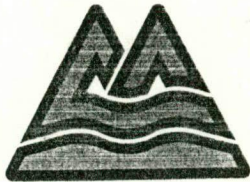


11/29 meeting



MULTNOMAH COUNTY OREGON

MULTNOMAH COUNTY CHARTER REVIEW COMMITTEE

1120 S.W. Fifth Avenue
Suite 1500
Portland, Oregon 97204
(503) 248-3525

MEMBERS

Ann Porter, *Chair*
Mark Johnson, *Vice-Chair*
Florence Bancroft
Lana Butterfield
David J. Chambers
Liberty Lane
Monica Little
Bruce McCain
Paul Norr
Marcia Pry
Casey Short
Nicholas Teeny
LaVelle VandenBerg

PUBLIC MEETING NOTICE

Wednesday, November 29, 1989

7:00 p.m.

Parkrose Administration Building

10636 N.E. Prescott Street

Portland, Oregon 97220

STAFF

William C. Rapp
Administrator
Shirley Winter
Secretary

AGENDA

1. Invited Testimony

Bonnie Hays, Washington County Chair
Darlene Hooley, Clackamas County Chair
Dennis Payne, Chair, Citizens Involvement Committee
Chamber of Commerce representative

2. Public Testimony

3. Committee Business

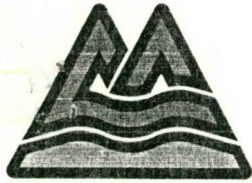
Approval of 11/8/89 Minutes
Other Business

TENTATIVE FUTURE MEETINGS

December 13: Local Government Experts:
Jerry Orrick, Assoc. of Oregon Counties
Ken Tollenaar, Bureau of Gov'l Research
State Representative Ron Cease

Arlene Collins, AFSCME #88

Directions to Parkrose Administration Building: Go east on Banfield Freeway. Take 102nd/Parkrose Exit; right at stop sign. Right on Prescott (second stoplight). One and one-half blocks on Prescott. Building on right side of street at 10636 N.E. Prescott.



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MINUTES NOVEMBER 29, 1989

Pursuant to notice by press release to newspapers of local circulation throughout Multnomah County and on the mailing list of the Committee, a public meeting of the Multnomah County Charter Review Committee was held at the Parkrose School District Administration Building, 10636 N. E. Prescott, Portland, Oregon. The meeting convened at 7:05 p.m.

Members Present

Ann Porter, Chair
Mark Johnson, Vice-Chair
Florence Bancroft
Lana Butterfield
David Chambers
Liberty Lane
Monica Little
Marcia Pry
Nicholas Teeny
La Velle Vanden Berg

Members Absent

Bruce McCain
Paul Norr
Casey Short

Invited Testimony

Bonnie Hays, Washington
County Chair
Darlene Hooley, Clackamas
County Chair
Dennis Payne, Chair,
Citizens Involv. Comm.
Blanche Schroeder, Ptld.
Chamber of Commerce

Staff Present

Bill Rapp, Administrator
Donna Tucker, Secretary

INVITED TESTIMONY:

Blanche Schroeder, Portland Metropolitan Chamber of Commerce

In July 1989, the Board of the Chamber of Commerce adopted a position supporting a local government structure incorporating the following:

- Strong executive leadership
- Professional management

- Centralization of regional services and regional growth management
- Incorporation by annexation of all urban land
- Elimination of all special districts

The Chamber urged an "immediate structural change of both the City of Portland and Multnomah County with the goal of having fully effective regional and local government in metropolitan Portland by 1995... Multnomah County's charter review should result in a complete withdrawal from urban services and a move to a volunteer part-time board with full-time executive leadership."

The Chamber would like the charter to contain language requiring integration and/or consolidation with other governments by 1995-2000.

The Chamber would like the committee to consider the following:

- Make it easier for those in rural parts of the county to have urban level services by incorporating with the nearest city for those who would like city service levels.
- Separate policy-making and administration. The Chamber does not have a position on the number of commissioners, but supports having them be policy-makers, not administrators.
- Determine which functions are legal responsibilities of the county such as taxation and assessment, elections, and the criminal justice system; and provide language in the charter assigning them as priority county activities with required support systems enabling them to fully carry out their responsibilities.
- Include in the charter a "service level policy" and a transitional process for incorporation.

The Chamber believes that a local government that responds quickly in a crisis, has the foresight to plan for adequate transportation, environment, justice, and human services and other regional and local needs is essential if we are to compete in the 21st century.

Monica Little asked Ms. Schroeder about the strengths and weaknesses of having an elected official rather than one who is appointed. Ms. Schroeder indicated that even though the county has an elected executive at the present time, the chamber has no preference between a hired professional manager or a strong executive.

Darlene Hooley, Clackamas County Chair

Commissioner Hooley made a brief presentation regarding Clackamas County government structure. She noted that the county is unique in that it has some very rural areas and approximately 14 small to medium-sized cities. The county has a hired administrator and 3 full-time commissioners. Even though the county is split into three areas, Human Services, General Services, and Department of Transportation and Development, the Board works as one unit. A Chair is elected among the three of the commissioners on a two-year rotating basis.

Mark Johnson asked Commissioner Hooley to explain the relationship between the Chair/Board and the Manager. She indicated that the Chair has little power; the main duties are to set agendas and meet with the County Manager for briefings. She also stated that the executive doesn't necessarily attend all meetings.

La Velle Vanden Berg asked Commissioner Hooley to explain the relationship between elected officials and the Board. Commissioner Hooley said that Clackamas County has a lot of elected officials and it is best that people who make the policies be elected and technical people be appointed.

