

BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

| | | |
|--|---|------------|
| Resolution of Intent approving process for |) | |
| the evaluation of city-county consolidation, |) | RESOLUTION |
| including functional consolidations, the |) | 97-97 |
| creation of a Consolidation Task Force, and |) | |
| completion of a Threshold Study |) | |

Resolution to declare Multnomah County's intentions to evaluate overall consolidation of Multnomah County and its cities starting with three basic options: (1) the cities of Portland, Gresham, Troutdale, Fairview, Wood Village, and Maywood Park are eliminated and merged with Multnomah County into a single consolidated City-County government, (2) only the City of Portland and Multnomah County are consolidated while residents of all other cities remain in their city for city purposes and the City-County for County purposes, and (3) the unincorporated rural, and incorporated areas east of the City of Portland form a separate county.

WHEREAS, Measure 47 budget cuts will reduce the capacity of cities and Multnomah County to deliver desired levels of service to residents; and

WHEREAS, public response to Measure 47 budget reductions has suggested looking for economies in existing separate cities/county functions, through service improvements, joint planning and/or consolidation of the existing units of government; and

WHEREAS, a spirit of collaboration between Multnomah County and the City of Portland has already resulted in many joint efforts including domestic violence reduction programs, citizen surveys, program audits, business tax collection, public school funding support, workforce development, homeless shelters/facilities, law enforcement, affirmative action, youth and aging services, the Portland Multnomah Progress Board, Metropolitan Human Rights Commission, the Bureau of Emergency Communications, the Office of Cable Communications and Franchise Management and regional arts and facilities support; and

WHEREAS, consolidation could result in financial and service delivery benefits and a less costly governance structure by avoiding inefficient use of tax dollars on duplicative administrative services; and

WHEREAS, consolidation could achieve greater economies of scale in the purchase of goods and services; and

WHEREAS, consolidation could improve programs and services by combining efforts to focus on community issues and by strengthening the accountability of local government; and

WHEREAS, consolidation could offer citizens a more understandable form of government and the opportunity to have one set of elected officials make priority decisions on the needs of city and county residents; now therefore

IT IS HEREBY RESOLVED that Multnomah County declares its intent to join with the Cities of Portland, Fairview, Gresham, Maywood Park, Troutdale, and Wood Village (1) to objectively evaluate the impacts of overall consolidation on the County and cities, and (2) to proceed with the merger of selected local government functions where feasible; and

IT IS FURTHER RESOLVED that it is requested that the Mayors of Gresham and Portland and the County Chair coordinate with the Mayors of Fairview, Maywood Park, Troutdale, and Wood Village to present at a joint meeting of the above mentioned governing bodies by mid-July, 1997 recommendations on priority areas and time lines for service improvements and/or merging selected local government functional areas.

The County Chair, Mayors, and elected officials will follow the process outlined in Attachment A. They are requested to give priority consideration to those functions indicated on the attached matrix (Attachment A). Although the time lines for individual functional areas might differ, it is expected that each will have a detailed work plan and time line; and

IT IS FURTHER RESOLVED that Multnomah County agrees to participate in completing a Consolidation Threshold Study that provides citizens and decision makers with an accurate analysis of the merits of consolidation by identifying potential impacts over the next five years on costs, revenues, programs and services.

Multnomah County asks that the Consolidation Threshold Study include a recommendation of whether or not to proceed with overall consolidation under the process prescribed in the Oregon Revised Statutes Chapter 199 based on three options : (1) the cities of Portland, Gresham, Troutdale, Fairview, Wood Village, and Maywood Park are eliminated and merged with Multnomah County into a single consolidated City-County government, (2) only the City of Portland and Multnomah County are consolidated while residents of all other cities remain in their city for city purposes and the City-County for County purposes, and (3) the unincorporated rural, and incorporated areas east of the City of Portland form a separate county.

The City of Portland and/or the Multnomah County Board of Commissioners, by February 6, 1998, will decide whether to accept or reject the recommendation of the Consolidation Threshold Study and to proceed with overall consolidation.

Multnomah County, in coordination with the Cities of Portland, Fairview, Gresham, Maywood Park, Troutdale, and Wood Village authorizes the creation of an eleven-member Threshold Task Force, to supervise the work of an outside consultant and the staff of each jurisdiction, to complete the Consolidation Threshold Study by January 5, 1998.

