

**MULTNOMAH COUNTY**  
**ROAD JURISDICTION STUDY**

**FINAL REPORT**

**JANUARY 19, 2004**

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## **SECTION I: INTRODUCTION**

Rhodes Consulting, Inc. has been retained by Multnomah County to perform an examination of the options for transportation service delivery and jurisdiction of County Roads. This study is the most current in a long list of efforts examining this issue dating back to Resolution “A” dealing with Urban Services and passed by the Board of County Commissioners in 1983.

The impetus for this reexamination of transportation services provided by Multnomah County is essentially three-fold and presented here in the relative order of importance:

- Road jurisdiction issues within the urbanized area of East Multnomah County have been, and continue to be, a source of intergovernmental tension. Dating back to the original transfer of roads to the City of Portland, resulting from Resolution “A”, there has been a desire on the part of the City of Gresham to have the County Roads within its boundary transferred to Gresham. The City of Gresham has grown to be the fourth largest city in the state and desires to be a full service entity inclusive of local control of the arterial roadway system serving the businesses and residents to which the City Council is accountable. In contrast, the smaller East County Cities of Fairview, Troutdale and Wood Village are satisfied with services being provided by Multnomah County and do not want to assume jurisdiction of the arterials nor become reliant on another entity besides Multnomah County for transportation services.
- The continuing Multnomah County General Fund resource shortfall has lead to an interest in focusing the County’s mission and to clearly delineate the role of the County and the municipalities in providing public services. Many community leaders view the principal role of Multnomah County as providing County-wide social and human services rather than municipal infrastructure services. However, a number of the current members of the County Board of Commissioners and the Chair have a strong interest in transportation and understand the role transportation plays in shaping the future of the community. It is clear from conversations with members of the Board that they feel a fiduciary responsibility for the transportation system in addition to the other services for which they are responsible.
- Finally, the Willamette River Bridges are a significant liability for Multnomah County. The rehabilitation and capital needs of these facilities out-strip the County’s fiscal resources. With the exception of the Sauvie Island Bridge, the transportation system connecting to these bridges is owned and operated by either the City of Portland or Oregon Department of Transportation. This system configuration raises the question of the County’s role in operating and



maintaining these bridges. Although the City of Portland is currently prohibited from owning and operating bridges over the Willamette River, there has been some interest in rethinking which jurisdiction should be ultimately accountable for bridge maintenance and operation.

Given these concerns, the Chair and Commissioner Rojo de Steffey made a decision to reexamine the County's role in transportation. However, it is important to note that this study was requested, and has been conducted, with the clear understanding that no preconceived conclusions have been drawn by the Board with respect to the future of transportation service delivery in Multnomah County. In preliminary discussions, Chair Linn provided a succinct summary of the issue: "the question is, is this something we should do, not is this something we don't want to do?"

Prior to proceeding with the study, several "principles" were agreed upon to guide the outcome of this effort:

- Maintain the current role of Multnomah County in regional transportation decision making bodies and processes.
- Hold harmless maintenance service levels in unincorporated areas and the East County Cities.
- Any transfer of jurisdiction for physical facilities will be done in conjunction with the commensurate fiscal, human and equipment resources.
- Any current County employees transferred to other entities as a result of this agreement will be held harmless with respect to wages, benefits and employment rights. Any efficiencies gained in terms of workforce size will be the made by attrition.

As evidenced by the number of prior efforts to seek resolution of the transportation service issues, this is a complex and at times emotionally charged subject matter. Any suggestion of change creates anxiety and concern amongst those who might be affected. For this reason, a companion effort has been undertaken by the Department of Business and Community Services to solicit employee input and feedback through a series of focus groups. The information gained from these sessions has been incorporated in the appropriate places in this report.



## **SECTION II: PROJECT APPROACH**

As originally conceived, this study would have immediately launched into an evaluation of the various options and permutations for delivery of transportation services currently carried out by Multnomah County followed by a review of the results with the stakeholders. However, in several preliminary discussions, it became clear that there is substantial disagreement and fragmentation of opinions surrounding the issue. The reasons for this conflict vary from jurisdiction to jurisdiction and occasionally within one jurisdiction. Therefore, an alternative approach has been undertaken that engaged the stakeholders to better define the issues and concerns with the current governance structure for the County Roads. These informal and earnest conversations with the stakeholders greatly assisted in gaining a full understanding of the current situation and complexity of the issues. The outcome of this process was the capturing of key themes and perspectives surrounding the issue of who should provide transportation services. The perceptions held by stakeholders, whether real or imagined, are the reality on which they base decisions and actions. Acquiring an understanding of these perspectives is essential to evaluating the future role of Multnomah County in transportation services.

In total, over 40 interviews were conducted with elected officials and key personnel from interested organizations. These included the Cities of Fairview, Gresham, Maywood Park, Portland, Troutdale and Wood Village, Metro, the Oregon Department of Transportation, organized labor, and Multnomah County including a number of former County employees. A complete list of participants is attached as Appendix 1. During these sessions participants were promised anonymity although it was made clear that information or opinions offered would be used in a summary fashion for purposes of this report. It should be noted that Commissioner Rojo de Steffey and Duke Shepard from the Chair's Office attended many of these sessions to gain a first hand understanding of the issues.

The next step in the process was the development of a series of options for how transportation services might be delivered in the future. These options range from full divestiture by the County to simply maintaining the status quo. These options were then evaluated against a set of criteria gleaned from the stakeholder interview process and other meetings with key personnel from the jurisdictions. The options are defined and discussed in Section VIII of this report.

Finally, based on the evaluation of the various alternatives, meetings with key officials, and a through understanding of both the spoken and underlying issues, this report recommends a strategy for how transportation services are delivered in the future.



**SECTION III: SYSTEM DEFINITION**

In order to better understand the perspectives of the stakeholders, it is helpful to have a basic picture of the scope of the transportation system owned, operated and maintained by Multnomah County. The following chart shows the current inventory of Multnomah County road mileage in each of the maintenance districts:

CHART I  
TOTAL SYSTEM CENTERLINE MILES

	TOTAL R/W MILES	% OF TOTAL MILES TOTAL MILES	% UNINCORPORATED MILES
Willamete River Bridges	3.15	0.9%	
Maintenance Districts			
MD #1- Northwest of Willamette River	87.32	24.9%	24.9%
MD #2- Southwest of Willamette River	18.69	5.3%	5.3%
MD #4- Urbanized Eastside			
Incorporated	77.35	22.1%	
Unincorporated	31.88	9.1%	9.1%
MD #5- Rural Eastside	131.77	37.6%	37.6%
TOTALS	350.16	100.0%	77.0%

It is important to note from Chart I that 77% of the county owned system is within unincorporated areas. In these unincorporated areas Multnomah County has sole responsibility for land use and transportation decisions. The remaining 33% of the system falls within incorporated cities where land use decisions are municipal while arterial road jurisdiction and operation is the purview of the County. In some cases, such as access permitting, agreements exist which delegate these authorities to the municipality.

Chart II below provides a summary of road mileage within Maintenance District No. 4 that is largely comprised of the urbanized area of East Multnomah County.

CHART II  
MAINTENANCE DISTRICT #4

JURISDICTION	R/W MILES OWNED BY COUNTY	% OF MD NO. 4 TOTAL	CITY OWNED MILES	TOTAL MILES	COUNTY OWNED % OF TOTAL MILES
Gresham	48.85	44.8%	230.00	278.85	17.5%
Fairview	10.7	9.8%	8.98	19.68	54.4%
Troutdale	13.47	12.4%	36.65	50.12	26.9%
Wood Village	4.33	4.0%	3.88	8.21	52.7%
Unincorporated	31.88	29.0%	0.00	31.88	100.0%
TOTALS	109.23	100.0%	279.51	388.74	

Note that the County Roads within the City of Gresham represent 44.8%, or roughly one-half, of the MD No. 4 inventory. These roads represent 17.52% or around one-fifth of all roads in Gresham.