Bill Rapp stated that he had heard at least two reasons not to have a 3-member commission: First, that it is too easy for one member to dominate the commission, and, second, that if one member is absent, the Board is deadlocked. Commissioner Hooley responded that there is a potential danger, but Clackamas County does not have this problem. She feels it depends on who the elected people are.

Liberty Lane asked how Multnomah County can be assured of having the "right people" in those positions. Commissioner Hooley said that a lot of it is luck and having people who are willing to do the job. She feels they have some safeguards because the press always attends their meetings and because members and staff keep each other informed of all decisions that are made.

Nicholas Teeny asked her if she has a problem working with so many elected officials. She indicated she does not.

La Velle Vanden Berg asked if Clackamas County were to end up with a home-rule charter, would the three commissioners still be able to handle the work? Commissioner Hooley feels they probably could, but even now, more managers are sometimes needed.

Marcia Pry asked how the commissioners are paid and how salaries are determined. Commissioner Hooley indicated that her present

salary is approximately \$50,000 per year and salaries are increased by the budget committee, usually in 3% increments. The budget committee actually recommends the salary level, but the Board must approve it as part of the overall budget.

Monica Little asked how the elected officials and commissioners deal with budget problems. Commissioner Hooley said that with an elected sheriff and various levies that are passed by voters, they sometimes do have a problem planning the budget. They meet with the Manager and Budget Manager to determine goals, estimate revenues and citizen input. This method enables them to allocate the money where necessary.

Nicholas Teeney asked if the Corrections Department is under the Sheriff's jurisdiction. She responded that it is in the Human Services Department.

Lana Butterfield asked if Clackamas County had recently gone through a winnowing down process. Commissioner Hooley said they had recently done a management study whereby some salaries were changed and some positions were eliminated.

Bill Rapp asked Commissioner Hooley about her general feelings regarding Multnomah County government. She responded that, first, Multnomah County needs a lobbyist. Clackamas County does have a person who lobbies as part of his other duties. Second, she is in favor of a professional manager.

David Chambers asked how Multnomah County could get the voters to agree that a lobbyist is needed. Commissioner Hooley said the voters don't understand that a lobbyist will actually save them tax dollars and it should probably be presented to them in that way.

Ann Porter asked if Clackamas County is looking toward a regional government in the future. Commissioner Hooley said that at this time they are not planning to do so but are looking at problems that need to be solved regionally, such as regional transportation issues, river-basin planning, clean water, etc.

Mark Johnson asked her to clarify how the budget committee sets salaries. She said the committee consists of three commissioners and 3 citizens. The budget committee recommends the Board's salaries, which are then approved by the Board itself along with the entire county budget.

Monica Little said there has been some discussion that a Chair is needed in order to have someone accountable to the public and it

doesn't seem that Clackamas County has one person accountable to all of the voters. Commissioner Hooley said they are all elected county-wide and, therefore, all of the commissioners are accountable county-wide.

Dennis Payne, Chair, Citizens Involvement Committee

Mr. Payne offered the following comments and concerns:

1. The offer to publish an edition of The Conduit on the Charter Review Committee still stands. He asked the Committee to contact the CIC soon, since it takes 30-45 days to produce the newsletter.
2. The committee membership make-up and selection process used needs to be changed; the process is not representative of Multnomah County because the Citizens Involvement Committee is not represented on the Charter Review Committee and neither are the county's minority and youth groups.
3. We may not have allowed enough time to elapse to make additional changes in the charter, since the changes were made only four years ago.
4. The committee shouldn't make changes for changes' sake, but to do the right thing.
5. Make sure that if the committee makes changes regarding the sheriff and the auditor, it is because the offices need to be changed, not just the office-holder.
6. Regarding the number of commissioners, reducing the number is not desirable; if increasing is the answer, the question is by how many.
7. Regarding compensation of county officials, the issue should not be whether the committee doesn't like the office-holders.
8. The county needs representation at the state level.

Florence Bancroft asked Mr. Payne if the committee could have a written copy of his testimony. He indicated it would be made available as soon as it is typed.

David Chambers asked him how he thinks the selection process for the Charter Review Committee should be changed. Mr. Payne said his committee hadn't had time to get into that. Ann Porter volunteered that when the amendments were established, one created a citizen

involvement committee and one created a charter review committee, using the same process that was used in the past.

Bill Rapp stated that Mr. Payne said we should proceed with caution on the number of commissioners, but the "County Visions" book, prepared by the CIC, advocates definitely increasing the number of commissioners.

Mr. Payne responded that the number of commissioners should be increased, but the method the committee uses to increase the number should be watched closely.

Mr. Rapp then asked Mr. Payne about another statement in the "County Visions" book advocating a reorganization of county services. Mr. Payne stated that he couldn't respond specifically to that issue because "County Visions" was the result of citizens' input and only prepared by the CIC. He did say, however, that county service delivery needs to be geared to a more local level of operation for citizen involvement and accessibility purposes.

Bonnie Hays, Washington County Chair

Commissioner Hays distributed several documents and reviewed them for the committee. These documents are:

1. Description of Problem (Current and Future) -- Describes problems Washington County is experiencing or will be experiencing.
2. Description of Solutions (County 2000) -- Describes solutions to county problems.
3. Program Matrix Mix -- Describes the methodology for determining whether a particular program is appropriate to be undertaken by Washington County.
4. Public Sector Programs/County Service Recipients
5. County Organization Chart
6. Washington County Charter

Commissioner Hays believes that Washington County is accomplishing its goals. The voters have given approval for 60 more police officers, a new public service building and major street and transportation improvement programs.

