

MULTNOMAH COUNTY OREGON

OFFICE OF THE BOARD CLERK
SUITE 1510, PORTLAND BUILDING
1120 S.W. FIFTH AVENUE
PORTLAND, OREGON 97204

<u>BOARD OF COUNTY COMMISSIONERS</u>		
GLADYS McCOY •	CHAIR •	248-3308
DAN SALTZMAN •	DISTRICT 1 •	248-5220
GARY HANSEN •	DISTRICT 2 •	248-5219
TANYA COLLIER •	DISTRICT 3 •	248-5217
SHARRON KELLEY •	DISTRICT 4 •	248-5213
CLERK'S OFFICE •	248-3277 •	248-5222

AGENDA

MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

FOR THE WEEK OF

January 18 - 22, 1993

Monday, January 18, 1993 - HOLIDAY - OFFICES CLOSED

Tuesday, January 19, 1993 - 9:30 AM - Board Briefing. . . .Page 2

Tuesday, January 19, 1993 - 10:30 AM - Work SessionPage 2

Tuesday, January 19, 1993 - 11:30 AM - Board BriefingPage 2

Tuesday, January 19, 1993 - 1:30 PM - Agenda ReviewPage 2

Wednesday, January 20, 1993 - 1:30 PM - Work Session. . . .Page 2

Thursday, January 21, 1993 - 9:30 AM - Regular Meeting. . . .Page 3

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Saturday 12:00 PM, Channel 21 for East Portland and East County subscribers

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Tuesday, January 19, 1993 - 9:30 AM

Multnomah County Courthouse, Room 602

BOARD BRIEFING

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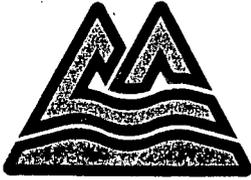
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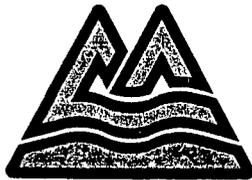
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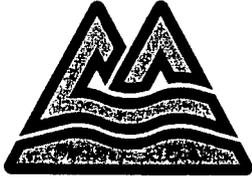
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SHARRON KELLEY
Multnomah County Commissioner
District 4



Portland Building
1120 S.W. Fifth Avenue, Suite 1500
Portland, Oregon 97204
(503) 248-5213

January 8, 1993

TO: Office of Clerk of the Board
Board of County Commissioners

FROM: Sharron Kelley

RE: Absence from the Office

I will not be in attendance at the Board meeting on January 12th as I will be out-of-town on juvenile justice business.

I will also not be available for the Board meeting on January 19th due to personal reasons.

*Left mtg. @
11:00 am*

BOARD OF
COUNTY COMMISSIONERS
1993 JAN - 8 AM 9:36
MULTNOMAH COUNTY
OREGON

Meeting Date: JAN 19 1993

Agenda No.: B-1

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

Presentation of report: COUNTY FINANCIAL CONDITION

SUBJECT: _____

BCC Informal 1/19/92 BCC Formal _____
(date) (date)

DEPARTMENT Auditor DIVISION Non-Departmental

CONTACT Gary Blackmer TELEPHONE 3317

PERSON(S) MAKING PRESENTATION Gary Blackmer

ACTION REQUESTED:

INFORMATIONAL ONLY POLICY DIRECTION APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 60 minutes

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

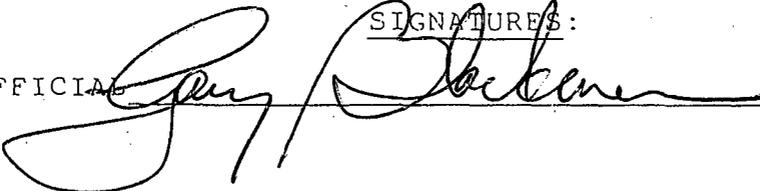
BRIEF SUMMARY (include statement of rationale for action requested, as well as personnel and fiscal/budgetary impacts, if applicable):

9:30
REQUEST TIME CERTAIN--~~10~~ AM--PLEASE.

BOARD OF
COUNTY COMMISSIONERS
1993 JAN -4 AM 8:43
MULTNOMAH COUNTY
OREGON

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL 

Or

DEPARTMENT MANAGER _____

(All accompanying documents must have required signatures)

DEB,

THE REPORT IS SCHEDULED FOR
RELEASE ON THE DATE REQUESTED HERE.
WE WILL BRING YOU COPIES EARLY THAT
AM OR GARY WILL BRING THEM WITH HIM
TO THE PRESENTATION.

Lucy

Board Briefing
1-19-93
B-1

FINANCIAL CONDITION

Multnomah County, Oregon

January 1993



Gary Blackmer
Multnomah County Auditor



GARY BLACKMER

COUNTY AUDITOR
1021 SW 4TH AVENUE, ROOM 136
PORTLAND, OR 97204
(503) 248-3320

MULTNOMAH COUNTY OREGON

M E M O R A N D U M

DATE: January 19, 1993

TO: Gladys McCoy, Multnomah County Chair
Dan Saltzman, Commissioner, District 1
Gary Hansen, Commissioner, District 2
Tanya Collier, Commissioner, District 3
Sharron Kelley, Commissioner, District 4

SUBJECT: 1993 Financial Condition Report

This report evaluates the financial condition of the County. Like a doctor's checkup, it tracks indicators of economic health and vitality to identify warning signs. This material was largely drawn from eleven years of Comprehensive Annual Financial Reports, and is presented in a visual format to more easily evaluate our current financial circumstances in the context of previous years.

This general overview of County finances can help us to place this year's budget deliberations in a historical context. We can see the imprint of previous budget deliberations on the County's financial condition, both the circumstances from which we benefit and those for which we are liable. As we review our current circumstances, I hope that we can gain a greater understanding of the consequences, both good and bad, that we may produce in succeeding years.

We have discussed this report with the managers of the Budget and Finance Divisions and they are in general agreement with its conclusions and findings. We appreciate the extensive cooperation and assistance they provided us in the course of this review.

We would appreciate receiving a written status report from the County Chair's Office within one year indicating what progress has been made on the recommendations in this report. The status report should also be circulated to the County Board of Commissioners.



GARY BLACKMER
Multnomah County Auditor

Auditor: Judith DeVilliers
Desktop Publishing: Lucy Sacharkiw

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Summary i

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Summary

This report assesses the financial condition of Multnomah County. We found that the County has generally controlled costs, reduced liabilities, and responded to changing service demands over the past eleven years. However, we also found an increasing reliance on three-year serial levies, reserve funds, and revenues from federal and state governments to finance on-going services. Management response to this review is included at the back of the report.

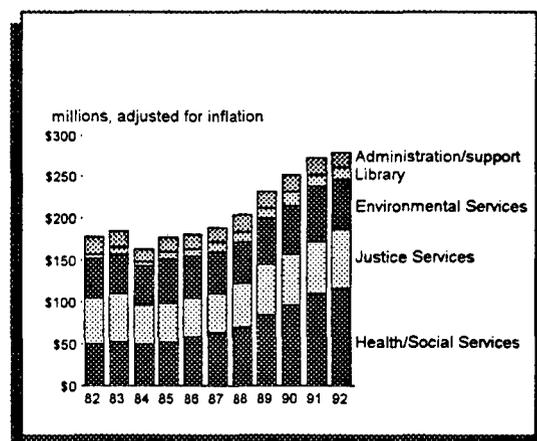
In the past eleven years Multnomah County services have shifted as it exchanged program responsibilities with the State of Oregon and the City of Portland. The County also took responsibility for the libraries, opened new jails and began several new non-custody corrections programs.

To control costs, the County contained its central administration and support spending, increased contracting for services, and held wage increases to the inflation rate for most employees.

To finance its added responsibilities, the County obtained new revenues from state and federal sources, from six voter-approved property tax levies, from two tax rate increases on business income, and from charges for jail beds for U.S. Federal Marshal prisoners.

The largest increase in revenues came from state and federal sources, which doubled from approximately \$60 million to over \$120 million during the eleven years when corrected for inflation. These funds now comprise about half of all County revenues, with the largest increases directed at social service programs. The County has also allocated an increasing share of the General Fund to social and health services.

Over the past eleven years the County became increasingly dependent upon three-year property tax levies to finance its on-going operations. Despite these added revenues, the County often had to spend its reserve funds. As a result, the level of fund balances has not matched the growth in revenues since FY88, which may hamper the County's ability to respond to future budget shortfalls.



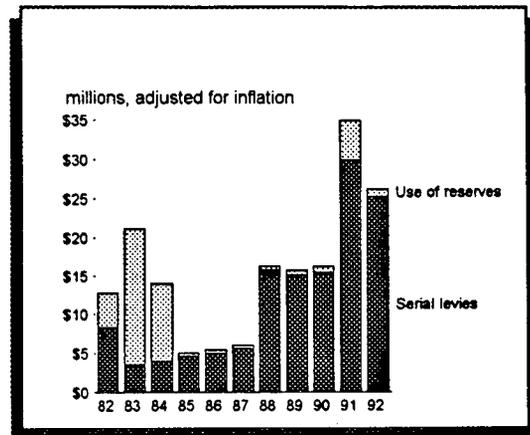
Expenditures, p.20

Indicators show that the County adequately managed its cash and liabilities. And, although the County has reduced its lease costs, it has increasingly relied upon certificates of participation to purchase or construct facilities. Debt payments grew from \$1 million to \$4.3 million in the past five years, with the County committed to another \$3.3 million annually to pay for construction of a new juvenile detention facility.

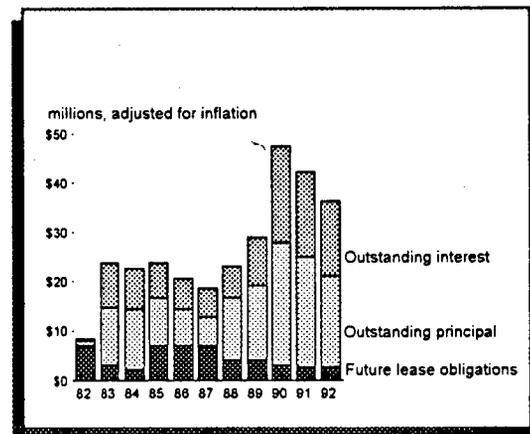
During this period economic indicators generally showed a trend of improving conditions in Multnomah County, although unemployment grew to 6% in recent years.

Statistics on the citizens of Multnomah County generally show a stable population. However, the number of households qualifying for poverty-level federal assistance increased in FY91 and FY92 after a seven-year trend of decline. Despite an improving economy, reported crime increased through most of the 80s until large declines appeared in 1989 and 1990. However, 1991 reported crimes again increased from the prior year.

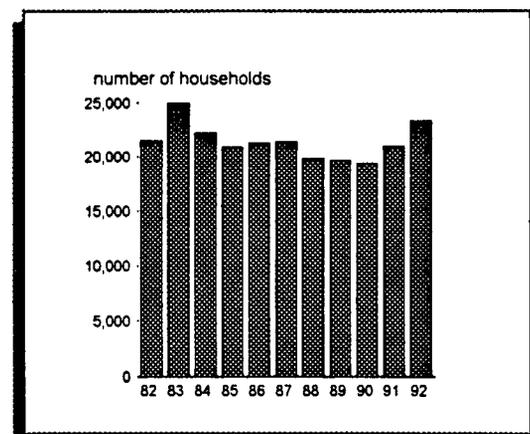
To maintain and improve the County's financial condition, the Auditor's Office recommends that the Budget and Finance Divisions work with the Board of Commissioners to develop a comprehensive financial policy. This policy can include existing policies and provide additional direction such as guidelines for cash reserves, reliance on short-term revenues, and expenditure priorities and control. The County should also consider rebuilding cash reserves, advocating for fewer restrictions on State-shared revenues, and improving the tracking of capital improvements.



Short-term Revenues, p. 12



Debt and Lease Obligations, p. 32



Poverty Households, p.49

Introduction

This report covers our review of the County's financial condition, using methods developed by the International City and County Management Association (ICMA) and methods being developed by the Government Accounting Standards Board (GASB). The audit was included in the FY92-93 Audit Schedule. The work was conducted in accordance with generally accepted government auditing standards, except for the new requirement for periodic external quality control review. The office will have its procedures reviewed by the National Association of Local Government Auditors for compliance with audit standards in 1993.

Objectives, Scope, and Methodology

The objective of this audit was to evaluate the financial condition of Multnomah County using the Financial Trend Monitoring System developed by the ICMA and the draft indicators developed by the GASB. We limited our analysis to the period from FY81 through FY91-92. We relied on the County's budgets, Comprehensive Annual Financial Reports, and other management reports for financial data. We used published sources for most socio-economic data.

Fiscal years in this report are identified by their ending date, such as FY92 for FY91-92, the fiscal year ending June 30, 1992. We expressed most indicators in constant dollars. These adjustments for inflation convert dollar amounts over the eleven-year period to the equivalent of the purchasing power of money in FY92. The adjustments are based upon the Portland-Vancouver Consumer Price Index for all urban consumers.

The ICMA and GASB stress the importance of developing a consistent and meaningful definition of the entity being evaluated. For purposes of this report, the County will include the revenues, expenditures, and activities covered by the General Fund, special revenue funds, and debt service funds. This combination of funds represents about 97% of total County resources. In accordance with ICMA and GASB methods, certain activities along with their revenues and expenditures were excluded. In developing and analyzing the indicators of financial condition, we interviewed personnel in the Finance Division, the Budget Division, and other County departments. Enterprise activities (business-like operations such as sewer services) are excluded from the analysis.

Internal service activities (such as County fleet and telephone services) are also excluded from the analysis except where noted.

Background

Financial Condition

Financial condition is defined as a local government's ability to finance services on a continuing basis. A county in good financial condition can sustain existing services to the public, withstand economic slumps, and meet the demands of changing service needs.

Sound financial condition covers four measures of solvency.

- ▶ Cash solvency is the ability of a government to generate sufficient cash over a 30 to 60 day period to pay its bills.
- ▶ Budgetary solvency is the ability to generate enough revenues during the budget year to meet expenditures and not incur deficits.
- ▶ Long-term solvency is the ability to pay not only the costs of doing business in the current year, but also those that will come due in future years.
- ▶ Service-level solvency is the ability to provide service at the level and quality desired by citizens and required for the health, safety, and welfare of the community.

A county's on-going revenues should be sufficient to meet short-term expenditure needs, as well as finance major capital expenditures and long-term costs. Monitoring financial condition allows managers to identify existing and emerging financial problems and develop solutions in a timely manner. Effective monitoring can also provide additional information for the annual budget process, give the County Board of Commissioners a wider context for decision-making, and establish a starting point for setting financial policies. The County currently has no comprehensive financial policies to assist in its budget deliberations.

Monitoring Financial Condition

The ICMA first developed a monitoring system in its publication *Evaluating Financial Condition: A Handbook for Local Government*, by Groves and Valente, 1986. With the assistance of over 30 state and local jurisdictions, the authors identified factors that affect financial condition. Most of the data for the factors is available in annual financial reports, budgets, management reports, and local population and economic statistical reports. The authors organized the factors to allow for consistent reporting, display, and evaluation of the factors. The ICMA system also incorporates the major financial indicators used by national bond rating organizations to evaluate a government's credit-worthiness. Over 30 measures or indicators of financial condition were developed.

More recently, the Government Accounting Standards Board (GASB) began research on financial condition measures to supplement each local government's annual financial report.

Many measures are similar to the indicators developed by the ICMA. Both systems recommend tracking the indicators over a number of years to quantify and evaluate a government's financial condition and to identify strengths and potential problem areas.

The solvency of the government depends on the organization's ability to balance the demands for service with its available financial resources. Sound financial condition evidenced by cash, budgetary, long-term and service-level solvency is reflected in the following major financial factors:

- ▶ Revenues
- ▶ Expenditures
- ▶ Operating position
- ▶ Debt and liabilities
- ▶ Infrastructure
- ▶ Revenue base
- ▶ Service populations

Financial condition can be evaluated based upon changes in these factors over a period of time. Some trends are more critical than others. In addition, the trends may require further analysis to better understand the nature and magnitude of potential problems.

If problem areas are identified, officials can develop strategies for dealing with them. The ICMA suggests that governments establish financial policies to address problem areas and set specific goals for the indicators as a means of measuring progress toward improving the jurisdiction's financial condition.

County Government

Multnomah County government, like the other 35 Oregon counties, receives its authority from the Oregon Constitution and many of its responsibilities from the state legislature. As a Home Rule County, there is a charter which also defines authority and responsibilities. In some cases, the County is required to provide services that meet legal requirements. In other cases, the County has undertaken service responsibilities on the basis of community needs. Some services are provided throughout the County, such as elections; some services are provided to specific populations, such as mental health services; and some services are provided to geographic areas, such as maintenance of roads in the unincorporated areas.

During the eleven years included in this review Multnomah County has undergone considerable change, profoundly affecting its organizational structure, its services, and its finances. The first year in our analysis, FY82, was a year of revenue shortages, with the Board using a serial levy to supplement health, public safety, parks, library, and social services.

In FY83, County revenues were falling behind the high inflation rates, requiring service cuts, and a voter-approved serial levy. The County closed Edgefield Manor, a nursing home for the elderly, and on January 1 of that fiscal year all Oregon counties transferred the administration of courts to the State. In the following four years the County paid a declining percentage of court costs to the State. The County also merged its retirement system into the Oregon Public Employee Retirement System (PERS) in FY83. The Board also approved "Resolution A" which called for a phase-out of municipal-type services and a move toward providing general, county-wide services. During this fiscal year it was discovered that expenditures would exceed revenues by about \$6 million due to the depressed economy. In addition, voters approved an initiative which made numerous amendments to the Charter, among them giving the Sheriff responsibility for the jails which had been a separate County department.

In FY84, the County found itself with sharply reduced reserves, an expiring serial levy, a weak economy, and no more Federal revenue sharing. Rocky Butte jail was closed and the County began the operation of a more costly, new Justice Center. Portland transferred its Area Agency on Aging, a \$3.3 million program, to Multnomah County's Aging Services Division.

In FY85 the County transferred some of its services to the City of Portland. Road funds and about 35 maintenance employees were transferred to Portland which assumed responsibility for all County roads within its boundaries. Over 60 deputies were transferred to the Police Bureau which began providing law enforcement services in the mid-County area. Planning

and zoning responsibilities were also transferred to Portland. A library levy provided about \$2.7 million beginning in this fiscal year to the Library Association.

In FY86 about 90 state employees transferred to the County Aging Services Division to provide state- and federal-funded programs.

In FY87 the County opened an 80-bed restitution center, re-opened the Courthouse Jail, and created or expanded five non-custody corrections programs. Despite the increased corrections services, jail overcrowding cost the County nearly \$1 million more than was budgeted. The business income tax was increased from 0.6% to 0.95% of net income to cover increased justice services costs.

In FY88, the County developed alternative housing and programs to manage sentenced and pre-trial prisoners in response to a federal court order imposing a population limit on the Justice Center. In addition, Portland transferred its Youth Service Centers to Multnomah County. The County increased the business income tax to 1.46%. The County received the revenues from a \$4.7 million levy approved by the voters to construct a new jail facility. A new voter-approved library levy also began in this fiscal year, adding about \$7.5 million in property tax revenues.

FY89 and FY90 were relatively stable years. The new Inverness Jail began operations, and budgets were increased to restore support services and to strengthen management capabilities in the County. In addition, the County began a strategic planning process.

In FY91 the Library became a County department, adding over 340 staff to the County budget. In prior years the library system, operated by a non-profit association, had been financed by the County. The County received property tax revenues beginning in this fiscal year from two new serial levies, a \$10.3 million library levy and a \$13.5 million levy to construct and operate a new jail. In November of 1990, voters also approved a state-wide ballot measure to limit property taxes and the County began preparing for reductions to its FY92 budget.

In FY92, as a result of the tax limitation, the cost of services was estimated at \$19 million over expected revenues. The County avoided about \$3.5 million in additional cuts by drawing down reserve funds, and increased revenues by making more jail beds available to the Federal Marshal. Approximately \$12.4 million was cut from County departments. The County also chose to assume the responsibility of administering probation and parole services from the State, combining about 150 State employees and \$9 million of State money with the County's Community Corrections operations.

Revenues

Summary

County revenues have increased substantially over the past eleven years. The largest revenue increase was from state and federal sources which doubled from approximately \$60 million to over \$120 million, when adjusted for inflation. These funds now comprise about half of all County revenues. The other half of County revenues comes from sources such as property taxes, business income taxes, and user fees which also showed growth, largely as a result of rate increases.

Property taxes increased as a result of voter-approved serial levies and also increased in relative value when inflation dropped below the 6% statutory growth rate allowed for property taxes. Over the eleven-year period, the County collected additional property taxes for six voter-approved levies. However, property tax revenues dropped sharply in the last year as a result of the tax limit imposed by Ballot Measure 5.

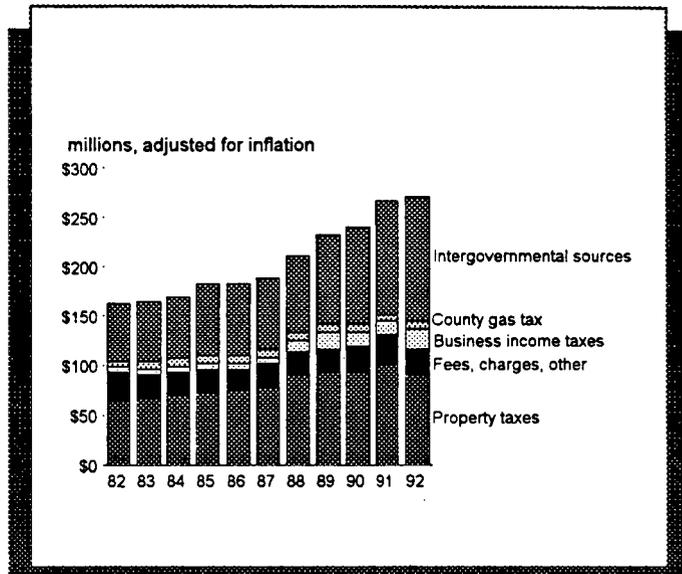
User fee revenues increased in each of the past four years, with a large jump in FY92 with the County's new responsibility to manage parole and probation services, formerly a state function. Intergovernmental revenues also increased when the County assumed those responsibilities. However, the largest increases in intergovernmental revenues were directed at social services, which grew from less than \$20 million to almost \$60 million over the eleven-year period.

An increasing share of County revenues are from short-term sources such as three-year serial levies. In FY92 over \$25 million in revenues came from voter-approved serial levies scheduled to end at the close of FY93. Likewise, an increasing share of County revenues was restricted to specific purposes.

Indicators

Operating revenues
Property tax revenues
User charges
Intergovernmental revenues
Elastic revenues
Short-term revenues
Restricted revenues
Revenue shortfalls

Operating revenues
 Operating revenues, when corrected for inflation, have increased 65% in the past eleven years, a favorable trend.



These are all the County's operating revenues which are available for on-going County services. Some examples include elections, road maintenance, health clinics, parks, jails, libraries, social services, prosecution, animal control, and administration.

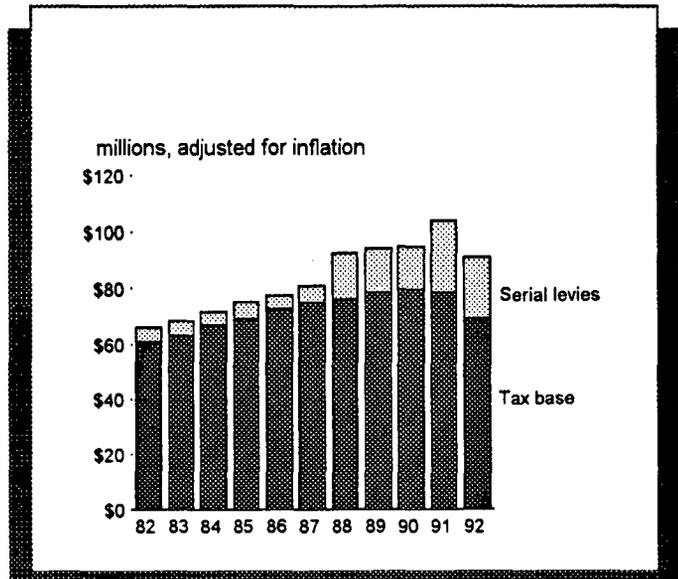
Decreasing revenues may reduce a government's ability to maintain existing service levels.

Analysis

The revenues trend has been favorable over the past eleven years. In current dollars, operating revenues increased from \$164 million in FY82 to \$270 million in FY92. Each of the four categories of revenues increased, although state and federal funds showed the largest growth.

Property tax revenues

Except in the last year, property tax revenues show a favorable increase, in part due to voter-approved serial levies.



Property taxes are paid on the assessed value of real, personal, and utility property. County property taxes are currently generated by three separate levies which support on-going County services: the tax base levy, a three-year levy for jails, and a three-year levy for the library. In the past, other serial levies have also been approved by voters to finance on-going County services.

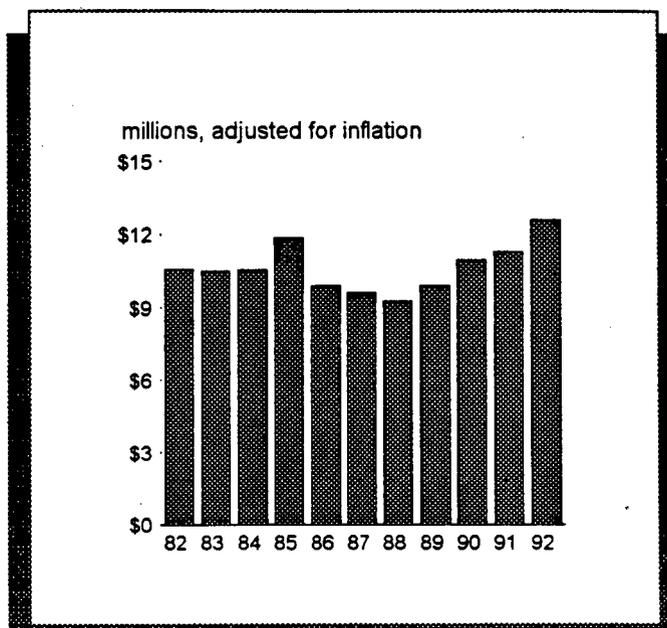
The Oregon Constitution allows the tax base levy for the General Fund to be increased by 6% over the previous year's levy amount without a vote of the taxpayers. In FY92, most property owners in Multnomah County paid about \$25 per \$1,000 assessed value, with a majority of the taxes going to support schools and only 15% going to County services. Ballot Measure 5 placed an additional constitutional limit on tax rates. As a result, the total tax rate for the County and all other non-school governments cannot exceed \$10 per \$1,000 assessed value. The Measure allows voters to approve levies for capital projects in excess of the limit.

Analysis

Property taxes averaged about 3% annual growth over inflation during the eleven years, largely due to voter-approved serial levies. Excluding the serial levies, average annual growth in the tax base was about 1% over inflation. Property tax revenues decreased significantly in FY92 as a result of the tax limitation imposed by Ballot Measure 5.

User charges

User charges have grown in the past four years, a favorable trend.

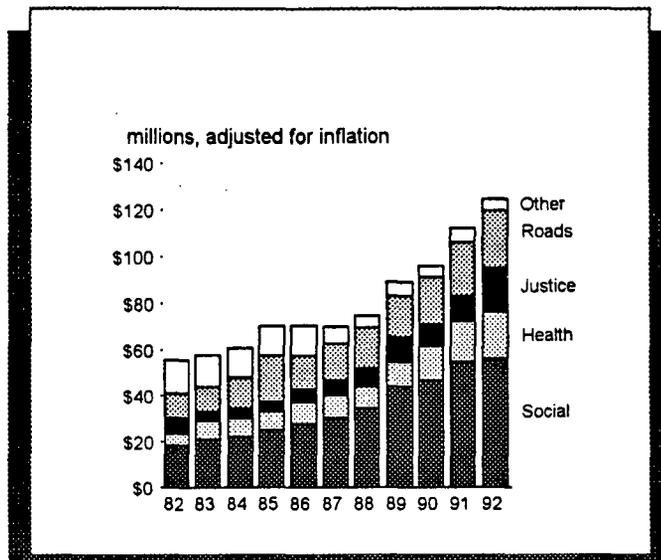


User charges are intended to cover all the cost (or an agreed upon percentage of the cost) for providing services such as dog licensing, recreation activities, and restaurant inspection. This indicator measures service fees and charges in constant dollars. Inflation can easily erode user charge coverage if the cost for services increases faster than rate increases. A decline in user fees is a warning trend.

Analysis

County fees and charges increased in the past four years partly due to expanded responsibilities. The increase in FY85 is due to changes in the lease agreement with Portland and the State of Oregon for the Justice Center. The County received additional fees when it assumed state programs such as parole and probation in FY92. Increases in user charges in health services, animal control, and recreation programs also contributed to the growth.

Intergovernmental revenues
Multnomah County reliance on
intergovernmental revenues has
increased significantly over the past
eleven years, an unfavorable trend.



These are largely Federal and State funds, restricted to a specific purpose such as mental health services, medicaid for the elderly, community-based corrections programs, or emergency planning. Some revenues are not restricted, such as alcohol and tobacco taxes shared by the State or revenues from timber sales shared by the Federal government.

Increasing intergovernmental revenue to support County services is viewed as a warning trend because it may indicate an over dependence. If these revenues were withdrawn, the County would be forced to find additional revenue or cut services to reduce costs.