In contrast, in the Cities of Fairview and Wood Village, Multnomah County owns, operates and maintains over one-half of the transportation system. In Troutdale the County owns, operates and maintains slightly less than one-third of the system. In addition, Multnomah County provides contract maintenance for the city-owned portions of the system in Fairview, Maywood Park, Troutdale and Wood Village.

Maintenance performed by the County for all roads, regardless of ownership, is uniformly managed through the Pavement Condition Index System (PCI). This system is utilized to rate pavement quality and establish maintenance needs and priorities. The PCI, together with adequate maintenance funding in the past, has served the public well. However, pavement maintenance budgets have been reduced in recent years from an overlay program of \$2 million to around \$200,000 in the current year. While this level of funding may sustain the system in the short term, maintenance backlogs will begin to develop in the not so distant future as increased travel demand and the aging of the inventory begin to take a toll on road quality. This is likely to cause increased pressure from the various jurisdictions for maintenance service priority as facilities deteriorate.

In addition to the road mileage inventories, the County owns, operates and maintains twenty-seven bridge structures, inclusive of various approach ramps and related facilities. The most complex and frequently mentioned structures in these discussions are the six bridges crossing the Willamette River. In terms of the overall system, any discussion about bridge responsibility must address the twenty-one other structures maintained by Multnomah County.

The foregoing information regarding the basic nature of the system is important in providing a context for consideration and understanding of the various comments made, and perspectives held, by the stakeholders.



## **SECTION IV: STAKEHOLDER INTERVIEW RESULTS**

It is interesting to note that all the parties interviewed expressed some level of frustration with the current situation for a wide variety of reasons. The evident conclusion to be drawn from this is that the status quo may not be a desirable state of affairs for the majority of the stakeholders. While some would clearly choose the status quo over any change, the challenge exists to seek improvement and provide the opportunity for improving service delivery.

### **Universally Common Viewpoints**

A number of key and often-repetitive themes emerged through these informal discussions. Despite the jurisdictional conflicts alluded to earlier, there are a remarkable number of areas of commonality of opinion held by all stakeholders.

- Capital needs in the urbanized area far outstrip the availability of resources leading to stiff competition for improvements and clashing of priorities amongst the jurisdictions.
- The current system for allocation of capital funding, including Multnomah County funds, regionally prioritized federal funds, and municipal traffic impact fees, is viewed as inequitable.
- There is a need for county-wide coordination of the arterial transportation system.
- There is a strong tie between land use and transportation internal to Multnomah County in the unincorporated areas. Conflicts arise when a jurisdiction other than Multnomah County has land use authority and the County is responsible for the abutting roadway.
- County staff takes pride in the work they do and have a strong commitment to the county road system.
- Maintenance of the county road system is not a significant issue. In fact, maintenance was not brought up in the conversations until raised by the interviewer. County maintenance efforts generally get high marks. There is universal concern about recent reductions in the county road maintenance budget.
- The East Multnomah County Transportation Coordinating Committee (EMCTC) has largely, for a variety of reasons, become ineffective as a forum for the resolution of big picture issues. As stated in one interview, “EMCTC has become a place where the parties put each other on notice of transgressions.”
- All parties desire a permanent solution to the road jurisdiction issue. In the words of one elected official, “The 1995 study was World War II, this is World War III.”



In the words of a Multnomah County staffer “if nothing else comes out of this we would like permanence in whatever the result is.”

In addition to the above “universally” held views, there are areas of agreement between various combinations of stakeholders.

#### **Multnomah County & Gresham Commonalities**

With respect to the Multnomah County and City of Gresham relationship, the following are common views held by these stakeholders:

- The land use-transportation tie has been severed in Gresham. Gresham controls land use while the County owns and operates the arterial road system. Stakeholders from both jurisdictions indicated that this is a significant failing of the current governance arrangement.
- There is confusion for the private sector in terms of permitting for improvements and access on the County Road system caused by separation of land use and transportation responsibilities.
- Seemingly needless disagreements between jurisdictions, and in particular, key staff people, are causing needless “friction losses” that result in a high level of staff frustration. As stated by more than one staffer “we spent two weeks arguing about the use of steel sign posts in Gresham when the County standard calls for wood posts.”
- Both sides see the other as having failed to honor prior commitments and/or agreements. The 1995 Intergovernmental Agreement is a lightening rod for this issue as is the 1997 Agreement regarding Traffic Impact Fee distribution.
- Some county road standards are out of date and do not adequately address the continued urbanization of Gresham. The road standards are heavily weighted toward the dominance of the automobile and seek to minimize maintenance and operational costs associated with boulevard type improvements.
- There is acknowledgement on the part of both jurisdictions that how densely land is developed in the urban area will impact the need to expand the Urban Growth Boundary. This has significant implications for the economic viability of East Multnomah County agricultural/nursery lands.

#### **Fairview, Troutdale & Wood Village Commonalities**

The Cities of Fairview, Troutdale and Wood Village generally agree on the following points:



- The land use disconnect experienced by Gresham does not impact them due to the far smaller number of land use cases processed. There have been disagreements but the lower volume of activity has allowed ample opportunity to work out differences.
- Multnomah County does a good job in providing transportation services and is responsive to their needs. No city wants to create a road maintenance operation and each presently contracts with the County for maintenance services on locally owned streets. There is no desire on the part of these Cities to enter into a similar maintenance arrangement with Gresham.
- These jurisdictions do not have confidence that the City of Gresham would deliver comparable services if the County divested its interest in the road system to Gresham. The status quo is a preferable circumstance to relying on either Portland or Gresham for transportation services.
- Any division or divestiture of the Multnomah County Transportation Department will result in inefficiency and a diminishment in service levels.
- Multnomah County provides a moderating influence in discussions regarding the regional system that protects them from unilateral actions by Gresham in terms of functional classification of north-south roads.
- Economic development investments in the three cities could be jeopardized by changes in the functional classification of north-south roads. There is a need for county-wide coordination of the transportation system.

#### **Areas of Disagreement between Multnomah County & Gresham**

This is where the commonality of opinion largely ends and viewpoints tend to become polarized. It comes as no surprise that the City of Gresham is often cited as “a problem” by Multnomah County staffers given the clear position Gresham has taken toward wanting sole jurisdiction of its road system. On the other side Gresham staff are quick to point out the “problems” created by Multnomah County. The following point/counter-point, derived from the interviews, is simply intended to illustrate the degree to which relationships between these jurisdictions have become strained:

- Gresham is viewed as being focused solely on Gresham interests and not the system at large.
- The County is viewed as a road building department only concerned with driving “through not to.”
- Gresham is viewed as being “sloppy” in design efforts relying too much on field engineering corrections to plans resulting in mistakes and legal liability for the



owner, Multnomah County. Many say Gresham frequently simply does not involve the County in its activities on the county-owned arterial system.

- The County over-engineers plans and second-guesses Gresham efforts adding extra overhead and time to improvement projects. This is seen as a duplication of effort.
- Gresham “gives away the store” and creates legal liability problems with access on county arterials. Coastal Hardware on 242<sup>nd</sup> Drive is the poster child for this issue.
- The County is seen as an impediment to agile responses to economic development opportunities.
- Gresham has to spend its Traffic Impact Fee (TIF) funds improving county-owned arterials to accommodate development because the county does not share capital dollars.
- The County can’t fund improvements on the arterials in Gresham because Gresham does not share its TIF funding. Gresham seeks grant funds without telling the County.

