

ANNOTATED MINUTES

Tuesday, October 1, 1991 - 9:30 AM  
Multnomah County Courthouse, Room 602

BOARD BRIEFINGS

- B-1 Three Month Update of the Status of Option I. Presented by Robert Jackson. (9:30 AM TIME CERTAIN)

UPDATED PRESENTED AND EXPLAINED BY ROBERT JACKSON AND HIS MANAGEMENT TEAM: CHRIS SWIBERG, MANAGER OF THE MANAGEMENT INFORMATION SERVICES DIVISION; JOANNE FULLER, ACTING MANAGER OF THE SPECIALIZED PROGRAMS AND SERVICES DIVISION; SUSAN KAESER, MANAGER OF THE ADMINISTRATIVE SERVICES DIVISION; HORACE HOWARD, ACTING MANAGER OF THE PROBATION/PAROLE FIELD SERVICES DIVISION; AND CARY HARKAWAY, MANAGER OF THE DIAGNOSTIC AND PROGRAM DEVELOPMENT DIVISION. NEXT UPDATE TO BE SCHEDULED DURING THE MONTH OF JANUARY 1992.

- B-2 Briefing on the 1991 Legislative Report. Presented by Fred Neal. (10:30 AM TIME CERTAIN)

1991 LEGISLATIVE REPORT PRESENTED AND EXPLAINED BY FRED NEAL AND HOWARD KLINK.

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Tuesday, October 1, 1991 - 11:30 AM  
Multnomah County Courthouse, Room 602

AGENDA REVIEW

- B-3 Review of Agenda for the Regular Meeting of October 3, 1991.

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Tuesday, October 1, 1991 - 1:30 PM  
Multnomah County Courthouse, Room 602

BOARD BRIEFING

- B-4 Briefing to Discuss Process for the Joint Governments Meetings on Consolidated Services. Presented by Hank Miggins and Maureen Leonard.

MAUREEN LEONARD PRESENTED AND EXPLAINED THE AGENDA OF THE OCTOBER 3RD JOINT GOVERNMENTS MEETING.

Thursday, October 3, 1991 - 9:30 AM  
Multnomah County Courthouse, Room 602

REGULAR MEETING

CONSENT CALENDAR

NON-DEPARTMENTAL

C-1 In the Matter of the Appointments of Robert Skipper, Michael Schrunk, Donald Londer, Jim Hennings, Gary Hansen, Gary Smith and Paul Frank to the MULTNOMAH COUNTY COMMUNITY ADVISORY COMMITTEE for Terms to Expire July, 1993

APPROVED.

DEPARTMENT OF ENVIRONMENTAL SERVICES

C-2 Ratification of an Intergovernmental Agreement Between Multnomah County and Mt. Hood National Forest, U.S. Department of Agriculture, to Provide a \$3,000 Donation Towards Tent Rental and Environmental Education Supplies for the 1991 Salmon Festival at Oxbow Park

APPROVED.

REGULAR AGENDA

NON-DEPARTMENTAL

R-1 Second Reading and Possible Adoption of an ORDINANCE Amending MCC 2.30.200 and Ordinance 686 by Assigning Certain Functions to the County Chair's Office

ORDINANCE NO. 698 APPROVED.

DEPARTMENT OF ENVIRONMENTAL SERVICES

R-2 Budget Modification DES #13 Authorizing the Transfer of \$27,438 from General Fund Contingency to Facilities and Property Management to Fund Rental Parking for Elected County Officials and Judges for Fiscal Year 1991-1992

APPROVED.

R-3 Second Reading and Possible Adoption of an ORDINANCE to Provide Fee Schedule Changes for the Division of Assessment and Taxation

ORDINANCE NO. 699 APPROVED.

R-4 Second Reading and Possible Adoption of an ORDINANCE Amending the Multnomah County Code, Section 5.10.160, by Increasing Certain Fees

ORDINANCE NO. 700 APPROVED.

Thursday, October 3, 1991 - 1:30 PM  
Multnomah County Justice Center  
1120 S.W. 3rd, 14th Floor  
Conference Room B

JOINT GOVERNMENTS MEETING

Second Meeting Between Fairview, Gresham, Multnomah County  
Portland, Troutdale and Wood Village to Discuss Government  
Services Such as Roads, Law Enforcement, Animal Control,  
Land Use Planning, Emergency Management and Others.

SECOND JOINT GOVERNMENT MEETING WITH THE  
CITIES OF GRESHAM, PORTLAND, TROUTDALE AND  
MULTNOMAH COUNTY FACILITATED BY BILL DODGE.