Analysis

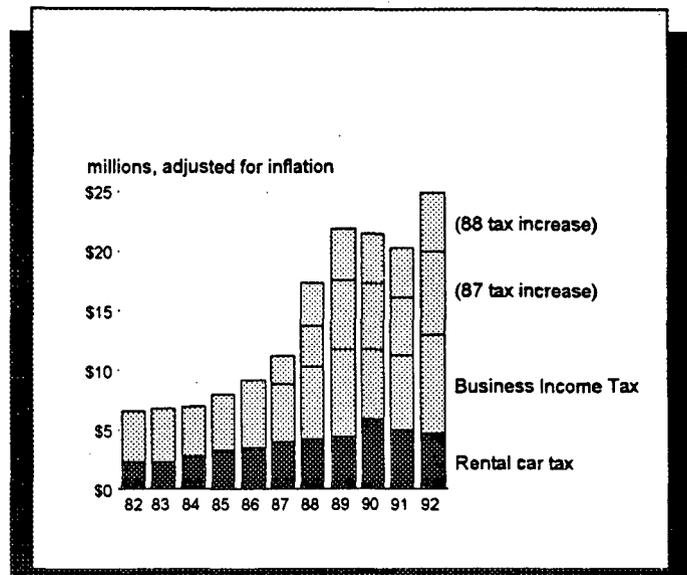
Intergovernmental revenues have more than doubled, growing from 34% of total operating revenues in FY82 to 46% in FY92. Increases occurred in many areas. In FY92 nearly half the intergovernmental revenues were for social service programs which, in current dollars, increased from \$19.4 million to \$57.6 million. Health program revenues increased from \$5.8 million in FY82 to \$19.4 million in FY92.

Intergovernmental revenues for justice programs increased from \$6.4 million to \$19.1 million. Approximately \$6 million of the increase is State payments to the County for assuming parole and probation responsibilities beginning in FY92. A large portion of the increase can be attributed to the County's contract to provide jail beds to Federal Marshal prisoners, approximately \$4.2 million in FY92.

Revenues for roads increased from \$9 million to \$20 million in constant dollars. The "other" category shows the only decline with the loss of Federal Revenue Sharing, which was the equivalent of \$8.5 million in FY82.

Elastic revenues

Elastic revenues have increased as a result of an improved economy and rate increases, a favorable trend.



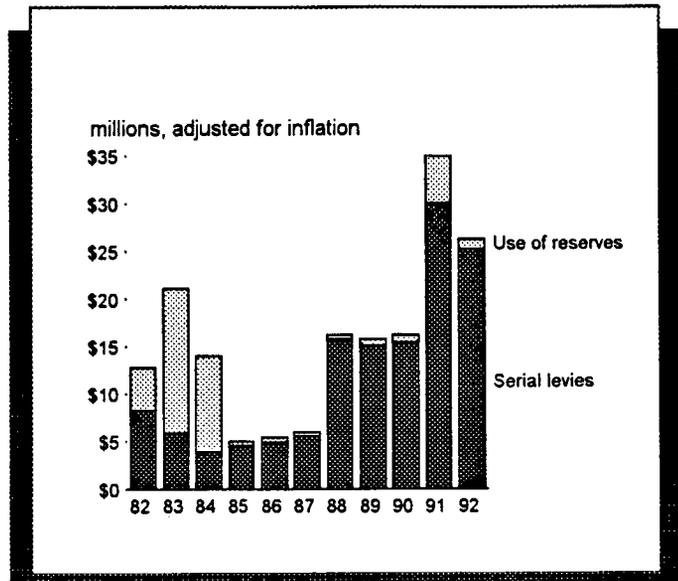
Elastic revenues are responsive to economic changes. The only major County revenues which we consider elastic are the business income tax and motor vehicle rental tax. A balance between elastic and inelastic revenues mitigates the effects of economic growth and decline. Insufficient elastic revenues may produce revenue shortages during periods of high inflation or rapid economic growth. Over-dependence on elastic revenues can reduce revenues during economic downturns.

Analysis

Adjusted for inflation, elastic revenues have increased over the eleven years from less than \$7 million to \$25 million. The County business income tax rate was 0.6% of net income until FY86 when it was increased to 0.95%. In FY87 the rate was again raised to 1.46%. The large increase in FY92 resulted from the change to quarterly collections of estimated taxes which produced a one-time increase of \$3 to \$4 million in additional revenues. Elastic revenues comprised only about 4% of total revenues in FY82, increasing to about 9% in FY92, indicating movement to a better balance of elastic and inelastic revenues.

Short-term revenues

The County is increasingly dependent on short-term revenues to provide for its services, a warning trend.



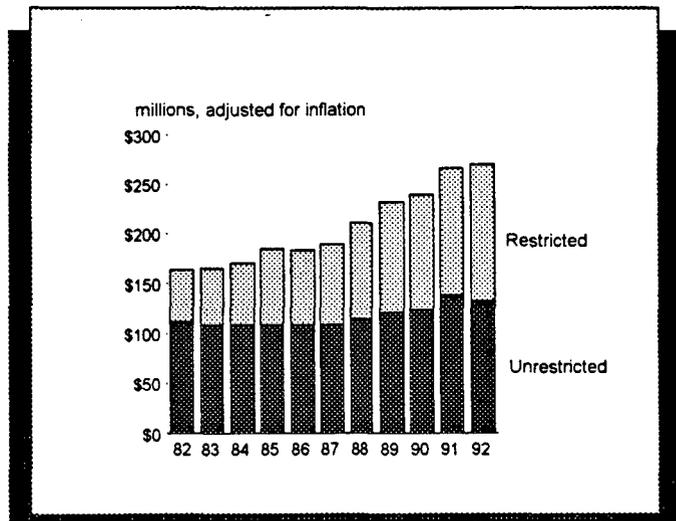
Short-term revenues are resources of a limited duration. These revenues include three-year serial levies, inter-fund transfers and loans, use of reserves and surpluses, and sales of property. Continued use of short-term revenues to balance the budget indicates current service level costs exceed ordinary revenue and signals a warning trend.

Analysis

The County has become increasingly dependent upon revenues with limited durations to finance its on-going operations. Chief among these were two serial levies which provided more than \$25 million in revenues for jails and libraries in FY92. These levies will expire at the end of FY93 requiring service reductions or additional revenues.

Restricted revenues

An increasing share of County revenues are restricted-use, a warning trend.



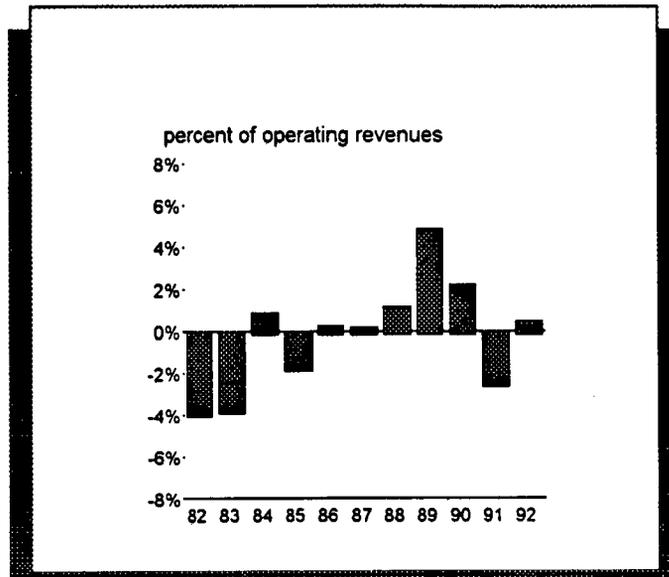
This indicator determines the share of all County revenues which are restricted. Restricted revenues are legally reserved for specific purposes and include federal and state funding for specific programs, gasoline taxes, and serial levies approved by the voters for specific programs such as jails or the library.

Analysis

An increasing percentage of the County's revenues are restricted-use. In FY82 only one-third of County revenues had restrictions on their use. By FY92 these restricted funds increased to more than one-half of all revenues. Most of the restricted revenues are from state or federal sources and some may require the County to contribute locally-raised revenues. Although restricted revenues have increased substantially in the County, unrestricted revenues have also shown some growth. In constant dollars unrestricted revenues increased from \$110 million to \$122 million, an annual increase averaging about 1% more than inflation during the eleven-year period.

Revenue shortfalls

Actual revenues have generally exceeded budget forecasts in seven of the past nine years, a favorable trend.



This indicator reflects the difference between operating revenues estimated in the adopted budget and revenues actually received. Major shortfalls can indicate inaccurate estimating techniques, sharp fluctuations in the economy or inefficient revenue collection. The ICMA also suggests that shortfalls may indicate that high revenue estimates were made to accommodate political pressures.

Revenue shortfalls may require mid-year cuts of services, spending of reserve funds, or increased use of short-term borrowing. Large or frequent shortfalls constitute a warning trend.

Analysis

Actual revenues have been within 5% of projections in the past eleven years. Greater variances have occurred for particular revenues such as business income taxes, but the differences were often countered by variances in other revenues. Actual revenues exceeded estimates in six of the last seven years. The shortfall in FY91 was due to overestimated business taxes. The shortfalls in the early 80s resulted from overestimated intergovernmental revenues.

Expenditures

Summary

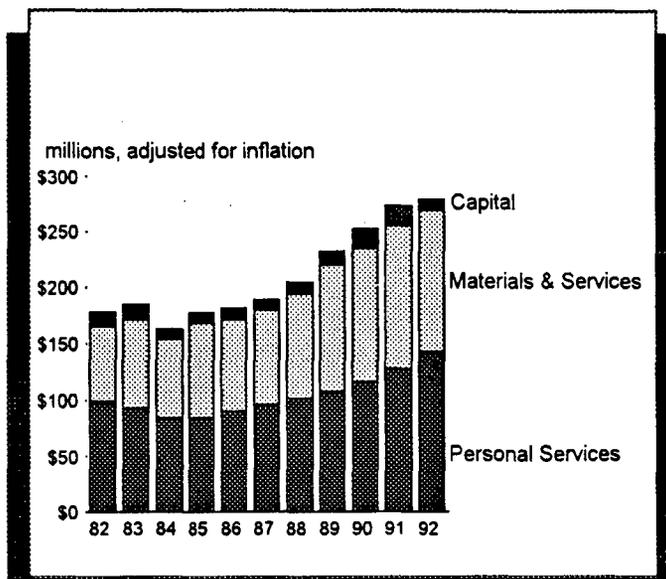
Spending nearly doubled in the past nine years, in part because of increased levels of services. To provide these services the County hired more employees and contracted for more services. Wages for the largest group of employees kept pace with inflation, while the wages of public safety and nurse employees grew faster than inflation in the late 80s. The cost of fringe benefits grew during the eleven years, largely driven by health care cost increases.

An increasing share of the General Fund has gone to social and health services over the past nine years. During this period, General Fund contributions to justice services and libraries declined, although voter-approved levies maintained or increased overall expenditures. Spending for roads and bridges grew steadily until the last three years when it levelled off. Spending for administration and support services has remained relatively constant despite the large increase in County spending.

Indicators

Operating expenditures
Number of employees
Employee wage increases
Employee benefits
Program expenditures

Operating expenditures
 Spending has increased, largely because of increased County responsibilities.



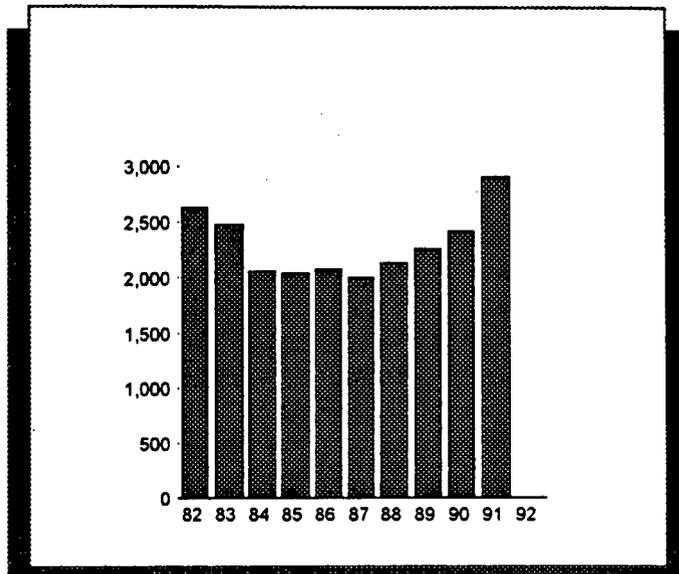
These are all the County's operating expenditures. Operating expenditures include personnel costs, materials and services, and capital costs for on-going services.

Increased expenditures may be the result of new service responsibilities. Increasing expenditures may also indicate that service costs are exceeding the community's ability to pay. Further analysis of specific program spending, service levels, and specific populations such as low income, juvenile, or elderly may be necessary to determine whether the government is operating efficiently.

Analysis

Expenditures have increased faster than inflation, with the largest spending increase for materials and services which doubled in the eleven-year period. Increased responsibilities contributed to most of these increases. Materials and services costs increased as a result of expanded contract services for mental health programs, developmental disability programs, alcohol and drug treatment, and programs for the elderly. Staffing new jails increased personnel costs.

Number of employees
In recent years changing responsibilities have increased the number of employees.



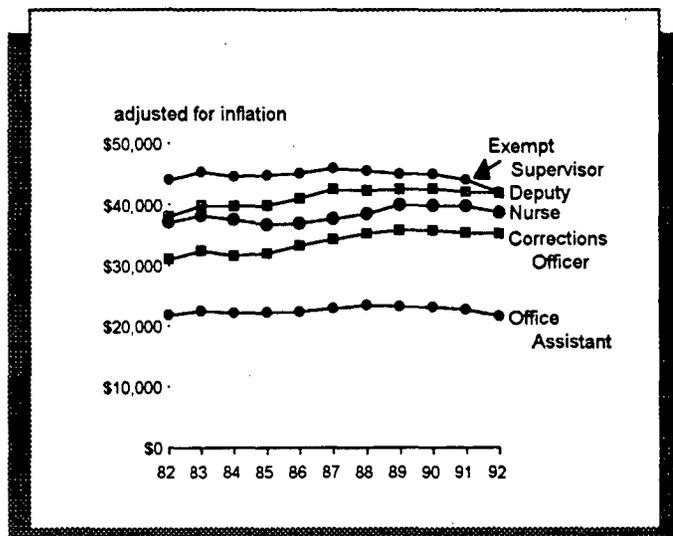
This measure is based upon the number of full-time employees in the County. FY92 data was not available. Vacant positions are not included. The County also provides services through contracts with non-County organizations. In FY92 over \$47 million of its social service responsibilities were contracted to community-based, non-profit organizations and are reflected as materials and services.

An increasing number of employees may be a warning trend, indicating more labor intensive work or declining productivity. Changing service responsibilities or use of contracting may also affect the number of employees.

Analysis

In the early 80s the number of full-time equivalent employees declined from over 2,600 to about 2,000 as a result of budget cuts and transfers of courts to the State and of public safety, planning and road maintenance personnel to Portland. Increases occurred in later years as a result of staffing for new jails and increased social and health services, reaching 2,900 in FY91.

Employee wage increases
Wages for some bargaining units increased faster than inflation in the late 80s, but lagged in recent years.



Wage increases are negotiated between collective bargaining units and the County. Other employee benefits such as health and pension benefits must also be considered in assessing compensation levels. To maintain fair and competitive wages, most agreements use the consumer price index as a basis for annual increases. This indicator uses wage rates for the most senior employee in the most common job classification. For the 490 managers, professionals, and technicians not represented by a collective bargaining unit, we used the average earnings of a representative group of supervisors.

Wages increasing faster than inflation indicate rising costs for County services. Wages which lag too far behind inflation may produce disparities in the job market, making it difficult to attract or retain quality personnel.

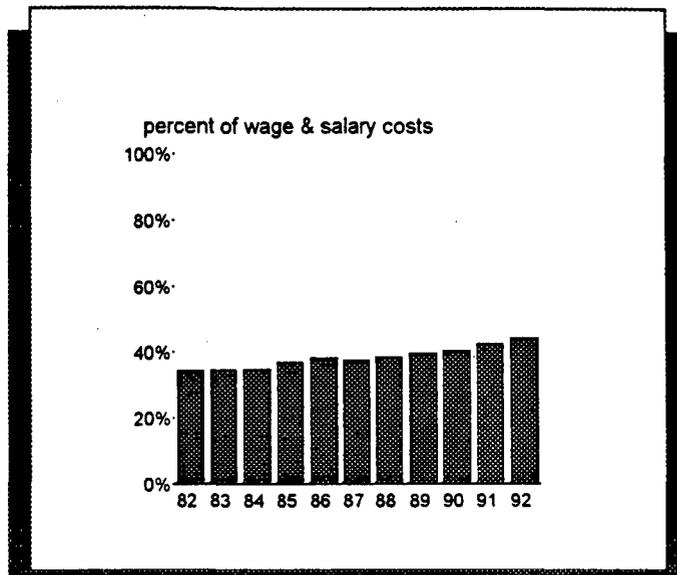
Analysis

For most County employees, earnings kept pace with inflation. While the relative income of exempt employees declined over the eleven-year period, the income of nurses and public safety employees grew faster than inflation. The table below shows the major bargaining units, the number of employees represented, and the annual earnings of a senior employee expressed in current dollars for FY82 and FY92.

<u>Bargaining Unit</u>	<u>Represented</u>	<u>Example</u>	<u>FY82</u>	<u>FY92</u>
none	490	exempt supervisors	\$45,000	\$44,000
Deputy Sheriff's Assn.	130	Deputy Sheriff	\$38,000	\$42,000
Oregon Nurses Assn.	250	Nurse	\$37,000	\$39,000
Corrections Officers Assn.	335	Corrections Officer	\$31,000	\$35,000
AFSCME Local 88	2,170	Office Assistant 2	\$22,000	\$22,000

Employee fringe benefits

Fringe benefits have grown from 32% of the average employee's wage in FY82 to 42% of wages in FY92, an unfavorable trend.

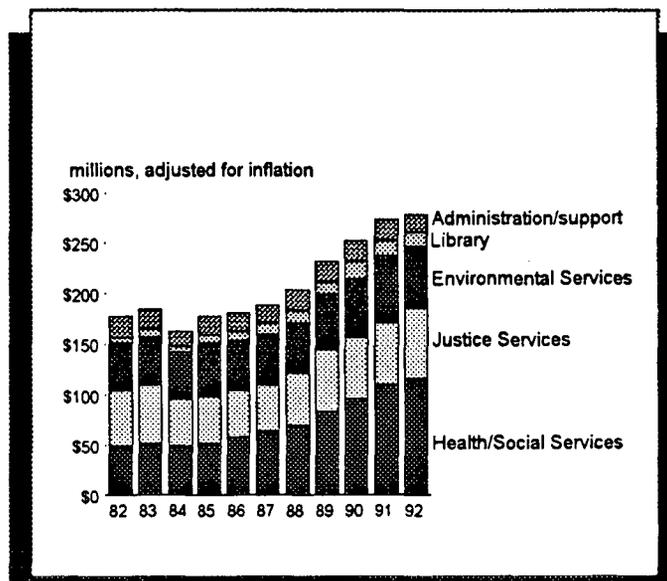


Employee benefits expressed as a percent of wages, include the cost of health and dental insurance, worker's compensation, retirement, and the employer-paid portion of social security. Paid holidays are not included. It is expressed as a percent of wages and salaries.

Analysis

The cost of fringe benefits has increased faster than salaries and wages, growing from 32% of wages to 42%, indicating a warning trend. The increases are due to increased health care costs, and increased social security and PERS retirement costs. In FY92 PERS, Social Security, and Tri-Met Payroll taxes were 27% of salary costs for general County employees and 37% for public safety employees. PERS retirement costs grew because of the increase in the number of corrections officers whose retirement contributions cost 52% more than the County's other non-public safety employees.

Program expenditures
Spending for health and social services grew faster than any other program area.



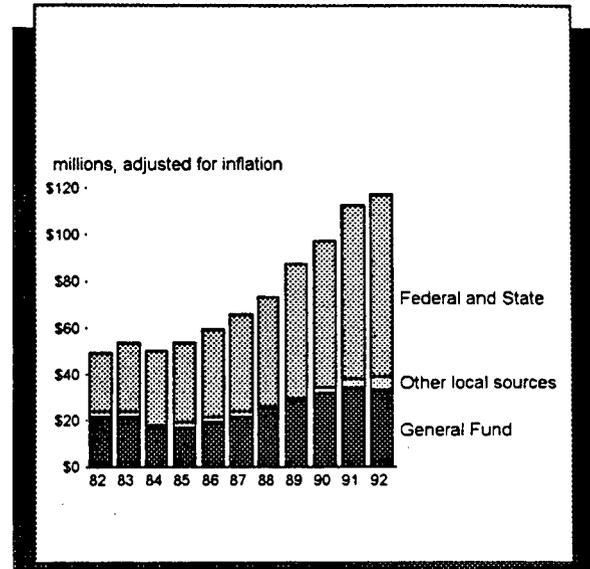
Program expenditures reflect allocation decisions among service responsibilities. Because of reorganizations, past program spending was adjusted to reflect the current County organization. Increased expenditures can result from local initiatives, or from increased responsibility from State or Federal authorities. The level of program expenditures is one indicator of service level solvency. A decline in expenditures may indicate that, if efficiency improvements did not also occur, the level of services to the public may be declining.

Analysis

Like revenues, expenditures have increased faster than inflation over the past eleven years, with the largest increases in health and social services. The trend shows an increase in justice services following the transfer of responsibility for the courts from the State of Oregon. Environmental services also grew over the eleven-year period, mostly for roads and bridges. Despite large increases elsewhere, costs remained relatively constant for administration and support services. The following exhibits show the allocation of revenues for each of the major program areas.

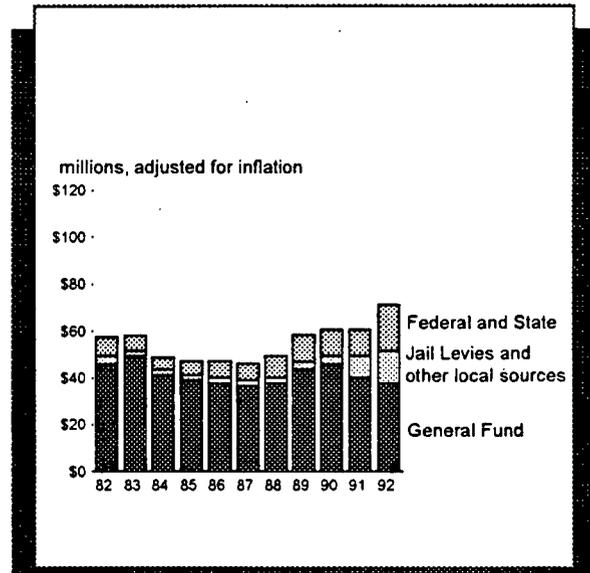
Social and Health Services

These services represent the largest share of county spending and include: mental health services, developmental disabilities services, youth programs, housing programs, juvenile detention, services for the elderly, health and dental clinics, and regulatory health services. General Fund spending in these areas has increased over the past eight years, although less than the growth in Federal and State funding.



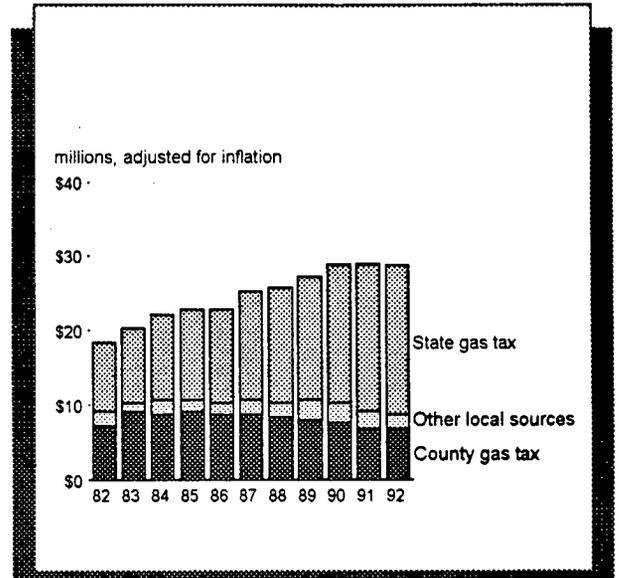
Justice Services

The transfer of Court responsibilities in the early 80s reduced justice services costs significantly. The remaining activities include: jails, prosecution, law enforcement, and parole and probation services. Transfers of some law enforcement responsibilities to Portland also reduced justice costs in FY85 and FY86. However, new jails increased costs to the General Fund until voter-approved tax levies began in FY91. Federal funding increased during the eleven years for holding Federal Marshal prisoners. In FY92 State funding increased when the County took over State responsibility for parole and probation services.



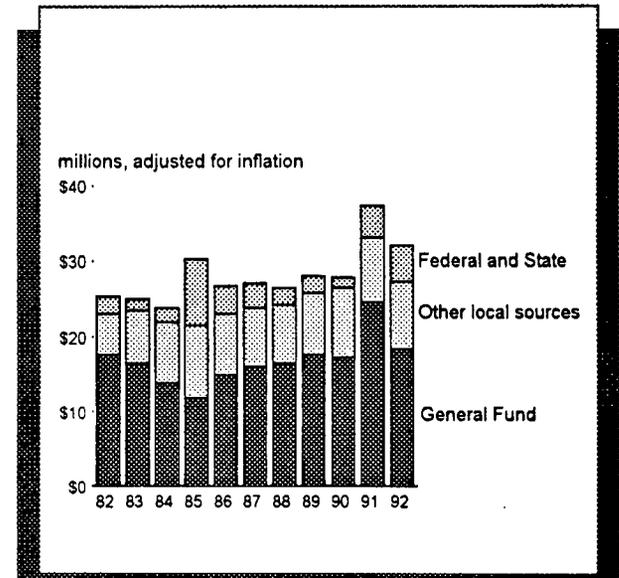
Environmental Services - Roads

In addition to road construction and maintenance, this program area includes maintenance of the Willamette River bridges, transportation planning, and traffic management. State gas tax revenues showed steady growth through the eleven-year period. County gas tax revenues have declined, due to inflation and a revenue-sharing agreement with the City of Portland. No General Fund dollars are allocated to these activities.



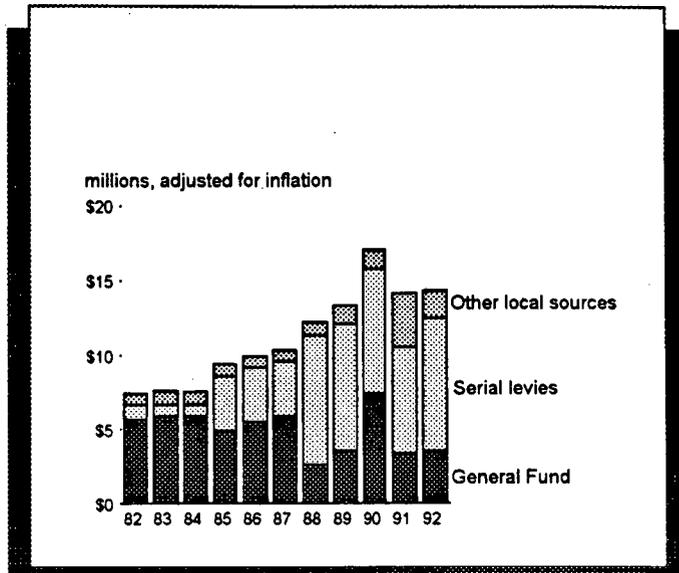
Environmental Services - Non-roads

These activities include land use planning, cemeteries, parks, animal control, assessment and taxation, elections and operations of the Exposition Center and Glendoveer Golf Course. Most spending in these areas is covered by the General Fund, although fees and charges also contribute a significant portion. Cutbacks in the early 80s are reflected in General Fund reductions which returned to previous levels in subsequent years. The increase in the General Fund allocation in FY91 was for jail construction costs which were paid with jail levy funds.



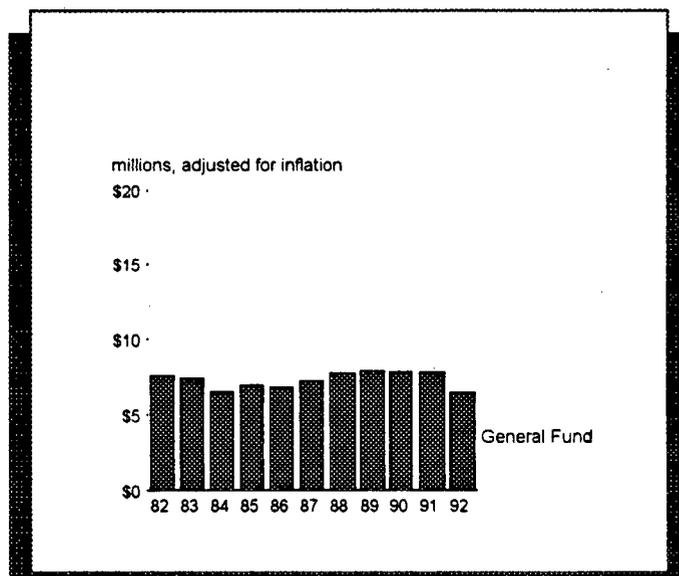
Library

Library spending doubled from FY82 to FY90, but dropped sharply in the last two years. In the past eight years library services became increasingly dependent upon serial levies as General Fund dollars diminished.