The Threshold Task Force will:

1. Supervise the outside consultant and local staff to complete a Consolidation Threshold Study that a) reviews studies from all previous consolidation attempts; b) analyzes subsequent or new organizational, budget, programmatic, and operational impacts to the cities and County; and
2. Answer the priority questions identified by each local government, with particular emphasis on financial questions; and
3. Propose legislative changes necessary for implementing the Study recommendations; and
4. Consist of citizens appointed by the following jurisdictions no later than June 30, 1997:
 - 1 citizen - appointed by the Portland City Auditor;
 - 1 citizen - appointed by the Multnomah County Auditor;
 - 1 citizen - appointed by the Multnomah County Sheriff;
 - 1 citizen - appointed by the Multnomah County District Attorney;
 - 1 citizen - appointed by the Multnomah County Tax Supervising and Conservation Commission;
 - 2 citizens - appointed by the Multnomah County Board of Commissioners, one of whom must be a representative from the unincorporated area of east county;
 - 2 citizens - appointed by the Portland City Council;
 - 1 citizen - appointed by the Gresham City Council;
 - 1 citizen - appointed by the City Councils of Fairview, Maywood Park, Troutdale, and Wood Village;
5. Hold public hearings to receive feedback on their draft findings;
6. Issue recommendations whether or not to proceed with consolidation based on one of the three options and their analysis of its impacts on finances and programs.

As part of the work of the Threshold Task Force, Multnomah County authorizes the issuance of the attached request for proposals (attachment B) for consultant services financed by private sector contributions to help prepare the Consolidation Threshold Study. Multnomah County assumes that the consultant's work on the threshold study will be entirely paid for with private contributions and will be completed by January 1, 1998. Multnomah County agrees to assist the City of Portland in raising the private sector funds for the study. No contract to complete the threshold study will be awarded until sufficient private contributions are in hand to pay for its entire consultant costs.

Multnomah County agrees to hold joint public hearings with the City of Portland and the Mayors of Fairview, Gresham, Maywood Park, Troutdale, and Wood Village after issuance of the threshold study report to publicize its findings and obtain public comment on it.



APPROVED this 15th day of May, 1997.

BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

Beverly Stein, Chair

REVIEWED:

SANDRA N. DUFFY, ACTING COUNTY COUNSEL
MULTNOMAH COUNTY, OREGON

By: 
Sandra N. Duffy, Acting County Counsel

Resolution of Intent

ATTACHMENT A: Functional Areas to Consider for Consolidation

As per April 28, 1997 Memorandum "Functional Areas to Consider for Consolidation" (To Multnomah Board of County Commissioners, Portland City Council, Sheriff Dan Noelle, Auditors Gary Blackmer and Barbara Clark, District Attorney Mike Schrunk, Mayor Gussie McRobert, Gresham, Mayor Donald Robertson, Wood Village, Mayor Roger Vonderharr, Fairview, Mayor Paul Thalhoffer, Troutdale, and Mayor Jeffrey Steffen, Maywood Park)

REVIEW PROCESS AND TIMELINE

APRIL 22 City Council and County Board, in consultation with Mayors of other cities, selected policy areas to pursue. List reviewed with East County Mayors to determine what role they want to play in workgroups.

APRIL/MAY City or County Convenor (see chart) will select and convene workgroup to begin a process to determine how to improve service and/or save public resources in the policy area. Workgroup will review past studies that impact their area.

JUNE 13 Convenor recommends to Chair and Mayor priority areas for action (if not already decided), timelines, and whether any actions can be taken as part of the 1997-8 budgeting processes.

Early JULY Chair and Mayor return to the City Council and County Board with recommendations on priority areas and timelines.

JUL/AUG/SEPT

Lead officials work with management to develop recommendations concerning whether a merged department, a new agency, or additional intergovernmental agreements are recommended, the rationale for that decision, what service improvements or cost savings can be expected, and why. A process to gather citizen, employee, and other stakeholder input should be developed, if appropriate. If a merged department is appropriate, the elected officials and managers should consider the following in making a recommendation concerning which jurisdiction would direct the service:

- recognition of organizational strengths and customer service
- relative size and service growth potential of current operations
- customer satisfaction with current services
- past study information about savings
- achieve balance between city and county to make politically viable
- minimize adverse impact on related systems .