How the disconnect pointed out by this summary has come to be is not an issue for this report. The point of this summary is to provide anecdotal context to assist in understanding and defining the issues.

## **SECTION V: EMPLOYEE FOCUS GROUPS**

As noted earlier, focus groups were held during September and October of 2003 to seek Multnomah County employee input to this study. This effort was led by Olympic Performance, Inc. and a complete copy of the report is included in Appendix II. Participants were randomly assigned to table groups and asked to address the following question:

“What should the transportation study recommend?”

The employees were asked to insure their suggestions would result in long term agreement that would be acceptable to the county and cities, as well as the workforce. The transportation and land use leadership team compiled the results and sorted employee comments into six major topic areas or themes:

### **1) Improve Relationships & Decision Making**

There is a general recognition within the county workforce that the relationship between Multnomah County, Gresham and the other East County cities is in need of improvement. There is also a general recognition that transportation plans in the urbanized portion of East Multnomah County should be coordinated and that a better understanding of the cities urban planning goals would be helpful. At the same time, it is clear that the employees feel a strong responsibility for integrity of the arterial street system as evidenced by the comment in the report that states “...regionally running roads stay with an authority that values “keeping traffic moving”...”

### **2) Funding**

It comes as no surprise that the employees think that additional funding is required to both maintain and improve the transportation system. The options suggested by the focus groups range from a renegotiation of the 1984 agreement with the City of Portland to increasing the existing county gas tax. The primary message from the employees related to this study was “a plea to ensure that any recommendations adopted from the study ensure adequate funds remain available for the transportation system work to continue.”

### **3) Structural Change**

Participants identified three alternative structures for delivery of transportation services. These range from various transfer scenarios to creating a single entity for the Tri-County area. Employees also expressed a strong desire to take back the entire arterial and collector system from Gresham and Portland. There is an apparent sense of frustration with the 1984 agreement with Portland because the employees do not believe Portland is providing adequate maintenance service to formerly county-owned arterials.



#### 4) **Status-Quo**

Several recommendations were made to simply maintain the existing structure for service delivery. Simply stated, this is the no change option.

#### 5) **Accountability of the Study**

There is strong agreement amongst employees that the outcome of this study “should remain in effect for a long period of time.” This is an understandable concern given the long parade of prior examinations of the county’s role in transportation and the resulting employment uncertainty created for the workforce.

#### 6) **Employee Expectations**

Somewhat related to the above accountability issue is the desire of employees to feel secure in their employment and the compensation and benefits they receive. At a time when public employees are generally feeling under attack, the diminishment of past security associated with public employment is taking a toll on morale and productivity. Therefore it is no surprise that in addition to maintaining current compensation and benefits, the employees are seeking clear direction and leadership. This theme parallels a number of comments made in individual interviews regarding the lack of clear direction provided to the department.

There are several similarities between employee opinions and those of the other stakeholders. Almost universally there is an understanding that problems exist with the current service delivery model but there is little agreement on what might be done to improve it.

## **SECTION VI: FINDINGS**

There are a number of conclusions that emerge from interaction with county staff, the stakeholder interview process and citation of anecdotal situations. These findings are intended to provide the factual basis for consideration in evaluating possible organizational, structural, governance, or jurisdictional improvements to the current situation:

- Maintenance services provided by Multnomah County are universally acceptable and of high quality as evidenced by the condition of the system.
- Recent budget reductions in the maintenance operation threaten the on-going ability of the County to continue present service levels and will result in a backlog of pavement maintenance needs in the future. This backlog will likely lead to maintenance priority “competition” between all the jurisdictions.
- Three-fourths of the road mileage owned, operated and maintained by Multnomah County is in unincorporated areas for which the Board of County Commissioners has sole responsibility and accountability to the residents.
- Past agreements between the City of Gresham and Multnomah County, while executed with good intention, have never been fully accepted and implemented by either jurisdiction resulting in on-going staff level conflict.
- The East Multnomah County Transportation Coordinating Committee was formed with the best of intentions and for a time provided a valuable forum for the resolution of issues. However, the value of EMCTC has significantly declined in recent years as the competition for funding has intensified in the face of major resource shortfalls. The EMCTC By-Laws are based on a series of principles, but short of purely good faith efforts, there is no method by which to enforce the agreement or hold members accountable for actions not in keeping with the principles or purpose of the organization. The fragmentation of the EMCTC has resulted in a diminishment of the voice of the Cities of East Multnomah County in regional discussions.
- There are significant functional classification questions surrounding access to Interstate 84 from the south including the Springwater area recently approved for inclusion in the Urban Growth Boundary. The National Highway System and Freight Corridor designations are contentious issues that affect all four cities and the metropolitan region. The practical resolution of these functional classification issues will require the participation of all the jurisdictions.
- Certain decision-making authority has been granted to the municipalities regarding access to county roads amongst other things. Decisions made by the



municipalities are seen as resulting in legal accountability for Multnomah County as the owner of the facility. This is a significant source of concern on the part of Multnomah County transportation staff.

- Ideally, the allocation of capital funding, whether county, federal or municipal, should be blind to geographic boundaries spanned by the transportation system. Planning for and the funding of major improvements should be coordinated and agreed upon at a systemic level.
- Continued urbanization, the commensurate growth in travel demand, and the resultant need for improvements to the system outstrip the funding available. Maintenance and operational budget reductions have been necessary to provide the local matching contribution required for grant funding of road and bridge improvements.
- The cost of on-going and long-term rehabilitation of the Willamette River Bridges is a significant fiscal issue. Insufficient County resources are available to match state and federal grant funds for this purpose. These bridges are viewed by the stakeholders as regionally significant facilities warranting investigation of additional funding without respect to jurisdictional boundaries.
- The issue of the land use/transportation disconnect is not a land use/transportation planning issue. Rather, it is a local land use/county road standards conflict. Continued growth and in-fill development will intensify this problem lacking a clarification of accountability, responsibility and authority for decision-making.
- The Multnomah County Transportation Department has lacked the formal empowerment of leadership over the past several years. Various persons, on an ad hoc basis, have assumed leadership roles. In this environment, innovation, partnering and risk-taking have not been rewarded.
- The Board of Commissioners has not been asked to provide policy direction for the Department of Land Use and Transportation regarding county road standards or other issues surrounding the continuing growth and development within the urbanized portion of East Multnomah County.

It is clear from these findings that simply transferring the county-owned roads between jurisdictions will not resolve some of the very significant umbrella issues.



## **SECTION VII: EVALUATION CRITERIA**

These criteria have been developed to assist in evaluating various options for how transportation services might be delivered in the future. The criteria were developed by the consultant with input from County transportation managers and other stakeholders and are listed in random order.