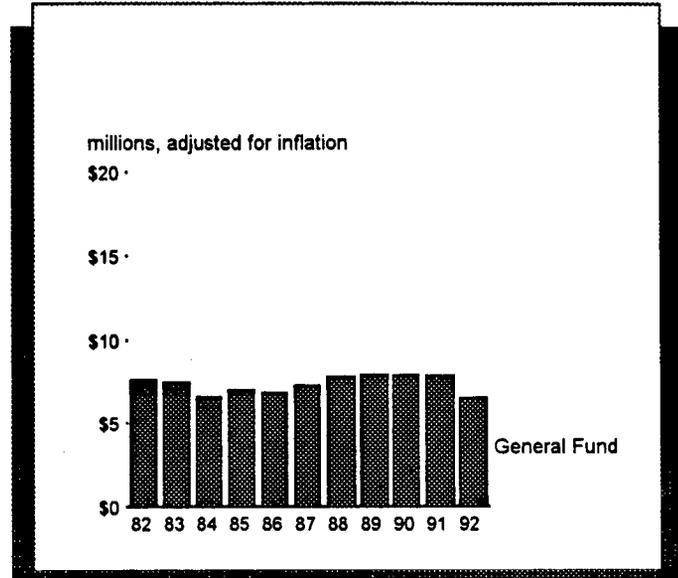
Administration/Support

Despite large increases in other County programs, spending in this area has remained relatively constant. However, increases of administration and support staff at the department level may also be occurring. Financed almost entirely with General Fund dollars, this program area provides services such as personnel, payroll, finance, budget, the Board and its staff, Auditor's Office, and purchasing. The cost for some of these services is recovered from State and Federal funds through overhead charges which we were not able to distinguish. Reductions in FY92 reflects cuts in many areas of administration and support.



Internal Services

County programs purchase internal services which include data processing, telephones, printing, mail, and fleet. The expenditures are already reflected in the previous exhibits as expenses in personal services and materials and services. The largest growth occurred in health benefit costs for County employees which are covered by the Insurance Fund. Data processing costs declined over the eleven year period, while fleet costs increased. Costs were not segregated for telephone and mail distribution activities before they were placed in internal service funds in FY86 and FY92, respectively.



Operating Position

Summary

County spending for operations in six of the past eleven years has generally matched revenues. However, when spending exceeded revenues in the other five years, the County had to use reserves and other funding sources to make up the difference. In addition, reserves were reduced to cover liabilities for accumulated employee leave and post-retirement health benefits. This has contributed to a general decline in fund balances since FY88, and may hamper the County's ability to respond to future budgetary shortfalls. The County's liquidity ratio continues to show good short-term solvency.

Indicators

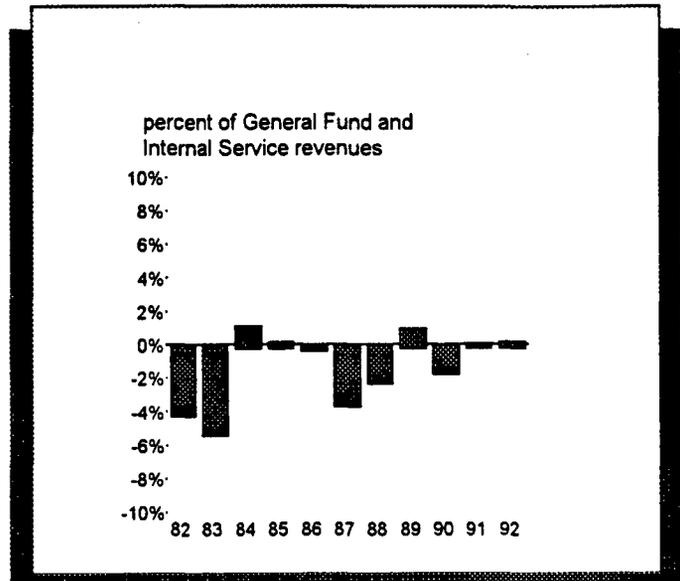
Operating revenues over or under expenditures

Fund balances

Liquidity

Revenues over or under expenditures

Differences between spending and revenues in the past eleven years indicate a warning trend.



This indicator shows the difference between the revenues and expenditures of the combined general and internal service funds as a percent of operating revenues. Unlike the Federal government, Oregon governments are prohibited by State Budget Law from spending more money than they have. However, if a county spends more on operations than it collects in a year, the deficit can be covered by cash reserves, transfers from other funds, or from other sources. An operating deficit may occur as a result of lower revenues or higher costs than were budgeted for these funds. An operating deficit may also result when the County Board intentionally spends accumulated reserve funds.

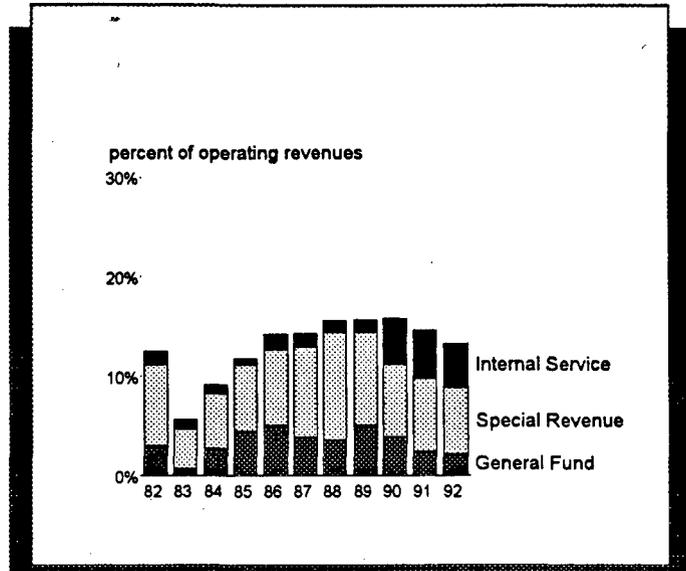
Frequent and increasing operating deficits may indicate a warning that operating expenditures are exceeding revenues.

Analysis

Although the trend appears to be improving, the County has spent more for general operating expenses than it has received in three of the last six years. These deficits have been covered by cash reserves and transfers from other funds. In some years spending of reserve funds was intentional, and in others a result of revenue shortfalls.

Fund balances

Fund balances have declined in recent years, an unfavorable trend.



Fund balances are accumulated money to pay for self-insurance, capital purchases, financial emergencies, and minor fluctuations between planned and actual revenues or expenditures. The balances maintained in the General, special revenue, and internal service funds are used in this indicator.

Reductions of fund balances may be the result of intentional spending of some of the fund balances, under-estimating expenditures, over-estimating revenues, or not reserving funds in proportion to the growth in operating revenues.

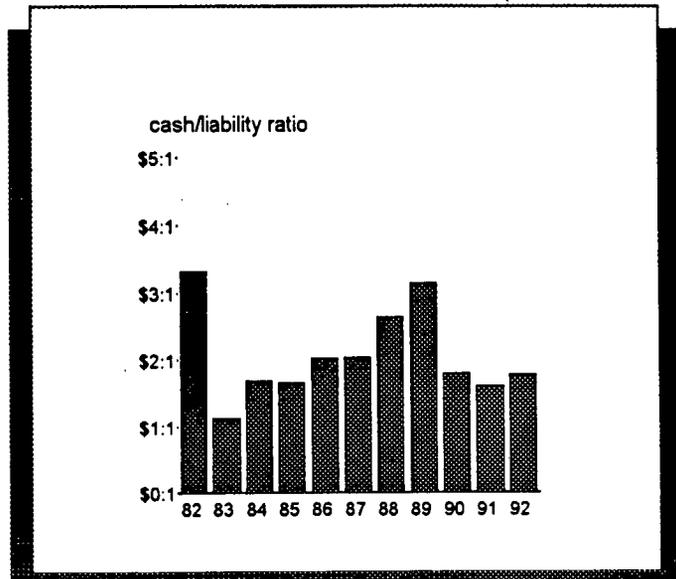
Declining fund balances are a warning trend. Unplanned declines or very low fund balances may mean that the County will be unable to meet service needs should a financial emergency or downturn in the economy occur.

Analysis

Although fund balances increased in absolute amounts from about \$7 million in FY83 to about \$37 million in FY91, County revenues grew faster, resulting in a relative decline. The General Fund has dropped from about 5% of operating revenues in FY86 to only 2.5% of operating revenues in FY92. The increase in FY90 in the Internal Service Fund is a balance maintained for County fleet replacement. The Special Revenue fund balance is largely restricted to road and bridge maintenance.

Liquidity

The County has maintained a favorable liquidity ratio over the past eleven years.



Liquidity is an indicator of the County's ability to pay its short-term obligations. Liquidity is the ratio of cash and short-term investments to current liabilities. A low ratio may result in cash-flow problems for the County and require greater use of short-term borrowing to cover expenses. Decreasing liquidity is a warning trend.

The credit rating industry considers a liquidity ratio of less than \$1 of cash to \$1 of debt to be a negative indicator.

Analysis

The County has generally maintained a liquidity ratio of at least \$2 of available cash to every \$1 of current liabilities. Increases in reserves are reflected in the high liquidity ratios in FY88 and FY89. The ratios indicate an adequate level of cash solvency and are considered acceptable by the credit-rating industry.

Debts and Liabilities

Summary

The County has maintained a favorable level for its accounts payable liabilities, and it has not used general obligation debt to finance capital. However, the County has increasingly relied upon certificates of participation to finance capital improvements such as the purchase or construction of facilities. Debt payments have grown from \$1 million to \$4.3 million in the past five years, with the County committed to another increase in the future to pay for construction of a new juvenile detention facility.

Indicators of Multnomah County liabilities show a decline in recent years, a favorable trend. The County participates in the Public Employee Retirement System and has a declining unfunded liability. In addition, the liability for unpaid employee leave has shown a decline in recent years as a result of increases in funds reserved for that purpose.

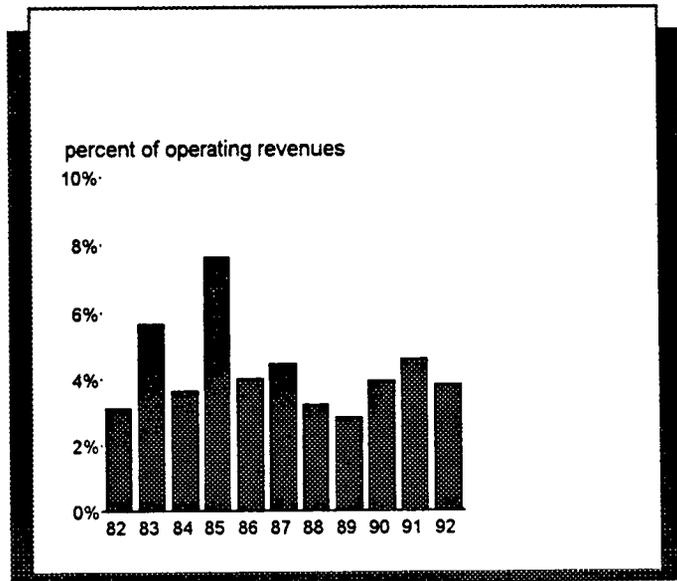
Actuaries have determined that the FY92 level of County self-insurance funds is adequate to cover most claims against the County. These funds are also supplemented by insurance policies to cover extraordinary claims.

Indicators

Accounts payable
Combined long-term debt
Debt service
Unfunded pension liability
Accumulated employee leave
Loss coverage

Accounts payable

The County has maintained a low level of short-term debt, a favorable trend.



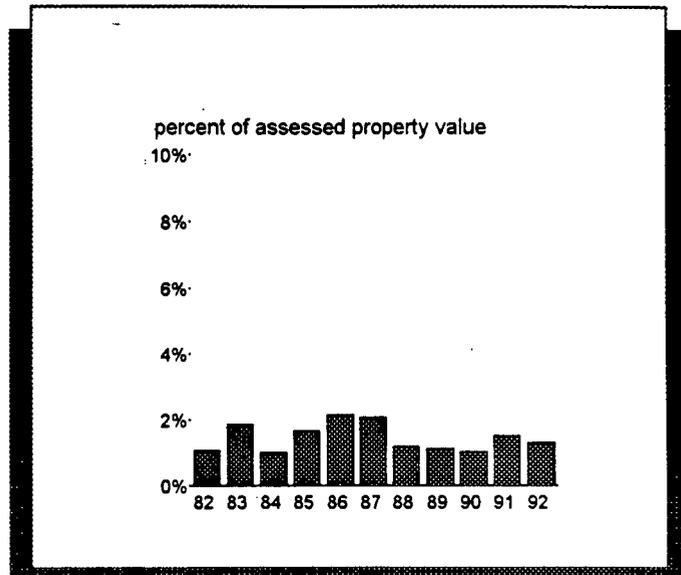
This indicator shows County payments due at fiscal year end as a percentage of operating revenues. These liabilities are comprised of warrants and accounts payable, accrued interest payable, and matured bonds payable.

Increasing accounts payable may indicate cash shortages and, therefore, is a warning trend.

Analysis

Except for FY83 and FY85, accounts payable have been in the range of 3% to 5% of revenues, a favorable indicator of County cash solvency.

Combined long-term debt
Combined debt of all other jurisdictions has been very low, a favorable trend.



Combined long-term debt represents the portion of debt dependent upon property taxes for payment and is a measure of the community's ability to pay. Multnomah County has no long-term bonded debt, but other governments such as school districts, cities, and special service districts have issued debt against the value of property in the County.

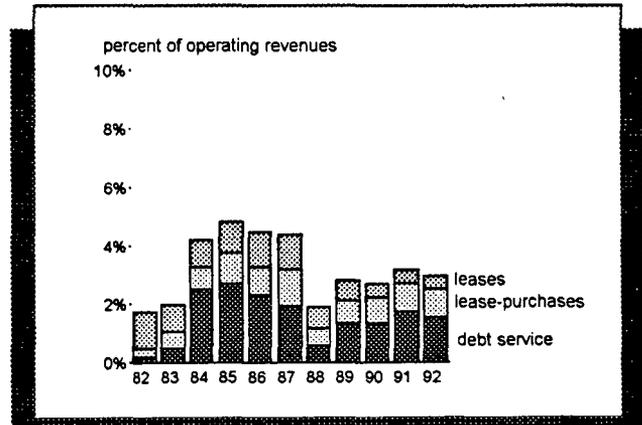
The credit rating industry considers combined debt exceeding 10 percent of assessed valuation as a warning.

Analysis

The County has issued no general obligation bonds, and other governments have kept debt at 2% or less of the value of property in the County during the eleven-year period.

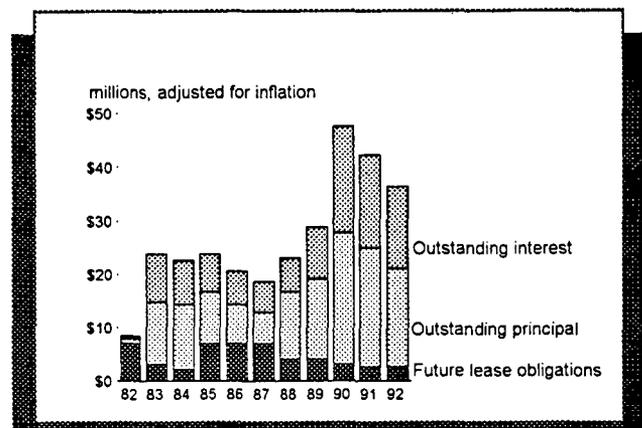
Fixed costs

Debt service and lease costs have generally declined during the past 9 years, a favorable trend.



Debt and lease obligations

While outstanding debt has declined in the past two years, there has been a longer, unfavorable trend of increasing obligations.



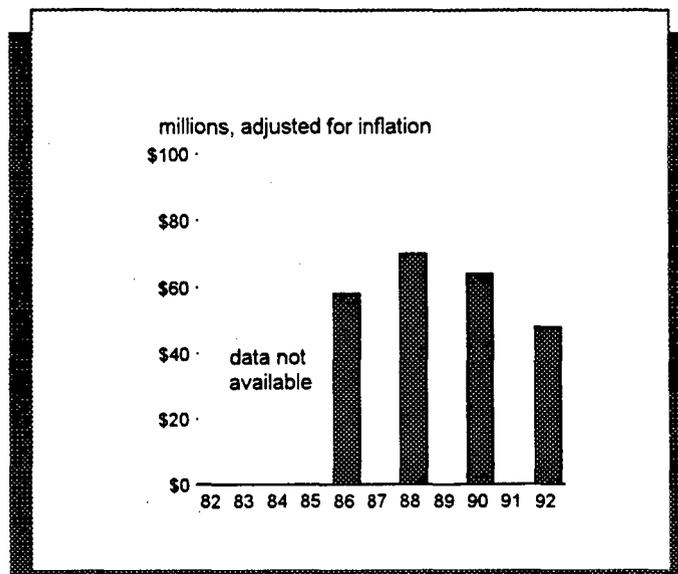
Fixed costs represent the annual payment of leases and long-term debt. It also includes interest on short-term debt that is used to finance services at the beginning of the fiscal year in anticipation of property tax receipts in November. The credit rating industry considers debt service up to 10% of operating revenues acceptable, and County Executive Order Number 204 sets a limit of 5%.

Analysis

Multnomah County has not issued any bonds for long-term debt, but has used certificates of participation to finance major capital projects. Under this arrangement, a facility is financed by an independent corporation which leases the facility to the County at a rate sufficient to pay off the debt. The County is also involved in lease-purchase contracts with some facilities and standard leases with others.

County outstanding obligations increased from \$19 million to \$36 million in the past five years with the construction or purchase of six buildings. In some cases, buildings were purchased with certificates of participation to replace or avoid leases. Debt and debt service will again increase in FY94 as a result of construction of the new juvenile detention facility.

Unfunded pension liability
The decline in unfunded pension liability is a favorable indicator.



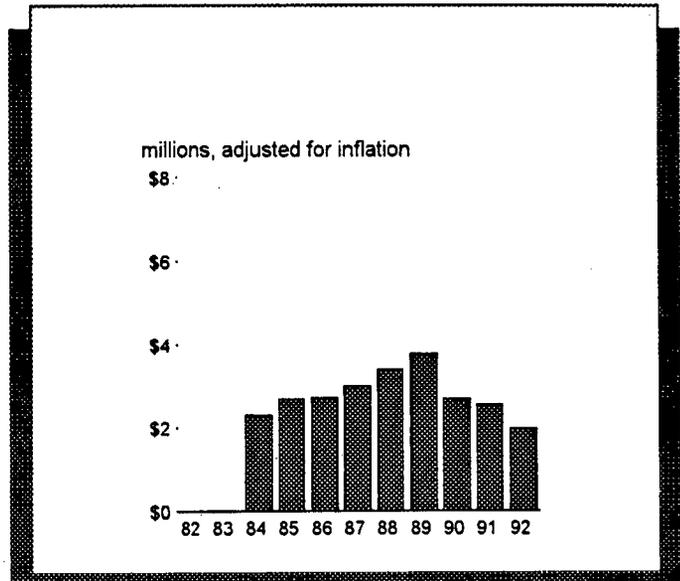
The unfunded pension liability is an estimate of the cost of the future retirement payments of present employees for which the County does not have funds already set aside. Inadequate funding of retirement programs can cause large, long-term liabilities. Increasing unfunded pension liability or diminishing pension assets are both warning indicators.

Analysis

Employees in Multnomah County are covered by the Oregon Public Employee Retirement System (PERS). PERS is a defined-benefit pension plan funded by employer contributions, member contributions, and earnings from investments. Contribution rates are evaluated every two years by an actuary and adjusted to cover the expected costs of retirements. Data is not available for years prior to FY86.

County employees covered by the Employees Retirement System and the Sworn Law Enforcement Officers Retirement Plan were integrated into PERS on July 1, 1981. Unfunded liabilities were to be made up through adjusted PERS rates over a 30-year period. Current library employees are also covered by PERS, but retired library employees are covered by another pension system which is fully-funded.

Accumulated employee leave
The decline in the liability for accumulated employee is a favorable indicator.



Accumulated employee leave is the value of unused vacation leave accrued to County employees. For employees who retire or leave the employment of the County, the unused vacation leave represents an actual cost. For employees who remain on the payroll and use their vacation leave, it poses no additional costs to the County, except in loss of services while they are absent. Increasing accumulated leave indicates growing unfunded liabilities and is considered a warning trend.

Analysis

The liability for employee leave has declined by nearly half in the past three years because the County has been setting funds aside to cover an increasing portion of the liability. Data for FY82 and FY83 were not calculated consistent with later years.

Self insurance

Employee health benefits
Tort and general liability
Workers' compensation
Employee post-retirement benefits
County assets
Unemployment claims

Loss coverage

The County's insurance reserves are adequately funded, a favorable condition.

Loss coverage is the level of funding available to manage claims against the County. Claims are generally litigation, or for worker injuries or unemployment benefits. Insurance reserves are also maintained to cover unexpectedly high medical or dental benefits for employees. Inadequate reserve funds to cover these costs can require the diversion of operating revenues to meet unexpected losses or demands.

Analysis

The County maintains reserve funds to cover liability, workers' compensation, post-retirement benefits, County assets, and unemployment claims. The County also purchases insurance coverage for claims in excess of its own coverage. Analyses conducted by independent actuaries indicate that each of the funds contain adequate reserves to cover ordinary losses and expenditures. These levels, combined with liability insurance purchased by the County for large liability claims, indicate a favorable condition.

Infrastructure

Summary

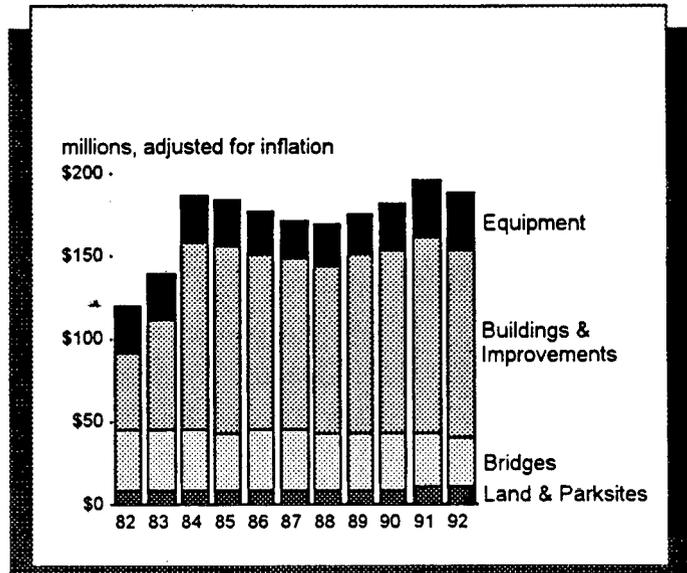
The County's largest valued assets are its buildings and improvements, which have shown further increases in recent years as a result of new acquisitions. Information on the County's roads and roadway improvements, possibly its most valuable assets, was not available for this analysis. Trends are generally favorable, with capital spending remaining relatively constant. The depreciation rates of County assets have remained relatively constant as well.

Indicators

Assets
Capital outlay
Depreciation

Assets

Buildings are the highest valued category of County physical assets.



The County owns land, buildings and other improvements, and equipment to provide cost-effective services. Regular maintenance efforts are necessary to ensure that the general condition of the assets does not deteriorate. Deferring expenditures for regular maintenance can create liabilities which far exceed the deferred expenditures. In addition, deteriorating physical assets can discourage business activity, reduce property values, and increase County operating expenses.

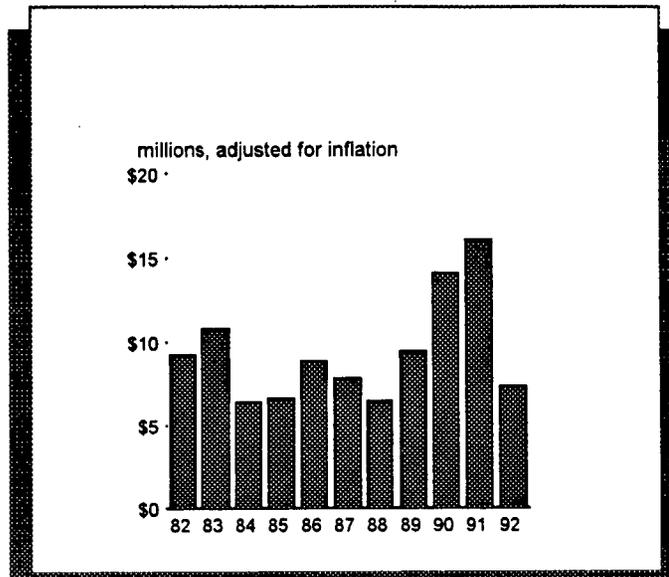
Accounting standards require that assets must be valued in the financial statements at their original purchase or construction costs less any depreciation in value. Replacement value for assets could be substantially more.

Analysis

According to financial statements, the most valued category of County assets are its buildings. The acquisition of additional buildings and jails contributed to the relative increases in the past five years. Historical data has not been collected on maintenance effort for most of the categories. Other assets which could also be considered include roads, signals, and street lighting, although an engineering manager stated that there is no deferred road maintenance.

Capital outlay

Capital spending has remained relatively constant, a favorable trend, with additional outlays in FY90 and FY91.



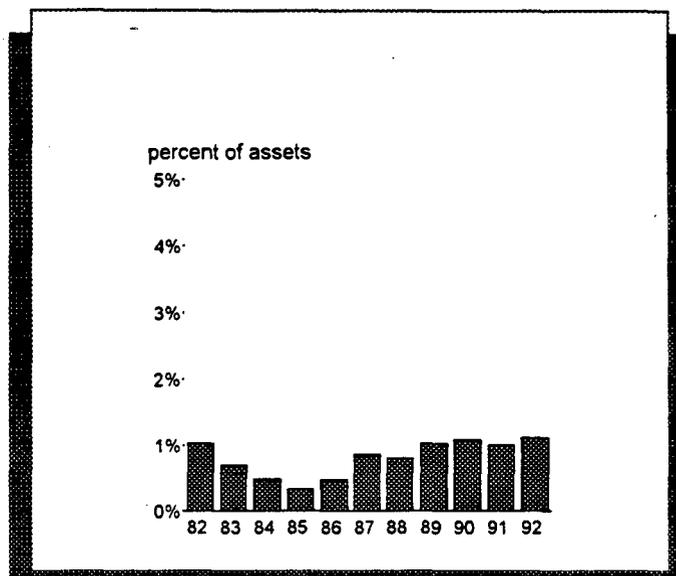
Capital outlay refers to expenditures for facility improvements and equipment such as desks and personal computers. During this period equipment costing \$500 was considered a capital purchase. The warning trend is declining capital expenditures which may indicate the use of inefficient or obsolete equipment.

Analysis

Capital spending has remained in the \$6 million to \$10 million range, except for FY90 and FY91 when the construction of two jails increased this category of spending. This pattern generally indicates a favorable trend.

Depreciation

The general value of County fixed assets has remained stable in the past four years, a favorable trend.



Depreciation allocates the cost of enterprise and internal service fixed assets over their useful life. A declining percent occurs when the general value of these County assets declines, and is considered a warning trend.

Analysis

The declining depreciation in the early 80s reflects the County's financial strains of that period. Depreciation has returned to earlier levels since that time, a favorable trend.

Revenue Base

Summary

Multnomah County's revenue base shows both favorable and unfavorable trends. In constant dollars, property values showed a five-year decline, although values began increasing again in FY91 and FY92. The decline in values occurred despite over \$3.5 billion in new construction during the eleven-year period. The value of new residential construction generally showed increases, while non-residential construction showed less of a pattern with several years of large volume. Property tax delinquencies generally declined throughout most of this period.

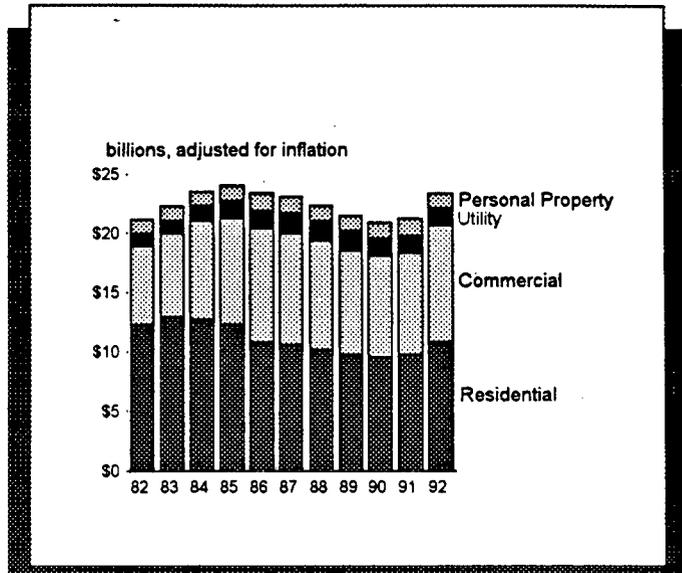
Business activity in Multnomah County showed a trend of improving economic conditions. The number of businesses showed steady growth in the past six years. Unemployment declined from nearly 10% in FY82 to a low of about 4% in FY90, although recent years show unemployment growing to 6%.

Indicators

Assessed property values
Uncollected property taxes
New construction
Business Activity

Property value

Property values, adjusted for inflation have shown a cycle of decline, with some growth in the past two years.