PRESENT: CHAIR GLADYS McCOY, MULTNOMAH  
COUNTY; MAYOR GUSSIE McROBERT, CITY OF  
GRESHAM; SHARRON KELLEY, MULTNOMAH COUNTY; JACK  
ADAMS, CITY OF GRESHAM; MIKE LINDBERG, CITY OF  
PORTLAND; BABRARA CLARK, AUDITOR, CITY OF  
PORTLAND; JO HAVERKAMP, CITY OF GRESHAM; JACK  
GALLAGHER, CITY OF GRESHAM; GARY HANSEN,  
MULTNOMAH COUNTY; PAULINE ANDERSON, MULTNOMAH  
COUNTY; GRETCHEN KAFOURY, CITY OF PORTLAND;  
BARBARA WIGGIN, CITY OF GRESHAM; EARL  
BLUMENAUER, CITY OF PORTLAND; RICK BAUMAN,  
MULTNOMAH COUNTY; AND MAYOR SAM COX, CITY OF  
TROUTDALE.

NEXT MEETING SCHEDULED FOR THURSDAY, OCTOBER  
24TH FROM 3:00 - 5:00 PM.

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SUPPLEMENTAL AGENDA

Thursday, October 3, 1991 - Immediately Following Regular Agenda  
Multnomah County Courthouse, Room 602

PLANNING ITEM

P-1 CU 6-91 APPLICANTS' REQUEST FOR RECONSIDERATION of the  
Multnomah County Board of Commissioners September 24, 1991  
Decision to REVERSE the June 3, 1991 Planning Commission  
Decision APPROVING, SUBJECT TO CONDITIONS, a Requested  
Conditional Use Permit for a Commercial Activity that is in  
Conjunction with Farm Uses in the EFU (Exclusive Farm Use)  
Zoning District, for Property Located at 9833 NW CORNELIUS  
PASS ROAD

RECONSIDERATION HEARING APPROVED AND SCHEDULED  
FOR TUESDAY, OCTOBER 15, 1991 - 9:30 A.M. WITH  
10 MINUTE LIMIT PER SIDE.

0173C/1-3  
cap

Meeting Date: OCT 03 1991

Agenda No.: 1:30pm

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM  
(For Non-Budgetary Items)

SUBJECT: Joint Government Meetings

BCC Informal \_\_\_\_\_ (date) BCC Formal Thurs. Oct 3, 1991 (date)

DEPARTMENT Non-dept. DIVISION BCC

CONTACT Maureen Leonard TELEPHONE 248-5076  
Hank Miggins 248-3308

PERSON(S) MAKING PRESENTATION \_\_\_\_\_

ACTION REQUESTED:

INFORMATIONAL ONLY       POLICY DIRECTION       APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: begins at 1:30

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):

Second meeting between Gresham, Portland and Multnomah County to discuss government services such as roads, law enforcement, animal control, land use planning, emergency management and others

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL *Rick Bowman*

Or

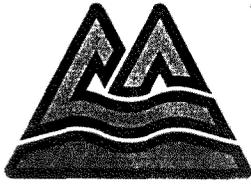
DEPARTMENT MANAGER \_\_\_\_\_

MULTNOMAH COUNTY  
OREGON  
1991 SEP 26 AM 9:08  
CLERK OF COUNTY COMMISSION

(All accompanying documents must have required signatures)

FRIENDS OF  
VERA KATZ

2068 NW JOHNSON  
PORTLAND 97208



# 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

## AGENDA

### MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS FOR THE WEEK OF

SEPTEMBER 30 - OCTOBER 4, 1991

Tuesday, October 1, 1991 - 9:30 AM - Board Briefings. . . .Page 2  
Tuesday, October 1, 1991 - 11:30 AM - Agenda Review . . . .Page 2  
Tuesday, October 1 1991 - 1:30 PM - Board Briefing. . . .Page 2  
Thursday, October 3, 1991 - 9:30 AM - Regular Meeting . . .Page 2  
Thursday, October 3, 1991 - 1:30 PM - Joint Governments  
Meeting . . . .Page 3

Thursday Meetings of the Multnomah County Board of Commissioners are recorded and can be seen at the following times:

Thursday, 10:00 PM, Channel 11 for East and West side subscribers  
Friday, 6:00 PM, Channel 27 for Paragon Cable (Multnomah East) subscribers  
Saturday 12:00 PM, Channel 21 for East Portland and East County subscribers