- **Fiscal Impact:** Any recommendation for change should not result in a diminishment of the fiscal resources available for transportation services.
- **Emergency Service Delivery:** The future structure of transportation service delivery must maintain the capacity for emergency service delivery. Maintaining a “critical mass” of response capability to events ranging from ice storms on Larch Mountain to the 1996 flood event is essential.
- **Stakeholder Issues:** Both stakeholder fears and expectations are high. In order to provide for a permanent solution, the issues raised by the stakeholders must be addressed to the maximum extent possible.
- **Reconcile Authority, Responsibility and Accountability:** To one degree or another the authority, responsibility and accountability for delivery of transportation services is fragmented. Further, actions taken by one party frequently lead to liabilities for another provider. The recommended option should seek to clarify and consolidate accountability and responsibility with the requisite authority for management and operation of the system.
- **Sustainable and Permanent Change:** Any change to the status quo should result in a sustainable organization and governance structure to eliminate the on-going uncertainty faced by employees and the jurisdictions.
- **Regional Transportation Decisions:** The quality and adequacy of the regional transportation system has significance to the Multnomah County General Fund regardless of the actual service delivery role played by the County. The transportation system is an essential ingredient to economic development, the creation of employment opportunities and broadening of the tax base. The selected alternative should respect the County’s existing role in regional transportation decision-making. In addition, the selected alternative should provide a mechanism for insuring a united position to be communicated by the JPACT Representative for the East County Cities.
- **Efficient Use of Public Funds:** Any option to be chosen should make efficient use of existing transportation funds and be in the public interest. Any recommendation for change should seek to preserve existing service levels for maintenance and operation of the system.



## **SECTION VIII: SUMMARY OF POTENTIAL SERVICE DELIVERY OPTIONS**

The following service delivery options span the range of possibilities. Clearly, within each option there exist any number of permutations that could be considered. It is somewhat difficult for many to resist diving into too much detail at this point and risk losing sight of the larger issues surrounding each alternative. Working out the specific details of a final recommendation adopted by the Board of Commissioners is a Phase II effort

- **Option A: Status Quo**

As indicated by the title, this is the “business as usual” option. No changes would be made in jurisdictional responsibility or governance of the transportation system.

- **Option B: Transfer Roads in Gresham**

Under this option, jurisdiction of county roads and bridges within the City of Gresham would be transferred to Gresham. This transfer represents approximately 15% of the county-owned system. Under this option the commensurate fiscal, human and equipment resources to operate and maintain the transferred facilities would be transferred to Gresham.

- **Option C: Transfer All Roads in Incorporated Areas:**

This option represents the full divestiture by the County of roads and bridges within incorporated areas of East Multnomah County. Each of the four cities would assume jurisdiction of the county roads and bridges within its boundary. The County would retain jurisdiction over roads in unincorporated areas. Under this option one entity, be it the county or one of the cities, would provide maintenance and engineering services for the urbanized and rural areas on a contractual basis. The County would retain jurisdiction of the Willamette River Bridges and bridges in unincorporated areas.

- **Option D: Full Divestiture**

This option would transfer road and bridge jurisdiction within incorporated areas to the cities as in Option C. As with Option C, one entity, be it the county or one of the cities, would provide maintenance and engineering services for the urbanized and rural areas on a contractual basis. The Willamette River Bridges would be transferred to the City of Portland or a new bridge authority with a regional financial base.

- **Option E: New Governance Structure**

This option would transfer jurisdiction of roads and bridges within the incorporated areas of East Multnomah County to the Cities as in Options C and D. Maintenance of the transferred roads and bridges would be performed, under contract, by Multnomah County. The East Multnomah County Transportation Coordinating Committee would be abolished and replaced by a governance structure to be defined in the County Code. Specifically, the Board of Commissioners would codify the creation of the Multnomah County Transportation Commission (MCTC) and delegate responsibility, accountability and authority for allocation of capital dollars, on-going resolution of systemic functional classification and transportation planning issues, representation of the Cities of East Multnomah County on regional decision making bodies, and establishment of road standards for the arterial system. The County would retain responsibility for maintenance of the roads in unincorporated areas and the Willamette River Bridges.

An Executive Director who also is responsible for management of the Land Use and Transportation Program would staff the MCTC together with a small group of employees using existing county staff vacancies. The Executive Director would be hired by the MCTC and would be accountable to that group. The Executive Director would be named as the JPACT representative for the Cities of East Multnomah County and vote in accordance with the MCTC's established priorities. Multnomah County would retain its JPACT seat as well.

Membership of the MCTC would be comprised of the Mayors of each of the East County Cities and the Multnomah County JPACT Representative. The MCTC would be accountable to the County Board with the clear understanding that the Board will take no action contrary to an agreement of the majority membership of the MCTC.

These five options by no means represent all the possible service delivery mechanisms. Rather, they are intended to span "the universe" in order to focus the conversation in an effort to reach a resolution which is satisfactory to the stakeholders.



## **SECTION IX: EVALUATION OF ALTERNATIVES**

The matrix on page 22 has been prepared to provide a visual reference to the degree to which each option meets the evaluation criteria described in Section VII. Admittedly these rankings are subjective. It is the purpose of this section to provide the rationale used to complete the matrix.

### **Option A**

Fiscal Impact: Since no changes in structure, organization or jurisdiction are proposed by this option there is no diminishment of fiscal resources available.

Emergency Service Delivery: No change in capacity.

Efficient Use of Public Funds: No change in service delivery would result from selection of this option.

Stakeholder Issues: The stakeholder circle has been divided into five quadrants to reflect the degree to which key stakeholders ( Fairview, Gresham, Troutdale, Wood Village and Multnomah County) issues and concerns are addressed. In the case of Option I the status quo is the clearly articulated choice of Fairview, Troutdale and Wood Village.

Reconcile Authority, Responsibility and Accountability: This option does not address the underlying issue of actions taken by one party causing potential liability for another.

Permanence: This option does not provide for a permanent solution since it fails to address issues raised by the stakeholders, primarily Gresham and Multnomah County.

Regional Transportation Decisions: This option provides for the continuance of Multnomah County's role in regional decision-making. It does not address the issue of providing for a united position by the East County Cities.

### **Option B**

Fiscal Impact: Transferring jurisdiction of roads to Gresham does not have an impact on the fiscal resources available for transportation. It does have a potential impact on other County funds as fixed costs for central services are redistributed to remaining equipment and facilities and therefore has been ranked as only partially meeting this criterion.

Emergency Service Delivery: No significant change in emergency service capacity would result from this transfer.



Efficient Use of Public Funds: Costs to deliver services would likely increase with the transfer of personnel to Gresham. This minor cost differential could well be made up by increased efficiency within Gresham.

Stakeholder Issues: This option addresses the issues raised by Gresham. However, Fairview, Troutdale and Wood Village are adamantly opposed to this approach for the reasons outlined in the findings section, particularly the functional classification issue.

Reconcile Authority, Responsibility and Accountability: This option addresses the primary point of friction caused by actions taken by one party resulting in potential liability for another. This is a Gresham/Multnomah County issue and transfer of jurisdiction would make Gresham accountable for the arterial system. This option does not fully address the issue of public confusion over permitting and development activity caused by overlapping jurisdictions. For these reasons this option was ranked as partially meeting this criterion.

Permanence: This option provides permanence until such time as the other cities may decide to seek jurisdiction of the system within their boundaries. This is not a likely short term prospect given comments made by staff and elected officials of these municipalities

Regional Transportation Decisions: This option provides for the continuance of Multnomah County's role in regional decision-making. It does not address the issue of providing for a united position by the East County Cities.

## **Option C**

Fiscal Impact: Transferring jurisdiction of all roads to the cities does not have an impact on the fiscal resources available for transportation. If Multnomah County is not the chosen contract service provider there will be impacts on other County Funds as a result of the redistribution of fixed costs for central services. Therefore this option has been ranked as only partially meeting this criterion

Emergency Service Delivery: No significant change in emergency service capacity would result from this option.

Efficient Use of Public Funds: If Multnomah County is not the chosen contractual service provider labor costs would likely increase.

Stakeholder Issues: This option addresses the issues raised by Gresham. However, Fairview, Troutdale and Wood Village are opposed to accepting ownership and jurisdiction for the arterial system and are not staffed to manage these types of facilities.