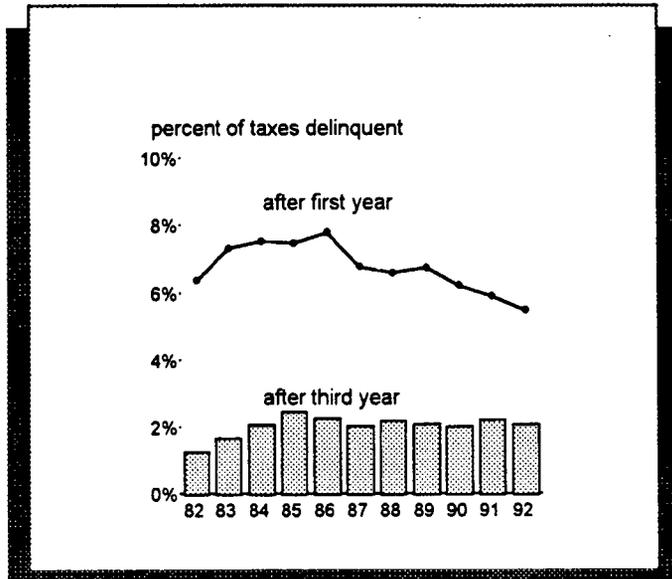
Assessed property value is a measure of the market value of taxable real, personal, and utility property in Multnomah County, based upon Tax Assessor records. It is expressed in constant FY92 dollars.

Analysis

In constant dollars the assessed value of Multnomah County property shows a cycle of growth, followed by five years of decline, followed by an increase of about 12% in the last two years. In the mid-80s commercial property values increased while residential values declined. Beginning in FY86 both commercial and residential property values failed to keep pace with inflation. Values increased slightly in FY91 and grew substantially in FY92. Part of the increase was also due to a change in the annual date of assessment from January 1 to July 1, resulting in a one-time 18-month period for the FY92 assessment. This change was required by Ballot Measure 5.

Uncollected property taxes

Property tax collections show a favorable trend of declining first-year delinquencies and low delinquencies after three years.



Uncollected property taxes are affected by economic conditions, penalties for delinquency, and the owner's ability to pay. Increases over time may show a decline in local economic health. This indicator shows the delinquency rate one year and three years after the taxes were due. An increase in uncollected property taxes is considered a warning trend.

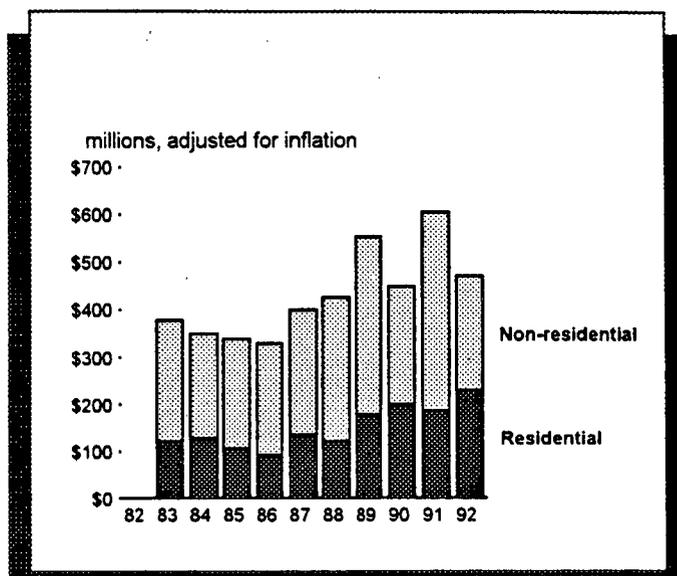
The credit rating industry reviews the delinquency rate after two to three years of collection efforts. A delinquency rate of 2 to 3 percent is normal but rates above 5 percent, or two consecutive years of increasing rates, are considered negative factors.

Analysis

The weak economy in the early 80s increased first-year delinquency rates, although they have been steadily declining since FY85-86. The third-year rates were constant at 2% throughout the ten-year period.

New construction

The increasing residential construction rate is a favorable trend for the County.



The value of new construction is a measure of the growth in the property tax base and construction activity in the economy. Construction spending often fluctuates more widely than the overall economy. This information was gathered from a building permit report published by the Oregon Housing Agency. It is expressed in constant FY92 dollars. FY82 data was not available.

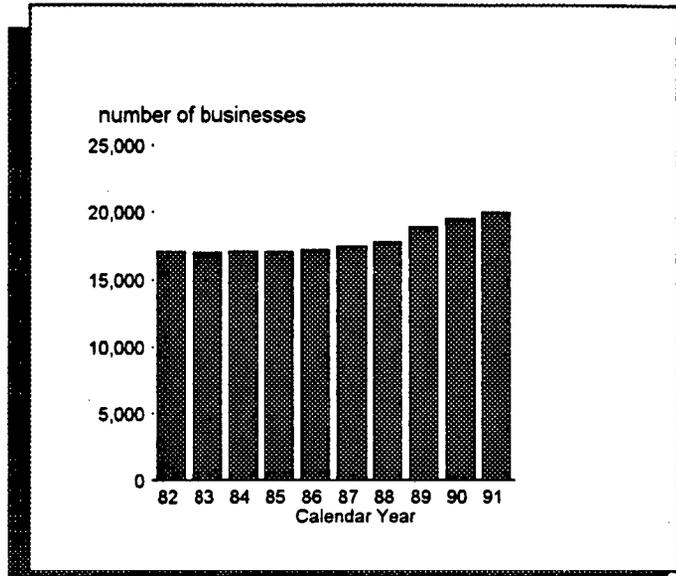
Analysis

There has been a favorable trend since FY89 with substantial new residential development in the County. Non-residential construction has shown increases in the past few years, but has dropped off in FY92.

Business Activity

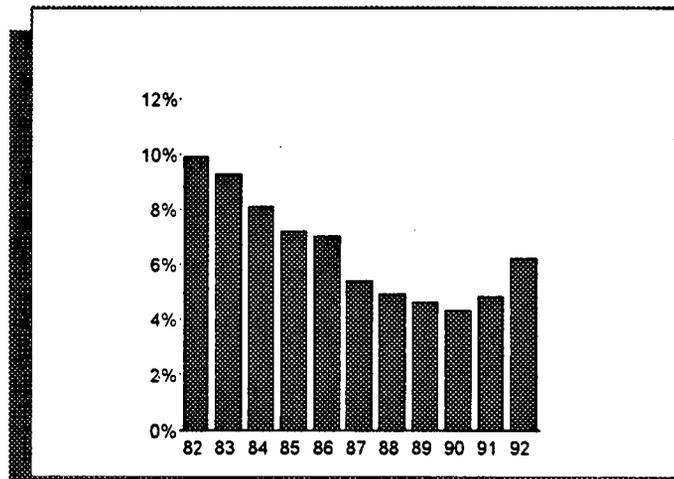
Number of businesses

The growth in the number of businesses reflects a favorable trend.



Unemployment

While unemployment shows a favorable decline from earlier years, there have been increases in the past two years.



Business activity is indicated by the number of businesses and the unemployment rate in Multnomah County as reported by the State of Oregon Employment Division. Declining unemployment and a growth in the number of businesses reflects a healthy economy. Unemployment represents the County rate for the month of June in each year.

Analysis

Both indicators reflect a trend of improving economic conditions from the early 80s, although the most recent available unemployment data shows a weakened local economy. However, there are still 2,000 more employers in 1992 than there were in 1983, and unemployment is still much less than its FY82 rate.

Service Populations

Summary

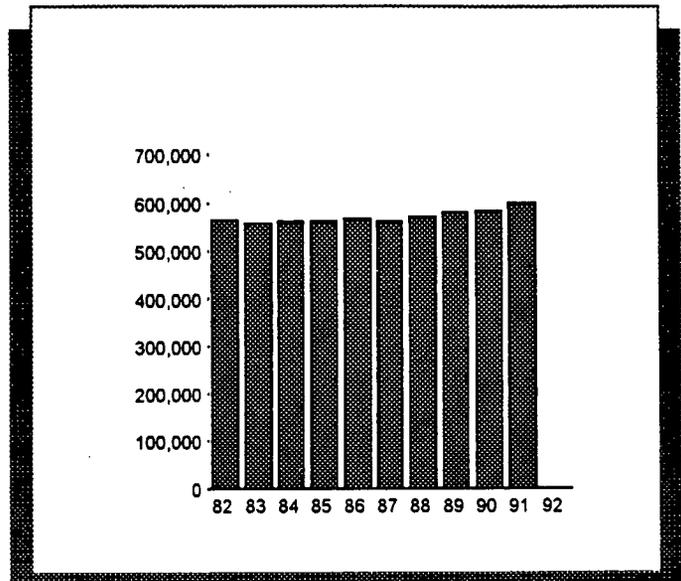
Statistics on the citizens of Multnomah County generally show favorable trends. The County has seen slow but steady growth in population, with a stable number of persons under 20 and over 64. The average income also grew steadily from 1982 through 1990, the most recent year for which data is available.

More recent data on low income families reflect a slowing economy. The number of households qualifying for poverty-level federal assistance showed a steady decline until two consecutive years of increases in FY91 and FY92. Reported crimes showed annual increases through most of the 80s until large declines appeared in 1989 and 1990. 1991 again shows an increase over the prior year.

Indicators

Total population
Population under 20 / Population over 60
Average income
Number of poverty households
Reported crimes

County population
Slow steady growth indicates a favorable trend for Multnomah County.



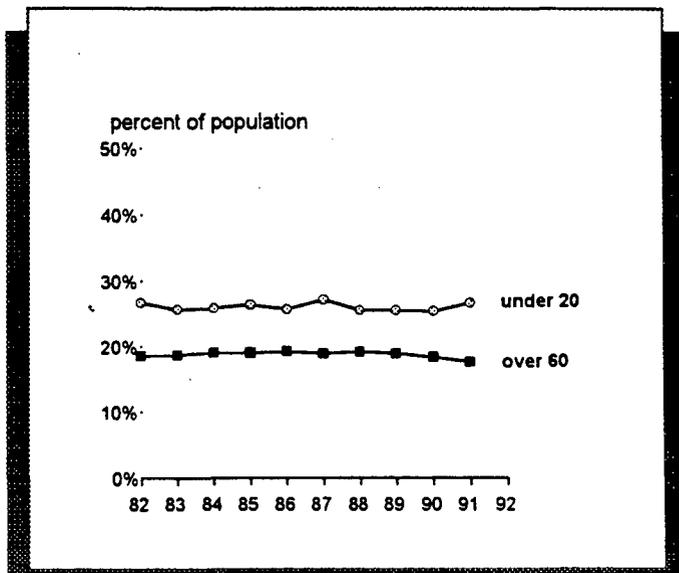
The population of Multnomah County is determined every ten years by the U.S. Census Bureau, with annual estimates prepared by the Center for Population Research and Census at Portland State University. Rapid change in population can increase service costs or reduce the County's revenue base. Population estimates for 1992 were not available.

Analysis

The County population increased a total of 6.3% over the ten-year period, from about 564,500 in 1982 to 600,000 in 1991.

Age of population

The populations over 60 and under 20 have been stable, a favorable trend.

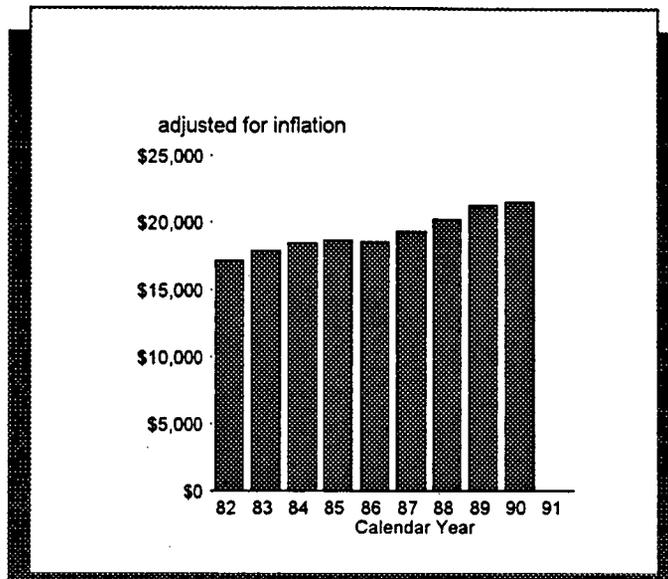


The County provides services through its youth programs and its aging services. Changes in the number of residents under 18 or over 60 years old can affect the demand for and cost of County services. These statistics were gathered from information on file with the Center for Population Research and Census at Portland State University.

Analysis

The size of populations in these age ranges have remained relatively stable. The population under 20 comprised 27% of the County residents in 1982, varied slightly in the following years, ending at 26% in 1991. Residents over 60 comprised 18% of the County's population in 1982, declining to 17% in 1991.

Average annual income
Average income has increased faster than inflation in Multnomah County over the past eleven years, a favorable trend.



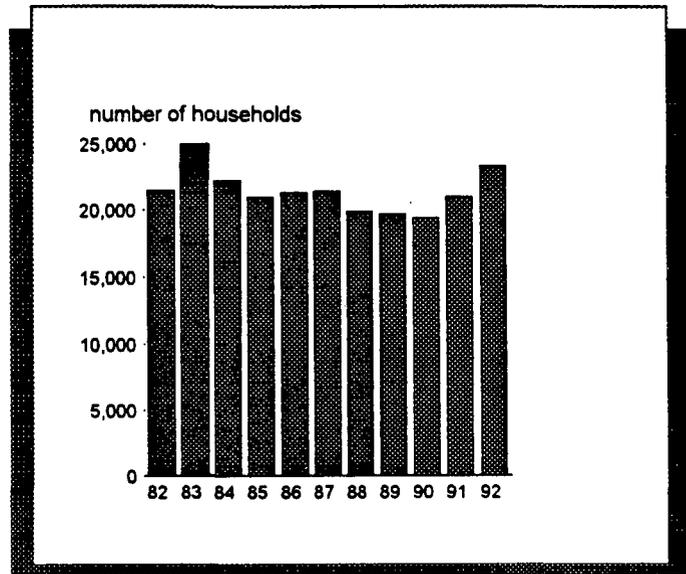
This indicator shows the average annual income of workers covered by unemployment insurance gathered by the State of Oregon Employment Division. The graph expresses income in constant 1992 dollars. Declines in income may affect consumer activity, reduce business incomes, and increase tax delinquencies. Information for 1991 was not available.

Analysis

Average income has shown a favorable growth over the period from 1982 to 1990. Expressed in 1992 dollars, average income rose from \$17,100 in 1982 to about \$21,500 in 1990.

Poverty households

The number of households receiving poverty assistance has shown a favorable downward trend except in the past two years.



This indicator tracks the number of Multnomah County households qualifying for Federal programs for Food Stamps or Aid to Families with Dependent Children (AFDC) in May of each year as reported by the State of Oregon Department of Human Resources.

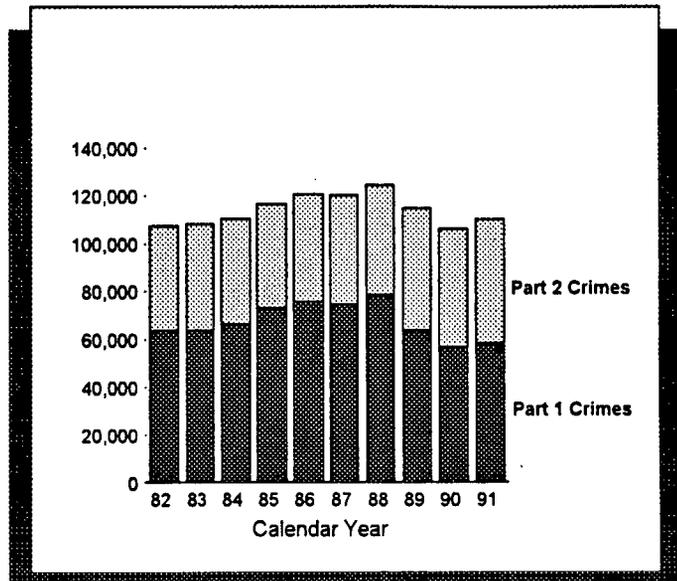
Many County health and social programs provide services for low-income clients. An increase in the number of low-income households can place greater demands on these services, resulting in higher costs.

Analysis

The trend in the number of poverty households is very similar to the unemployment trend experienced in Multnomah County over the past eleven years. While there has been a general decline throughout most of the period, there have been increases in the past two years.

Reported crimes

An increasing crime rate was reversed with two years of large declines in the late 80s, although 1991 again shows an unfavorable increase.



Justice services represent a large and costly responsibility for the County. The number of reported crimes, gathered from the Oregon Executive Department's Law Enforcement Data System, is an indicator of the level of demand for County services. Actual crime rates are likely to be higher because some crimes are not reported. Part I crimes include murder, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson. Part II crimes include drug possession or distribution, driving under the influence of intoxicants, vandalism, and others.

Analysis

Reported crime in Multnomah County increased almost every year from 107,500 in 1982 to 124,000 crimes in 1988. Large declines occurred in 1989 and again in 1990 to 106,000 reported crimes, although the number again increased in 1991 to 110,000.

Recommendations

To maintain and improve the County's financial condition:

- ▶ The Budget and Finance Divisions should work with the Board of County Commissioners to develop a comprehensive financial policy. This policy should include existing policies and should develop specific guidelines that continue or improve current levels of user fees, liquidity, accounts payable, liabilities, and management of employee fringe costs. Additional guidelines should establish benchmarks which address:
 - ▶ minimum reserve requirements;
 - ▶ the use of short-term revenues and reserves to finance operating expenses;
 - ▶ compensation negotiations; and,
 - ▶ capital replacement planning for the County's major assets.
- ▶ The Board should consider increasing cash reserves in anticipation of emergencies, revenue shortfalls, or poor economic conditions. A level of unrestricted reserves relative to general operating revenues should be established, defining conditions when the reserves may be used.
- ▶ The County should advocate in the Legislature for fewer restrictions on shared State and Federal revenues to allow the Board of Commissioners to allocate them according to Multnomah County's particular needs.
- ▶ To assist in tracking capital replacement needs, activities, and costs the Budget and Finance Divisions should consider budgeting for facilities management in an internal service fund. The Department of Environmental Services should also develop an estimated value of its physical assets to incorporate into its capital maintenance program.

Response to the Audit



GLADYS McCOY, Multnomah County Chair

Room 1410, Portland Building
1120 S.W. Fifth Avenue
Portland, Oregon 97204
(503) 248-3308

January 12, 1993

Gary Blackmer, Auditor
1021 SW 4th, Room 136
Portland, OR 97204

Mr. Blackmer

I have reviewed your report on the financial condition of the County. This report is most interesting and useful to me as a policy maker and as a manager. I appreciate the extreme attention to detail and the depth of analysis that must go into reviewing the financial picture of the County over the last decade, especially in light of the number of programmatic and structural changes that have taken place during that period. The difficulties must have been very great, and the achievement of you and your staff is very valuable.

I have reviewed your recommendations and agree with them.

I have directed the Planning & Budget Division and the Finance Division to begin the process of putting together a comprehensive financial policy for the County. As you are aware, we have a number of policies and executive orders already in place relating to financial issues, including subjects ranging from the Board's established criteria for use of General Fund Contingency to my order establishing the parameters for the issuing of Certificates of Participation. These separate directions should be reviewed and expanded by the Board as a foundation for their discussion and adoption of an overall financial policy. will result.

I believe that policy must include discussion of both the size of cash reserves the County should maintain and the posture of the County with regard to the money that comes to us from the State of Oregon. I expect Budget and Finance to include these items in their analysis and discussion with the Board.

Response to Report on Financial Condition
January 12, 1993

The idea of establishing a separate fund to track the costs of facilities is also one I endorse. Planning & Budget, the Department of Environmental Services, and the Facilities Management Division have all been working toward this action for several years. I believe your report will give us the added impetus to raise the priority of this project so that it can be accomplished in time for incorporation in the 1994-95 budget.

I look forward to discussing our progress with you in six months.

Sincerely,



Gladys McCoy
Multnomah County Chair

Meeting Date: JAN 19 1993

Agenda No.: W-1

(Above space for Clerk's Use)

AGENDA PLACEMENT FORM

SUBJECT: WORK SESSION - COMMISSIONER LIAISON ASSIGNMENTS

REGULAR MEETING: Date Requested _____

Time Needed _____

BRIEFING: Date Requested 1/19/93

Time Confirmed 1/2 hr.

DEPARTMENT Nondepartmental DIVISION County Chair's Office

CONTACT Hank Miggins TELEPHONE 248-3308

PERSON(S) MAKING PRESENTATION Hank Miggins, Bill Farver

ACTION REQUESTED

 Informational XX Policy Direction Approval Other

SUMMARY (Statement of rationale for action requested, personnel and fiscal/budgetary impacts, if applicable):

Work Session to determine Commissioner Liaison Assignments

SIGNATURES

ELECTED OFFICIAL: Gladys McCoy #

OR

DEPARTMENT MANAGER: _____

All original accompanying documents must have required signatures. Questions: call Office of the Board Clerk 248-3277/248-5222.

9465G/3

BOARD OF COUNTY COMMISSIONERS
MULTNOMAH COUNTY
OREGON
1993 JAN 13 AM 11:25

LIAISONS

PUBLIC SAFETY - Commissioner Sharron Kelley
General Areas: MSCO, DA, Department of Community Corrections
including Law Enforcement, Corrections, Prosecution,
Supervision, Community Programs

Committees:

Public Safety Council
Community Corrections Advisory Comm.
Criminal Justice Advisory Comm. (Judge Londer)
Chief's Forum
Oregon Criminal Justice Council (sentencing guidelines)

Portfolio

Oregon Peace Task Force
Private Industry Council

HEALTH AND LIBRARY - Commissioner Tanya Collier
General Areas: Department of Health, including Clinical
Services, Regulatory Health, Health Officer, Emergency Medical
Services
and Department of Library Services,

Committees:

Community Health Council
Medical Advisory Board
Library Board

Portfolio:

Regional Facilities Task Force

SOCIAL SERVICES - Commissioner Dan Saltzman
General Areas: Department of Social Services, including
Juvenile, Mental Health, Youth and Families, Aging,
Developmental Disabilities, Housing and Community
Services, Alcohol and Drug

Committees:

Commission on Aging
Mental Health Adv. Comm.
Childrens and Youth Services Comm.
Funders Adv. Comm.
Metropolitan Community Action
Leaders Roundtable (alternate)
Multn. County Council on Chemical Dependency

Portfolio

JPACT (alternate)

ENVIRONMENTAL SERVICES - Commissioner Gary Hansen
General Areas: Department of Environmental Services, including
Planning, Animal Control, Transportation, Assessment and
Taxation, Elections, Facilities Management (Tax Title)
Parks, Expo Center

Committees:

Parks
Animal Control Advisory Comm.
Joint Policy Advisory Comm. on Transportation
East Mult. Cty. Transportation Comm.
Metro Committees
Metro Policy Advisory Committee
Regional Policy Advisory Comm.
Greenspaces
Solid Waste

Portfolio

MANAGEMENT SUPPORT AND NON DEPARTMENTAL - Commissioner Gladys
McCoy

Management Support (Purchasing, Risk Management, Personnel,
Budget, Finance, Labor Relations), Non Departmental, City
County Commissions

Committees:

Bi-State Commission,
Cable Regulatory
CIC
AOC
NACO
Arts Commission
MHRC
Leader's Roundtable
Data Processing Management Comm.

Other

AOC Committees (open to more than one Commissioner)

Land Use
Social Services and Public Safety
Economic Development
Legislative

Regional Drug Initiative

Relationship between Liaison and Board - Portfolio/Committee Assignments

Other Commissioners will consult with the Liaison before working on policy issues in the liaison area.

Bill will circulate a list of Liaisons, with program areas and Committees associated with the Liaison. Other Commissioners will have opportunity to indicate areas of interest for potential "portfolio" assignment. Portfolios will involve areas of interest/Committees that Board members will pursue outside of their liaison area.

What the Liaison will not do:

a. Liaison will not exercise administrative control over the area. Policy direction must come from the Board. Any administrative direction must come from the Chair. If Department Manager feels he/she is being given conflicting direction by Chair and Liaison Commissioner, Manager should report conflict to Chair's Executive Assistant.

b. Liaison will not veto policy initiatives from Departments which the Department feels may enjoy Board support.

Assignment of Liaisons

a. Board will submit to Chair a proposed list of liaison assignments for the Chair's approval. (See enclosed)

b. Liaison assignments will be for two years, ending in 12-94.

c. Formal liaison assignments will be made in January.

d. Liaisons will be grouped generally around Departments. See attached with following groupings:

Public Safety
Health and Library
Social Services
Environmental Services
Management Support and NonDepartmental

While liaison are grouped around Departments, Commissioners could discuss delegation of specific committees, projects or areas, (the "portfolio" assignments), as long as communication is clear with the Commissioners and the affected Departments.

e. In addition to the General Liaison Assignment, Vice Chair will work with Chair and Clerk in coordinating briefings, discussing board rules, retreats. Supervise shared staff.

LIAISON COMMISSIONER - ATTACHMENT B

Goal: More involvement and productive use of all Board members in policy development. Greater communication/cooperation between Board members and Department Managers/Elected Officials. Greater willingness by the Board to make difficult policy choices.

Role of the Liaison:

a. Be an Informed Resource

Liaison Commissioner will be an informed resource in the assigned area for the Board. Liaison will meet regularly with Department Manager.

b. Develop and Monitor Policy

Liaison will monitor critical issues/workplan and policy development in the assigned area. Board will approve critical issues/workplan for each liaison following submission of issue lists from the Departments and Elected Officials. Issues which cross liaison/Department bounds will be identified.

Liaison will have a discretionary review of all RFPs within the Department, to determine whether the substance of the request for proposal accurately reflects Board policy. Department Manager/Elected Official sends monthly list to Liaison Commissioner of all RFPs about to be issued. Liaison commissioner reviews list and notifies Department within 3 days of any items the liaison would like the full Board to review. Board Review will occur at next informal meeting at which it can be scheduled.

(Procedural Issues concerning contracting and issuing of RFPs and the development of criteria for contracting out or doing in-house are currently being considered by the Contracting Task Force).

c. Present Information

Liaison Commissioner will work with Department Manager and/or Elected Official to report monthly to the Board updating the progress on the identified critical issues/workplan in the liaison area

Liaison will work with Department Managers and other Elected Officials in organizing mini planning discussions of issues in her/his liaison.

Liaison will introduce agenda items at Board meetings.

Liaison will introduce notices of intent to apply for grants at the beginning of the grant process. The Board will make a determination of whether the purpose of the grant is within the County's mission and whether the match requirement, if any, is workable, before the Department and Support Services expend resources on developing the grant. This decision might be made by developing criteria against which to judge the application.



GLADYS McCOY, Multnomah County Chair

Room 1410, Portland Building
1120 S.W. Fifth Avenue
Portland, Oregon 97204
(503) 248-3308

MULTNOMAH COUNTY CITIZEN ADVISORY BOARDS AND COMMISSIONS

Agricultural Board of Review
Audit Committee
Board of Equalization
Board of Ratio Review
Cable Regulatory Commission
Campaign Management Council
Children and Youth Services Commission
Citizen Budget Advisory Committees
Citizen Involvement Committee
Community Action Commission
Community Corrections Advisory Committee
Community Health Council
County Peace Task Force
Data Processing Planning/Management Committee
DUII Action Program Advisory Board
Emergency Medical Services Advisory Board
Emergency Medical Services Provider Board
Exposition Center Advisory Committee
Food Service Advisory Board
Integrated Pest Management Advisory Committee
Investment Advisory Board
Juvenile Court Advisory Council
Library Advisory Board
Mental Health Advisory Committee
Merit Civil Service Council
Metropolitan Arts Commission
Metropolitan Human Relations Commission
Multnomah Council on Chemical Dependency
Parks Advisory Committee
Planning Commission
Policy Development Committee
Portland Multnomah Commission on Aging
Primary Prevention Advisory Committee
Public Safety Council
Social Services Central Advisory Board
Welfare Board

OTHER BOARDS WITH COUNTY REPRESENTATION

Funders Advisory Committee
Bi-State Commission
East Multnomah County Transportation Advisory Commission
Housing Authority of Portland Board
Housing and Community Development Commission
Joint Policy and Advisory Committee on Transportation
Metro Policy and Advisory Committee
Metropolitan Exposition and Recreation Commission
Noise Abatement Advisory Committee
Private Industry Council/Leader's Roundtable
Regional Policy and Advisory Committee

COMMITTEES/TASK FORCES/ASSIGNMENTS
Assigning Responsibilities to Chair's Office

1. ASSIGNING COMMISSIONER PORTFOLIOS IN VARIOUS PROGRAM AREAS

Authority: R 91-14 (2/7/91)
Funding Requirements: Staffing, copy costs
Charge to CO: Make assignments at the second meeting of the Board in each calendar year.
Reporting Date: 1/9/92

2. ENDORING ESTABLISHMENT OF INSTITUTE OF PORTLAND METROPOLITAN STUDIES

Authority: R91-45 (4/11/91)
Funding Requirements: Staff
Charge to CO: Chair designate Board member to serve with other community leaders on the governing Board of the Institute.
Reporting Date:

3. JOINT BIT/BLT COMMITTEE

Authority: R 91-64 (5/9/91)
Funding Requirements: Staffing
Charge to CO: Work w/appropriate City of Portland Officials to create Committee and oversee completion of BIT/BLT consolidation
Reporting Date:

4. EFFICIENCIES IN COUNTY GOVERNMENT

Authority: R 91-78 (5/30/91)
Funding Requirements: Staffing
Charge to CO: implement recommendations of Efficiencies Committee
Reporting Date:

5. EMPLOYEE SUGGESTION COMMITTEE

Authority: R 91-80 (6/6/91)
Funding Requirements: Staffing
Charge to CO: Appointments. One member of Committee from Chair's Office.
Reporting Date: Committee appointed. Committee reports to BCC annually. First report due 9/92.