OCT 15 Convenor will report to Chair and Mayor concerning the current status of their work.

NOV 15 Chair and Mayor will report to the City Council and County Board on their overall recommendations based on the work of the workgroups. Chair and Mayor will review recommendations for consistency, balance, and overall impact on the citizens, employees, and organizations.

ATTACHMENT A: Functional Areas to Consider for Consolidation

| GOVERNMENT FUNCTION | BACKGROUND AND COMMENTARY | LEAD POLICY OVERSIGHT RESPONSIBILITY (CONVENOR IN CAPS) |
|--|---|--|
| Workforce | A new policy structure involving Portland, Multnomah County and Washington County is being developed. Other functions of these governments may be included. | KATZ, STEIN, PETERS Williams, Petersen, Zelnys |
| Community Building | A comprehensive community initiative which draws on the physical, human, and social assets of communities and combines strategies and resources to better build the capacity of communities to create strong communities and healthy families. | STEIN Hansen; Francesconi, Kafoury Poe, Linn |
| Domestic Violence and Homeless Singles Shelter | County is the primary provider of domestic violence services for shelter, counseling, transition support. City will continue involvement through police and shelter/housing construction. City has had lead policy planning for homeless singles. Need to coordinate facilities and service funding decisions | Hansen, KAFOURY Poe, Rudman , Rollins |
| Housing | Both governments would like to respond to the Joint Audit recommendations will improved service delivery | Kafoury, HANSEN, McRobert Rudman, Poe, Corn. Action Co. |
| Recruitment and Training | Goal of more efficiently advertising positions through expanded outlets and approaches. Can offer a greater variety of more convenient offerings jointly; City can benefit from County's RESULTS training work. | KATZ, Stein Grewe, Deardoff, Gates, Stump, McMillan |
| Employee Benefits | Study to determine economies in larger volume provision of benefits | SALTZMAN, Katz, Grewe, Risk M'g't; Gates, McMillan |
| Information Services | County has taken lead in Strategic Planning and implementation of plan. Move in phases, starting with joint data center. Movement beyond data center may not be warranted given City's strategic planning process and internal customer concerns about current support. | STEIN, Katz Gates; Grewe; McCall |
| Facilities | Consistent with recommendations of previous study. County operates wider range of facilities. County already doing some contract work for Metro and City. Requires mergers within City. Major benefit in long term planning and implementation of community building plan. In the short term, County may propose an expanded series of intergovernmental contracts. | Saltzman, FRANCESCONI Kish, Nicholas, DiLoreto |
| Fleet ; Distribution and Printing; Electronics | Subjects of previous study. County has proposal for expanded series of intergovernmental agreements. | SALTZMAN, Francesconi Kish, Nicholas/Guiney , McCall |
| Emergency Management | Continuation of effort. | COLLIER ; Kafoury ; McRobert Gilsdorf, Wall, Parrott |
| Information and Referral | Revive past efforts. Consider joint agency for multiple governments | Stein, HALES Gates, Linn, McCall |
| Urban Planning | City has scale of operation to assume planning for urban, unincorporated areas; inclusion of rural areas would raise issues of representation, training, expertise of planners. County major service improvements need to be maintained. Fee structures made consistent. | Hales, KELLEY , McRobert, Thalhofer Knowles, Busse |
| Transportation/Bridges | Consider impact of potential new revenue on city(ies)/county system. Opportunity to address unfunded liabilities on bridges. No BM 47 savings, but potential efficiencies. | COLLIER, Hales, McRobert, Thalhofer. NE Cities ? Nicholas, Trader, DiLoreto |
| Law Enforcement /Selected Functions and Levels of Service in East County | Consider City of Portland assumption of west side patrol and river patrol. Review options for Gresham and NE Cities and the Sheriff to achieve desired level of enforcement. | Local Public Safety Council STEIN, KATZ, McRobert, NE Cities Noelle, Moose, Giusto |

Consolidation Threshold Study
Cities of Fairview, Gresham, Maywood Park, Portland,
Troutdale and Wood Village and Multnomah County, Oregon

Request for Proposals

Project Background

The impacts of State Ballot Measure 47, a statewide property tax reduction measure, the increasing urbanization of Multnomah County and a desire to reduce the costs of providing services and improve service quality by unifying local government efforts have led to local discussions about consolidation

The Portland City Council and the County Board of Commissioners, working with the cities of Fairview, Gresham, Maywood Park, Troutdale and Wood Village (see attachment A for a background description of each jurisdiction), are considering consolidation of local cities (or selected cities) and the County government within the next three years.