Reconcile Authority, Responsibility and Accountability: This option addresses the primary point of friction caused by actions taken by one party resulting in potential liability for another. This is a Gresham/Multnomah County issue and transfer of jurisdiction would make Gresham accountable for liability of the arterial system. This option also addresses the issue of public confusion over permitting and development activity caused by overlapping jurisdictions. Political accountability for service delivery would reside with the local elected officials rather than the current split between the local jurisdictions and the County.

Permanence: This option provides permanence.

Regional Transportation Decisions: This option provides for the continuance of Multnomah County's role in regional decision-making. However, it has the potential to further fragment the voice of the East County Cities and therefore was ranked as not meeting this criterion.

## **Option D**

Fiscal Impact: Under this option there would be no diminishment of funds available for transportation services

Emergency Service Delivery: No change in emergency service capacity.

Efficient Use of Public Funds: If Multnomah County is not the chosen contractual service provider for the roads fixed costs for labor would likely increase. Transfer of the Willamette River Bridges to the City of Portland together with the existing staff, equipment and facilities would increase public costs for the performance of this work.

Stakeholder Issues: This option addresses the issues raised by Gresham. However, Fairview, Troutdale and Wood Village are opposed to accepting ownership and jurisdiction for the arterial system and are not staffed to manage these types of facilities. Under this option the County would transfer the current liability for the Willamette River Bridges to another party willing to accept that obligation.

Reconcile Authority, Responsibility and Accountability: This option addresses the primary point of friction caused by actions taken by one party resulting in potential liability for another. This is a Gresham/Multnomah County issue and transfer of jurisdiction would make Gresham accountable for liability of the arterial system. This option also addresses the issue of public confusion over permitting and development activity caused by overlapping jurisdictions. Political accountability for service delivery would reside with the local elected officials rather than the current split between the local jurisdictions and the County.



Permanence: This option provides permanence.

Regional Transportation Decisions: This option would provide for the continuance of Multnomah County's role in regional decision-making. However, if the County fully divests of its transportation facilities it seems likely that the County's role in the JPACT would be called into question. As with Option C this option has the potential to fragment the voice of the East County Cities, as well as, weakening regional planning efforts. For these reasons this option was ranked as not meeting this criterion.

## **Option E**

Fiscal Impact: This option will not result in a diminishment of funds available for transportation services. Existing staff positions will be redirected to support the Multnomah County Transportation Commission.

Emergency Service Delivery: No change in capacity.

Efficient Use of Public Funds: No additional costs would be incurred under this option. Elimination of the conflicts amongst various jurisdictional staff, as noted earlier, should enhance service delivery.

Stakeholder Issues: This option addresses the majority of the issues and concerns raised by the stakeholders.

Reconcile Authority, Responsibility and Accountability: This option addresses the primary point of friction caused by actions taken by one party resulting in potential liability for another. Political accountability for service delivery on the regional system would rest with the MCTC. This option provides for coordination and priority setting of a unified Capital Improvement Program serving all the local jurisdictions of East Multnomah County.

Permanence: This option provides the opportunity for forging a new partnership between the stakeholders leading to a permanent resolution of the issues.

Regional Transportation Decisions: This option would provide for the continuance of Multnomah County's role in regional decision-making. In addition, this option provides a mechanism for the Cities of East Multnomah County to arrive at a binding position to be represented at JPACT.



OPTION EVALUATION MATRIX

CRITERIA OPTION	FISCAL IMPACT	EMERGENCY SERVICE	EFFICIENT FUND USE	STAKEHOLDER ISSUES	RECONCILE ACCOUNTABILITY	PERMANENCE	REGIONAL DECISIONS
A	Meets criteria	Meets criteria	Meets criteria	Partially meets criteria	Does not meet criteria	Does not meet criteria	Partially meets criteria
B	Partially meets criteria	Meets criteria	Meets criteria	Partially meets criteria	Partially meets criteria	Meets criteria	Partially meets criteria
C	Partially meets criteria	Meets criteria	Partially meets criteria	Partially meets criteria	Meets criteria	Meets criteria	Does not meet criteria
D	Partially meets criteria	Does not meet criteria	Does not meet criteria	Partially meets criteria	Meets criteria	Meets criteria	Does not meet criteria
E	Meets criteria	Meets criteria	Meets criteria	Meets criteria	Partially meets criteria	Meets criteria	Meets criteria

LEGEND

- Meets criteria
- Partially meets criteria
- Does not meet criteria

## SECTION X: RECOMMENDATIONS

The issue of road jurisdiction is complex and difficult as evidenced by the previous series of efforts attempting to find a solution. There is no “silver bullet.” No proposal will meet with 100% mutual satisfaction amongst the stakeholders so compromise will be required on all sides. The following recommendation strives to address the major concerns of each of the stakeholder.

Of the foregoing alternatives the most promising in terms of meeting stakeholder needs is Option E. However, as with the other options, it has serious drawbacks. Therefore, this recommendation builds on Option E and suggests modifications necessary to address the majority of the deficiencies. Organization charts are included in Appendix III for reference.

### ORGANIZATIONAL RECOMMENDATIONS

- **Road Jurisdiction:** Cities should have the ability to control and manage the arterial and collector networks within their boundaries. How these facilities are designed, managed and operated has great influence on the character of development, the quality of the urban environment and the accessibility to modes other than the automobile. These are issues for which the local elected officials are accountable to their citizens and they must be empowered with the commensurate authority to improve the built environment inclusive of the transportation system. Therefore, the County should transfer jurisdictional responsibility for the roads within the incorporated Cities of East Multnomah County at the request of the municipality. The “local option” to assume jurisdiction could be exercised by any or all of the Cities at their sole discretion.
- **Road Maintenance:** The current road maintenance provided by Multnomah County gets high marks, as mentioned earlier. The County should continue to maintain its current inventory of roads in the rural areas and those within the municipalities regardless of jurisdictional transfer. Management of the maintenance across political boundaries currently provides a uniform level of service and directs resources on an annual basis where they are most needed. There is no compelling reason to alter this arrangement. Assuming Gresham opts for the local option to transfer jurisdiction, a commensurate transfer of people, equipment and resources would fragment the maintenance operation and significantly impair the ability to continue present service levels. Further, transfer of the entire maintenance operation to Gresham or another entity is unacceptable to a number of the stakeholders. Current service levels should be defined in a subsequent phase of this project to establish a baseline from which to gauge the quality of services going forward. Individual Cities should be permitted to “buy up” service levels above baseline using their resources to contract for additional maintenance with the County. As Cities improve the transportation system and



provide urban amenities the County should be compensated for the additional maintenance costs.