Tuesday, October 1, 1991 - 9:30 AM

Multnomah County Courthouse, Room 602

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Multnomah County Courthouse, Room 602

REGULAR MEETING

CONSENT CALENDAR

NON-DEPARTMENTAL

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DEPARTMENT OF ENVIRONMENTAL SERVICES

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REGULAR AGENDA

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DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-2 Budget Modification DES #13 Authorizing the Transfer of \$27,438 from General Fund Contingency to Facilities and Property Management to Fund Rental Parking for Elected County Officials and Judges for Fiscal Year 1991-1992
- R-3 Second Reading and Possible Adoption of an ORDINANCE to Provide Fee Schedule Changes for the Division of Assessment and Taxation
- R-4 Second Reading and Possible Adoption of an ORDINANCE Amending the Multnomah County Code, Section 5.10.160, by Increasing Certain Fees

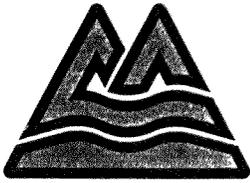
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Thursday, October 3, 1991 - 1:30 PM

Multnomah County Justice Center  
1120 S.W. 3rd, 14th Floor  
Conference Room B

JOINT GOVERNMENTS MEETING

Second Meeting Between Fairview, Gresham, Multnomah County Portland, Troutdale and Wood Village to Discuss Government Services Such as Roads, Law Enforcement, Animal Control, Land Use Planning, Emergency Management and Others.



# MULTNOMAH COUNTY OREGON

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

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CLERK'S OFFICE • 248-3277

## SUPPLEMENTAL AGENDA

Thursday, October 3, 1991 - Immediately Following Regular Agenda  
Multnomah County Courthouse, Room 602

### PLANNING ITEM

- P-1     CU 6-91     APPLICANTS' REQUEST FOR RECONSIDERATION of the Multnomah County Board of Commissioners September 24, 1991 Decision to REVERSE the June 3, 1991 Planning Commission Decision APPROVING, SUBJECT TO CONDITIONS, a Requested Conditional Use Permit for a Commercial Activity that is in Conjunction with Farm Uses in the EFU (Exclusive Farm Use) Zoning District, for Property Located at 9833 NW CORNELIUS PASS ROAD

0105C/4/dr



JOINT GOVERNMENT MEETING

October 3, 1991

SUGGESTED AGENDA

1. Discussion of Memos of September 23 and 26 from Commissioners Kafoury and Bauman and Mayor McRobert
  - a. guiding principles
  - b. proposals regarding specific services
2. Suggested process from here to December
3. Review, modify, approve worksheets
4. Other

## GUIDING PRINCIPLES DISCUSSION

### 1. Environmental Circumstances:

- eroding public confidence in government
- growth of Gresham
- annexation of mid-county
- reduction of county urban service responsibilities
- growth in county human and justice service responsibilities
- measure 5 and need for increased efficiencies and equitable funding strategies

### 2. Values guiding government services

- efficiency (avoid duplication & save money)
- preserve/ improve quality of service
- meet local needs
- promote the best for the region
- accountability to citizens
- accessibility to services
- equitable and adequate funding

### 3. Goals for this and future collaborations

- balance so that each government has a balanced portfolio of responsibilities and the resources to meet them
- a spirit of cooperation and an expectation of on-going collaboration
- results that strengthen all governments in ability to perform core services
- flexibility to adjust service delivery to changing circumstances

4. Identify core services.

a. municipal services:

police  
fire  
water  
sewers  
streets  
neighborhood parks  
land use planning/ adjudication  
housing inspection/ permit

b. county services:

human services  
public health  
corrections (adult & juvenile)  
libraries  
assessment & tax collection  
elections  
other statutory mandates

c. regional services:

zoo  
solid waste  
regional land use/ urban growth planning  
transportation planning

5. Isolate "non-core" services

STAFF SUGGESTIONS FOR DEVELOPING AND PRESENTING  
INFORMATION

1. Individual staff workgroup members will assume responsibility for a service topic, as assigned below:

Roads	Maureen Leonard
Law Enforcement	Mike Casey
Land use planning	Ramsay Weit
Animal Control	Hank Miggins
Cable Regulation	Dave Kish
Emergency Management	Dave Warren
Administrative Services	Steve Bauer & Hank Miggins

2. The staff workgroup will develop a worksheet setting the scope of the inquiry on a service area. The worksheet will be reviewed and approved by you at the joint government meetings. The worksheet will include:

- a. The option or options (advanced by a majority of at least one government) for improving service delivery;
- b. Criteria by which to assess the proposed options;
- c. Appropriate participants to evaluate the options;
- d. Timeline for report back to joint government group.