6. ADOPTING DATES CERTAIN TO ACCOMODATE THE SPACE NEEDS OF THE COURTS

Authority: R 91-89 (6/20/91)
Funding Requirements: Staffing
Charge to CO: space/move-in, move/out issues generally
Reporting Date: All moves completed by 3/92. Court space completed 9/92.

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RESOLUTION am #7 WHICH
MOVE TO SUBSTITUTE ~~THE~~ INCORPORATE THE RECOMMENDATION OF THE ORIGINAL
APPROVED SUB-COMMITTEE RESOLUTION.

Handout #1
1-19-93
B-27

An amendment to Resolution #7 of the Water, Sewer, Environmental Services and Fire Committee providing additional clarifying language and including new recommendations.

Whereas, Oregon Statutes place the responsibility of efficient and effective ambulance service with each and every county and requires a plan for such service be written; and

Whereas, Multnomah County has failed to develop such a plan for efficient and effective ambulance service within the County; and

Whereas, approximately 37,000 citizens each year call for emergency medical services annually within Multnomah County with approximately 27,000 of these persons then transported by ambulance each year. Currently, ambulance charges are unregulated and transport bills which are \$700. or more are not unusual; and

Whereas, many of these persons are elderly, suffer from chronic diseases or need emergency care because of accidental injury where informed judgements on emergency care and price comparison are impossible; and

Whereas, no other city the size of Portland or county the size of Multnomah in the 13 western states places so low a priority on emergency medical services, regulation and supervision; NOW THEREFORE:

BE IT RESOLVED BY THE CITIZENS OF MULTNOMAH COUNTY THAT THE MULTNOMAH COUNTY COMMISSIONERS SHALL;

- Establish a Emergency Ambulance Department, independent and outside of the Health Division, which reports directly to the Chair of the County.
- Adopt and implement the Paramedic Alliance proposal for a single physician supervisor for ambulance service within the county.
- Establish a plan containing uniform standards for service, supervision of paramedics, and quality assurance for ambulance operations required by Oregon Statute under the design of the Physician Supervisor, and franchise a single uniform provider, either public or private, for emergency ambulance service within the County.
- Establish a citizen Medical Advisory Board of physicians, paramedics and nurses to provide a public advisory role on patient care and establish a citizen Rate Regulatory Board of accountants, citizens and medical professionals for the supervision of appropriate billing rates for ambulance service.

Meeting Date: JAN 19 1993

Agenda No.: B-2

(Above space for Clerk's Use)

.....
AGENDA PLACEMENT FORM

SUBJECT: Response to Citizens Convention Recommendations

REGULAR MEETING: Date Requested 1/19/93

Time Needed 1 hour

BRIEFING: Date Requested 1/19/93

Time Confirmed 1 hour

DEPARTMENT Nondepartmental DIVISION County Chair's Office

CONTACT Hank Miggins TELEPHONE 248-3308

PERSON(S) MAKING PRESENTATION Hank Miggins, Bill Farver

ACTION REQUESTED

XX Informational Policy Direction Approval Other

SUMMARY (Statement of rationale for action requested, personnel and fiscal/budgetary impacts, if applicable):

Response to Citizen Convention recommendations

SIGNATURES

ELECTED OFFICIAL: *Gladys McCoy*
OR

DEPARTMENT MANAGER: _____

BOARD OF
COUNTY COMMISSIONERS
1993 JAN 18 AM 11:25
MULTNOMAH COUNTY
OREGON

All original accompanying documents must have required signatures. Questions: call Office of the Board Clerk 248-3277/248-5222.

DRAFT FINDINGS IN RESPONSE TO CITIZEN

CONVENTION RECOMMENDATIONS

I. Administrative/Labor Sub-Comm. - Committee on Governmental Review.

1. Spending \$150,000 on a Committee on Government Review will not improve the efficiency, economy, or effectiveness of the delivery of governmental services within Multnomah County.

2. The task of following up on the recommendations of Convention could be assumed by a subcommittee of the CIC, if that is deemed a priority by the CIC.

3. As an alternative to the CIC, the function outlined in the recommendation can be accomplished through a joint citizen committee organized and staffed by the CIC, the ONA office, and the Office of Citizen Involvement in Gresham.

4. We believe if such a committee is formed, it should review the results of all Citizen recommendations over the past year, not just those of the Citizen's Convention.

II. Admin/Labor Relations Comm. - General Government Operations

Citizen Involvement

1. Finding greater opportunities for citizen involvement has been and will continue to be the responsibility of the CIC. The Board will consider specific recommendations from the CIC to accomplish the goals that we share.

2. The more inclusive budget process approved by the Board at their December retreat will provide an earlier, more comprehensive opportunity for citizen involvement in this very important process.

See attached pages 9 and 10 from the Summary of the December retreat, regarding the budget process and CBAC involvement.

3. Whether the Citizen Convention process is used again will depend upon the views of the CIC and other citizen groups.

Process

1. The new Board has renewed its determination to seek efficiencies and economies with other local governments. Multnomah County has been in a leadership position in seeking to regionalize or shift a variety of services to Metro. The Board has endorsed countywide, single provider solutions to many of the major services citizens expect.

2. The new Board has adopted a program budget process which it hopes will lead to greater scrutiny and more accountability.

See attached Order 93-4 passed by the Board on January 7, 1993.

3. The Board looks forward to renewing discussions with other local jurisdictions and taking a fresh look at jurisdictional consolidations.

4. The Board works with the Tax Supervising and Conservation Committee to coordinate budgets and proposed revenue measures.

See attached Resolution 92-210, passed by the Board on December 3, 1992.

5. The County cannot unilaterally set the comparisons used in labor negotiations. The criteria for comparisons are specified in state law. Fact finders and arbitrators traditionally give greatest weight to comparable public sector salaries in Oregon. As a consequence, the county and its unions traditionally look at other local jurisdictions in the area and the private sector for wage and benefit comparisons. When clearly appropriate, as for nurses in Health, the County relies very heavily on private sector comparisons.

Administration

1. In response to your suggestion that the Board flatten top of administration in government and protect service at the street level, the Board has made significant reductions in administration over the past two years, while largely protecting essential services. We will strive to do that again this year.

See attached memo (dated 2-19-92) from the Budget office detailing cuts made over the past two years.

2. In response to your suggestion that the County establish incentives for administrator's performance and penalties for non-performance, the County currently evaluates all administrators annually and grants merit increases based on those evaluations.

3. In response to your suggestion that the County encourage participatory management, we believe that this is already the operating norm within the county and will continue to be encouraged.

4. In response to your suggestion that the County clarify jurisdictions, the Board has been involved in several efforts over the past two years to reach consensus on these issues. The new Board will develop positions on intrajurisdictional issues through its planning process and pursue these issues again this spring and summer.

5. In response to your suggestion to reward workers for improvements, suggestions, savings, etc., the Board established an Employee Suggestion Committee that regularly brings employee suggestions to the Board. During the past year, nine suggestions have been adopted resulting in savings of \$70,000 plus other suggestions addressing employee health and safety and more efficient delivery of services.

VISION

1. In response to your suggestion that we "re-invent" government, the Board started reevaluating how the County does its business at its December retreat. A new budgeting process and program budget format were developed.

2. The Board plans to continue the retreat format and focus on short and long term planning.

3. In response to your suggest of developing a think tank, the Board regularly gets advice from a large variety of citizen groups and advisory committees. We will continue to recruit able citizens to assist us with our work.

III. Cable Television Regulation

1. The recommendation has already been implemented. See attached resolution 92-208, passed by the Board on December 3, 1992.

IV. Education/Libraries #1

1. The Board has been an advocate for tax reform efforts that will stabilize not only funding for schools, but also state and local government.

2. Funding a position to help make the community conducive for learning is not clearly focused or cost efficient.

V. Education/Libraries #3

1. The Board will pursue a serial levy and GO Bond in May to assist in stabilizing library funding. The Library Board and the private sector has committed to extensive involvement and support of these campaigns.

2. The Board has established a Library Entrepreneurial Task Force to study other ideas for increasing library revenues. The Board invites specific suggestions from the community.

See attached Resolution re Library Entrepreneurial Task Force, passed by the Board on January 14, 1993.

VI. Elections

1. These suggestions are already proposed for policy or legislative changes in 1993 Legislature.

a). Expand vote by mail to all elections. House Bill 2278 requires the primary election to be held by mail.

b). Allow absentee ballots to be turned in at polling places. Policy change which the County will implement at the next election.

c). Combine state and county voters' pamphlets. Proposed in House Bill 2279.

d). Use US Postal records to automatically update the registration for a voter who has moved. This legislation will be introduced by the Interim Committee on Governmental Operations.

These proposals have our support.

VII. Health and Human Services and Mental health

1. We agree with these recommendations which closely parallel the Integrated Services System strategy already endorsed by the Board.

2. We presently require high service standards and will continue working with service providers to maintain those standards.

3. The County privatizing when most appropriate. Sometimes, the decision is made to make most effective use of limited resources. Requiring contractors to pay comparable wages defeats part of the purpose of contracting out and may be both inappropriate and illegal.

See attached Draft Concept Paper on Integrated Services System

VIII. Law Enforcement and Corrections - Conslidation

1. The Sheriff favors a consolidated law enforcement and corrections agency. The Sheriff presented his reasons for consolidation to the 1992 Governor's Task Force on Local Government and proposed a consolidated agency to the Citizen's Crime Commission Public Safety 2000 Committee in June and again in October.

2. When the Board last discussed this subject, they were in agreement with the Sheriff. Since that time, two new members have joined the Board and Public Safety 2000 has issued a draft report. The Board will reconsider this issue as part of its planning process.

3. A separate police service district creates the danger of another layer of government.

IX. Law Enforcement and Corrections - Jail Beds

1. The Board has and will continue to make adequate jail space and effective management of the use of those beds as a top priority.

2. Providing adequate jail space is within the fiscal constraints of the County's budget. Selling some beds to the federal marshal provides revenue which helps balance that budget. The number of beds contracted to the federal marshal is expected to be reduced next year by more than 50, as a new federal prison is opened.

3. The Sheriff and the Board are concerned about the impact of state cuts which will limit the number of state beds available for serious offenders and impact other aspects of the criminal justice system in the County, including Community Corrections and prosecution.

X. Minority Report - Law Enforcement and Corrections

1. The Sheriff and the Board believe that a Citizen Review Process will not improve the efficiency, economy, or effectiveness of the current citizen complaint procedure.

2. The current procedure in the Sheriff's office seeks to maximize responsiveness to the complainant while providing due process to any affected employee. Collective bargaining agreements and case law govern the actual investigative process, and require due process throughout all stages. The office promptly acknowledges to the complainant that a complaint has been received, and whether or not a formal Internal Affairs investigation will be initiated. Our entire process is open and accountable to the complainant where the law allows it to be. Results of investigations are communicated to complainants in writing when the investigation concludes.

3. If the complaint is sustained, and the employee disciplined, the Public Records Law restricts the release of the investigative information, and the complainant does not have access to it without filing a civil lawsuit. If a suit is filed, the records may be subject to discovery at the discretion of the court.

4. If the complaint is not sustained, the complainant may challenge the finding through the branch Chief Deputy, Undersheriff, or the Sheriff. In addition, the files and results of the investigation in a not sustained complaint are available to the complainant under the Public Records Law. Finally, even though the Sheriff's office may not have sustained the complaint, it is still subject to judicial review through the civil court process. When a civil suit is filed, all records are subject to discovery.

5. Jail inmates have a formal complaint system available to them with multiple levels of review and challenge. In addition, the inmates have available several public and private attorneys and groups to advocate for them. They currently use this avenue extensively by filing civil suits.

6. In sum, there are currently so many avenues open to complainants that adding a review board or similar arrangement is not necessary.

XI. Parks and Recreation #1

1. The potential transfer of County parks and cemeteries, and the County Expo/County Fair to Metro has been the subject of extensive discussion, information exchange, and financial analysis. A basic set of consolidation principles has been worked out between the County and Metro.

The transfer will move these County services to a regional base, in recognition of their regional nature, and to lead toward the ultimate development of a Regional Parks and Greenspaces system, and a truly regional combination of facilities serving the major exhibition needs and the performing arts.

2. In response to the suggestion that we include citizens in the actual negotiations, the Parks Advisory Committee will be involved in the process when appropriate.

XII. Parks and Recreation - Expo Center

1. The Expo Center is a large exhibition facility that has some recreational aspects, but is not a park. It serves primarily as a rental facility for use by large trade show producers. The Expo Center has a small staff who manage the scheduling of events, collection of revenues, and maintenance of the buildings and grounds. Transfer of management to Parks will not result in staff savings.
2. Each year the Expo staff produces the County Fair. This is a specialized undertaking, unrelated to the management of Parks.
3. While the Expo Center and Parks function as separate divisions within the Department of Environmental Services, they are funded within the Recreation Fund which provides budgeting convenience and a stable funding source, but does not suggest joint management.
4. Finally, the Expo center operates as a profit center and is expected to make money to help support the Parks and other services. Hence its mission is inconsistent with the Parks mission which provides services to all citizens.

XIII. Planning and Zoning - Citizen Assistant

1. This resolution proposes a "citizen assistant" to assist the public through the labyrinth of land use procedures. This is the function of the zoning counter, a service center that has been in existence since the inception of a land use planning program in the County. The planner staffing the zoning counter is responsible for explaining requirements of land use procedures as stipulated by the set of complex land use law which exists in the county and the state.
2. Because of recent work load requirements, Planning has reduced the amount of contact hours for this service to four hours a day. This translates to an average of 20 minutes of service per person. This may not be enough.
3. The Board will ask Planning to submit an add package for consideration as part of the 1993-4 budget process. The add package will increase counter time through additional staff. Also, Planning will pursue the use of a GIS data management system. This new technology will increase efficiency by allowing the planner at the zoning counter more time to discuss procedures and requirements.
4. Nevertheless, given the complexity of some inquiries and the sophistication of land use laws in this state, some members of the public will require the services of a private planning consultant or attorney.

XIV. Planning and Zoning #2 - Citizen Involvement

1. These recommendations reflect the current practices of the Planning Division. Citizen involvement is required pursuant to statewide goals.

XV. Planning and Zoning #4 - Organizational Chart

1. An organizational chart of the County is already included in the Public Budget Document, which is available in the libraries. Also, County buildings have the names and pictures of the current county officials. Additional suggestions regarding publicizing the County structure will be considered as part of the county's public information plan.

XVI. Road and Bridges #1 - Transportation Planning

1. The County currently incorporates alternative modes of transportation into planning as practical and consistent with regional plan. While the County is not responsible for light rail development, the County is active in assisting with plans for proposed projects.

XVI. Road and Bridges #2 - Bicycle Master Plan

1. This resolution supports the county policy as specified in the County Bicycle Master Plan and Program. The County will continue a strong program within funding limitations.

XVI. Road and Bridges #3 - Sharing Equipment

1. The Transportation Department shares equipment between agencies on an informal basis to a large extent. The County also has mutual aid agreements with most jurisdictions to assist with emergencies and disaster response.

XVII. Taxes and Assessment Subcommittee #1

1. This resolution assumes the County has difficulty disposing of tax foreclosed real property. Actually, for the past several years, all buildable property offered for sale, has been sold. For the past year, the price received has been at or over the assessed value.

2. The tax foreclosure process is designed to recover the taxes canceled by the foreclosure process and return them to the taxing districts which sustained the loss.

3. Under ORS 272.330(2) and Ordinance 672, the County has a mechanism to transfer specific tax foreclosed properties to non-profit housing agencies to provide low income housing. This mechanism has provided non-profit housing agencies with over 125 sites in the past two years. There is no statutory authority for transfers for medium cost housing.

4. If the non-profits had access only to properties not sold at auction, there would be virtually nothing available to them.

XVIII. Taxes and Assessment Subcommittee #3

1. It is not clear what process of change is being referred to. Assuming planning and large projects are involved, the County follows current law regarding EIS and these are done when appropriate.

XIX. Water, Sewer, Environmental Services and Fire #2

1. Multnomah County has no grounds or standing to participate in the legal process to adjudicate water rights to the Little Sandy River.

2. The Portland City Council on December 16, 1992, decided to file for a pre-1909 water right on the Little Sandy.

3. The Portland Water Bureau is not convinced that Bull Run is the only reliable source of water and is currently involved with a Regional Supply Study to investigate other alternatives.

4. The Little Sandy was removed from the Bull Run Reserve by Congress in the late 1970's or early 1980's.

5. Multnomah County has limited, if any, authority over urban growth boundaries. Land Use laws do not limit growth, only guide growth.

6. The courts will decide if the Little Sandy is "obtainable" for drinking water. Development would have impacts on fish, wildlife, and recreation of the Sandy Basin. Conservation would have fewer impacts and be less expensive.

7. Draining one of the state's premier Scenic Waterways (Sandy River) may not be construed as protecting our "lifestyle and liveability".

8. In conclusion,

a. The County has no right of eminent domain over the waters of the State of Oregon.

b. An attempt to "acquire" water rights would be met with a lawsuit because PGE rights are for hydroelectric purposes (an "in-stream" use), not municipal use (an out of stream use)

c. The state legislature has granted water rights on Bull Run and the Little Sandy. This grant was made in 1909 and is subject to prior documented claims (i.e. PGE). This is the why these rights will be adjudicated in court.

d. The County has no authority to appropriate water by ordinance.

See attached letter from the Board of County Commissioners to Commissioner Mike Lindberg, (dated November 25, 1992)

XX. Water, Sewer, Environmental Services and Fire #3

In response to the resolution that the Board shall take/endorse reasonable steps to acquire natural areas:

1. The County supported adopting of the Greenspaces Master Plan.
2. The Board endorsed by resolution the Greenspaces bond measure which failed in November, 1992. The Board would look favorably on a new Greenspaces measure before the voters in the fall.
3. The Board created Natural Areas Acquisition and Protection Fund . See attached Resolution 90-57, passed by the Board on April 19, 1990.
4. The Board approved the Natural Areas Protection and Management Plan. See attached Resolution 92-102, passed by the Board on June, 4, 1992.
5. The County will actively encourage Metro to bring Greenspaces bond measure back to the voters, preferably in September, 1993.
6. The County will work to dispose of surplus county land to build the Natural Areas Acquisition and Protection fund resources.

In response to the resolution that the Board shall take/endorse reasonable steps to zone natural areas:

1. The Natural Areas Acquisition and Protection Fund provides dollars for a planner position in Land Use and Development to up-date the County Comprehensive Plan (FY 92-93 - subregional planning process). Part of the process will be to evaluate Goal 5 inventory.

Whether this is an adequate response for a full Goal 5 Inventory will be considered by the Board during the budget process.

In response to the resolution that the Board shall educate the public:

1. The Board funds the Parks Services Environmental Education Program. While this program is extremely popular, current financial and staff constraints prevent the Parks Services Division from responding to all requests. The Salmon Festival and Environmental Education Program have both received National Association of Counties Achievement Awards.

The Board will have the opportunity in its budget process to decide whether to make this a higher priority.

In response to the resolution that the Board shall work with the State, Metro, and City governments to develop a regional approach to parks, etc:

1. The Board has supported, with both financial and staff resources, the development of the Metro Greenspaces Master Plan.
2. The Board has supported/facilitated the discussion with Metro concerning the potential transfer of County parks and Natural Areas to Metro as a foundation for a truly regional system. No other local government has taken this step.
3. The Board formally supported the Greenspaces Bond measure. Proceeds would have been shared with regional, County and City providers.

In response to the resolution that the Board consider consolidation with Metro:

1. This effort is underway. (See above)

In response to the resolution that the Board involve three citizens in decision/negotiations regarding the Metro consolidation:

1. The Parks Services Division will involve the Parks Advisory Committee in this process at the appropriate time.

enclosures

Integrated Budget Process - Summary of Budget Process (part of December Board retreat)
Order 93-4 re Program Budgeting
Tax Supervising and Conservation Commission Resolution 92-210
Memo from Budget Office, A Post Measure 5 Reality Check
Cable Regulation Resolution 92-208
Library Entrepreneurial Task Force
Concept Paper Integrated Services System
Letter to Commissioner Lindberg from the Board re Sandy River Water Rights
Natural Areas Acquisition and Protection Fund Resolution 90-57
Natural Areas Protection and Management Plan Resolution 92-102

INTEGRATED BUDGET PROCESS - ATTACHMENT C

Goal: Better information flow from Budget Office and Department Managers to Board and citizens. Opportunity for Commissioners and citizens to learn more about Departments. Opportunity for greater Board consensus on the budget. Combines three review processes (i.e. presentations to Chair, CBACs, and Board into a single process for Department Managers and Elected officials).

December: Board discusses Alternative Budget processes and what information they would like in the budget document (both this year and in future years). See enclosed Summary.

Budget office will develop a Budget format to be used by all Departments and Elected Officials. Department submissions will serve as the working budget document for board review.

Board reviews what assumptions to make in building budget. (See enclosed draft for 1993-4).

Commissioners and Department Managers develop lists of "programs" in their liaison area they would like to see budgeted separately and submits lists to the Budget office by the second week of January.

Each Commissioner develops list of "potential reduction areas" totaling approximately \$2.5 million throughout the County, and a list of "untouchables" and submits to the Budget office by the first week of January.

January: Budget Office presents revenue and expenditure estimates and reserve fund status. Board passes budget resolution adopting assumptions for building budget for 1993-4.

Board decides on utility tax/levies mix to present to voters.

Board decides whether to impose any immediate cost control steps which might lead to one-time-only or long term savings.

Board discusses \$10 cap policy with other local governments, with consideration given to impact of a potentially unfavorable ruling on urban renewal districts repayment of prior year's taxes.

Budget office provides Departments with constraint figures, guidance on budget format ("program" budgeting), and summary of potential areas for reductions.

Departments develop budgets. Have organizational CBAC meetings (if not done already)

February 12 to March 5: (3+ weeks) Budget Office, Department Managers and Elected Officials present revenue information and budget proposals to the entire Board.

Questions or interest areas identified by Board, staff, and representatives of citizen budget advisory committees and the Central CBAC.

List developed of follow up written questions and proposals needed to answer or develop by Departments and Budget office. Nine presentations: DSS, DLS, Health, DCC, MSCO, DA, DES, NonDept., Management Support - one/two days for each. Three presentations/week. Evenings meetings to accommodate CBACs(?).

Example of Schedule of Briefings

Week One	Library (2-12)
Week Two	Man.Sup/Non D (2-17)
	Health (2-18/19)
Week Three	DA (2-22)
	MSCO (2-24/25)
	DCC (2-26)
Week Four	Soc. Srvs.(3-1/3)
	DES (3-4/5)

March 8 to March 16 Department Managers and Elected Officials present answers to questions, alternative proposals, and discuss areas of interest to Board, board and budget staff, and CBACs.

March 17 to March 19 Written budget recommendations finalized by staff and CBACs in conjunction with Departments and Budget staff.

March 22 to March 23 Executive makes budget decisions.

March 23 to April 2 Budget Office compiles Budget document. Budget printed.

April 7 Executive Budget proposed

April 12 to April 23 (two weeks) Public hearings and Board budget deliberations on Executive Budget, staff, and CBAC recommendations. Budget amendments and notes developed as appropriate.

April 26 to April 28 Final Board decisions. Adoption of budget.

May 14 Budget to TSCC

SEE ATTACHED CHART SHOWING SCHEDULE

BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

In the Matter of Establishing Guidelines
about the Preparation of the Multnomah
County Budget

ORDER

93-4

WHEREAS, at a meeting of the Board of Commissioners held on
December 9, 1992, the Budget Office indicated that the revenue
projected to be available in Fiscal Year 1993-1994 are likely to be
insufficient to meet current service levels of county programs; and

WHEREAS, an improved budget document will assist the Board of
Commissioners in tracking how dollars are spent and in setting
priorities for spending.

NOW, THEREFORE, THE BOARD OF COMMISSIONERS ORDERS:

Section I. Budget Goals

A. The Budget shall be an easy to read guide for the
purpose of tracking each program that the Board is funding, the
sources of funding for county programs, and the use and history of
locally-generated funds for which the Board has discretion to
redirect during the budget process.

B. The Budget shall track the direct and indirect costs

12/30/92:1

1 of county programs, identify the goals of each program, and present
2 the information in a matter which facilitates the accountability
3 and evaluation of each program.

4
5 Section II. Implementation

6
7 A. The goals and procedures stated herein are targeted
8 for full implementation by fiscal year 1994-1995. The budget for
9 Fiscal Year 1993-1994 shall track the list of programs for each
10 county function presented in writing to the Board of Commissioners
11 by the liaison commissioner for that function, except where
12 modified by the Board of Commissioners no later than January 15,
13 1993. In subsequent Fiscal Years, the County Chair shall establish
14 a deadline for the presentation of this program list by the Liaison
15 Commissioners and such lists may be amended by Resolution of the
16 Board of Commissioners within a deadline also established by the
17 County Chair. The budget shall include the programs identified by
18 the Liaison Commissioner except where amended by the Board of
19 Commissioners.

20
21 B. For each program included in the county budget, the
22 budget shall identify the variable costs of the program, its
23 allocated fixed costs from overhead within the department, its
24 allocated fixed costs from overhead outside of the department, and
25 its total costs. The source of funding for each program -- fees,
26 county, state and federal -- shall also be identified. This

12/30/92:1

1 funding mix shall be shown for the variable costs of the program,
 2 its allocated fixed costs from overhead within the department, its
 3 allocated fixed costs from overhead outside of the department, and
 4 its total costs. The budget shall identify the goals of the
 5 program, measurement standards for achieving the goals, and the
 6 progress the program is making toward meeting its goals and
 7 measurement standards. The budget shall also identify the amount
 8 of funds expended by each program in addition to its authorization
 9 history.

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ADOPTED this _____ day of _____, 1993.

MULTNOMAH COUNTY, OREGON

Gladys McCoy

 Gladys McCoy, Chair
 Multnomah County, Oregon

REVIEWED:
 LAURENCE KRESSEL, COUNTY COUNSEL
 for Multnomah County, Oregon

By: *John D. Bay*

C:\FILES\ORDEFORB.ORD\st

12/30/92:1

BEFORE THE BOARD OF COUNTY COMMISSIONERS
MULTNOMAH COUNTY, OREGON

In the Matter of Appointing the)
Tax Supervising and Conservation) RESOLUTION
Commission to Oversee the Tax) 92-210
Coordination Plan)

WHEREAS, the Oregon State Legislature, in its last Regular Session, passed Chapter 396, Oregon Laws 1991, (Senate Bill 1185) as part of the effort to implement Ballot Measure 5; and

WHEREAS, Chapter 396 required all taxing districts within a county to coordinate property taxing plans before the beginning of each fiscal year, with an initial meeting notice sent on or before the last day of the calendar year before the calendar year in which the fiscal year begins; and

WHEREAS, the legislation assigned the "county governing body or another public agency designated by the county governing agency" to facilitate the preparation of the coordination plan; and

WHEREAS, the Multnomah County Tax Supervising and Conservation Commission (TSCC) already performed the coordinating function among taxing bodies within the County in the previous year; and

WHEREAS, Multnomah County and the City of Portland and other taxing districts in Multnomah County recognize the importance of continued coordination of public financing measures even though Chapter 396 is no longer mandated to local governments;

NOW, THEREFORE, BE IT RESOLVED, that the Multnomah County Board of Commissioners request the TSCC to continue its system of coordination under Chapter 396, Oregon Laws 1991, for the fiscal year 1993-94, and that the TSCC be requested to so notify the taxing districts in Multnomah County before January 1, 1993.

ADOPTED this 3rd day of December, 1992.

MULTNOMAH COUNTY, OREGON

By Gladys McCoy
Gladys McCoy, County Chair



REVIEWED:
LAURENCE KRESSEL, COUNTY COUNTY COUNSEL
for Multnomah County, Oregon

By H. H. Lazenby, Jr.
H. H. Lazenby, Jr.
Assistant County Counsel



MULTNOMAH COUNTY OREGON

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

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

TO: Oregon Governor Barbara Roberts
County Chair Gladys McCoy
Multnomah County Board of Commissioners

FROM: Dave Warren, Budget Manager *DW*
Fred Neal, Intergovernmental Relations Officer

DATE: February 19, 1992

Multnomah County: A Post-Measure-5 Reality Check

The passage of Measure 5 gave two messages to governmental units within Oregon:

"We like what you are doing (or we would have voted you out of office, instead of just limiting your spending), and

"Many of you are spending too much of our money doing it."

Portland and Multnomah County, like many other cities and counties in Oregon, have less money available to support ongoing programs. There are several paths to explore:

Do less. Yet The County's public forums asking whether a particular government program or area of concern should be cut found few persons in support of specific cuts and many advocates speaking for their retention or even expansion. Elected officials face tough choices in making budget decisions when revenues are constrained.

Be more efficient. The bureaucracy is accused of being overpaid and/or underworked. Studies and statistics can present facts supporting either side of this controversy. It is an issue where generalizations create unproductive results. Real savings can only be made by addressing specific activities. This can be a long and painful task, but one that must continue under the realities of Measure 5. This is not to say that further efficiencies won't be found.