- **Road Engineering and CIP & Support Operations Groups:** Road design and operational management have a significant influence on the ability of municipalities to provide streetscapes in the public realm that attract and foster complementary private sector investment. Continuing to vest control of design and operations in the County denies or complicates the ability of the Cities to control their “destiny.” However, some Cities and the rural areas wish to continue to rely on the County for these services. Therefore, positions necessary for the County to continue services in the rural areas and Cities not selecting the local option for jurisdictional transfer should be identified. This includes those positions needed to support: 1) capital projects in the rural areas and non-local option Cities; 2) support the Willamette River Bridge Group; and 3) road maintenance. All other positions in this group should transfer to Gresham assuming Gresham exercises the local option for jurisdictional transfer. The funding and equipment associated with these positions should be transferred as well.
- **Survey:** The Office of the County Surveyor should remain with the County.
- **Bridges:** The Willamette River Bridges and other structures not transferred as a result of the exercising of the local option should remain with Multnomah County.
- **Water Quality Program:** This program should remain with Multnomah County. Cities opting for the local option will assume responsibility for water quality issues related to the transferred roads.
- **Land Use & Transportation Planning:** The coordination of transportation planning between the four cities and their interface with the rural area is essential to provide for connectivity of the system and to meet the access requirements of newly developing areas such as Springwater while accounting for impacts across jurisdictional boundaries. No jurisdiction can plan its transportation system improvements in isolation or ignore its interface with adjacent communities. The three smaller cities lack the staff capacity to perform these functions and have largely relied upon the County for these services. In order to provide for the coordination of planning efforts and assure responsiveness to the needs of the municipalities it is recommended that the Multnomah County Transportation Commission (MCTC) be formed as a governance body for transportation system planning and development of an implementing strategy through a unified capital improvement program spanning the jurisdictions. This arrangement is envisioned to be similar to that described in Option E. The four positions currently engaged in transportation planning activities should be assigned to staff the MCTC under the guidance of a Director of Transportation Planning rather than an Executive Director as described in Option E. The Director would be a County employee (as



the transferred positions would be) but should be chosen by and accountable to, the MCTC. Staff for the MCTC should be physically relocated to an office space central to the urbanized area to further reinforce the notion that they are accountable to the MCTC. The Director would also serve as the JPACT representative for the East County Cities and be bound by the majority vote of the MCTC regarding priorities for regional funding and other issues which may come before JPACT.

Transportation planning services for implementation and maintenance of the rural area plans would continue to be provided by the current staff under agreement with the Land Use Group.

### IMPLEMENTATION STRATEGY

Implementation of these recommendations will require the development of new intergovernmental agreements regarding maintenance, County Code language regarding the MCTC, and a detailed examination of the Road Engineering and CIP & Operations Support Groups. This work was not included in this study pending adoption of the conceptual recommendations herein by the Multnomah County Board of Commissioners.

To facilitate implementation of these recommendations the County should place an immediate freeze on filling any existing or future vacancies within the Transportation and Land Use Program to provide for maximum flexibility and protection for existing employees through the organizational transition.

### OTHER RECOMMENDATIONS

The above recommendations largely address the Findings detailed in Section VI of this report. However, there are Findings related to the Willamette River Bridges and capital improvements for which the organizational recommendations do not provide resolution.

- **Willamette River Bridges:** These bridges serve a vast population and economy beyond the limits of the City of Portland or Multnomah County. As they have continued to age, the County has done a good job of operating and maintaining the structures. However, current resources have proven inadequate to provide even the local matching share for state and federal bridge funds without diverting road maintenance dollars. These structures are of regional, if not statewide significance, and it is long overdue to begin a discussion of providing a regional financial support base to guarantee continued preventative maintenance and major renovations. Throughout the region there are locally owned bridges that are, or are close to being, weight-restricted. Unfortunately many of these do not qualify for state or federal assistance because they are rated in better condition than other bridges statewide. This is a “negative reward system” for those jurisdictions that somehow manage to keep their



structures from falling into disrepair while jurisdictions that allow their structures to deteriorate are “rewarded” with financial assistance. A broader discussion than just the Willamette River Bridges may be appropriate to begin addressing this issue.

- **Capital Funding:** Infill development and expansion of the urban growth boundary have resulted in need for both the reconfiguration and expansion of the transportation system within the incorporated areas of East Multnomah County. As noted earlier these capital requirements exceed the currently available resources. The Board of Commissioners should direct that the MCTC develop a unified and prioritized capital improvement plan for the urbanized area. When completed the Board should consider funding the plan through a bonded one-cent increase in the county gas tax dedicated strictly to the capital improvements in accordance with the plan. If the increase were to sunset after ten years this would raise in the range of \$22 million to provide matching funds for state and federal funds or for direct investment in the system.

## **APPENDIX I**

### **INTERVIEWEES**



PERSONS INTERVIEWED

Multnomah County

Chair Diane Linn  
Commissioner Maria Rojo de Steffey  
Commissioner Lonnie Roberts  
Charles Martin  
Ed Abrahamson  
Dan Brown  
Doug Butler  
Stan Ghezzi  
Don Haskins  
Cecilia Johnson  
Susan Muir  
John Replinger  
Karen Schilling  
April Siebenaler

City of Fairview

Mayor Mike Weatherby  
Roger Vonderharr, Former Mayor  
John Anderson

City of Gresham

Mayor Charles Becker  
John Dorst  
Dave Rouse

City of Maywood Park

Mayor Mark Hardie

City of Portland

Commissioner Jim Francesconi  
Michael Harrison  
Laurel Wentworth  
Brant Williams

City of Troutdale

Mayor Paul Thalhoffer  
Jim Galloway  
Erik Kvarstan

City of Wood Village

Mayor David Fuller  
Shelia Ritz

METRO

Councilor Rex Burkholder  
Councilor Rod Park  
President David Bragdon  
Andrew Cotugno

Oregon Department of Transportation

Matt Garret  
Bruce Warner

Labor Officials

Scott Clark  
Gabriela Downey  
Joe Esminde  
Marla Rosenburger

Port of Portland

Susie Lashane

Others

Congressman Earl Blumenauer  
Tom Markgraf  
Kathy Busse



## **APPENDIX II**

### **EMPLOYEE FOCUS GROUPS**



Wednesday, November 05, 2003

Cecilia Johnson  
Multnomah County  
1600 SE 190th Ave. Rm 224  
Portland, OR 97230

Dear Cecilia:

This report presents recommendations from employee focus groups regarding the Multnomah County Transportation Study. It includes a brief section titled Introduction and a larger section titled Findings. In the Introduction section, I describe the timing and methodology used in the study. In the Findings section, I present a short description for each of, along with actual written statements from the participants.

### **Introduction**

During September and October of 2003, focus groups were held with virtually all Multnomah County employees that might be impacted by the Transportation Study currently underway. The first focus group was comprised of managers. All other focus groups were comprised of mixed groups of non-managers.

A short introduction was given to each focus group to help answer any questions participants had about the Transportation Study status and to explain how the focus group would be conducted. All participants were then randomly assigned to table groups consisting of 4 to 5 participants. Everyone was given an ample supply of index cards and asked to address the following question, which was posted on a flip chart:

What should the transportation study recommend?

Make sure your recommendations results in 1) a long-term agreement, 2) an agreement acceptable to the county and cities, and 3) an agreement acceptable to the workforce.

Each participant was challenged to create as many cards as possible, with one recommendation from the study written on each card. Each table group then sorted the cards that were generated at their table into topics of their choosing. Finally, each table group was asked to identify four best recommendations and either flag the cards that state the recommendations, or create new cards to best state each recommendation.

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[www.123workflow.com](http://www.123workflow.com)



Each table group reported to the rest of the room the topics they created and their four selected recommendations.

Once all focus group sessions were conducted, the leadership team reviewed the recommendations selected by the focus groups. These were provided on index cards describing the selected, rewritten so no handwriting could be identified. No grammar, spelling or phrasing were modified, however. The leadership team then sorted the cards into topics. This report contains a brief description of each of the resulting topics and a complete listing of the text from all of the cards describing the recommendations from the focus groups, except a few cards that referenced topics outside the scope of the focus group analysis.

## Findings

Six unique topics emerged from the focus groups, as follows (listed in no particular order): 1 Improve Relationship/Decision Making, 2 Funding, 3 Different Structure, 4 Status – Quo, 5 Accountability of Study, 6 Employee Expectations. Below is a listing of the cards generated from the focus groups for each of these topics, preceded by a brief summary of the highest-level messages for each topic.