Commissioner Hays then reviewed Washington County's governmental structure and made the following observations:

1. Washington County has an appointed administrator and 8 department heads. An appointed administrator is best because he is a professional (and should be paid accordingly).
2. The people the voters elect is the most important thing.
3. Washington County has a "Governmental Affairs Specialist," also known as a lobbyist, who, during the last session, increased their accomplishments ten-fold.
4. Washington County has a full-time Chair, elected at-large, and four part-time commissioners elected by district.
5. She would prefer five full-time commissioners.
6. Regarding salary, the chair makes \$43,000 per year and the commissioners make one-third of that, or \$13,000 per year.
7. Washington County has an elected Sheriff and an elected Auditor. She pointed out that there is a political mystique to the Sheriff's office.
8. The Auditor's salary is two-thirds of a district court judge's salary. She does not recommend this, because it is then beyond the Board's control.
9. Regarding the Auditor's duties, the number of audits the Auditor is required to perform each year should be specified; and they should have access to external auditors.

Liberty Lane asked how their "County 2000" proposal was initiated. Commissioner Hays said the commissioners, who all have a background in private sector business, came up with the idea at a brainstorming session.

Mark Johnson asked about the Auditor's staff and asked if the Committee could get a copy of all ordinances. She said they have one Auditor and one Deputy Auditor and that only a budgetary report is available.

Bill Rapp asked how the commissioners' salaries are set and how much the administrator makes. Commissioner Hays said the Budget Committee recommends the increases (the largest so far has been 3%) and the Board approves them. The Administrator makes \$72,000/per year plus 7-1/2% deferred comp and car allowance.

PUBLIC TESTIMONY:

Bob Goldstein

Mr. Goldstein said he attended every meeting of the Multnomah County Charter Review Committee when they met four years ago. It is his feeling that there is no comparison between Clackamas County and Multnomah County. Multnomah County has made many changes in a very short amount of time. Even so, more will have to be done; we will be taking a census and re-districting and re-apportioning will have to be done.

Jim Worthington, Member, Citizens Involvement Committee

Mr. Worthington pointed out that the "County Visions" booklet is not a Citizens Involvement Committee publication, but is the result of a meeting of 300 citizens and because of it, the County Commissioners have asked that each citizens advisory committee have a CIC member as a method of improving communications to the public. He will recommend to the CIC that the Charter Review Committee get a copy of the recommendations as soon as possible.

COMMITTEE BUSINESS:

Approval of Minutes

There were no corrections or additions to the minutes of the November 8, 1989, meeting; they were unanimously approved as written.

Other Business

Bill Rapp reviewed the meeting dates through January 1990. Meeting dates are scheduled for December 13, December 20, January 3, 10, 17, and 24. The December 13 meeting is at 7:30 p.m. One meeting is tentatively planned in the community in each month.

February 17 is the date tentatively scheduled for an all-day work session to review the staff report and prioritize and select issues to pursue during the issue-focused hearings.

Ann Porter mentioned several other people/groups who will be invited to testify; they include state legislators, county managers and city/regional government representatives.

La Velle Vanden Berg welcomed the committee's new secretary, Donna Tucker.

The meeting adjourned at 9:10 p.m.



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LaVelle VandenBerg

November 30, 1989

Blanche Schroeder, Vice-President
Portland Metropolitan Chamber of Commerce
221 N.W. 2nd Avenue
Portland, OR 97209

STAFF

William C. Rapp
Administrator
Shirley Winter
Secretary

Dear Blanche:

Thank you very much for your presentation to the
County Charter Review Committee on November 29th.

Your recommendations will receive serious considera-
tion as we gather information about Multnomah County
government.

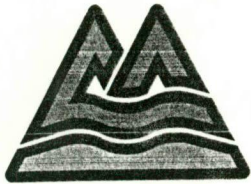
Your time and effort on our behalf are appreciated.
Please feel free to come to our meetings and/or call
our office, 248-3525, at any time. Thank you again.

Sincerely,

Ann Porter

Ann Porter, Chair
Charter Review Committee

AP:saw



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STAFF

William C. Rapp
Administrator
Shirley Winter
Secretary

November 30, 1989

Commissioner Bonnie Hays, Chair
Washington County Board of Commissioners
150 North First
Hillsboro, Oregon 97124

Dear Ms. Hays:

Thank you very much for your presentation to the
County Charter Review Committee on November 29th.

Your recommendations will receive serious considera-
tion as we gather information about Multnomah County
government.

Your time and effort on our behalf are appreciated.
Please feel free to come to our meetings and/or call
our office, 248-3525, at any time. Thank you again.

Sincerely,

Ann Porter

Ann Porter, Chair
Charter Review Committee

AP:saw



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William C. Rapp
Administrator
Shirley Winter
Secretary

November 30, 1989

Commissioner Darlene Hooley, Chair
Clackamas County Board of Commissioners
906 Main Street
Oregon City, Oregon 97045

Dear Ms. Hooley:

Thank you very much for your presentation to the County Charter Review Committee on November 29th.

Your recommendations will receive serious consideration as we gather information about Multnomah County government.

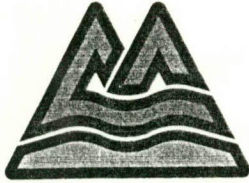
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Sincerely,

Ann Porter

Ann Porter, Chair
Charter Review Committee

AP:saw



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STAFF

William C. Rapp
Administrator
Shirley Winter
Secretary

November 30, 1989

Dennis Payne, Chair
Citizens Involvement Committee
3429 N.E. 15th Avenue
Portland, Oregon 97212

Dear Dennis:

Thank you very much for your presentation to the County Charter Review Committee on November 29th.

Your recommendations will receive serious consideration as we gather information about Multnomah County government.

Your time and effort on our behalf are appreciated. Please feel free to come to our meetings and/or call our office, 248-3525, at any time. Thank you again.