Spend "someone else's" money. Shifting the tax burden to other sources is a process few in Oregon have yet mastered following Measure 5. Only if Measure 5 limits are found to be too constraining by citizen-taxpayers will support be found to find alternate revenues. This will likely be focused on program-specific local public functions, such as libraries, street lights, law enforcement, and local schools. Local private funding for specific school programs (sports, driver's education)

and the people who are visible on Portland streets in yellow coats are examples of working around Measure 5 limits.

Measure 5 is a reality. Governments and citizens must learn to live with it. Revenues are reduced or capped. Governments must do less, and do that more efficiently. Citizens must continue to decide what the function and level of government should be.

Local governments in the urban area had many difficult choices to make in preparing their 1991-92 budgets last Spring. Cuts were necessary, but where to cut? Public safety--fire protection and law enforcement? Aid to the disadvantaged--the children, aged and ill? Public amenities--parks and libraries?

To "do less" in FY1991-92, Multnomah County chose to:

o Reduce animal control	\$ 1,095,000
o Reduce library hours 28%	1,725,000
o Lease jail beds to the Federal government	3,400,000
o Reduce Restitution Center beds	200,000
o Postpone physical structure maintenance	950,000
o Postpone capital replacement	360,000
o Eliminate street-level alcohol and drug intervention	200,000
o Postpone computer mainframe replacement	500,000
o Reduce level of computer programming	300,000
o Reduce Health and Dental clinic programs	747,000
	\$ 9,477,000

In the "more efficient" arena in FY1991-92, the County decided to:

o Freeze wages of Local 88 and exempt employees	\$ 1,600,000
o Begin a lower-cost health package for exempts & nurses	100,000
o Institute a lower-cost mail/freight distribution system	190,000
o Combine EEO functions with Portland	0
o Reduce exempt check distribution from 26 to 24 annually	30,000
o Reorganized departments	236,000
o Reduce custodial support, both employees and contracts	325,000
o Eliminate 28 middle-management positions:	1,381,000
5 DHS Admin	\$ 286,000
4 Aging Admin	75,000
2 Health Svcs	156,000
2 Social Svcs	65,000
2 Juv Justice	50,000
2 DCC Admin	65,000
2 DA Admin	67,000
1 Sheriff Exec	74,000
1 Sheriff Svcs	38,000
1 Elections	80,000
2 Chair Staff	100,000
2 Board Staff	150,000
1 Auditor	50,000
2 Budget Staff	125,000
	\$ 3,862,000
	\$13,339,000

What about 1992-93? County officials continue to look at doing less and doing what is left more efficiently. On-going discussions continue with federal, state, regional, adjacent county, and local city officials to combine/share programs and responsibilities. Citizen budget advisory committees are in place for all County departments, and they are talking to their counterparts advising other local governments.

None-the-less, several critical decisions await Multnomah County officials:

Special levies for operating and capital expenses for the jail and another for the library system expire at the end of FY1992-93. Should the voters be asked to re-up for 3 to 8 years of serial levies or should a permanent and stable funding source be established for one or both? Should this be done now? After the State proceeds with a state-wide measure? Or not addressed until budget time in 1993? Is it sensible to expect the State to "partner" with, or even accommodate, the County in this issue?

The County owns or leases space in 35 locations around the County. Should the County consolidate the management level of County Government in one location to reduce capital and operating outlay and to promote cost efficiencies? Should delivery of services be further decentralized to emulate the Columbia Villa model? What level of understanding does the general public have about the County and other local governments and the "business" decisions regarding capital facilities facing them?

The provision of safe and secure juvenile justice and detention facilities for the region cannot be postponed. Again, what is the tolerance of citizens for funding efforts, and how involved should State Government be?

As the County prepares its proposed Budget for FY1992-93, managers are instructed to freeze all material, services, and capital outlay at the current dollar level, to allow for step increases and a possible COLA. Any subsequent additions to that base will be scrutinized for efficiencies and policy priorities.

BEFORE THE BOARD OF COUNTY COMMISSIONERS

FOR MULTNOMAH COUNTY, OREGON

In the Matter of Accepting the)
Joint Cable Regulation Consoli-) R E S O L U T I O N
dation Task Force Final Report) 92-208

WHEREAS, Multnomah County authorized the establishment of a Joint Cable Regulation Consolidation Task Force (Task Force); and

WHEREAS, the Task Force included appointed representatives of the Multnomah Cable Regulatory Commission, the Portland Cable Regulatory Commission, Multnomah County and the cities of Portland, Gresham, Troutdale, Wood Village and Fairview; and

WHEREAS, Multnomah County appointed Commissioner Sharron Kelley to serve as its representative on the Task Force; and

WHEREAS, the Task Force has met and forwarded a proposal in the form of a Final Report to (1) Form a single cable regulatory commission; (2) Enable the provision of administrative support for the consolidated commission at fiscal savings from the current structure, without sacrificing regulatory effectiveness; (3) Include a provision to allow other interested jurisdictions to participate in the future should they elect to do so; and (4) Establish a mechanism that would facilitate future consolidation of the east side Paragon Cable franchise agreements without reducing public benefits provided under the current separate agreements; now therefore

IT IS HEREBY RESOLVED that Multnomah County accepts the Task Force Final Report and recommendations dated November, 1992.

DATED this 3rd day of December, 1992.



BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

Gladys McCoy
Gladys McCoy, Chair

REVIEWED:

LAURENCE KRESSEL
MULTNOMAH COUNTY COUNSEL

By *H. H. Lazenby, Jr.*
H. H. Lazenby, Jr.
Assistant County Counsel



DAN SALTZMAN, Multnomah County Commissioner, District One

1120 SW Fifth Avenue, Suite 1500 Portland OR 97204 (503) 248-5220 Fax (503) 248-5440

January 13, 1993

**TO: Board of County Commissioners
Office of the Clerk**

FROM: Dan Saltzman

RE: Library Entrepreneurial Initiatives Team Resolution

The attached substitute (R-14 on 1-15-93 agenda) includes the changes requested by Chair McCoy, Ginnie Cooper and Tanya Collier. The third "Whereas" is deleted. A Commissioner is added to the Team as an ex-officio member. The team composition reference to "utility companies" is changed to "business sector". The Chair, not the Library Director, is requested to solicit ideas from library employees through the existing Fines & Fees Committee.

BEFORE THE BOARD OF COUNTY COMMISSIONERS
OF MULTNOMAH COUNTY

In the Matter of Establishing a) RESOLUTION
Library Entrepreneurial Initiatives Team)
to Propose Ways for the Library to Develop)
Additional Revenue Sources)

WHEREAS, the Multnomah County Library receives most of its funding from the County General Fund; and

WHEREAS, the County General Fund is under a great deal of stress to maintain current service levels for critical services; and

WHEREAS, local governments must look at new ways of doing business and serving the public; and

WHEREAS, there is a need for a Library Entrepreneurial Initiatives Team to develop ideas for alternative (non-tax) revenue sources to reduce reliance of the Multnomah County Library on the general fund.

NOW, THEREFORE BE IT RESOLVED, that the Board of County Commissioners establishes a Library Entrepreneurial Initiatives Team consisting of 11 representatives, appointed by the Chair, from the following areas: current Library Board members (3); business sector (2); Friends of the Library (1); private sector marketing and sales promotion (2); Television/radio sales and national vendor programs (1); library employee (1); general public (1). A member of the Board of County Commissioners shall serve in an ex-officio role.

BE IT FURTHER RESOLVED, that the ideas contained in Attachment A be among the alternatives examined by the team for their revenue potential.

BE IT FURTHER RESOLVED, that the Chair solicit ideas from library employees for alternative revenue sources through the Library's existing Fines & Fees Committee. The library employee on the Entrepreneurial Initiatives Team shall serve as liaison to the Library's Fines & Fees Committee to bring forward their ideas for consideration by the Entrepreneurial Initiatives Team.

BE IT FURTHER RESOLVED, that the Library Entrepreneurial Initiatives Team be staffed by a person on loan from the private sector and/or a library employee, and that none of the Team receive compensation.

BE IT FURTHER RESOLVED, the the Library Entrepreneurial Initiatives Team commence its work by January 25 and present recommendations to the Board of County Commissioners no later than April 25, 1993.

ADOPTED THIS _____ DAY OF JANUARY, 1993

BOARD OF COUNTY COMMISSIONERS FOR
MULTNOMAH COUNTY, OREGON

By _____
Gladys McCoy, Chair

REVIEWED

Laurence Kressel, County Counsel

2755

REVISED 1/13/93

ATTACHMENT A

POTENTIAL ALTERNATIVE REVENUE SOURCES FOR LIBRARY

- 1) Library "gold card", for families or individuals who voluntarily pay an annual fee in exchange for additional benefits. Additional benefits could range from an extra week of checkout time to discounts on purchases at bookstores or other commercial businesses.
- 2) Toll call for library reference line inquiries.
- 3) Establishment of a coffee shop in Central if renovation is funded.
- 4) Provision of sophisticated, fee-based, research services to business. This could include higher access charges for remote access of library computerized database, or providing carrels equipped with computers or other features that allow it to become an independent workstation for professional research.
- 5) Marketing checkout books as advertising medium. Would direct mail marketers and coupon vendors pay to have promotions/discount coupons inserted in loaned books? Over 6 million books were checked out last year.

DRAFT

MULTNOMAH COUNTY
INTEGRATED HUMAN SERVICES SYSTEM PLAN

Revised 11/6/92

INTRODUCTION

In the post Measure 5 era, governments, their supportive agencies, private non-profits and other entities serving the welfare of the community will be called upon to serve an increasingly needy population with diminishing resources. The frail elderly, the homeless, low-and no-income individuals, single parent households, the disabled, adolescents, separated families and extended relationships will find themselves more vulnerable and at risk.

At the local level, county government is the human service agency of last resort. Reductions in revenues, personnel, and service hours have rendered traditional service delivery systems incapable of responding to increasing numbers of persons with multiple problems.

The Multnomah County Board of Commissioners recognized in resolution that:

- Shrinking financial resources will require the County to explore new methods of providing services to citizens,
- The issues and problems facing our communities have changed the traditional roles and responsibilities of government, business, community, and family, and
- The problems and issues of alcohol and drug addiction, child abuse, crime, unemployment, apathy, racial and sexual hatred, inadequate community services, and the changing family and community have the potential to destroy the very fabric of our communities and society.

County departments and divisions already collaborate and coordinate services with a variety of government and private non-profit agencies. This collaboration, however, is often situational, with the effort designed to address a specific service need or to augment local, state or private efforts. The Multnomah County Board of Commissioners has called for a change in how the County responds to these kinds of human needs.

THE INTEGRATED HUMAN SERVICES SYSTEM

In response, the Board of County Commissioners has directed the development of an Integrated Human Services System, including Family Service Centers, for Multnomah County.

The integrated service delivery system to be developed:

- Will have a strong focus on people, with eventual interlocking linkages of policy, fiscal resources and personnel,
- will be flexible, focused on family and individual needs, and coordinated with other local, state, and private non-profit efforts to provide maximum benefits for the client,
- will be an efficient system of delivering effective, high quality services,
- will provide an orderly and focused method for the County to participate in local and state initiatives including the Leaders Roundtable/Partners for a Caring Community project, the state's HB 3188 (Human Investment Strategy), and SB 1099 (Integrated Services) efforts.

UNDERLYING VALUES

The entire system will be driven by a common philosophy of service and common values, including:

- Promoting client independence and empowerment.
- Involving individuals and communities in decisions that affect them.
- Using the least intrusive, least expensive interventions in people's lives that are appropriate to the needs.
- Providing high quality, integrated, timely services with the fewest possible barriers to access.
- Making services and service authorization available as close to the need as possible.
- Encouraging change and innovation to make the system responsive to individual, family, and community needs.

The directors of the Departments of Health, Social Services, and Community Corrections, along with key division managers, formed an Integrated Human Services Planning Team to develop the system.

SYSTEM ELEMENTS

Community Service Districts

Community Service Districts are designed to organize County services as close as possible to where people live. The districts are divided by recognized geographic boundaries. Within each of the districts are social service agencies, schools, private non-profit resources, community policing activities, and other agencies and efforts. County resources within each district are structured to include both contracted agencies and direct County services. Organizing services by districts enables program staff to work cooperatively to serve individuals and families with multiple and complex problems.

Individuals who receive child, youth, individual, senior, family, physical and mental health services will generally be served within a district. This will allow better coordination and follow-up support for the person or family securing services. It should also allow for a better match of service to the specific problem, since the assessment will be conducted in the context of the individual's community or environment. The services will be cost effective, resulting from a higher rate of recovery for the individual and a lesser rate of relapse because of treatment in the context of the community. The integrated service approach will keep the individual in a protected service environment.

Multnomah County will comprise six Community Service Districts: Northeast, North, West, Mid-county, Southeast and East.

Community Service Districts will have common boundaries for all County services. They are not used to restrict residents' access to services, and individuals will retain choice of service locations regardless of where they live.

Common service boundaries have been agreed on by the Department of Health, the Department of Community Corrections, and the Department of Social Services' Aging Services Division, Mental Health, Youth and Family Services Division, Housing and Community Services Division, and Juvenile Justice Division (see Attachment A).

Neighborhood Access

In the Community Service District model, the point of entry into the system may be any number of County offices or provider offices within the community where a person or family can enter and receive assistance. The goal is to provide services uninterrupted at any point along the continuum.

Key elements of a neighborhood access system include:

- Close relationships between all providers of services and the local community.

- A well-publicized and accessible information/Referral system.
- An emphasis on cultural relevance to the community. This includes the availability of bilingual staff and providers where appropriate.
- Intensive cross-training of staff in provider agencies and County programs.

The principles outlined above will be common to all Community Service Districts, but the design of "user friendly" neighborhood access will vary from district to district. Specifics such as responsibility for and "agency location" of the information and referral function, the degree of co-location of services, and cross-training of staff will emerge as part of the district planning process for each district.

District Coordination

In the integrated service system model, each Community Service District will have a coordination function to assure a system-wide response to the community, the individual and his or her family; to work with the agencies, school, families, community policing, sheriff, and other service providers to develop a uniform set of policies and operational strategies; and to assure that there are services adapted to the special needs of the district in addition to the core services available in each district.

The structure of and responsibility for district coordination will evolve over time. At the outset, coordination within each Community Service District will be accomplished through a District Coordination Team (DCT) consisting of, at a minimum, the district or branch managers of each of the participating County Departments and related provider agencies.

The DCTs will:

- Set goals and expected outcomes with community participation specific to the district.
- Develop and implement a "bottom up" process for determining community needs.
- Oversee the development of service integration in the district within the framework of the service integration plan developed by the County.
- Develop district-specific policies and protocols for neighborhood access, staff cross-training, program coordination, case management, client data sharing and client advocacy.
- Develop recommendations for policy and organizational changes.
- Help determine evaluation criteria.

- Serve as a clearinghouse and mediation team when conflicts arise between programs.
- Serve as a linkage to all other planning groups addressing services integration in that district.

Case Management

In each program, a service recipient is usually assigned a primary contact person to call or relate to for services. This could be a nurse, a case manager, a Probation Officer or other. When an individual or family uses more than one County service, the primary staff assigned to the individual for each service will work cooperatively with him/her to assure that services are coordinated. One of them will be the lead contact (referred to as a "Primary Case Manager").

The role of case management in the integrated service system is one of quality control, coordination, counseling, review and referral. The case manager in this system is the traffic coordinator and support agent assigned to a given individual and/or family. The case manager connects the family or individual with the appropriate agencies and other resources.

Those who deliver the services within a district will be actively involved in the creation of the case management model for that district. A cooperative approach, involving consumers, service delivery personnel, neighborhood organizations, and governmental units offers the best means to enhance service delivery through a case management system. The model, therefore, will vary from district to district. The development of the model, as well as the specific operational protocols between departments, divisions, and community providers, will be the responsibility of the DCTs.

Information Sharing

No comprehensive service system or district structure will work without some method to bind the players, coordinate service and information flow, and assess the quality of services provided. A management information system can be the mortar that connects effort and outcome. In the case of individual client or family information, some sharing among providers may be necessary to assure holistic treatment planning and resource allocation.

Development of a management information system for an integrated services model involves complex policy and technical issues. Policy decisions include:

- The purpose of sharing client data (focus on system planning versus individual service planning),
- Resolving the tension between protecting client confidentiality and sharing information between programs, and
- The allocation of sufficient funds to establish and operate a shared data base system.

Evaluation

An evaluation process will be needed to assure accountability, to provide ongoing feedback for program and system improvement, and to determine whether the desired outcomes are being achieved. Program monitoring and evaluation are already a part of many of the services to be included in the integrated service system, and will continue. A more sophisticated evaluation system is needed, however, to measure outcomes and determine the effectiveness of the model.

Unfortunately, this type of evaluation is expensive and is beyond the resources currently available within the County budget. The Integrated Human Services Planning Team will seek new resources in order to implement a comprehensive evaluation process. These might include outside funding and the services of non-county personnel such as a university graduate program.

IMPLEMENTATION

Planning and implementation phases will overlap or occur simultaneously in various Community Service Districts and with other agencies.

PLANNING (INITIAL AND ONGOING)

Integrated Human Services Planning Team (IHSPT):

- Develops overview of the system and draft plan by 10-14-92
- Identifies and analyzes key policy issues
- Appoints work groups to address specific issues
- Appoints IHSPT liaisons to DCTs as they are developed

PHASE I. INTEGRATION OF COUNTY MANAGED SERVICES

Before and during the implementation of the Integration Plan, there will be extensive community involvement to determine what will work for each service district. The contract for the Family Service Centers is projected for Spring, 1993, which will provide several months of discussions and input into the services which are being envisioned for the Centers.

1. Award contract for Family Service Centers.
2. Pilot a service integration model in the Southeast Community Service District.
 - IHSPT appoints a District Coordination Team (DCT)

- DCT develops neighborhood access and case management protocols.
 - Model is implemented with persons who self-select into the service delivery system.
 - Model is evaluated on an ongoing basis.
3. Establish DCTs and begin service integration in other service districts.

PHASE II. INTEGRATION OF COUNTY-CONTRACTED SERVICES AND OTHER SERVICES

Include contracted non-profit providers, police agencies, and others.

PHASE III. INTEGRATION OF STATE AND OTHER SERVICES

Include Adult and Family Services Division, Children's Services Division, Employment Division, Mental Health and Developmental Disabilities Services Division, alcohol and drug programs, Senior and Disabled Services Division, and others.



MULTNOMAH COUNTY OREGON

ATTACHMENT A

DEPARTMENT OF SOCIAL SERVICES
HOUSING & COMMUNITY SERVICES DIVISION
421 S.W. FIFTH AVENUE, SECOND FLOOR
PORTLAND, OREGON 97204
(503) 248-5464
FAX: (503) 248-3332

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

TO: Dr. Gary Nakao, Director
Department of Social Services

VIA: Norm Monroe, Director *CM*
Housing and Community Services Division

FROM: Bill Thomas, Manager *WT*
Community Action Program Office

DATE: August 17, 1992

SUBJECT: Uniform Boundaries for Integrated Service Districts

Pursuant to your direction, a technical committee representing the Department of Health (Jan Wallinder) and effected programs in the DSS Aging (Don Keister and Rosanne Costanzo), Housing and Community Services (Bill Thomas), and Social Services (Rex Surface and Mary Li) Divisions has been convened in order to discuss establishing uniform boundaries for Integrated Service Districts in Multnomah County. This technical committee has developed the following recommendations on boundaries to the DSS Integrated Services Team.

RECOMMENDATIONS:

I. Principles

- A. In general, service district boundaries should be based on "natural" geographical divisions such as rivers, freeways, and major dividing streets which are easily understood by the public.
- B. As possible, boundaries should also be concurrent with census tracts to facilitate assessment and analysis of demographic data.

II. Proposed Boundary Lines

- A. The boundary between Northeast and Southeast service districts should be established at the Banfield Freeway, which is currently used by Community Action, Health, Mental Health, and Youth. This would require Aging Branch boundaries and District boundaries to be moved from Burnside to the Banfield.

Boundaries/P.2

- B. The boundary between North and Northeast service districts should be established at the I-5 Freeway, which is currently used by Community Action, Health, and Youth. This would require Aging District boundaries to be moved from Mississippi and Albina to I-5.
- C. The boundary between Northeast/Southeast and East service districts should be established at 82nd Avenue, which is currently used by Aging, Community Action, Health, and Mental Health. This would require proposed Youth boundaries to be moved from 57th in NE to 82nd in both NE and SE.
- D. The boundary between Mid County and Outer East County service districts should be established at 162nd south to Powell to 174th to Foster Road, which are census tract boundaries currently used by Health. This would require that proposed Youth boundaries be moved from 148th to 162nd.
- E. The boundary between Downtown, Southwest, and Northwest service districts should be established at census tract boundaries currently used for Aging District boundaries, (roughly NW 12th, Burnside, Vista, Canyon Road, SW Broadway Drive, I-405, Ross Island Bridge). This would require that Community Action boundaries for Downtown and SW/NW be moved to Canyon Road, Broadway Drive and Patton.

III. Implementation

- A. These boundary changes should be reviewed with provider groups, and processed through the appropriate Citizen Advisory Boards and Commissions for concurrence.
- B. As contracts will be affected, the timing for implementing these boundary changes should remain at the discretion of effected Divisions, but be no later than July 1, 1993.
- C. The Board of County Commissioners should articulate a policy of establishing uniform boundaries for integrated service districts when Departments or Divisions determine that geographical districts are appropriate for service delivery, but not stipulate how many districts there should be nor require the creation of such districts by a Department of Division if countywide services are deemed to be more appropriate. (Boundaries will now be uniform, though service systems will have different numbers of service districts as dictated by needs and resources; for example, Alcohol and Drug is countywide, while Mental Health has four districts, Youth and Health have six, Community Action has seven, and Aging has eight.)

Boundaries/p.3

- D. A further step in this process should be to enter into discussions with other jurisdictions to seek congruence of their service district boundaries with the County's. In particular, we should seek such agreement with State DHR Adult and Family Services and Childrens Services Divisions. At the same time, we will need to recognize that it probably will not be possible to achieve such agreements with some jurisdictions. (For example, school and high school cluster boundaries bear no relation to natural geographical boundaries or census tracts; County and State programs will continue to work around this lack of congruence in supporting Leaders Roundtable projects.)

IV. Impacts

- A. There will be no impact on Health or Mental Health service boundaries.
- B. There will be minimal impact on Aging Branch boundaries and Community Action boundaries.
- C. The impacts on Aging North, Northeast, and Hollywood service districts will result in some shifting of populations and service dollars, which will need further analysis and processing with providers and PMCOA. It is likely that the Hollywood subdistrict boundary would also need to be moved (only used by Aging).
- D. The impact on the Mid County Youth service district of boundary changes for NE and Outer East offset each other to a large degree, but the impact on the Northeast Youth service district will be significant and will need further analysis and processing with providers and the Youth Services Commission.

cc: Billi Odegaard
Tamara Holden
Jim McConnell
Hal Ogburn
Gary Smith



MULTNOMAH COUNTY OREGON

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

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

November 25, 1992

Commissioner Mike Lindberg
Portland City Hall
Bldg. 131/Room 414

Dear Commissioner Lindberg:

We have received a request from Bob Robinson to consider a resolution urging the Water Bureau to file for pre-1909 water rights on the Little Sandy River for municipal purposes.

It is our understanding that your decision (and success if you do file) will depend on a variety of factors including documentation of a water claim made prior to January 1909 and the seniority of your claim over a documented claim to the same water by PGE.

Considering the legal and technical nature of the subject, we are not inclined to take a position on this issue. Our silence, however, should not be construed as a lack of interest in decisions which will ultimately impact other resources of countywide and regionwide significance.

As you know, the Board of County Commissioners has a long standing commitment to the maintenance and enhancement of Sandy River instream values such as fish, wildlife, recreation and scenic beauty. These values are not viewed as amenities. Rather we see them as fundamental to a sound economy and the quality of life desired by residents of Multnomah County.

The Water Bureau is preparing to initiate the second phase of a process to determine how to best meet the growing demand for water in our region. Consequently, this may be the appropriate time to share some thoughts regarding the process and associated river management issues.

- Metro, PSU and others have provided projections regarding regional population growth between 1990 and 2050. Based on these figures, the Water Bureau has projected how much water will be needed to serve the growing population. We believe that land use planners and policy makers need to know how much growth our water supply can support. Certainly, a desire to see instream values balanced with out-of-stream uses will, at some point, create a constraint to future growth. Quantitative information is necessary to assure informed, rational decisions.

November 25, 1992

Page Two

- One strategy available for accommodating additional growth is efficient utilization of finite water supplies. The Northwest Power Planning Council, BPA, PGE and other utilities throughout the region have recognized the wisdom and benefits of an aggressive energy conservation program. Subsequently, they have selected conservation as the number one supply option for meeting the growing demand for energy.

Similarly, our neighbors in the "water starved" southwest and even in Seattle have realized that water conservation provides opportunities to defer or cancel costly public works projects, conserve energy, reduce withdrawals from strained rivers or accommodate additional growth.

We urge you to make conservation the priority option for this region's water supply needs. Education; rate incentives; water efficient fixtures in new and old buildings, regulation, and research should be aggressively pursued and equitably implemented for all residential and industrial consumers in the region. Where feasible, lower quality water or "grey" water should replace the use of high quality water from the Bull Run for irrigation and industrial purposes.

Conservation should become a way of life, not just an exercise for periods of low precipitation.

- For many years, decisions regarding management of Bull Run water resources were made with no apparent concern for the highly regarded values of the lower Sandy River. To your credit, we have sensed a significant change since you assumed responsibility for the Water Bureau. Hopefully, this positive evolution will continue. Towards that end, we offer our support and assistance in achieving the following:
 - a) Avoidance of additional adverse impacts on Sandy River fish, wildlife, recreation and scenic resources due to the diversion of Bull Run water for municipal purposes.
 - b) A reduction of adverse impacts currently associated with water diversion particularly during the summer months when flows below Bull Run dams are essentially nonexistent. In typical years, flow augmentation may be achieved by reserving a portion of water saved through conservation, or by designing extra capacity in a potential third reservoir for the Bull Run Watershed.
 - c) If a third reservoir is to be constructed in the Bull Run watershed, implementation of management policies which are sensitive to the role of high winter flows in maintaining the complex river structure necessary to support healthy fish populations.
 - d) Restoration of anadromous fish production in the lower six miles of the Bull Run River.

November 25, 1992

Page Three

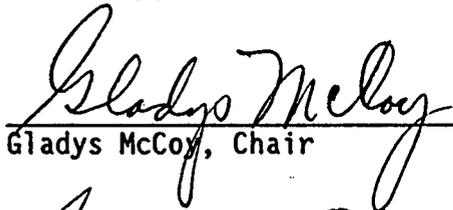
- e) Provision of fish passage facilities and minimum flows for the Little Sandy River to facilitate the reintroduction and restoration of anadromous fish production in this valuable habitat.

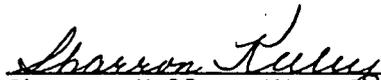
We realize that only accomplishing the above will not achieve the objective of protecting the Sandy's viability as a biologically productive, ecologically functional watershed.

Forest and agriculture practices reforms, land use regulation adjustments and additional progress toward reducing industrial pollution in the lower Columbia will all play a role.

We hope you will join us in a partnership which strives for and insists on land and water stewardship standards which protect public trust resources while providing for sensible and sustainable use of public and private lands and water resources.

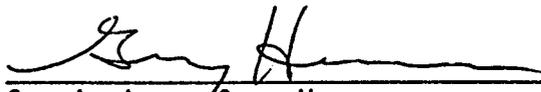
Sincerely,

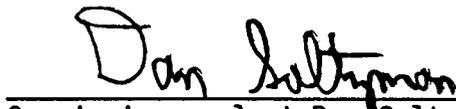

Gladys McCoy, Chair

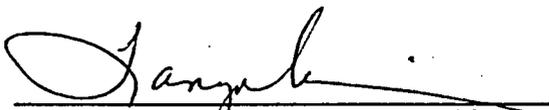

Sharron Kelley, Vice Chair


Commissioner Pauline Anderson


Commissioner Rick Bauman


Commissioner Gary Hansen


Commissioner-elect Dan Saltzman


Commissioner-elect Tanya Collier

cc: Congressman Ron Wyden
Mayor Bud Clark
Mayor-elect Vera Katz
Commissioner Dick Bogel
Commissioner-elect Charlie Hales
Commissioner Earl Blumenaur
Commissioner Gretchen Kafoury
Paul Yarborough

BEFORE THE BOARD OF COUNTY COMMISSIONERS
OF MULTNOMAH COUNTY

In the Matter of Creating a) RESOLUTION
Capital Improvement Fund and)
a Natural Areas Acquisition and) 90-57
Protection Fund and adopting)
guidelines for receipts and)
disbursements)

WHEREAS, the Board of County Commissioners may authorize the sale of unrestricted property and/or improvements owned by the County, and

WHEREAS, it is financially prudent to restrict use of any proceeds received from the sale of unrestricted property for future capital requirements and the acquisition, protection, and management of natural areas, and

WHEREAS, the Board has indicated their intent to relocate certain County functions to a County Government Center, and

WHEREAS, the County's Strategic Plan includes a provision for long range improvement capital planning and for the acquisition, protection and management of natural areas, and

WHEREAS, given the anticipated growth in the region, the need to acquire threatened natural areas is critical now,

WHEREAS, a need will arise for future capital acquisitions or improvements and for the acquisition, management and protection of natural areas, and

WHEREAS, the Board will authorize the development of a Natural Areas plan by the Department of Environmental Services. The Board intends to adopt a Natural Areas plan in 1991.