### 1. Improve Relationships / Decision Making

*There is a general recognition that the relationship between Multnomah County, Gresham, and the other East County cities needs improvement. All parties should seek to understand the needs and direction of the other parties and develop collaborative methods to accomplish the best result. This effort will be needed regardless of any other changes that might be implemented as a result of the study.*

- Consider involving Gresham and East County cities in transportation planning decisions rather than giving over jurisdiction of County roads. Create a group like MPACT at Metro.
- County should continue control over arterials and collector roads in East County but let cities participate more in future design and development.
- If Gresham wants a better road systems that's pedestrian friendly then the County should comply to the degree which is reasonable but don't give away total control as planning for Gresham affects all Multnomah County.
- The study must lay out a mechanism for conflict resolution between the cities and the County. It should also determine where the final decision is made. There should be consequences for not following any agreements between the cities and County.
- Joint monthly or bi-monthly meetings with all entities within Multnomah County to discuss policies and issues at hand, i.e. COP, bridges, Gresham, all towns and rural, Tri-Met, etc.
- County needs to have better understanding of cities urban planning goals.



- All the agencies need to work together to create coordinated transportation plans.
- Develop (review) service level agreements for services to small cities.
- No change – better working relationship with Gresham – teamwork if possible.
- It is imperative that regionally running roads stay with an authority that values “keeping traffic moving” because congestion pollutes and degrades our standard of living. City streets, downtown, and neighborhood areas should be maintained by cities to develop individual styles. Regular meetings should be held between all parties to discuss overlap.

## **2. Funding**

*The desire for increased funding to allow for improved services is high. Several ideas were generated for how to generate new funds or reallocate existing funds. Overall, however, the number one (“loudest”) message related to the study was a plea to ensure that any recommendations adopted from the study ensure adequate funds remain available for the transportation system work to continue.*

- Acquire funding (federal/state) to provide improvements (better roads, bike, ped, car, transit friendly) that benefit all members of the public. Use these dollars in a practical, cost effective method. All projects should be consideration of maintenance costs not just initial costs or what “look nice.”
- Better funding, more gas tax money, larger percent of revenue allocated to the County.
- Pursue methods for obtaining increased funding.
- Dedicate gas tax funding with workload; distribute for maximum efficiency.
- Costs of maintaining some rural roads are higher per mile than urban areas. This should be reflected in the gas tax distribution formula.
- The revenue sharing agreement between County and Portland should be re-negotiated. Portland receives a disproportionate amount compared to County and other cities.
- Increase funding with County gas tax to exclude Portland.
- Re-evaluate revenue sharing agreements.
- Money – don’t divide up funds so much that there is not enough money for some municipalities to operate and maintain transportation.
- No matter what happens, build in dedicated, untouched maintenance dollars.

## **3. Change Structure**

*The participants identified three alternative structure recommendations, ranging from what we have called Alternative Structures where portions of responsibility are transferred to report somewhere they are not reporting now, to Single Provider, where a Metro-like central body is formed to guide all transportation efforts, to Expand County Role, where Multnomah County takes on a larger level of responsibility for transportation.*



### **Alternative Structures**

- Unite all road and bridge departments into three departments only. Save in management and get better work.
  - City of Portland Road Department – all roads in the West
  - City of Gresham Road Department – all roads in the East
  - County Bridge Department – all bridges in the city and County
- Transfer to City of Gresham proportional engineering and support staff, have City of Gresham transfer back all maintenance personnel to Multnomah County (others, small cities, can transfer maintenance operations if they want), dedicate maintenance dollars.
- For some long term or future road construction/maintenance projects there should be some “leasing” or sharing of equipment between the cities and County.
- Share facilities and work force; work within system.
- Direct all transportation districts to their nearest city – with a deadline. Include all working personnel to go with the district.
- Concerning Gresham – engineering services should be their responsibility for contracts for new construction and normal maintenance should remain with Multnomah County.
- Move engineering and land use planning to Gresham, consolidate transportation maintenance crews and takeover all Gresham streets and arterials.
- Move right of way/permits/transportation planning staff to Gresham planning – maintain control of Gresham arterials.
- There should be a permit clearance house (centralized for region).
- Remove duplication of services – this results in the creation of new districts.
- Concentrate road/transportation operations; planning within unincorporated Multnomah County and small East County cities.
- Expanded WRB to include Ross Island, Steel, St. Johns, under regional authority.
- Can an urban road authority be implemented? (3 small cities don’t necessarily want change).

### **Single Provider**

- Control of planning, development, operations and maintenance within roadway should be done by the same agency.
- Seems a regional transportation agency makes the most sense. Let Metro take all roads in Tri-County area instead of all the cities, counties, etc.
- Streamlining services with a centralized agency with a board consisting of representatives from all involved cities and unincorporated areas (such as Metro’s original intention).
- Metro style road department run by Multnomah County for area East of Portland.
- County roads should consolidate under one entity. The cities should have say; medians, lights, trees, etc., and be held accountable for incurred costs.
- Have Multnomah County integrate other jurisdictions work force and road area money into one large organization for centralized transportation coverage.
- There will be one transportation services provider.
- Transportation services should be centralized for Multnomah County.



- There should be one authority whether it is Metro or County that has regional planning/design/maintenance authority to provide consistency and cost effective management and resources.
- One transportation and transportation/land use planning organization, serving cities and County outside Portland.

#### **Expand County Role**

- In 1984 the County turned over some roads to the City of Portland. The County should take back those roads since the city is not maintaining by standards. The same with the roads in Gresham that have been transferred. Manage Gresham/County transportation for better East county service.
- Multnomah County re-claims complete authority over arterials and collectors within the City of Gresham.
- Single bridge authority
- The county re-claims the authority for all arterials and collectors in Multnomah County including the City of Portland.
- City of Portland annexes back to County all major collectors and arterials so that the network of roads is continuous thorough out the County.
- Keep all arterials, major collectors, and minor collectors that will become major collectors to include City of Portland. City of Portland maintenance is behind on the roads it has taken over from the County.
- Make Multnomah County responsible for all major arterials in both Gresham and Portland.
- Take arterials and money back from Portland.
- Take back control of all regional roads within Multnomah County, all Willamette River bridges except state controlled bridges. Take back control of all traffic control devices and traffic flow decisions within Multnomah County, take back all monies for mandated control and maintenance of region roads as per state law, and keep maintenance work in house.
- Merge the Gresham roads and smaller cities to the County side along with crews.
- Establish a mini metro type road agency for all governments outside of the City of Portland. Multnomah County should be chief administrator, similar to the Ada County Idaho model.

#### **4. Status-Quo**

*Several recommendations were made to keep things pretty much as they are. Some of the reasons cited include the expectation that the Cities and Counties can come to an agreement how to work together, the County is doing a better job than any other jurisdiction could, change would be more damaging than helpful, there is no way to satisfy all the cities, and the vote taken in 1993(approving status-quo) should be adhered to.*

- The County should be the regional transportation authority for the movement of traffic.



- Example: reorganize the transportation department, there is no reason why the cities and the County can't come to a suitable agreement and save the taxpayers some money.
- Leave transportation system as is since County is doing well with arterial streets and Gresham has input on what we do.
- Don't transfer more roads – County is providing superior and uniform service for the region.
- County should continue control, maintenance, etc., over the bridges that they have now, and not consider contracting out that responsibility to cities.
- The County clean water efforts for storm runoff appear to be ahead of Gresham's efforts. Build on that by keeping control.
- Leave road/traffic/maintenance as status quo.
- Leave everything as is.
- Leave things like they are now.
- Do nothing; there is no action that will make all cities happy.
- Keep status quo for 5-10 years within own organization. Constant upheaval that occurs with each Board or management change and the subsequent organizational changes, re-organization and studies waste much needed funds.
- I recommend we end the study and put the money towards more important issues
- I recommend continuing to manage these bridges by a self-confined organization (not by ODOT or City of Portland) - multi-jurisdictional.
- Splitting to cities would be financially overwhelming to smaller cities and unincorporated areas and would cause the need for more managers, engineers, etc.
- Gresham will not be able to maintain D-1 & D-5 so it is unfair to those communities to transfer any part of roads to Gresham, that just "trims" what the County will have left over to work with
- Respect the voters decision by allowing Multnomah County to keep/gain jurisdiction over East County roads.
- Keep roads and bridges under current jurisdiction and IAW, per the November 93 vote.