The cost of the proposed threshold study will be paid for with private contributions that must be obtained prior to the award of any consultant contract.

Consultant Services Requested

The participating jurisdictions have appointed a citizen Threshold Study Task Force to select and supervise the work of local staff and an outside consultant experienced in analyzing consolidations of local governments to complete a consolidation threshold study. The threshold study will build upon a review of the pertinent analysis already completed in the affected jurisdictions, other local government consolidation efforts, and the impacts of completed local functional consolidations.

Desired Outcomes

The desired outcome of the threshold study is to provide decision makers with an accurate analysis of the merits of consolidation by identifying potential impacts over the next five years on costs, revenues, programs and services.

The threshold study will focus its analysis in two areas.

First, in addition to identifying overall impacts, a detailed analysis of the potential impacts of consolidation is desired for functions likely to be most directly impacted by a city/county consolidation. The areas could include public safety, housing and homeless services, workforce, community and economic development, administrative support services, neighborhood/citizen involvement, planning, transportation, auditing, legislative, and legal.

Second, the study should present a thorough and comprehensive analysis of the impacts of

consolidation on overall costs, revenues, programs and services to each local jurisdiction based on three options : (1) the cities of Portland, Gresham, Troutdale, Fairview, Wood Village, and Maywood Park are eliminated and merged with Multnomah County into a single consolidated City-County government, (2) only the City of Portland and Multnomah County are consolidated while residents of all other cities remain in their city for city purposes and the City-County for County purposes, and (3) the unincorporated rural, and incorporated areas east of the City of Portland form a separate county.

As described by the cities and County resolution of intent authorizing this request for proposals and establishing the Threshold Study Task Force, local staff and the selected consultant will: (1) review studies from all previous consolidation attempts, (2) analyze subsequent organizational, budget, programmatic, and operational impacts to the cities and County, (3) hold public hearings to receive feedback on their draft findings, and (4) issue recommendations whether or not to proceed with consolidation based on one of the three options and their analysis of its impacts on costs, revenues, programs, and services.

It will be the responsibility of the consultant, under the supervision of the Threshold Study Task Force, to survey the governing body of each jurisdiction to prepare a detailed list of questions up-front to be answered by the threshold study. Some of the initial questions that have been identified include:

- What are the financial impacts on tax revenues in Multnomah County should the smaller cities and unincorporated areas form their own county?
- What are the potential changes in the tax burden on the remaining citizens of the County and City to pay for County services at current levels?
- What are the costs of bringing Portland and County employee salaries and benefits to “par”?
- What are the effects of consolidation on the method of allocating assessed value?
- How may overall costs to taxpayers be reduced if the consolidated government cannot be less than all the tax bases combined?
- How might County services be provided to “opted out” cities?
- How might the full costs of current unfunded liabilities be funded by a separate revenue source under a consolidated government?
- What are the potential regional impacts of cities/County consolidation? What opportunities exist to regionalize selected services? Which are the best services to regionalize?

Project Coordination

The threshold study will be completed by local staff and a consultant experienced in analyzing local government consolidations. The work of the consultant will be supervised by a citizen Threshold Study Task Force comprised of the following 11 appointed members:

- 1 citizen - appointed by the Portland City Auditor;
- 1 citizen - appointed by the Multnomah County Auditor;
- 1 citizen - appointed by the Multnomah County Sheriff;
- 1 citizen - appointed by the Multnomah County District Attorney;
- 1 citizen - appointed by the Multnomah County Tax Supervising and Conservation Commission;
- 2 citizens - appointed by the Multnomah County Board of Commissioners, one of whom must be a representative from the unincorporated area of east county;
- 2 citizens - appointed by the Portland City Council;
- 1 citizen - appointed by the Gresham City Council;
- 1 citizen - appointed by the City Councils of Fairview, Maywood Park, Troutdale, and Wood Village.