THEREFORE BE IT RESOLVED, the Board of County Commissioners creates a Capital Improvement Fund and a Natural Areas Acquisition and Protection Fund, and

THEREFORE BE IT FURTHER RESOLVED, the Board of County Commissioners directs that any proceeds from the sale of unrestricted property (not including land swaps) and interest earnings on the deposited proceeds are to be credited equally to the Capital Improvement Fund and the Natural Areas Acquisition and Protection Fund,

THEREFORE BE IT FURTHER RESOLVED, that the only disbursements made from the Capital Improvement Fund are to be related to the sale or purchase of property and/or improvement included in the Capital Plan.

THEREFORE BE IT FURTHER RESOLVED, that the only disbursements made from the Natural Areas Acquisition and Protection Fund are to be related to the acquisition, protection, and management of natural areas included in the Natural Areas Plan adopted by the Board of County Commissioners.

THEREFORE BE IT FURTHER RESOLVED, that the Board will review the use of the funds and the division of money between the funds in five years.



ADOPTED THIS 19th DAY OF APRIL, 1990.

BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

By

Gladys McCoy
Gladys McCoy, Chair

REVIEWED

Laurence Kressel
Laurence Kressel, County Counsel

BEFORE THE BOARD OF COUNTY COMMISSIONERS FOR
MULTNOMAH COUNTY, OREGON

In the Matter of the Adoption of the)
Natural Area Protection and Manage-) RESOLUTION.
ment Plan for Multnomah County) No. 92-102
_____)

WHEREAS, the conservation of natural areas in the urban and rural portions of Multnomah County is critical to maintaining biologically diverse populations of flora and fauna; and

WHEREAS, the protection of natural areas is considered to be an essential element in the quality of life desired by Multnomah County citizens; and

WHEREAS, quality of life is an important aspect of attracting new businesses to Multnomah County and maintaining economic health on a sustainable basis; and

WHEREAS, Board Resolution No. 90-57 established the Natural Areas Acquisition and Protection Fund and called for the development of a plan to guide the expenditure of Fund resources; and

WHEREAS, the Park Services Division has developed a Natural Areas Protection and Management Plan which conveys a county-wide commitment to natural area conservation and identifies opportunities to translate commitment into action; and

WHEREAS, opportunities for public involvement and comment have been provided by the Multnomah County Parks Advisory Committee, the Multnomah County Planning Commission, and the Board of County Commissioners; and

WHEREAS, the Parks Advisory Committee and the Planning Commission have reviewed and approved the Natural Areas Protection and Management Plan;

NOW, THEREFORE, be it resolved that the Board of County Commissioners for Multnomah County hereby adopts the Natural Areas Protection and Management Plan, as amended.

ADOPTED this 4th day of June, 1992.

BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

By Gladys McCoy
Gladys McCoy, Chair



LAWRENCE KRESSEL, County Counsel
for Multnomah County

By Lawrence Kressel
Deputy County Counsel

Meeting Date: DEC 17 1992

Agenda No.: R-3

(Above space for Clerk's Office Use)

JAN 19 1993
B-2

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: Briefing - Citizens Convention

BCC Informal 12/17/92 THURSDAY BCC Formal _____
(date) (date)

DEPARTMENT Nondepartmental DIVISION CIC

CONTACT Carol Ward TELEPHONE 248-3450

PERSON(S) MAKING PRESENTATION Richard Levy

ACTION REQUESTED:

INFORMATIONAL ONLY POLICY DIRECTION APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 30 minutes

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

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

1992 DEC - 8 AM 11:03
MULTI-JURISDICTION COUNTY
OREGON
COUNTY CLERK'S OFFICE

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL *Marie McCarty*

Or

DEPARTMENT MANAGER _____

(All accompanying documents must have required signatures)

CITIZENS CONVENTION DELEGATES

ABRAMS, MARC
ADAMS, ERNEST
ADAMS, JACK
ADAMS, RUSSELL
ADAMS, SHIRLEY
AINSLIE, TINA
AL-SOFI, JOY
ALBACH, RICHARD B
ALBERTS, PHIL
ANTTILA, MARINA
BAKER, JAMES B
BASILIKO, BILL
BATLY, ANNE
BAUER, LINDA
BEEBE, DOUGLAS D
BEIGHLEY, LUCILLE
BELANGER, MARILIN
BENSON, LORETTA
BIRES, MARIANNE
BLAIR, BEVERLY
BLATT, ALICE
BLENKINSOP, PATTI
BOTKIN, MARY
BOUWMAN, MARK L
BOYLES, MARGRET
BRADY, JEFFREY
BREMER, JAMES
BRIM, GENE
BRODERICK, BARBARA
BROWN, HARLEN D
BRUMMELL, CLYDE
BUHRMASTER, SHARON
BUSCH, TOM
CABLE, LAURENCE J
CACERES, CLYDE J K
APRA-SMITH, RAMONA
CASEY, BILL
CASH, FRED
CAWLEY, DARRELL R
CECOTTI, DEANNA
CLARK, ANITA
CLARK, PAULA
CLARK, ROBERT
COLLIER, KAY L
COLLINS, ARLENE
COLOMBO, PHIL
CONGDON, ROGER D
CONNOLLY,
PRICIILLA
COWLEY, SHARON

CRAIG, LINDA
CROPPER, TOM
CURRENT, THOMAS
CVETKO, MARK
CWIK, LARRY
DECOURCY, PETER
DERLAEMINCK, JOE
DERLAEMINCK, JULIE
DEROUCHEY, BILL
DICKMAN, ERIC
DOLL, LORI
DORETY, WILLIAM W
DREYER, PHIL
DUNCAN, JIM
DURTSCHI, KAY
DYSINGER, JANICE
DYSINGER, WILLIAM
EDDY, RODGER
EGLAND, PATRICK
ENRIQUEZ, AGUSTIN
EVANS, HUBERT
EVERS, NEON
FAGERENG, PER
FARRELL, RUSS
FICHTNER, ANN
FISHER, GLORIA
FLOCK, CYNDY
FOXALL, LEIGH ANNA
FRANCESE, ARLEEN
FRANK, CLAIR
FREDRICH, RUTH O
FURMAN, MARC
GARDELLA, PATRICK
GARDNER, DANIEL
GILLILAND, GAIL
GLERUM, NANCY
GLERUM, ROLF
GLYNN, RONALD B
GORDON, DR. JANE
GRAHAM, DOUG
GREENE, BRUCE
GROSVENOR, JOHN
HAMILTON, SHIRLEY
HAMLTON, MEL
HANCOCK, GARY
HARANGI, LASZLO
HARTH, MICHEL M
HEINSON, DAVID
HERMAN, PAT
HERNDON, CHARLES

HESS, MARK
HICKOX, JOHN
HINKLE, LINDA
HITES, RAYMOND
HOLLAND, JACK B
HOLT, MAVIS
HOWELL, WARREN G
HOWLAND, LAWRENCE
HURST, HOWARD
HURST, LOUISE
HUSS, ROSALIE
HUSS, WALTER
IRWIN, JANET
JACKSON, WILLIAM
JACOB, JON
JAROS, EVERETT
JOHANSEN, JAN
JOHNSON, CONNIE
JONES, CARL
KEATON, LAFAYETTE
KIZE, GREG
KNAPP, FRANK
LARSON, SUE
LAUBER, REBECCA
LEGRY, JOHN
LEITNER, BELDA
LEONETTI, FRED
LEONETTI, SHANNON
LEVY, DICK
LITTLE, DAVID
LOWERY, EARL
LUDLOW, SHARON
MACGILLIVRAY, DON
MAEY, JOANN
MARIHART, EDWARD
MARKS, MARTHA S
MARKS, JOHN
MARTIN, ARTHUR H
MARTIN, CHARLES
MARTIN, PRISCILLA
MARTINEZ, YVONNE
MAXWELL, JUDY
MCCOY, DEANA
MCCOY, MARIA
MCCOY, PAUL
MCFARLING, KEN
MCKINNEY, LINDA
MCMULLEN, MARIE
MCMULLEN, SANDRA
MCSWEENEY, JOE

MENELEY, DOUG
MITCHELL, MICHAEL
MONTGOMERY, WM.
MOTSCHENBACHER,
PETER
MUMA, ANDREA L
NELSON, CLINTON
NETBOY, JANE
NICHOLS, DOROTHY
NICHOLS, JOHN T
NIELSON, KARLA
OGAN, DENNIS
OLSON, LAURIE
OSBORN, HARVEY J
PALMER, BOB
PARTIN, LYNN
PAUSTIAN, JEFF
PFENNING, MYRA K
PHILLIPS, STEVEN
PLOCK, GORDON A
POPERT, CLAY
PRAGGASTIS, JOHN
RAIES, MELANIE R
RAMSTEN, JEANNE
REESE, MICHEAL
REPP, CONRAD
RICHEY, DENNIS
RIDINGS, JEAN
RIPMA, DAVID
RITTER, ALMON S

ROBISON, JIM
ROSEBERRY, COLLEEN
ROTH, CARL E
SANTOS, ALLISON M
SCHAFFNER, FRANK
SCHIEWE, GLORIA
SCHLATTER, DAVID
SCHLECHTER,
ROBERTA
SEWELL, ELIZABETH
SHANNON, GABRIEL
SHAUGHNESSY, BRUCE
SHERWOOD, RAY
SILMON, KAY
SIMMONS, ANN
SLATEA, KARA L
SMITH, CLIFFORD
SMITH, JAMES
SMITH, ROBERT M
SPAAN, SCOTT
STEIN, MARC K
STERNS, NELLIE
STOLL, NORM
(HANCOCK)
STOLL, NORMAN
STRAND, JOHN
TEBBS, WILLIS L
TESCHNER, BONNIE
THAW, ARTHUR R
TIMM, CHERYLE L

TODEA, GLORIA
TODEA, OLIVIU
TOLLEN, ROBERTA
TROEN, ROGER S
TRUITT, DALE R
TUKUFU, DARRYL S
VENUTO, CHAUNCE
VERHOEVEN, ANN
WALKER, BETTY
WATKINS, FRANK
WEBSTER, TOM
WELCH, DANIEL C
WHILE, DON
WILLIAMS, JIM
WILLIAMS, LINDA
WILLIAMS, LOREN
WILLIAMS, ROBIN
WITKA, CHRISTINE
WOOD, AARON J
WOOD, JON
WOODBURN, BOB
WOODRUFF, LAURA
WOR, SHIRLEY
WORTHINGTON, JIM
WULZEN, TOM
WYATT, ALISON M
WYATT, SANDRA W
WYRICK, ROBYN
YOUNG, ROBERT
ZIMMER, JUDY

Citizen Convention



Bruce Greene, Chairperson
220 S.E. 102nd
Portland, Oregon 97213
(503) 257-4820 (Ofc.)
289-4153 (H)

November 30, 1992

Chair Gladys McCoy
1120 SW Fifth Avenue, Rm. 1410
Portland, OR 97204

Dear Chair McCoy,

On behalf of the Multnomah County Citizens Convention, I have the great pleasure of forwarding to you the completed document summarizing our activities of November 21, 1992. We are working with the Citizen Involvement Committee to obtain a time certain on your December 10, 1992 Agenda for presentation to the entire Board of County Commissioners.

The enclosed report includes only items passed by vote of the Citizens Convention. At a future date we will be forwarding to you, for information purposes only, a complete compilation of all of the resolutions presented by the various committees of the Convention. Several members of the Steering Committee along with the other elected officers of the Convention plan on attending the meeting of December 10, 1992 and so we are respectfully requesting a time certain for that morning of 9:30 am.

I will be glad to meet with members of your staff or with others working for the Board of County Commissioners to review the materials if you feel that may be helpful. The diverse group which attended the Convention developed many excellent ideas and some which may be of little merit. At the Board Meeting on the 10th of December I will be happy to try to answer any other questions which you or others may have.

We thank you for your consideration and ask that you note, the CIC has been asked to serve as a continuing source of information for you and the public as related to the Convention.

I look forward to meeting with you and the Board.

Very sincerely yours,

Richard C. Levy
Chair, 1992 Multnomah County Citizens Convention

**REPORT
OF
1992 MULTNOMAH COUNTY CITIZEN'S
CONVENTION
NOVEMBER 21, 1992**

STEERING COMMITTEE

**BRUCE GREENE, CHAIR
GLORIA SHIEWE, VICE CHAIR
A. E. BRIM, TREASURER**

**DOUG GRAHAM
CLYDE BRUMMEL
NORMAN STOLL
GAIL GILLILAND
DAVID LITTLE**

**LORETTA BENSON
LAFAYETTE KEATON
PHIL ALBERTS
ALICE BLATT
CHUCK HERNDON**

SUB-COMMITTEE CHAIRS

**KAY DURTSHI
MARC ABRAHMS
JOHN LEGRY
BOB SMITH
JOY AL-SOFI
CHAUNCE VENUTO
GLORIA TODEA
MEL HAMILTON
KATHLEEN SILMON
JIM DUNCAN
DICK LEVY
THOMAS BUSCH**

**LAW ENFORCEMENT AND CORRECTIONS
CONVENTION RULES
ADMINISTRATION / LABOR RELATIONS
MENTAL HEALTH
TAXES AND ASSESSMENT
ROADS AND BRIDGES
ELECTIONS
PLANNING AND ZONING
EDUCATION
WATER, SEWER, FIRE AND ENVIRONMENT
HEALTH AND HUMAN SERVICES
PARKS AND RECREATION**

PRELIMINARIES

The meeting was called to order at 8:10 am by Steering Committee Chairman Bruce Greene.

There was a salute to the flag of the United States of America.

Keynote speaker, Former Governor Victor Atiyeh, spoke to the assembly about cooperation of the electeds and the citizens and challenged the citizens to know what they want from government before they start asking for services.

The recommendations of the Rules Committee were approved with only one change deleting the rule that there would be no tabling of any motions or resolutions.

Officers for the Convention were then elected:

Chairman	Dick Levy
Vice-Chair	Kay Durtschi
Parliamentarian	Darlene Knox
Secretary	Chuck Herndon

CITIZENS CONVENTION

The Citizens Convention was called to order by the Chairman Dick Levy.

Resolutions of the committees were read by the various chairs, who took questions for clarification, during the morning session.

Further questions and discussion on morning session was presided over by the Vice-Chair Kay Durtschi, from 12:30 to 1:30 pm.

Chairman Dick Levy took the gavel at 1:30 for the voting on the resolutions and their amendments, with debate.

Convention adjourned 5:10 pm.

RESOLUTIONS

As amended, with addenda, included.

**RESOLUTION
ADMINISTRATION/LABOR
SUB-COMMITTEE**

WHEREAS the November 21, 1992 Citizens' Convention of Multnomah County was the product of a ballot measure approved by a vote of the people and

WHEREAS many citizens labored many hours to come to the conclusions incorporated in the final report of the Convention and

WHEREAS citizens have the right and responsibility to be directly involved in their own goverance

THEREFORE BE IT RESOLVED that there be created a committee of citizens to carry forward the recommendations of the Citizens' Convention in accordance with the attached proposal.

A RESOLUTION CREATING THE COMMITTEE ON GOVERNMENT REVIEW

Task. The task of The Committee on Government Review (known hereafter as the Committee) shall be to: 1) carry forward those recommendations from the Citizen's Convention, held on November 21, 1992; 2) facilitate, coordinate and affect change in local government services which shall produce cost savings to the tax payer, improve service delivery, protect individual rights, enhance public safety, health, welfare and the livability of the community.

As appropriate, recommendations of the Committee shall be placed before the voters by the most expeditious process after a review by the cities within Multnomah County and the Multnomah County Board of Commissioners.

Time line. Preliminary proposals from the Committee on Government Review should be circulated within two years of its inception. These proposals should receive broad public review for the purpose of revising, amending and/or augmenting the Committee's recommendations. The Committee shall have one additional year to refine its recommendations during which time it will continue to seek public comment. By the end of the third year since the Committee's inception, and through the most expeditious and appropriate process, the recommendations of the Committee shall be sent to the voters for their approval. If the Committee is unable to meet this time line, they may, with the approval of four of the seven governments ie. the SW cities and the county, be granted an extension for an amount of time that seems appropriate to the task which remains to be accomplished.

The Committee's report and/or recommendations may be submitted to the voters in whole or in parts, according to a format which the Committee deems appropriate but shall be submitted for ratification at the next scheduled election after the report and/or recommendations are approved by the Committee.

After the report and/or recommendations are sent to the voters and have been approved or rejected, the Committee shall be dissolved and the Secretary/Treasurer shall be responsible for returning any unspent funds to local governments on the same pro rated basis as they were collected. Any disputes over amounts shall be determined by binding arbitration and paid for by parties to the dispute, excluding the Committee or any of its members.

Goverance. Any and all duties not here assigned to the officers of the Committee shall be the work of the Committee.

COMMITTEE COMPOSITION

Membership of the Committee shall be comprised of: a) the chair of the Citizens Convention Steering Committee; b) the Mayor of Portland or a designated City Commissioner; c) the Mayor of Gresham or a designated City Councilor; d) one representative selected jointly by the city governments of Troutdale, Wood Village, Fairview and Maywood Park; e) the chair of Multnomah County or a designated County Commissioner; f) one representative from the business community appointed jointly by the Chambers of Commerce in Multnomah County and the Alliance of Portland Neighborhood Business Associations; g) one representative from Labor appointed by the Northwest Labor Council; h) two citizens at large appointed by the Citizen's Involvement Committee of Multnomah County; i) one citizen representative of the League of Women Voters, appointed jointly by the chapters in Multnomah County; j) one representative appointed by the Ecumenical Ministries; k) one representative non-elected democrat; l) one representative non-elected republican. The Committee thus constituted shall be comprised of thirteen members each of whom shall be a resident of Multnomah County.

OFFICERS OF THE COMMITTEE

The Chair, Vice-Chair and Secretary/Treasurer of the Committee shall be elected by a majority of the Committee members no later than the third meeting of the Committee. The Chair of the Convention Steering Committee shall act as temporary chair until the election of a permanent chair. No elected government official or designee may serve as Chair or Vice-Chair of the Committee.

DUTIES OF THE CHAIR

The Chair shall be responsible for: calling regular or emergency meetings of the full Committee; setting the agenda, time and place of meetings; creating, appointing and/or abolishing sub-committees that are either permanent or temporary, as may be necessary; managing staff and the office of the Committee, including the power to hire and fire employees, contractors and to select the work site of the Committee; presiding at meetings of the Committee; providing timely notice of meeting in accordance with the Oregon Public Meeting Law; interfacing with media; replacing vacancies of the Committee by notifying the appropriate appointing body or bodies of the vacancy and facilitating a timely reappointment so that the work of the Committee is not impeded. To facilitate communication, the Chair of the Committee may serve as ex-officio member of any sub-committee created and shall be responsible for mediating disputes that occur during the Committee's work. The permanent chair may delegate authority at the chair's discretion.

DUTIES OF THE VICE-CHAIR

The Vice-Chair shall fulfill all the duties of the Chair during the chair's absence or in case the Chair is incapacitated. In case of a permanent vacancy, the Vice-Chair shall serve as Chair.

DUTIES OF THE SECRETARY/TREASURER

The Secretary/Treasurer shall be responsible for keeping the minutes of meetings of the Committee or may delegate the task to staff retaining the responsibility for accuracy of those minutes; shall be charged with oversight of the Committee's budget, making financial recommendations to the Committee and ensuring that the financial practices of the Committee are in accordance with the requirements of the law; shall make quarterly reports to the Committee and assist the Chair in the development of the annual budget to be submitted to the appropriate jurisdictions for funding.

DUTIES OF THE COMMITTEE

Attendance. Any member who is absent more than three consecutive meetings may be removed from the Committee by a majority vote of the members at a regularly scheduled session. The member must be notified; in a timely manner, that action is pending to allow for show of cause.

Quorum. A majority of the Committee shall constitute a quorum for the transaction of business. The Committee may act only with the affirmative concurrence of a majority of its members present at a meeting.

Meetings. The Committee shall adopt Robert's Rules of Order for the conduct of its meetings.

Minutes of the meetings of the Committee shall be kept and accessible to the public upon request. Fees may be levied to cover the cost of such requests.

Public notice of the time and place of the meetings shall be a least 72 hours immediately preceding the meeting for regular meetings and at least 24 hours preceding the meeting in case of a special meeting. Public notice shall mean the posting of information about the meeting in a conspicuous place in the Multnomah County Courthouse and at a place designated by the governing bodies of each of the cities that reside in Multnomah County.

A special meeting of the Committee that is not called by the Chair may be called by a majority of Committee members providing that all members of the Committee are given timely notice.

The Committee may take action on an item not on the agenda if it is deemed an emergency by a majority of those present at a regular or special meeting. However, no action taken at a special meeting becomes the rule of the Committee until it is ratified by a vote of the majority at the next regularly scheduled meeting.

Finances. The Committee shall be responsible for approving the annual budget.

The level of support from public funds shall be sufficient to carry out its mission and shall be a percentage formula based on the amount of general fund dollars available to each city within Multnomah County. In-kind contributions may be substituted in lieu of dollars if a majority of the Committee deem it appropriate. Basic requirements of the Committee are as follows:

- a: one office manager
- b: two clerical staff
- c: printing and postage costs
- d: telephone and utilities costs
- e: cost of office space
- f: office equipment
- g: custodial service dollars
- i: education and research

*The Committee may solicit private funding to supplement public dollars if it chooses.

**The amount of public funds to be expended to underwrite the work of the Committee is capped at \$150,000 per year, but does not preclude in-kind contributions.

The Committee shall approve all unbudgeted expenditures over \$100. With prior notice to the Secretary/Treasurer, the Committee may ask for a review of the financial records at any regularly scheduled meeting and shall make financial records available to the public upon request.

Fees may be levied to cover the cost of those requests.

The Committee shall determine the appropriate level of any and all fees.

We the delegates to the Multnomah County Citizens Convention request that the Multnomah County Citizen Involvement Committee track the progress of Convention-approved Resolutions. When Convention backed resolutions are scheduled for public discussion, we request that the Citizens Involvement Committee notify subcommittee members who may wish to be present at the hearing to speak in support of the resolution.

Resolution

Administration/Labor Relations Committee

We make the following recommendations to all branches of government.

CITIZEN INVOLVEMENT/PEOPLE

1) Take people into account in planning activities, rather than placing theories or technical/financial arguments first.

Citizens deserve and want to be involved at the front end in decision making activities, not simply heard in a "public hearing" at the conclusion of a governmental process.

Government should make every effort to include citizens who hold no vested interest in or have no relationship to matters under discussion on all of its planning groups and should evaluate individual and social impacts before considering other factors.

2) Greater citizen involvement at all levels.

In the sixties and seventies, citizen efforts resulted in creation of citizen advisory committees and public hearings requirements. Many of these creations have been co-opted by the government.

Citizens should be included at the front-end of all government decision making activities as part of the planning group. These citizen advisors should be appointed by independent citizen organizations and not by elected officials or bureaucrats.

3) Create ongoing process for Citizens Convention planning and implementation. The Convention process itself should be restarted once every seven years (perhaps, tied to the Charter Review process). This will provide for regular, periodic citizen review of their government services.

PROCESS

1) Create a process to manage change. Communicate, coordinate, cooperate and consolidate when feasible.

While local governments have separately determined efficiencies and economies, no plan exists for the deliberate consideration of interjurisdictional changes leading to improved services at lower cost. Turf issues prevent a strong collective effort to manage the change process in the public interest.

2) Support zero-based budgeting - eliminate sacred cows, review government activities on a five year schedule for relevance, need, etc.

Each program of local government should be regularly scrutinized for continued relevance. Sunset provisions should apply to every program and functional area. Lack of regular ground up

If a program cannot justify its right to life, it should be terminated.

3) Create economies of scale - don't combine for the sake of combining.

Each service should be reviewed for the optimum service economy and productivity. There is tendency in government as elsewhere, to reach out and "grab" for extra authority, market areas. These impulses are not sensible by themselves, but must be evaluated in light of impact on individuals and communities and the ultimate cost and value of the service to be provided. It is unreasonable to suggest merger of local street services when areas of the county vary so widely in need, but it is reasonable to suggest merger of administrative activities shared by two or more agencies wherever such activities are duplicative in nature.

4) Support the Tax Supervising and Conservation Commission as a citizen managed oversight of government spending, including public corporations.

This existing agency deserves public support and encouragement as the only citizen managed taxing oversight body in the county. Its functions should be encouraged and expanded, with careful attention to the appointment process which should favor citizen nominations over those special interests of government-interested individuals.

It is noted that Governor Robert's Task Force on Local Government Services proposed three public corporations (Roads, Mental Health and Purchasing) which would not be accountable to the TSCC. the citizens Convention takes strong issue to creation of any public entity which attempts to divorce itself from this responsible and responsive public oversight body.

5) Insure government wages and benefits are reflective of local private sector economy, rather than compared with other government examples.

There is a tendency in government bargaining to compare local government wage and benefits scales with "comparable" cities which often include examples from Southern California, Colorado, or Washington, and smaller east coast municipalities/counties.

All things being equal, all things aren't equal in this far flung search for comparable wages and benefits examples. The local private sector economy forms the only valid foundation for local government cost of living discussions. Government would do itself a favor if this apparent anomaly in determining wages and benefits was corrected.

ADMINISTRATION

1) Flatten top of administration in government. Protect service at the street level.

Organizations and departments heavy in administrators and supervisors should be cut back. But, do not cut back the workers who provide the service. Privatize as possible and use.

privatization as a "cudgel" to encourage greater productivity in government workers.

Private enterprise is flattening its administrative hierarchies regularly in the present economic environment. Government, as usual, has been slow to follow this example, preferring to seek new revenue to continue to support poorly evaluated functions and programs.

Look at the layers of management - how many, how full? See when units were created and whether the function is still required. find out what is done and whether it is still important/necessary. combining functions can help to flatten administration as well.

2) "Tell" government to "knuckle down" and do the work. Establish incentives for administrator's performance and penalties for non-performance.

Establish performance guidelines and standards, including regular performance evaluations tied to documentable goals. Follow through on both reward and penalties as warranted. Hold top administrators accountable for performance of their subordinate administrators' performance.

Explore possibility of term limits on administrators. The permanent government vested in the bureaucracy will become more responsive if their leaders are held to a strict standard of accountability based upon demonstrated and documentable performance. but, in any event, no administrator should become so identified with their functional area that they themselves become institutions.

3) Encourage participatory management, including in planning activity.

One method of achieving optimum input in planning and implementing work is to involve all levels of the organization in decision making. Private enterprise is increasingly using this method to achieve greater efficiency and results.

Participatory management is like community policing in its dependence on a philosophical environment to support its success. From the top down, each layer of hierarchy must be included in decision making as an expected and valued resource. Anything less is lip service.

Organizations most often run into difficulty when the decision making is controlled in too narrow a loop - either a single strong willed administrator, or an oligarchy of a few empowered individuals. Such decision loops are constricted and often lack important information which opening the loop would provide.

Oftentimes, the best solution to a given problem is provided by the individual providing the service, not by his or her administrative superior. Information tends to deteriorate as it moves upward through bureaucracies.

4) Clarify jurisdictions - who does what?

Establish and clarify which jurisdiction or department provides each service. Sole source providers are preferred whenever possible to avoid confusion in access and to provide greater accountability. Eliminates duplication and over-lapping of service.

Resolution A began this process, but since it applies primarily to Multnomah County and the cities of Gresham and Portland, Resolution A does not go far enough. It is important that all local governments compare service levels and public need as expressed by their constituencies and then discuss the possibilities of combined, lower cost, improved local services for the benefit of the largest number of citizens, regardless of jurisdictional turf issues.

- 5) Reward workers for improvements, suggestions, savings, etc. Genuine rewards for improvements, savings, etc. should be part of each jurisdiction on going efficiency and economy measures. Too few government jurisdictions acknowledge worker contributions, or encourage them. The workers are a largely untapped source of cost saving and service improvement ideas which are now unused.

VISION

Re-invent local government - if we started from scratch, what would we build.

Local governments should collectively convene a committee to review local government services - in the light of modern technology - to develop models which will most benefit the citizens in providing the public services they require.

This is envisioned as a "think tank" committee utilizing a variety of expertise, including academic, business and professional, citizen and futurist members, as well as, elected officials and bureaucrats.

Local government should be a mechanism for exploring innovations and improvements on a regular basis, but depends instead upon serendipity and the good fortune to occasionally hire innovators. This should be regularized in the public interest to encourage the planned development of new patterns and methods of service delivery.

RESOLUTION CABLE TELEVISION REGULATION

The Citizens Convention recommends that the jurisdictions create, through an intergovernmental agreement, a cable regulatory commission, named the "Consolidated Cable Communications Commission," which would administer and enforce cable television franchise agreements throughout Multnomah County.

The Citizens Convention further recommends the following mission statement for the Commission:

The mission of the Consolidated Cable Communications Commission is to enforce and administer cable television franchise agreements for the Jurisdictions of Portland, Gresham, Troutdale, Fairview, Wood Village and Multnomah County; to oversee contracts for community access television and for other public service obligations of the franchises; and to act as a source of information and advocacy on matters relative to cable communications for the member Jurisdictions and their citizens.

The Commission would have full enforcement authority and would serve an advisory role to the Jurisdictions in franchise issuances, renewals, revocation, extensions, amendments and change in control. The Commission could issue violations and penalties in the event a cable company failed to meet franchise obligations. However, the Jurisdictions would retain discretionary review over those Commission decisions.