## 5. Accountability of Study

*There is a strong desire no new transportation studies anytime soon; changes that result from the study should remain in effect for a long period of time. There were also recommendations that the transportation study be guided by high value principles, resulting in true improvements for citizens.*

- A long-term agreement would in the end save taxpayers money and provide better service by work force (by ensuring job security).
- If the study recommends a new agreement between the cities and County, the agreement should include a clause that precludes further studies or discussions about road jurisdiction for a period of at least 20 years.
- The results from this study "shall" be final. No more future studies due to changes in city or County leadership.



- Decisions should have the stipulation that the outcome will stand. Don't keep revisiting the issue over and over.
- Long term agreement, this study should not take place so often as it destroys the morale of work force when employees don't know what the future will be, job stability, etc., make understandable to public and work force.
- The results of agreement should be in effect for at least five years, but not more than 10.
- Funded, well-planned and consistent management, that's accountable in long-term planning and budgeting.
- Regardless of resulting governing bodie(s), a unified, quality control standard is needed to establish, monitor and guide enforcement.
- Transfer roads only to improve the transportation system, not for political or financial reasons.
- This study should require a review of previous studies recommendations as part of current study recommendations.

## 6. Employee Expectations

*Employees want to feel secure in their employment and the compensation and benefits they receive. They additionally want clear leadership and direction.*

- No lay offs – period! Keep seniority rights.
- No loss of benefits to employees, no loss of employment even after one year or option of buyout of tier one employees.
- If employees are asked to transfer require County or transfer to carry current benefits package for duration of employment and after retirement.
- Maintain or improve benefits pre and post retirement if any changes are made. Better wages, job security and seniority.
- In the event of road transfer employees should be able to maintain/transfer their seniority to their new employer.
- Must have agreement for labor force at least 10 years.
- Assume job security and job transferability to all workers involved.
- Staff should be able to retain similar responsibilities/duties at their new employer.
- Large buyout of Multnomah County employees early retirement for all effected employees and County pay ½ medical benefits.
- Any transfer or ownership should provide equipment, employment by the new owner.
- No matter who takes the bridges, keep our bridge department intact.
- Support employee needs:
  - Keep them in the loop and have someone speak on their behalf.
  - They need to know stability is coming
  - They need to know how they stand as far as job security
- Within LUT, provide:
  - Consistent leadership
  - Clear Purpose



Cecilia Johnson – November 5, 2003

Multnomah County Employee Focus Group Results (Transportation Study)

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- Stable organization
- BCC provide clear mission leadership and
  - Direction to LUT
  - Support to LUT

Sincerely,

Ron Sarazin  
President

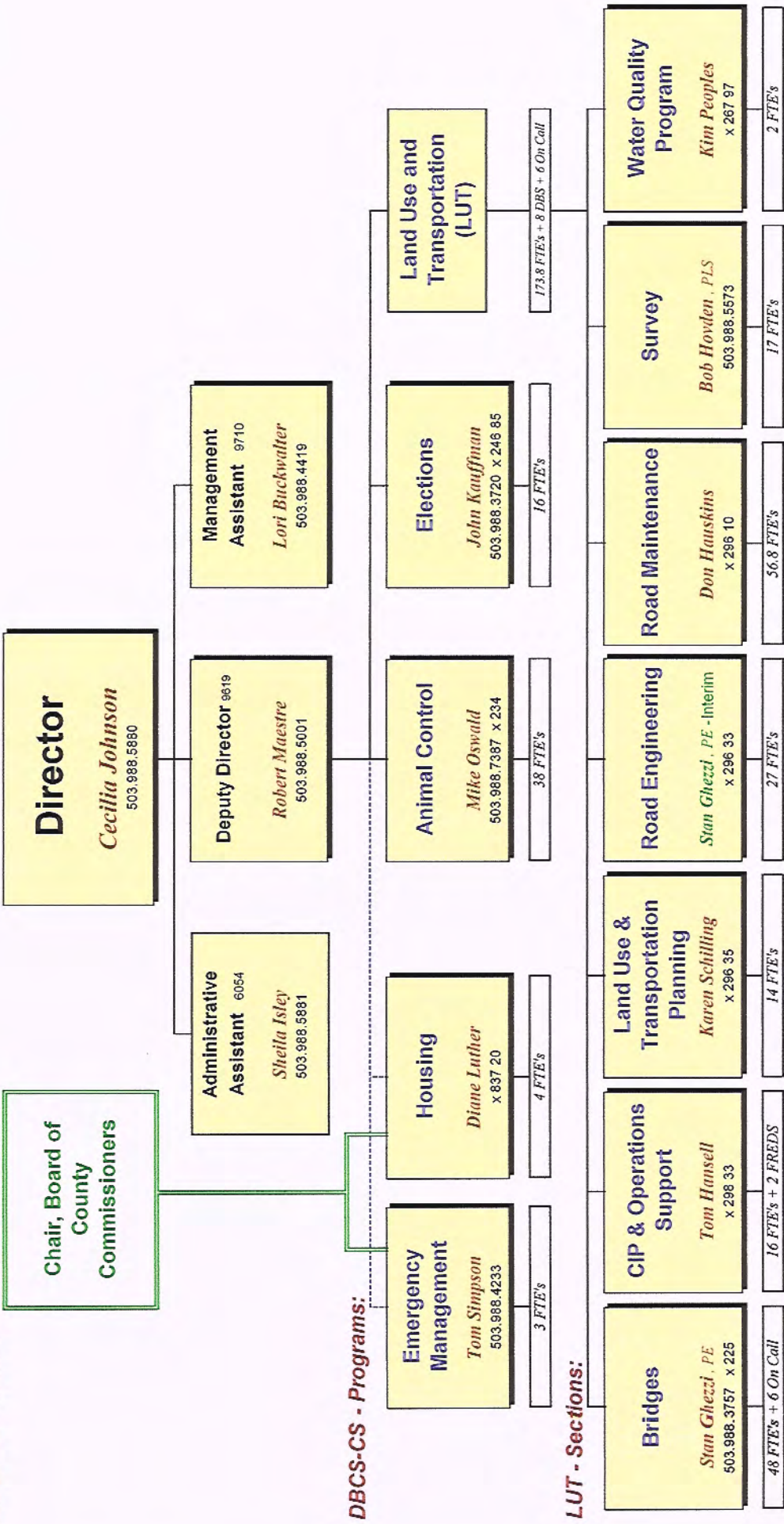
## **APPENDIX III**

### **ORGANIZATION CHARTS**



# Community Services

DBCS-CS - Administration:



DBCS-CS Admin = 4 FTE's; Emergency Management = 3 FTE's; Animal Control = 38 FTE's; Elections = 16 FTE's; Housing = 4 FTE's; LUT = 173.8 FTE's + 6 On Call Operators + 8 DBS FTE's (191 staff positions with DBS)  
DBCS-CS total = 238.8 FTE's + 6 On Call Operators + 8 DBS FTE's = 245 DBCS Staff Positions + 8 DBS staff positions