Sincerely,

Ann Porter

Ann Porter, Chair
Charter Review Committee

AP:saw



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November 22, 1989

Blanche Schroeder, Vice President
Portland Metropolitan Chamber of Commerce
221 N.W. 2nd Avenue
Portland, Oregon 97209

STAFF

William C. Rapp
Administrator
Shirley Winter
Secretary

Dear Ms. Schroeder:

Thank you for agreeing to testify before the Multnomah County Charter Review Committee at its November 29th meeting. The meeting will commence at 7:00 p.m. in the Parkrose Administration Building at 10636 N.E. Prescott Street.

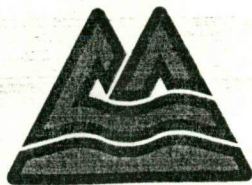
The Committee would appreciate a presentation of up to 15 minutes on issues you feel the Committee should direct itself to and any specific recommendations you have regarding changes in the Multnomah County Charter. It would be appreciated if you could submit 20 copies of a prepared statement.

Thank you for your willingness to participate in the Committee's review of the current charter. I look forward to seeing you on Wednesday, November 29th.

Sincerely,


William C. Rapp
Administrator

WCR:saw



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November 22, 1989

Dennis Payne, *Chair*
Citizen Involvement Committee
3429 N.E. 15th Avenue
Portland, Oregon 97212

STAFF

William C. Rapp
Administrator
Shirley Winter
Secretary

Dear Mr. Payne:

Thank you for agreeing to testify before the Multnomah County Charter Review Committee at its November 29th meeting. The meeting will commence at 7:00 p.m. in the Parkrose Administration Building at 10636 N.E. Prescott Street.

The Committee would appreciate a presentation of up to 15 minutes on issues you feel the Committee should direct itself to and any specific recommendations you have regarding changes in the Multnomah County Charter. It would be appreciated if you could submit 20 copies of a prepared statement.

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Sincerely,

William C. Rapp
Administrator

WCR:saw



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November 22, 1989

Darlene Hooley, *Chair*
Clackamas County Board of Commissioners
906 Main Street
Oregon City, OR 97045-1882

STAFF

William C. Rapp
Administrator
Shirley Winter
Secretary

Dear Commissioner Hooley:

Thank you for agreeing to testify before the Multnomah County Charter Review Committee at its November 29th meeting. The meeting will commence at 7:00 p.m. in the Parkrose Administration Building at 10636 N.E. Prescott Street.

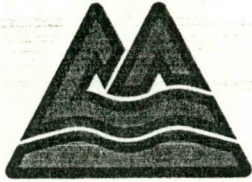
The Committee would appreciate a presentation of up to 15 minutes on the structure of Clackamas County government and any specific recommendations you have regarding changes in the Multnomah County Charter. It would be appreciated if you could submit 20 copies of a prepared statement.

Thank you for your willingness to participate in the Committee's review of the current charter. I look forward to seeing you on Wednesday, November 29th.

Sincerely,

Bill Rapp
William C. Rapp
Administrator

WCR:saw



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November 22, 1989

Bonnie Hays, *Chair*
Washington County Board of Commissioners
150 N. First Street
Hillsboro, Oregon 97124

STAFF

William C. Rapp
Administrator
Shirley Winter
Secretary

Dear Commissioner Hays:

Thank you for agreeing to testify before the Multnomah County Charter Review Committee at its November 29th meeting. The meeting will commence at 7:00 p.m. in the Parkrose Administration Building at 10636 N.E. Prescott Street.

The Committee would appreciate a presentation of up to 15 minutes on the structure of Washington County government and any specific recommendations you have regarding changes in the Multnomah County Charter. It would be appreciated if you could submit 20 copies of a prepared statement.

Thank you for your willingness to participate in the Committee's review of the current charter. I look forward to seeing you on Wednesday, November 29th.

Sincerely,


William C. Rapp
Administrator

WCR:saw



Multnomah County Sheriff's Office

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

ROBERT G. SKIPPER
SHERIFF

(503) 255-3600

November 17, 1989

TO: Bill Rapp
Charter Review Committee Administrator

FROM: Bill Vandever

RE: Letter from Sheriff Skipper

Would you please distribute copies of the letter from Sheriff Skipper at next Wednesday's Charter Review Committee meeting?

Than you.



Multnomah County Sheriff's Office

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

ROBERT G. SKIPPER
SHERIFF

(503) 255-3600

November 16, 1989

Ann Porter, Chair
Charter Review Committee
1500 Portland Building
1120 S.W. 5th Avenue
Portland, Oregon 97204

Dear Ms. Porter:

At the Charter Review Committee's meeting on October 25th, Casey Short was correct when he pointed out that Mike Schrunk and the elected sheriffs had the votes of at least three elected county commissioners, when additional jail spaces and programs were obtained, and when the current proposed levy for more jail beds was presented to the voters.

Commissioners Gretchen Kafoury and Sharron Kelley provided strong support, right from the start, for the additional jail beds we are seeking in Ballot Measure 26-1.

But we all had to work hard to obtain the necessary third vote for passage (actually, we wound up at the end with four votes).

My point was that it's always been difficult and sometimes impossible to get that third vote for more jail beds, or for funds to improve jail operations. I doubt it would have been possible without an independent sheriff with independent authority for corrections.

In the past, appointed administrators have either been publicly silent about the need for more operating funds and more jail beds, or they backed up their bosses' contentions that more funds or more jail beds were not needed.

Thanks again for the opportunity to meet with the Committee. Please let me know if you wish any additional information or data.

Respectfully,

A handwritten signature in dark ink that reads "Robert G. Skipper". The signature is written in a cursive, flowing style.