RESOLUTION #1
EDUCATION/LIBRARIES SUBCOMMITTEE

Whereas, the quality of life relates directly to the educational background of citizens of a community; and

Whereas, the quality of a community is a direct result of quality education of its citizens; and

Whereas, an education system is only as good as the efforts of its community support; and

Whereas, there is a need for a stable source of funding for education in the State of Oregon; and

Whereas, there is a need for accountability as to the content of the curriculum being taught; and

Whereas, there is a need to raise the achievement levels of our students; and

Whereas, there is a need to have more local community involvement in the education of our children,

Be it resolved that the Multnomah Board of County Commissioners actively pursue legislation efforts at the State level to stabilize funding of schools, encourage community involvement by bringing all of the community (business, safety, neighborhood and human services) together.

Be it further resolved that a program be established that has at least one full time employee with the knowledge and authority to bring elements of the community together to create an atmosphere conducive to learning that is healthy, safe, and stable.

RESOLUTION #3
EDUCATION AND LIBRARIES

Whereas, a community's livability and quality of life are determined by the availability and accessibility of social, cultural and educational institutions; and

Whereas, the public library is an institution that offers all people in this community equal access to information services; and

Whereas, the Multnomah County Library system should be open more hours, be properly staffed and provide enhanced services in a safe and adequate environment,

Be it resolved that the Board of County Commissioners be charged by this convention with the task of providing adequate, stable funding -- from the County General Fund or elsewhere -- for a quality Multnomah County Library system.

RESOLUTION ELECTIONS SUB COMMITTEE

We make the following recommendations to the Multnomah County Elections division.

We urge the County in its capacity to request of the state the necessary legislation required to expand the present system of "vote by mail", a method currently used only for elections other than primary or general. We would like to see the use of modified "vote by mail" system for all elections. As an early transition step, we encourage the County to allow voters to submit their absentee ballots at their respective polling places on election day, rather than submitting them only at the County Election Division.

While in Salem, we think the County should also make the necessary arrangements with the State in order that their respective monies may be combined to create one state/county voters pamphlet, rather than the current publication of two separate pamphlets.

Somewhat more limited to the county's jurisdiction, realizing that input from the State may still be necessary, we encourage the Multnomah county Election Division to expand its use of the United States Postal Service change of address cards for updating voter registration lists. Currently, if a registered voter changes address, the Election Division is informed of the change by the United States Postal Service, the voter is canceled from the registration list and is notified that they must re-register. We feel, as does the County Election Division, that the voter should be automatically re-registered.

Realizing some or all of these suggestions are not original to the Citizens Convention sub-committee on elections, we respectfully submit them as a show of our support to the continuing innovative and technical advances of the Multnomah County Elections Division.

JOINT RESOLUTION
HEALTH AND HUMAN SERVICES SUBCOMMITTEE
and
MENTAL HEALTH SUBCOMMITTEE

Whereas, Multnomah County is the major governmental entity equipped and empowered to deliver health and social services to the residents of Multnomah County; and

Whereas, providing health and social services is crucial to the well-being of the community; and

Whereas, the diverse population has differing needs; and

Whereas, the State of Oregon has proposed recommendations for a tri-county public corporation to administer and provide mental health services;

Be it resolved that: we state our opposition to this plan and instead recommend the Multnomah County Integrated Human Services System. It is our decision that in order for this concept to be successful that members from the community representing the proposed six community service districts be involved in the integrated human services planning team, as well as, any appropriate work group.

Therefore be it further resolved that: In order to meet the needs of residents of Multnomah County, the Board of County Commissioners establish short and long term goals to balance the distribution of revenues, between preventive and treatment programs, in delivery of services in the Health, Social Service and Youth Service areas.

Therefore be it resolved that: Health and Social Services be provided in such a manner as to eliminate duplication of services through; 1) Co-location and/or more intensive use of existing facilities whether owned by the County or not e.g. hospitals, schools and community centers, etc. 2) Implement the Integrated Human Services System.

Therefore be it resolved that: In order to insure quality outcomes for clients of Health and Social Services Departments we propose; 1) Services be provided by Multnomah County employees who are required to meet the highest standards of service. 2) Where special needs occur and Multnomah County cannot provide the services, contracts may be secured and those contractors will be required to employ personnel with the same minimum qualifications as would be required if they were Multnomah County employees. 3) Contractor Performance Evaluations will be conducted on a regular basis with County incentives and sanctions and shall be stipulated as part of the Request For Proposal (RFP) process.

RESOLUTION #1
LAW ENFORCEMENT AND CORRECTIONS COMMITTEE

Whereas, the personal safety and well being of every citizen in Multnomah county is a fundamental right and,

Whereas, the citizens feel that those involved in law enforcement decision making should have the public safety as their highest priority, and,

Whereas, the citizens and police will work together to enhance public safety, and,

Whereas, There will be some initial start up costs, but long run savings and benefits for all agencies in Multnomah County.

Therefore, be it resolved that: The safety of the citizens of Multnomah County will be enhanced by consolidation of all sworn police personnel into one agency under an elected official with a non-partisan board, elected by districts, and a tax base roughly equivalent to the amount currently being budgeted by the agencies being consolidated.

Be it further resolved that: the elimination of redundant efforts by the agencies will have a significant cost saving benefit to the taxpayers.

RESOLUTION # 3
LAW ENFORCEMENT AND CORRECTIONS SUBCOMMITTEE

Whereas, the law enforcement committee recognizes its obligation toward optimum public safety for its constituency; and

Whereas, the committee is cognizant of the public outrage concerning the uncalled for crimes committed by convicted criminals who are set free before their sentenced time expires;

Whereas, the lack of adequate jail space in Multnomah County has been a continuing problem since the closure of Rocky Butte Jail in 1979;

Therefore, be it resolved: That the Citizens Convention proposes to the Multnomah County Commissioners that the number of jail beds sufficient for optimum citizen protection be assigned as one of its top priorities; and

Be it further resolved: That the County Commissioners work with the State to enhance the efficiency and effectiveness of our justice system; and

Be it further resolved: That no jail space be leased to other jurisdictions until all needs for confinement of dangerous criminals from Multnomah County and the cities within Multnomah County are met and maintained.

RESOLUTION # 4
MINORITY REPORT OF
LAW ENFORCEMENT AND CORRECTIONS SUBCOMMITTEE

Whereas, we, as a society, establish laws and institutions to enforce them in order to protect and maintain the public safety and to secure the rights of the individual; and

Whereas, inappropriate, incompetent, and abusive use of authority by police and penal personnel not only harms the person injured, but also undermines the law enforcement agency as a whole and is a burden on the taxpayer in cases where money is paid out to compensate injured parties; and

Whereas, as citizens in a democracy, we delegate the tasks of policing and corrections to public servants, but we retain ultimate responsibility for the policies and actions taken on our behalf;

Therefore be it resolved: That the Citizens Convention calls upon the Multnomah County Commission to establish, and create the structure for, a civilian review board, or boards, to review the policing and corrections functions of the Multnomah County Sheriff's Dept. at present, and, in the event of city-county consolidation or other reorganization, to review whatever agency(ies) may serve those functions for the county in the future.

Be it further resolved that the members of such civilian review board should be appointed from the community by the same elected body that authorizes the law enforcement agency's budget. It shall be the duty of the board to receive complaints directly from citizens regarding alleged misconduct by personnel of the county law enforcement agency and also alleged misconduct by employees of private security companies under contract to the county. The board shall have all of the powers necessary to investigate and review charges. In cases where misconduct is proven, the board shall recommend appropriate discipline. The board may also recommend changes in training or policy.

RESOLUTION #1
PARKS AND RECREATION SUBCOMMITTEE

Be it resolved that any consolidation of the Parks Division Department of Environmental Services for Multnomah County with any government be done with citizen involvement at the decision and negotiation level with at least 3 volunteer citizen participants, and that the end product shall result in a government to run the parks that is readily responsive to its constituents. It is the recommendation of the Convention to the Board of Commissioners that this issue shall be placed before the voters at the first appropriate election; and

Because the Multnomah County Parks Services Division considers the following goal to be vital: to restore and protect the region's natural area systems and connecting corridors; and

Because the region's natural area systems and connecting corridors cross county and political boundaries; and

Because the counties most immediately involved in the region's natural area systems and connecting corridors are Multnomah, Clackamas and Washington counties, thus forming a tri-county region; and because the most effective strategy to manage this region's natural area systems and connecting corridors is through a single managing body that represents all 3 counties, and that has no mission other than to restore and protect the tri-county natural area systems and connecting corridors;

Be it further resolved that Multnomah County examine and work toward the development of a regional park system that will be the cooperative efforts of Multnomah, Clackamas and Washington counties and whose sole responsibility will be to restore and protect this region's natural area systems and connecting corridors.

RESOLUTION #2
PARKS AND RECREATION SUBCOMMITTEE

Whereas, quality and cost effective maintenance of Multnomah County parks and Pioneer Cemeteries is paramount; and

Whereas, employees may be displaced through active budget manipulation to attain said maintenance; and

Whereas, the Exposition Center is a center of relaxation and recreation; and

Whereas, the Exposition Center generates a fiscal base,

Therefore be it resolved, that the Expo Center be turned over to the Park Division of Environmental Services Department and that all displaced employees be reassigned jobs of relatively equal value.

RESOLUTION #1
PLANNING AND ZONING SUBCOMMITTEE

Because:

1) A significant number of private citizens and small business people at issue with the administration of land use, zoning and building requirements could probably have these issues resolved under existing policies, practices and procedures - if they were able to master them.

2) The administration of these laws has become so complicated that many taxpayers they are intended to serve find it impossible to address them in an economical, efficient and effective manner.

Therefore, we recommend a "citizens assistant" function be funded by the County and cities to help the citizen address this labyrinth. This function should be that of a coordinator, organizer and interpreter -- not an adversarial attorney. The goal would be to reduce those tasks to human scale, bite sized chunks and guide the citizen through the process. If relief is not accomplished, the aggrieved should receive a cogent description of the remedial actions left to the aggrieved. We also recommend a separate "hot line" number to be available to the citizenry.

RESOLUTION #2
PLANNING AND ZONING SUBCOMMITTEE

Given that the residents of a locality are the people that are most effected favorably or unfavorably by any changes to that locality, and given that the present zonal procedural system has hurt such people as perceived by these people themselves (e.g. the reassignment of zones from a lower density to high density), and that given that the philosophy of our form of government is one in which the authorities are the servants of the people:

We therefore recommend that 1) Citizen involvement be procedurally encouraged; and 2) public meetings be conveniently scheduled; and 3) Neighborhood associations be timely informed of hearings.

RESOLUTION #4
PLANNING AND ZONING SUBCOMMITTEE

Whereas, the citizens of Multnomah County often encounter uncertainty and frustration in identifying and contacting the governmental entity (or entities) responsible for assisting them in their inquiries and in the conduct of their business, both public and private; and

Whereas, this uncertainty and frustration is due in significant measure to the number of political subdivisions existing within or affecting Multnomah County, and to the division of their responsibilities by geographical boundaries (including Urban Growth Boundaries) which are unknown with precision by the citizens of Multnomah County; and

WHEREAS, the publication of an organizational diagram of the Multnomah county Government (clearly showing services provided by each subdivision and office, and the geographical boundaries within which Multnomah County is responsible for providing such services) would assist the citizens in the making of their inquiries and in the conduct of their business.

Be it resolved that the Multnomah Board of County Commissioners cause to be published an organizational diagram of the Multnomah County Government in a place and in a manner as set forth below for the information, use and convenience of the public:

- (1) The organizational diagram should show:
 - a) the chain or line of responsibility connecting each governmental subdivision or office with any superior subdivision, clearly defining a line of responsibility to the level of the Board of County Commissioners;
 - b) all existing subdivisions, together with their telephone numbers, in the boxes of the diagram;
 - c) a brief description, if feasible, of the functions and responsibilities of each subdivision;
 - d) an 'Information' office or section, with telephone number listed, to assist the public in identifying and contacting the subdivision responsible for addressing the particular concern of the citizen caller;
 - e) the names and telephone numbers of existing Citizen Involvement Organizations, Steering Committees, Advisory Committees and similar entities with a brief description of their functions and responsibilities, as a separate inset on the diagram page;
 - f) the particular responsibilities of the Multnomah County Auditor;
 - g) such other information as shall be deemed of particular use to the inquiring public, and which may be included without interfering with the clarity of the diagram.

(2) Publication, of this diagram, should be made in a place affording its widest possible dissemination and its continuing availability and accessibility over time, considering the means of the County. In descending order of preferred placement, the following placements are suggested:

- a) in the telephone directory for Multnomah County, in the EZ section of the directory. Prominent mention of the publication's location at that place should be made in the usual place of listing Multnomah County offices and telephone numbers;
- b) periodically, in a daily publication in general circulation in Multnomah County;
- c) periodically, in a weekly publication in general circulation in Multnomah County;
- d) periodically, in county publications to be furnished to the public libraries i.e. the *Conduit*, etc.

(3) The organizational diagram should include a detailed map of Multnomah County which clearly and accurately displays the geographical areas within which the County provides services through its subdivisions and offices shown in the organizational diagram. The map should show (by street and road designations for reference) those areas in which the County does not provide services, and should indicate which political subdivision of the State of Oregon (municipality, district, commission, port authority, etc.) is responsible for providing services within those areas. The map should show existing Urban Growth Boundaries, and by explanatory note should indicate the responsibilities of Multnomah County and of other political subdivisions for the provision of services in the various geographical areas displayed by the map. The map should be an integral part of the publication of the organizational diagram.

(4) (a) The organizational diagram and accompanying map should be updated regularly for the accurate information, use and convenience of the public.

(b) Multnomah County should request contributions from municipalities and other political subdivisions of the State existing within or affecting Multnomah County's provision of services in, Multnomah County, to defray costs of publication. The County should emphasize the benefit furnished to such political entities, and to their citizens, in the publication of the diagram and map.

RESOLUTION #1
ROADS AND BRIDGES SUBCOMMITTEE

We recommend that, in making transportation decisions, hereafter, Multnomah County officials can best serve constituents by carefully studying every alternative for fulfilling needs; by calculating all of the costs attributable to adopting each alternative - not merely those costs which up to now have been delegated to the users of each technology. Particular attention should be given to space consumption. Far more extensive applications of railway technology are warranted.

RESOLUTION #2
ROADS AND BRIDGES SUBCOMMITTEE

We recommend that the County continue with an aggressive program for bicycle path construction.

RESOLUTION #3
ROADS AND BRIDGES SUBCOMMITTEE

We recommend that the County coordinate with the City of Portland and the State for the mutual utilization of road equipment to as great an extent as possible.

RESOLUTION #1
TAXES AND ASSESSMENT SUBCOMMITTEE

Whereas, non profit Community Development Corporations in Multnomah County are created for the general good of its citizens by providing medium and low cost housing;

Whereas, Multnomah County receives foreclosed real property that it has difficulty disposing of;

Be it resolved, by the Multnomah County Citizens Convention, that we recommend that real property which has not been sold after its initial auction may be transferred to a non profit Community Development Corporation or non profit Community Land Trust. Such organization must repair and maintain such property in good condition. Such organization must use these properties to provide housing to low or moderate income people and/or families.

RESOLUTION #3
TAXES AND ASSESSMENT SUBCOMMITTEE

Whereas, duplication of services either real or perceived have an economic impact on a community; and

Whereas, multiple layers of government are hardships to companies doing business with the County; and

Whereas, Multnomah County is the umbrella over both incorporated and unincorporated areas; and

Whereas, the Citizens Convention delegates wish to promote the highest standard of livability with the county;

Therefore be it resolved, that all proposals for change shall include a statement of its impact on community growth. This should include a review of how such changes will support or enhance environmental standards; support or enhance public safety and convenience; support or enhance service delivery; support or enhance funding for those services which the community deems necessary and/or desirable.

Proposals for change shall include measurements of accountability; measurements of cost; measurements that show economies and/or efficiencies are achieved by means other than by reductions in the health, safety, welfare or benefits of the workers.

Proposals for change shall be subject to community wide discussion and shall include a process for ratification by the public; and

Be it further resolved that proposals for change shall provide a process for resolving potential conflict among affected parties such as; 1) elected officials; 2) labor organizations; 3) management structures; and

Be it further resolved, that proposals for change shall provide rationale for determining which services are best delivered by which of the three key sectors: 1) public; 2) private; 3) quasi-public; and

Be it further resolved that proposals for change shall contain transition plans for displaced workers. It is the recommendation of the Convention to the Board of County Commissioners that this issue shall be placed before the voters at the first appropriate election.

RESOLUTION #2
WATER, SEWER, ENVIRONMENTAL SERVICES
AND FIRE COMMITTEE

Whereas, the residents of Multnomah County require a reliable, continuous, clean source of drinking water; and

Whereas, the Bull Run Watershed and buffer zone has, until recently, produced a clean, dependable source of water for Multnomah County; and

Whereas, Multnomah County needs to be a participant with the City of Portland to obtain adjudication water rights to the Little Sandy River; and

Whereas, the Oregon Legislature passed an act in 1989 requiring all contested water rights to be in the adjudication process with the Oregon Water Resources Dept. by Dec. 31, 1992;

Whereas, the Portland Water Bureau and its customers are dependent on the Bull Run Watershed as the only reliable water source; and

Whereas, the Bull Run Watershed is made up of the Bull Run River, its tributaries, and the north and south fork of the Little Sandy River, and was set aside by presidential proclamation in 1892 as the public domestic water source; and

Whereas, Portland water users cannot rely on the Columbia and Willamette Rivers or the East County well system as a dependable source of water because of radioactive and chemical contamination; and

Whereas, Multnomah County has an obligation to protect its residents from growth that destroys our ability to plan for adequate use of our natural resources which are vital to our livability; and

Whereas, Portland General Electric Co. had made known its intent to obtain control of the Little Sandy River water rights by adjudication proceedings; and

Whereas, Multnomah County must limit growth and strictly enforce urban growth boundaries to conserve and protect our drinking water supplies; and

Whereas, our congressional representatives, city council commissioners, and the Governor of Oregon have all supported the need to protect our water supply; and

Whereas, the Little Sandy River is an obtainable supply of clean water; and

Whereas, time is of the essence to obtain the water adjudication rights from the State of Oregon Water Resources Dept.; and

Whereas, the deadline to obtaining water adjudication rights from the State of Oregon Water Resources Dept. is Dec. 31, 1992;

Whereas, to ensure the livability and to protect the lifestyle of our Multnomah County residents, now therefore,

Be it resolved by the Multnomah County Citizens Convention, that we, the citizens of Multnomah County, present this mandate: To take the necessary steps, in cooperation and coordination with Federal, State, and the City of Portland, representatives, by condemnation, acquisition, legislation or ordinance to acquire the Little Sandy River water rights and any other reliable, pristine water source for the citizens of Multnomah County.

RESOLUTION #3
WATER, SEWER, ENVIRONMENTAL SERVICES
AND FIRE SUBCOMMITTEE

Whereas, urban natural areas wildlife habitat and open spaces are essential to our quality of life; and

Whereas, the State has directed through land use planning goals numbered 1, 5, and 8 the creation and maintenance of habitat, natural areas and recreational lands; and

Whereas, the opportunity presents itself now, prior to the population increase of the Metro 2040 plan; and

Whereas, interest rates are at a low point and the Metro Charter has been approved, the timing to introduce a small bond measure is soon; and

Whereas, the Metropolitan Service District already has a regional "Greenspaces" plan enacted; now therefore,

Be it resolved by the Citizens of Multnomah County, that the Board shall take and/or endorse any and all reasonable steps to acquire, zone or in any other way facilitate the creation of urban natural areas: re. County ordinance #90-57. To educate the public on these issues. To work with the State, Metro, and City governments to develop a regional approach to parks, habitats, and natural areas. And to consider the possibility of consolidating the Parks Division with the Metropolitan Service District.

Be it also resolved, that any consolidation of the Parks Division of Department of Environmental Services with METRO, be done with citizen involvement at the decision and negotiation level with at least 3 volunteer citizen participants.

ADDENDUM

#1

PARTICIPANTS

ADDENDUM

#2

RULES OF CONVENTION

PROPOSED RULES
OF THE CITIZENS CONVENTION

Rules Committee:

Marc Abrams, Chair
Thomas Current
Conrad Repp
Robert Tollen
Jim Williams
Robin Wyrick

Schedule:

The Rules Committee submits the proposed schedule: Registration can occur concurrently with other actions, and shall commence starting at 7:30 a.m.; commencement of the keynote address at 8:00 a.m.; presentation of the rules from 8:20 to 8:35; election of convention officers consisting of a chair, vice-chair, secretary and parliamentarian from 8:35 a.m. to 9:00 a.m.; committee resolutions at 9:00 a.m. until 11:30; lunch from 11:30 to 12:30; 12:30 to 1:30, "open mike" period; 1:30 through 5:00, reports discussed including discussion of all proffered amendments (for procedure regarding amendments, see next section).

Accordingly, the agenda looks as follows:

Registration	7:30 - 9:00
Keynote Speaker, Vic Atiyeh	8:00 - 8:20
Rules of Convention	8:20 - 8:35
Election of Officers	8:35 - 9:00
Committee Resolutions/ Initial Reports	9:00 - 11:30
Lunch	11:30 - 12:30
Open Mike ^{1/}	12:30 - 1:30
Committee Resolutions/ Amendments and Enactment ^{2/}	1:30 - 5:00

^{1/} Delegates to make comments of no more than two minutes (which may be lengthened or shortened by the Chair to accommodate microphone demand) about any issue germane to the reports from the morning.

^{2/} The following procedure is suggested for the afternoon session: Reports will be taken one at a time. They will be presented, followed by any minority report and amendments, before any discussion. The report and certified amendments are before the body without formal motion or second. The Chair will set the time for that report. At the end of such
(continued...)

- F. Discussions shall be by alternating speakers in favor and opposing any proposal or amendment. Microphones shall be labeled "pro" and "con," with, perhaps, a third microphone for procedural matters. Discussion shall continue only so long as there are both pro and con speakers. At any point at which one side of an issue no longer has any speakers, debate will cease and a vote will take place.
- G. Delegates may wish to amend Amendments. Because their intent can usually be achieved by submitting an original and timely Amendment, this procedure should only be allowed if, before any such discussion, 35 delegates indicate, by standing when so requested by the Chair, that they support the proposed sub-amendment.
- H. There shall be a general guideline of two minutes per speaker. The Chair shall have the authority to set tighter limits or to waive limits in the Chair's discretion.

These procedures will facilitate the swift progress of the convention while allowing the fullest possible debate given the time constraints involved.

DATED: November 17, 1992

Respectfully submitted,



Marc Abrams

ADDENDUM

#3

ORDINANCE CALLING FOR CONVENTION

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BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON
ORDINANCE NO. 714

An ordinance adopting and referring to the people legislation to create a Citizens Convention.

Multnomah County ordains as follows:

SECTION 1. PURPOSES.

A. There remains a great deal of public skepticism and apathy about the performance of local government in Multnomah County.

B. There is a need for citizens of Multnomah County to review and evaluate the delivery of services of all governments within Multnomah County in an effort to provide the greatest efficiency and avoid costly duplication of governmental services.

C. A Citizens Convention offers the opportunity to return government to the people and provide residents a direct role in shaping their future governments and services within Multnomah County.

D. It is important that the recommendations of the Citizens Convention truly reflect the needs and desires of the citizens of Multnomah County. It is the intent of the Board to respect the independence of the Citizens Convention as well as the Citizens Steering Committee which will set up the Citizens Convention.

E. The Board is well aware of economic constraints within the County. It is the Board's intention for private sources to pay for

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1 the expenses of this process as fully as possible and that no
 2 taxpayer dollars be spent on this citizen effort, with the
 3 exception of validating the petitions required in Sections 2 and 3
 4 below by the Elections Division, and with the exception of
 5 providing -- if requested by the Citizens Steering Committee --
 6 surplus space and equipment as shall be available and potentially
 7 paying the pro-rata share of an election, if required under
 8 Section 4.

9 SECTION 2. PROVISIONS TO CREATE A CITIZENS CONVENTION.

10 A. CITIZENS STEERING COMMITTEE.

11 1. A Citizens Steering Committee (CSC) is hereby authorized
 12 to convene a Citizens Convention to be held during 1992,
 13 as determined by the CSC.

14 2. The CSC shall consist of volunteer members who are
 15 residents of Multnomah County. They shall be appointed
 16 by the Chair and approved by the Board, under the process
 17 of Section 3.70 of the Multnomah County Home Rule
 18 Charter, no later than July 1, 1992, in the following
 19 manner:

20 (a) One member from each of the nine Oregon State
 21 senatorial districts in Multnomah County shall be
 22 selected from a list of four names provided by each
 23 of the political party organizations, as defined in
 24 ORS 248.006, in each of these senatorial districts,
 25 but not more than five shall be from any one
 26 political party.

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1 (b) Up to four at large members shall be selected from
 2 persons who submit petitions to the Elections
 3 Division bearing at least 100 signatures of
 4 registered voters of Multnomah County. Each county
 5 resident may sign one such petition. The Board
 6 will make every reasonable effort to reflect the
 7 diversity of Multnomah County, including
 8 consideration of residents who are independent
 9 voters.

10 (c) Employees or elected officials of Metro, any
 11 county, or any city, are ineligible to serve on the
 12 Citizens Steering Committee.

13 B. The Citizens Steering Committee shall select its own
 14 officers, plan for and call a Citizens Convention to be
 15 held during 1992, and prepare and present proposals to
 16 the Citizens Convention. All meetings of the Citizens
 17 Steering Committee shall be open to the public. The
 18 Citizens Steering Committee may extend any deadline
 19 contained in this ordinance.

20 SECTION 3. CITIZENS CONVENTION.

21 A. The delegates to the Citizens Convention (CC) shall be
 22 selected by the Citizens Steering Committee no later than September
 23 15, 1992. The CC delegates shall be volunteers who are residents
 24 of Multnomah County. They shall be selected in the following
 25 manner:

- 26 1. One delegate from each precinct in Multnomah County for

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1 the precinct boundaries in effect on May 19, 1992
 2 (approximately 349 members), to be selected from nominees
 3 from each precinct provided by each of the political
 4 party organizations, but not more than 175 of the total
 5 selected shall be from any one political party. Any
 6 nonprofit organization may also submit suggested
 7 delegates to the political party organizations.

8 2. Members at large, up to a total convention membership of
 9 500, to be selected from Multnomah County residents who
 10 submit petitions to the Elections Division bearing at
 11 least 25 signatures of registered voters of Multnomah
 12 County. Each registered voter may sign one petition.
 13 The Citizens Steering Committee will make every effort to
 14 reflect the diversity in this County. The Chair and
 15 other officers of the Citizens Convention shall be
 16 elected by the Citizens Convention pursuant to rules
 17 adopted by the Citizens Steering Committee.

18 B. The Citizens Convention shall review and evaluate
 19 proposals submitted by the Citizens Steering Committee and by the
 20 members of the Convention concerning the delivery of governmental
 21 services, and the Convention Chair shall deliver in writing the
 22 recommendations adopted to the Board of County Commissioners for
 23 implementing ordinances not later than December 31, 1992. Meetings
 24 of the Citizens Convention shall be open to the public.

25 SECTION 4. BOARD ACTION FOLLOWING THE CONVENTION

26 A. Within thirty days of receipt from the Chair of the

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1 Convention of each Convention recommendation that requires state
 2 legislative action, the Chair of the Board of Commissioners shall
 3 transmit these recommendations to the Multnomah County members of
 4 the Oregon Legislative Assembly and to the Governor of the State of
 5 Oregon.

6 B. Within ninety days of receipt from the Chair of the
 7 Convention of each Convention recommendation that requires County
 8 legislative action, the Board of Commissioners shall either refer
 9 the legislative action to the voters, adopt the recommendation, or
 10 pass a Resolution containing findings that the recommendation will
 11 not improve the efficiency, economy, or effectiveness of the
 12 delivery of governmental services within Multnomah County.

13 C. Within 30 days of receipt from the Chair of the Convention
 14 of each convention recommendation that requires action by other
 15 units of local government, the Chair of the Board of Commissioners
 16 shall transmit these recommendations to the appropriate governing
 17 bodies of such local government units.

18 SECTION 5. REFERRAL.

19 A. Sections 1-4 of this ordinance shall be submitted to the
 20 voters of Multnomah County at the election to be held May 19, 1992.
 21 The ballot title and voters' pamphlet statement for the measure
 22 shall be substantially in the form attached to this ordinance as
 23 Exhibits 1 and 2.

24 B. Multnomah County Code MCC 4.51.070(B) authorizes the Board
 25 to call an election on a referendum of County legislation less than
 26 90 days after the Board's order calling the election if it has been

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1 demonstrated that the public interest would be harmed by waiting
 2 the full 90 days. The Board finds in this instance that the public
 3 interest would be harmed by waiting for the full 90 days because a
 4 November election to start this process would not allow the
 5 recommendations for state legislative action to reach the state
 6 legislature in time for the start of the 1993 legislative session
 7 and because a special election during the summer would shift county
 8 general fund dollars away from other programs.

9 ADOPTED this 19th day of March, 1992.



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 11 By Gladys McCoy
 12 Gladys McCoy, Chair
 13 Multnomah County, Oregon

14
 15 By Laurence Kressel
 16 Laurence Kressel, County Counsel
 17 for Multnomah County, Oregon

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Jim Duncan
3454 NE 35TH PLACE
PORTLAND, OR 97218

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