.

#### **Recommendations:**

1. Continue funding the Women's Transition Unit to enhance drug and alcohol intervention and treatment and case management programs.
2. Continue funding the Pre-Trial Release Program.

### **Alarm Control Fund 4124**

The Alarm Control Fund is established by the Board of County Commissioners through ordinance. This fund comes from permit fees for home and business burglary alarm permits and from false alarm fines.

#### **Findings:**

The fund is used to operate the alarm permit office and the "profit" is allocated to the general funds of the seven participating jurisdictions. Policy is made by a consortium of the involved jurisdictions, while the program is administered by the Sheriff's Office.

#### **Recommendations:**

1. The County should pursue shifting the cost of the education component to the alarm companies in the private sector.

2. The County should educate the public on the success and value of the program, especially in the area of decreasing false alarms and saving police time and resources.
3. The Central CBAC supports a raise in fees for this program as requested by the Alarm Ordinance Task Force. The added revenue should be returned to the various jurisdictions to off-set the costs of police response to alarms.
4. The program should explore changes in the latest computer technology and examine possible enhancements to the current system as recommended in the 1992 review.

### **Concealed Handgun Permit Fees 3150**

The Concealed Handgun Fund was established by the Board of County Commissioners in response to 1990-91 legislation regulating gun purchase and concealed weapons permits.

#### **Findings:**

This fund collects fees from persons wanting to purchase a handgun, take training, or have a concealed weapon permit. Fees are used to pay the cost of the program. Revenue is on a 4 year cycle that matches renewals. This cycle accounts for shortfalls matching the renewal cycle. There are 14,000 handgun permits in this County. There are no medical limitations on receiving a license.

#### **Recommendations:**

1. Accounting for the background investigation and the permit fee should be conducted separately so that the County can determine if the actual costs of each operation are covered by the fees as recommended in the 1992 Dedicated Fund Review. If it is determined that the fees do not cover costs than the fees should be increased.
2. The Central CBAC recommends that as a cost-saving measure there not be a uniformed officer working with this program unless mandated by Ordinance. A civilian could perform the supervisory function, freeing up a uniformed officer's time to perform other duties.
3. Because there are no medical limitations contained in the original handgun statute, safety concerns need to be addressed in the form of an

amendment. A change in the language should read "denial of license if it is physically impossible to operate a handgun safely".

4. In order to correct the need to dip into the General Fund every four years due to the renewal cycle, the Central CBAC recommends that renewals be on a 2 year cycle.
5. Tuition for the County Safety Class should be at the same rate as comparable classes in the private sector.

### **Marriage License Fees 3021 Conciliation Court Fees 4850**

The Conciliation Fund, which provides for Family Services, receives funds from the marriage license and divorce filing fees to provide family counseling and recommendations to the court on child custody and support.

#### **Findings:**

This program is supervised by the presiding judge of the Court of Domestic Relations and is accounted for in the Department of Community Corrections. The staff are County employees.

#### **Recommendations:**

1. Continue parent education requirement and fees.
2. Increase publicity of Parent Education and related programs.

### **Forfeiture Fund 6150**

These funds account for the revenue derived from the sale of goods seized under federal and state statutes that allow seizure of property that has been used for criminal purpose or was purchased with funds from criminal activity.

#### **Findings:**

According to Multnomah County Ordinance 633, half of the revenue is returned to the seizing agency, 35% goes to the District Attorney for prosecution costs, and 15% is distributed to the General Fund of the seizing jurisdiction.

Federal Law requires the revenue be used to enhance the seizing agency's budget, not for replacement. The state law allows expenditures for justice/law enforcement programs.

This fund has internal controls in place and is audited regularly.

**Recommendations:**

1. Continue the use of "Legal Claims Against Forfeiture" account of \$250,000 as carry-over account in the District Attorney's Office.
2. More funds need to be used for drug and alcohol treatment. There is a need to start looking to the private sector for additional monies.
3. The Central CBAC congratulates both the Sheriff's and District Attorney's Offices on their efforts and recommends that these efforts be continued and increased.

**Emergency Communication Fund: Fund 151**

This fund consists of telephone excise taxes collected by the State and distributed to the local jurisdictions. This revenue is based on the number of residents in the unincorporated areas of the County.

**Findings:**

The revenue is used, as required by state statute, to help pay for "911" calls, ambulance dispatch, and Sheriff patrol dispatch costs. The County contracts by "letter of understanding" with the City of Portland for this service.

Only 1/3 of the County's costs are covered by this fund. Continuing needs are met with large supplements from the General Fund.

**Recommendations:**

The Central CBAC recommends that the County should continue to contract with the City of Portland while examining the possibility of organizing a Chapter 190 program as stated in the 1992 review.

**Public Safety Bond Sinking Fund 228**

This fund accounts for the retirement of General Obligation Bonds approved in May 1996 to expand Inverness Jail, construct new jail facilities, upgrade

other jail facilities, and pay for major data processing linkages in the Corrections system. Proceeds are derived from property taxes. The fund was created in the 1996-97 Adopted Budget.

**Findings:**

This fund does appear in the FY 96/97 Adopted Budget. The Central CBAC did not review due to no activity in the fund.

**Justice Bond Project Fund 230**

This fund accounts for projects to expand Inverness Jail, construct new jail facilities, upgrade other jail facilities, and pay for major data processing linkages in the Corrections system. Proceeds are derived from the sale of General Obligation Bonds approved by voters May 21, 1996. The fund was created in the 1996-97 Adopted Budget.

**Findings:**

This fund does appear in the FY 96/97 Adopted Budget. The Central CBAC did not review due to no activity in the fund.