ROBERT G. SKIPPER
Sheriff

cc: Charter Review Committee Members
Bill Rapp, Committee Administrator
Shirley Winter, Committee Secretary

RGS/ejl/2089-ASOA



Portland Chamber

November 29, 1989

TO: The Multnomah County Charter Review Committee Members

FROM: Gene Brim, President, Brim & Associates, representing the Portland Metropolitan Chamber of Commerce

RE: Local Government Reorganization

My name is Gene Brim and I am here this evening to present to you the views of the Portland Metropolitan Chamber of Commerce. We appreciate very much this opportunity to meet with you and share our thinking on the subject of local government organization.

At it's July 1989 board meeting the Chamber adopted a position supporting local government structure which incorporate the following principles:

- o Strong executive leadership
- o Professional management
- o Centralization of regional services and regional growth management
- o Incorporation by annexation of all urban land
- o Elimination of all special districts

Specifically, the board position urges "immediate structural change of both the City of Portland and Multnomah County with the goal of having fully effective regional and local government in metropolitan Portland by 1995....Multnomah County's charter review should result in a complete withdrawal from urban services and a move to a volunteer part-time board with full-time professional executive leadership."

We support a county charter which will limit itself to clearly defined service responsibilities that do not duplicate other jurisdictions; has a full-time executive with paid professional management, and; a policy-making, part-time volunteer commission reflecting the change in the scope of their responsibilities.

In addition, we would support having the county charter contain language requiring the "handing-off" of services under specified conditions; and establishment of a commission to design a plan for integration and/or consolidation with other governments by a time specific, i.e. 1995-2000.

We urge your consideration of the following:

- o Resisting attempts to "salvage" or make it easier for those in rural parts of the county to have urban level services by incorporating with the nearest city for those who would like city service levels.
- o Separate policy-making and administration. We do not have a position on the number of commissioners, but we support having them be policy-makers, not administrators.

- o Determining which functions are legal responsibilities of the county such as taxation and assessment, elections, and the criminal justice system; and providing language in the charter assigning them as priority county activities with required support systems enabling them to fully carry out their responsibilities.
- o Include in the charter a "service level policy" and a transitional process for incorporation.

If we are to compete in the 21st century we need local government that can a) mobilize and act quickly in response to crisis, or impending crisis and b) envision and implement long-range plans for adequate transportation systems, environmental, justice, and human services and other regional and local needs.

These actions must be cost-effective and coordinated across the region. We now have a maze of cities, counties and special districts, not all of them are functioning well themselves. We lack the tools for implementing truly effective regional leadership and coordination. (see attached excerpt from the Citizens County Vision Report: The 1990's & Beyond; Accountable Government, The Way It Is Now).

It is increasingly clear that the competitiveness of Portland Metro businesses and the prosperity of its citizens depends on the quality of local government. We must assure the best use of our limited resources and enhance our long-term capacity to govern.

We need to acknowledge the areas in which the performance of local government, either as provider or services or as political decision-maker and mobilizer of popular support is currently or potentially inadequate to meet the challenges of the 1990's, and to define present opportunities where changes can be successfully made.

Each government needs to be assessed according to its:

POLITICAL EFFECTIVENESS....the ability to mobilize the community and community resources to meet immediate and long-term needs;

SERVICE EFFECTIVENESS....the ability to deliver unduplicated services at the lowest cost, with the highest degree of quality and responsiveness within available resources; and

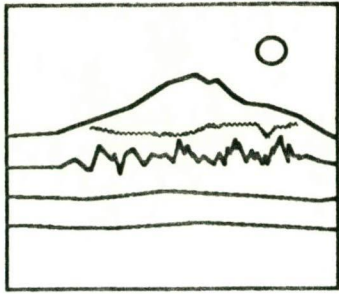
COST-EFFECTIVENESS....the ability to clearly define the need, the role, and cost of its provision of services.

Problems result when deterioration occurs in any one of these area and it escalates dramatically when it occurs in more than one.

The Chamber is committed to utilizing and supporting community efforts such as yours and the Civic Index Project as a way to bring about change, rather than instituting projects of our own, so please let us know if we can help you in any way.

On behalf of the Chamber, I thank you for this opportunity to share our views with you, and I also want to express our appreciation to each of you for your willingness to donate your personal time to this important volunteer effort. We appreciate your efforts and commend you for your service to our community.

0913G/rl1



Accountable Government

THE WAY IT IS NOW

When the governmental structure of this area is viewed as from a satellite photo it presents a patchwork picture of a crazy quilt. Each of the governmental unit forms has emerged from a natural progression of events, but the overall form that has emerged represents chaos. If we had the opportunity to paint this picture from scratch, beginning with a blank canvas, we certainly would not purposely paint the strange picture we now observe.

The chaotic picture is from the top of our governmental structure to the bottom. We start with a metropolitan area made up of either four or five counties spread across two states. Not a very good beginning for the picture. And then there is a metropolitan structure spread in a couple of layers across this county system. Responsibility has a number of areas of overlap and underlap.

For example, responsibility for solid waste disposal is given to a separate metro authority, although environmental sanitation authority lodges in the county structure and sewage disposal responsibility rests either in the city (as in Portland), in sewer districts, or with no governmental body at all (as for many residents of the unincorporated county areas).

Authority and responsibility for our transportation system is vested in an equally bewildering array of governmental units. Each county has authority for roads, except when the city has responsibility for streets, or the state or federal government has responsibility. A semi-metropolitan authority (Tri-Met) has responsibility for mass transit, except when the decisions relate to streets and roads. Nobody has the responsibility of balancing various forms of transportation. The numerous school districts in the area have the responsibility for providing school related transportation. And then there is another metropolitan authority that

Accountable Government

deals with educational matters (Educational Service District). Another metropolitan authority is the Port of Portland and other port authorities, with different boundaries and a different governing structure than the previous two metro authorities.