3. The staff workgroup will be responsible for convening the examination committees, monitoring their progress and reviewing their reports for thoroughness, accuracy and quality. The staff workgroup/ examination committee report to you should include:

- a. accurate background information on level, scope, cost and staffing of current service delivery by each government, including relevant history on intergovernmental arrangements;
- b. changes each government would undergo to meet each option, including revenue, cost and personnel impacts; also including service quality and quantity changes, if any;
- c. assessments of the options, applying the criteria identified in the worksheet, but no recommendations for particular options, and;
- d. considerations for implementation, should an option be selected.

SUGGESTED SCHEDULE FOR SUBSEQUENT MEETINGS  
WITH TOPICS  
Through December 1991

all meetings 1:30 - 5 pm (may be shorter)

location: probably 14th Floor Justice Center

Thursday, Oct 3: Guiding principles;  
Approve preliminary worksheets on  
roads and law enforcement

Thursday, Oct 24: Approve preliminary worksheets on  
planning, animal control, cable,  
emergency management, administrative  
services;  
Review evaluation report on roads  
proposals; set direction; direct  
staff to prepare draft agreements,  
etc.

Thursday, Nov 7: Review evaluation report on law  
enforcement proposals; set direction;  
direct staff to prepare draft  
agreements, etc.

Thursday, Nov 21: Review evaluation reports on  
planning, animal control and cable;  
set direction; direct staff to  
prepare draft agreements, etc.

Thursday, Dec 5: Review evaluation reports on  
emergency management and  
administrative services; set  
direction; direct staff to prepare  
draft agreements, etc.

SUMMARY OF  
JOINT GOVERNMENT MEETING OF SEPTEMBER 4

I. Background on government cooperation efforts presented by Bill Dodge

A. Why cooperation is critical

1. Worsening local fiscal distress
2. Continued frustration in addressing intercommunity issues
3. Flattening population growth in metropolitan areas
4. Rapidly changing dynamics in intergovernmental relations
5. Growing realization of economic importance of regions

B. Examples of intergovernmental cooperation in other regions

Commission to evaluate county-regional government in Portland, Maine region  
Governance Summit in the Seattle, Washington region  
Fiscal Partnership Project in the Baltimore, Maryland region  
Intergovernmental Cooperation Project in the Pittsburgh, Pennsylvania region  
Community Cooperation Task Force and Challenge 95 Leadership Network in the Dayton, Ohio region

II. Results of meeting

A. Desired outcomes of joint government meetings identified

1. building better working relationships among elected officials
2. providing the best service delivery for the public by resolving some of the most pressing common service delivery issues
3. continuing collaborations

B. Service areas chosen for examination:

animal control  
administrative services  
law enforcement  
roads  
cable regulation  
emergency management  
land use planning

C. Ongoing collaborative process committee formed

consisting of Commissioners Kafoury and Bauman and Mayor McRobert

D. Delegation to staff to:

1. design meetings process between now and December
2. schedule meetings and topics
3. develop background information on topics

M E M O R A N D U M

TO: Commissioners for Gresham, Portland and Multnomah  
County

FROM: Mayor Gussie McRobert, Commissioner Gretchen  
Kafoury, Commissioner Rick Bauman

DATE: September 23, 1991

SUBJECT: Recommendations of the Process & Ongoing  
Collaboration Subcommittee

We met on September 12 to discuss how best to advance long-range strategies for joint government collaboration. It became apparent that the key to ongoing success lies in the foundation we establish now as we begin the meetings scheduled through this Fall.

We suggest that the first portion of the October 3 meeting be devoted to establishing that foundation -- a commonly agreed-upon direction for our three governments, perhaps captured and adopted in Resolution form. From there we will have a comprehensive way of making immediate decisions about how particular services are most appropriately provided. We will also have the framework for future collaborative efforts.

We have a document of significance to these discussions, Resolution A. (Attached). We believe it can be updated and improved to meet the needs of our governments today. We hope that by the conclusion of the discussion on October 3, we will have the framework and substance for a "Resolution B" that will guide the service discussions that follow.

We suggest developing the foundation in the following way.