Proposed Schedule

The completed threshold study report is due no later than January 5, 1998.

Submission Requirements

To be considered for this work, qualified firms and/or individuals must submit their qualifications and a statement of the proposed approach. Responses must be sent to: Threshold Study, Office of the Mayor, City of Portland, 1220 S.W. 5th Avenue, Room 303, Portland, Oregon, 97204.

Submission must be received no later than 4:00 p.m., Wednesday, June 15, 1997.

Each submission must include the following items:

1. Letter of Introduction
2. Project Team
 - a. Firm/Individual - name, size and nature of consulting work performed. Describe recent successful projects similar in size and scope to the proposed effort. Identify staff that will work on the project, their experience and background. Identify the percentage of their time devoted to this project by project task.
 - b. Include the names and phone numbers of three governmental client references for whom you have performed this type of analysis. Limit to one page.

3. Project Approach

- a. Briefly describe the methodology and approach the firm/individual will use in completing the project. The description should include specific tasks to be performed, appropriate benchmarks, literature and research which will be used, data collection methodology, interviews to conduct and analysis to be performed.
- b. Describe the recommended role of the threshold study project team and the staff of the participating jurisdictions in completing the study.
- c. A detailed work plan which at a minimum shows sequence of major projects and activities as well as the time allocation of the project team.
- d. A description of what will be needed from each local jurisdiction.

4. Cost Estimate - Fixed Rate. Provide details on costs associated with the project.

5. City Requirements - see attached sheet titled PROFESSIONAL, TECHNICAL AND EXPERT SERVICE

6. Questions regarding this RFP shall be addressed to Sam Adams, Office of Mayor Vera Katz (503-823-4120) or e-mail at sfadams@ci.portland.or.us. Questions must be received no later than two working days before final submittal due date. Responses, as deemed appropriate, shall be provided to all bidders.

7. The chosen bidder shall be required to enter into a standard contract for services. A copy of this standard contract is available at the above address or by contacting the Bureau of Purchases, City of Portland.

Selection Process

Statement of Qualifications and Proposals will be reviewed by a selection committee in accordance with City Code section 5.68. The selection committee will be comprised of the members of the Threshold Study Task Force. The staff of the participating jurisdictions reserve the right to convene a conference of potential bidders prior to the submission deadline. The committee has the right to require any clarification or changes it needs to understand the consultant's approach to the project and view of the scope of work. Interviews are optional and may be held with the highest rated firms. The following selection criteria will be used to score and rank submissions:

CRITERIA**POINTS**

- 1 Letter of Introduction 0
2. Project Team 20
 - a. Firm/individual experience
 - b. Unique qualification of key members
 - c. Experience, knowledge and abilities conducting studies and analyses in the areas of organizational analysis, performance and trends analysis, strategic development and analysis, self-analysis processes or similar or related projects
 - d. Experience conducting these studies and training for government organizations
3. Project Approach 40

This criteria relates to the basic understanding of the project. Does the proposal exhibit clear and concise understanding of the project based on existing information, the work to be completed and coordination required.

 - a. Scope of work - completeness and soundness of proposed approach
 - b. Basic methodology
 - c. Task Breakdown Structure - Specific tasks to be performed and the resources to be used
 - d. Analysis methods
 - e. Perceived roles of Tax Supervising and Conservation Commission, Office of the County Auditor, the Office of the City Auditor and designated staff of the participating jurisdictions.
 - f. Describe estimated contractors hours devoted to the project and staff support needs from the participating jurisdictions.
4. Feedback from client references for similar types of projects. 20
5. Cost estimate 20

attachments Description of cities and County
FY 1996-97 Adopted Budget Summaries
Cities/County Functional Comparison Matrix
Oregon Revised Statutes Chapters 190, 199
Resolution of Intent to Evaluate Consolidation
Memorandum on Fiscal Considerations of Consolidation
Memorandum on Legal Considerations of Consolidation
Memorandum on Human Resource Considerations of Consolidation