In any area of responsibility it is possible to point out the same chaotic picture. The criminal justice system has pieces in each jurisdiction, including the Port's. The fire districts, the school districts that sometimes overlap in their areas of responsibility, water districts and sewer districts to name just a few. On top of all this, the responsibility of the state and the federal governments in many areas adds another element of uncertainty. It is no wonder that the citizens of Multnomah County do not believe that elected officials listen and are responsive to them. And there is really no one that accepts overall responsibility for helping them. What can they do but be angry, frustrated, and finally apathetic. And what of the governments, the result of this confusion of responsibility, authority, and services is that no one is really responsible. It is never clear to whom a citizen should address complaints, suggestions and demands until it is too late. And no elected officials really can get the resources to develop a large and skillful enough staff to readily address the concerns of their constituents in this quagmire of confused and confusing governance.

RELATED ISSUES

- Local government is more than a service provider: "We the people of Multnomah County..."
- Governmental turf battles and politics predominate over resolution of major problems.
- Meaningful citizen involvement is actively discouraged. There is a perception that public decision-making information and agendas are deliberately designed to obstruct.
- County-elected and county-appointed officials do not take an advocacy position or pro-active stance to see that local citizen concerns are considered in the decision processes of other governmental agencies.
- The county does little to prevent the loss of businesses to Clackamas, Washington, and Clark Counties.

Distributed by
Bonnie Hays
11/29/89

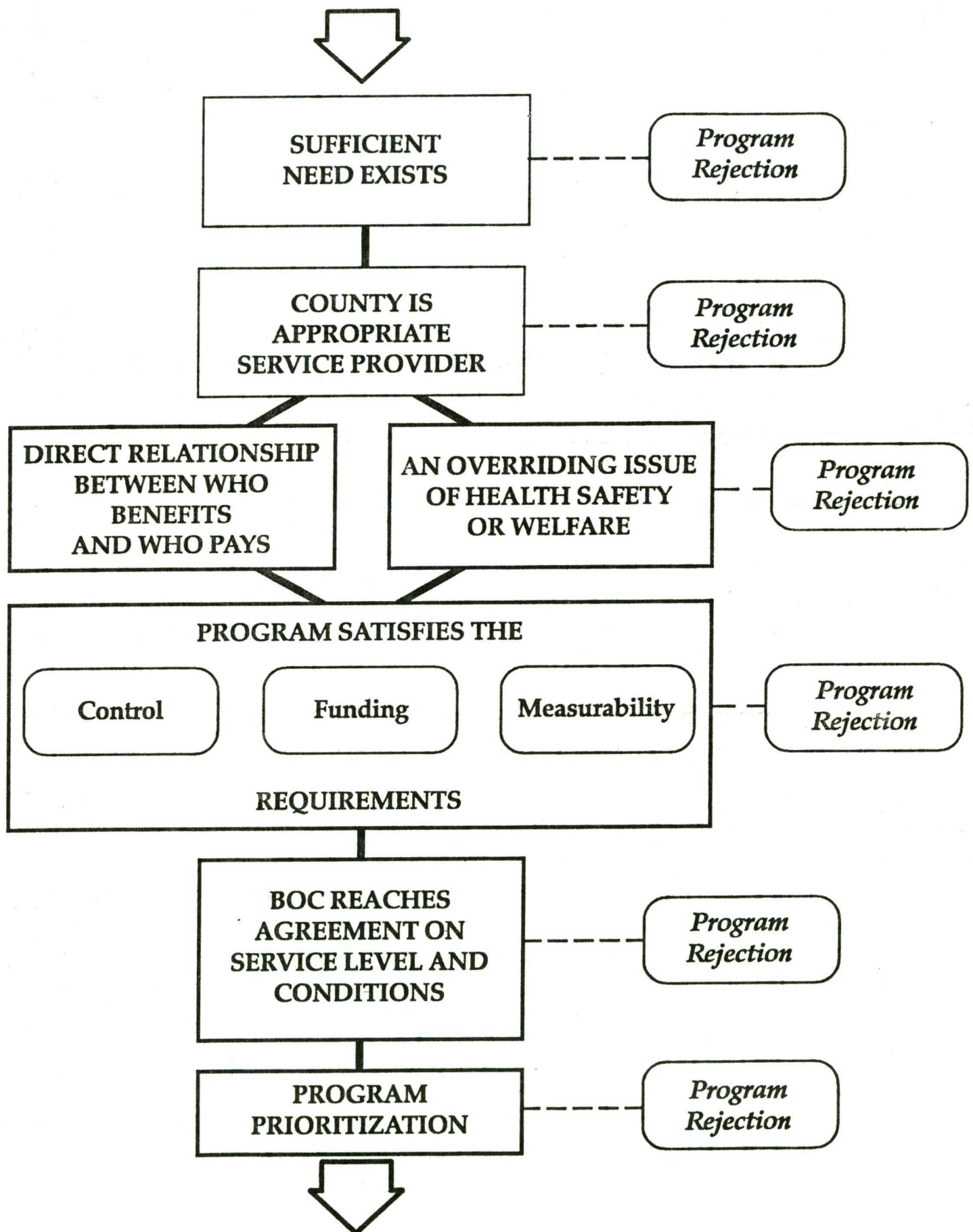
Description of Problem (Current & Future)

- ★ POPULATION GROWTH
- ★ INCREASED DEMAND FOR URBAN SERVICES
(UNINCORPORATED AREA)
- ★ UNCLEAR ROLES (STATE, COUNTY, CITIES)
- ★ URBAN SUBSIDY (TAX EQUITY)
- ★ STATE & FEDERAL REVENUES NOT KEEPING PACE WITH
DEMAND IN GROWTH
- ★ INCONSISTENT REVENUE BASE (RELIANCE ON SERIAL
LEVIES)