First, there are environmental circumstances that form the context for our discussions. We should briefly identify them. For example:

- eroding public confidence in government
- growth of Gresham
- annexation of mid-county
- reduction of county urban service responsibilities
- growth in county human and justice service responsibilities
- measure 5 and need for increased efficiencies and equitable funding strategies

Second, we believe we can reach good, though perhaps imperfect, decisions about the appropriate provider(s) of services if we proceed with the following values in mind:

- efficiency (avoid duplication & save money)
- preserve/ improve quality of service
- promote local control
- promote regional responsibilities
- accountability
- accessibility
- equitable funding

Third, it is essential that any realignment of responsibilities among our governments must result in the following:

- balance so that each government has a balanced portfolio of responsibilities and the resources to meet them
- a spirit of cooperation and an expectation of on-going collaboration
- results that strengthen all governments in ability to perform core services

Fourth, each government provides core services. We should identify them together. For example, core municipal services could include:

- police
- fire
- water
- sewers
- streets
- neighborhood parks
- land use planning/ adjudication
- housing inspection/ permit

Core county services could include:

- human services
- public health
- corrections (adult & juvenile)
- libraries
- assessment & tax collection
- elections
- other statutory mandates

Regional services presently include:

- zoo
- solid waste
- regional land use/ urban growth planning
- transportation planning

Fifth, there will remain a few services that our governments provide that are not within our core functions. Not surprisingly, the contention among us often arises in these service areas. For the county, this category includes municipal services the county provides to the shrinking unincorporated area, such as land use planning and police patrol, and in the services the county provides almost exclusively to urban areas, such as enhanced animal control and public inebriate services. There are also services that we provide transitionally while waiting for a regional authority to assume responsibility. Regional parks are an example. In addition, there are services that overlap among jurisdictions and would appear to benefit from merger or at least more deliberate coordination. Cable regulation, emergency management, housing and administrative services are among such examples.

The seven services we identified at our first meeting as requiring immediate attention -- animal control, cable, emergency management, law enforcement, land use planning, roads, and administrative services -- fall into this much debated category, for obvious reasons. The first two -- animal control and cable -- are not exclusively within the core functions of any one government. Emergency management, though a county function by state mandate, has been replicated within the municipalities. Law enforcement and land use planning are services the county continues to provide for the most part only to the unincorporated areas. Finally, the division of road responsibility in east county reflects an earlier time before Gresham grew in population and territory.

We do not suggest that governments can provide no more than core services, or that cities and counties may not provide the same, similar or complementary core services. The goal of our joint meetings is to decide how to provide the best service by the most appropriate level of government at the lowest cost. What service is "best", what government is the most "appropriate" and how to determine "lowest cost" are measures we still need to develop.

The three of us attempted to apply the analysis laid out above, remaining aware that all values (such as conflict between local control and regional responsibility) have not been fully examined or addressed. We suggest the following realignments, not to prejudge outcomes in advance of information, but rather to continue the direction setting that has already occurred over the past decade in these service areas (and for which much background analyses already exists):

1. Transfer county operational roads and bridges responsibilities to Gresham and Portland. Develop assurances about quality of service and reasonable costs for remaining county and east city roads. Strengthen the regional transportation planning process.
2. Transfer mid-county police patrol responsibilities to Gresham and Portland in advance of annexation. Examine cost savings of transferring full law enforcement function from county to cities. Convene a Task Force to review and recommend models for greater coordination, specialization, cost savings and/or mergers in county-wide law enforcement.
3. Continue to support the CHAS housing initiative. Identify opportunities to integrate housing and supportive human services among CHAS, non-profit groups, financial institutions and government entities, to meet housing needs for transitional, special needs, emergency shelter, homeless and low income groups.
4. Continue county provided animal control services at levels exceeding a basic public health function by billing cities for their share of use of such services.
5. Transfer funding responsibilities for inebriate pick-up and sobering services from the county to the City of Portland.
6. Formalize existing coordination agreements among jurisdictions in emergency management planning; take necessary first steps to consolidate all jurisdictions' planning responsibilities with goal of region-wide planning.
7. Consolidate staffing for the two cable commissions; plan to merge the two commissions with the goal, at the expiration of contracts, of a single franchise county-wide.
8. Transfer responsibilities and funding for land use planning from the county to the City of Portland. Develop assurances about maintenance of current level of service to rural Multnomah County.

After updated analyses it may become obvious that a particular initiative is too costly or cumbersome or fails to meet necessary criteria. We believe that even with the best proposals, the larger recurring concerns of local control, regional responsibility and equitable funding will remain.

Nonetheless, we believe we can and should signal appropriate realignments, so that we can direct staff to prepare the most comprehensive information on implementation, timelines, costs, and issues remaining to be addressed.