Description of Solutions (County 2000)

- ★ **REDEFINE COUNTY ROLE (EMPHASIS ON COUNTY-WIDE SERVICES)**
- ★ **PROVIDE INTERIM FUNDING MECHANISM FOR URBAN LEVEL SERVICES**
- ★ **DEVELOP CLOSER RELATIONSHIP BETWEEN SERVICE COST/BENEFITS**
- ★ **STABLE FUNDING FOR COUNTY-WIDE SERVICES (TAX BASE)**
- ★ **ADVOCATE FOR MORE STATE SUPPORT OF MANDATED SERVICES**
- ★ **PRIVATIZATION WHEN APPROPRIATE**
- ★ **CONSOLIDATE DEPARTMENTS FOR SAVINGS**

Program Decision Matrix



Public Sector Programs

US GOVERNMENT
PROGRAMS

STATE OF
OREGON
PROGRAMS

CO. 2000 SERVICE
STRATEGIES
CO. 2000 EMP
PROGRAMS

CITY
PROGRAMS

SPECIAL DISTRICTS
PROGRAMS

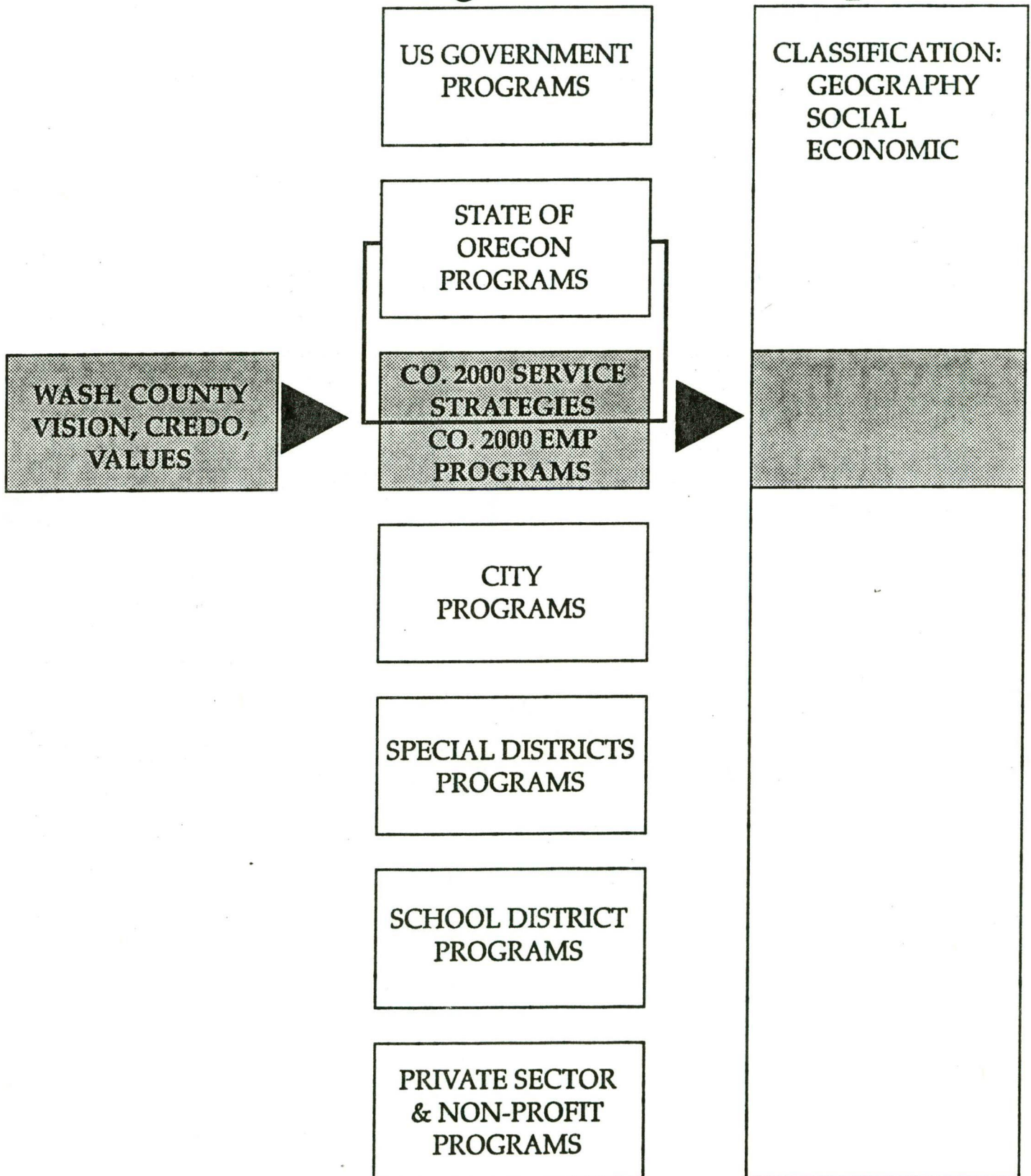
SCHOOL DISTRICT
PROGRAMS

PRIVATE SECTOR
& NON-PROFIT
PROGRAMS

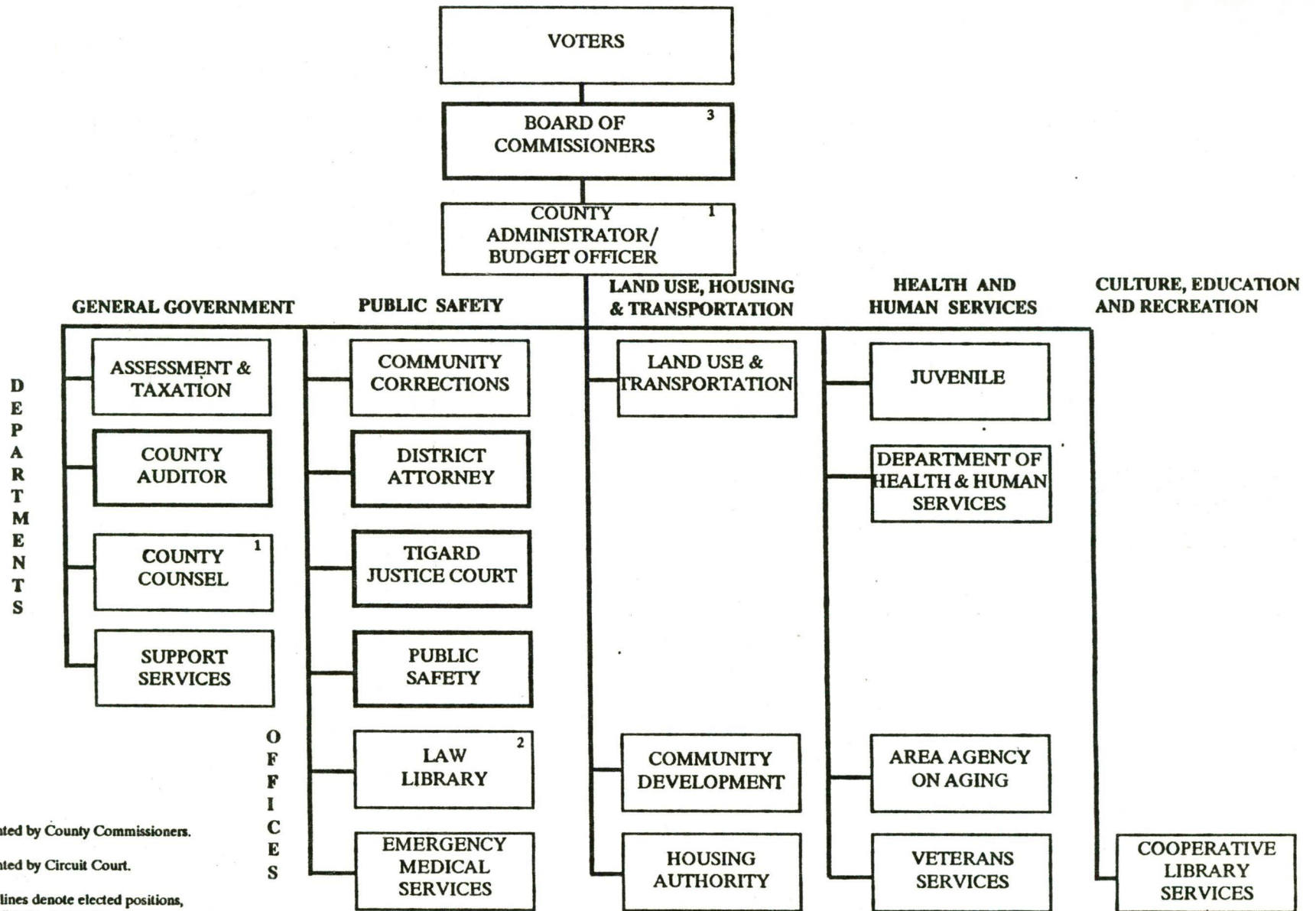
County Service Recipients

CLASSIFICATION:
GEOGRAPHY
SOCIAL
ECONOMIC

WASH. COUNTY
VISION, CREDO,
VALUES



COUNTY ORGANIZATION CHART



1. Appointed by County Commissioners.

2. Appointed by Circuit Court.

3. Heavy lines denote elected positions, responsible to electorate.

Unless otherwise indicated, department heads are appointed by and responsible to the County Administrator.



Portland Chamber

December 12, 1989

William C. Rapp
Administrator
Multnomah County Charter Review Committee
1120 S.W. Fifth Avenue, Suite 1500
Portland, OR 97204

Dear Bill:

According to the minutes of the November 29 meeting, I did not make myself clear on the "professional manager" issue.

To clarify: "The Chamber strongly supports having a hired professional manager, but I(he) didn't have advice on how to achieve having "strong executive leadership" and "professional management."

Thanks Bill, and I'll see you on the 13th. Please call me if you have any questions.

Sincerely,

Blanche Schroeder
Vice President

0920G/rl

- Centralization of regional services and regional growth management
- Incorporation by annexation of all urban land
- Elimination of all special districts

The Chamber urged an "immediate structural change of both the City of Portland and Multnomah County with the goal of having fully effective regional and local government in metropolitan Portland by 1995... Multnomah County's charter review should result in a complete withdrawal from urban services and a move to a volunteer part-time board with full-time executive leadership."

The Chamber would like the charter to contain language requiring integration and/or consolidation with other governments by 1995-2000.

The Chamber would like the committee to consider the following:

- Make it easier for those in rural parts of the county to have urban level services by incorporating with the nearest city for those who would like city service levels.
- Separate policy-making and administration. The Chamber does not have a position on the number of commissioners, but supports having them be policy-makers, not administrators.
- Determine which functions are legal responsibilities of the county such as taxation and assessment, elections, and the criminal justice system; and provide language in the charter assigning them as priority county activities with required support systems enabling them to fully carry out their responsibilities.
- Include in the charter a "service level policy" and a transitional process for incorporation.

The Chamber believes that a local government that responds quickly in a crisis, has the foresight to plan for adequate transportation, environment, justice, and human services and other regional and local needs is essential if we are to compete in the 21st century.

Monica Little asked Ms. Schroeder about the strengths and weaknesses of having an elected official rather than one who is appointed. Ms. Schroeder indicated that even though the county has an elected executive at the present time, the chamber has no preference between a hired professional manager or a strong executive.

Chase