Even more important than the immediate service discussions, we believe, are the agreements we reach now to work collaboratively and think creatively on issues that cross our jurisdictional and functional lines. Private and public entities in addition to ourselves may need to be involved. We have identified three areas in which ongoing cooperation can be encouraged and enhanced:

- housing (the spectrum of emergency to affordable)
- justice services (the range from prevention to corrections)
- taxation

We will report back to you at a later time on what is happening and what may be possible for cooperation in these three areas.

To: Multnomah County Commission  
Portland City Council  
Gresham City Council  
Representatives from East County Cities

From: Mayor Gussie McRobert, Commissioner Gretchen  
Kafoury, and Commissioner Rick Bauman

Re: Revisions to Joint Government Meeting Proposal and  
Procedural Considerations for October 3rd Meeting

Date: September 27, 1991

Each of us has discussed the September 23rd Joint Government Draft Proposal with our colleagues. We then met on September 26th. This memo suggests revisions to the September 23rd draft and proposes procedures designed to maximize the progress which we believe can be made at our Thursday, October 3rd meeting.

#### Revisions to Draft Proposal

Given certain alterations, there appears to be a solid majority on the Gresham City Council, the Portland City Council and the Multnomah County Commission for the draft proposal circulated to you earlier this week.

The most significant change is in item 2 on page 4, the discussion of law enforcement responsibilities. The following language would be substituted:

The three major police forces which now provide law enforcement services in Multnomah County--the Portland City Police (PPD), the Gresham City Police (GPD), and the Multnomah County Sheriff's Office (MCSO)--will be consolidated into either two forces or one force through a two step process.

Step 1: The County will stop providing police patrols in unincorporated Multnomah County. The provision of these services will be contracted to another appropriate police agency.

Step 2: Two full proposals will be developed analyzing the operational and fiscal implications of consolidation of one or two of the existing police agencies. The first proposal would focus on the completely eliminating of the policing functions of MCSO, dividing those responsibilities between PPD and GPD. The second proposal would focus on consolidating all three agencies into one.

Commissioner Pauline Anderson is circulating an alternate proposal relating to roads and bridges. She is circulating her suggestion to all participants before the October 3rd meeting.

A major concern raised by several individuals at several points in the draft proposal related to "accountability". The issue involves the ability of citizens to redress their elected officials when the government actually providing a service is not *their* government. For example, how is a citizen of unincorporated Multnomah County assured access to decisions concerning their police services when that service is being provide, through contract, by the PPD? This issue will need to be resolved as the detailed proposals in each area are developed.

Other suggested wording changes, clarifications and corrections are relatively minor in nature and can be discussed at the October 3rd meeting.

#### Procedures for October 3rd Meeting

There was general agreement about the process discussed in the draft proposal. In sum, the overall process will involve preliminary decisions by the Joint Government Group on the seven areas identified at our September 4th meeting, development of detailed proposals for the implementation of each of those decisions, and, based on that information, final ratification of the decisions and implementation plans by each of the governments involved.

To that end, we propose the following agenda for the October 3rd meeting.

1. Discussion of the environmental factors, value statements, and core service responsibilities described in the September 23rd draft. We will need to decide if and how this framework should be formalized--e. g. adoption of a Resolution B.
2. Preliminary decisions on the seven items identified at our first meeting. Assignment to work groups of the responsibility to develop detailed plans and timelines for implementing the decisions.
3. Discussion of methods for dealing with the "cross-cutting" issues (e.g. housing and criminal justice), the responsibility for which will continue to be vested in more than one government.
4. Presentation by staff and discussion of their preliminary work on "roads and bridges".

We are assuming while meeting as the Joint Government Group, our first attempt will be to make decisions by consensus. When that proves impractical, each governing body will need to indicate if there is majority support for a certain decision.

BEFORE THE BOARD OF COUNTY COMMISSIONERS  
OF MULTNOMAH COUNTY, OREGON

In the matter of Phasing Out of Delivery of )  
Urban Level of Services in the Unincorporated )  
Area of Multnomah County during the next three ) RESOLUTION  
years (Resolution A) )

WHEREAS, the Board of County Commissioners is considering the mission and purpose of Multnomah County; and

WHEREAS, the 150,000 persons currently residing within Multnomah County's urban growth boundary outside incorporated cities require long-range planning for services; and

WHEREAS, it is in the public interest to clearly express the County's mission regarding providing services in mid-Multnomah County; and

WHEREAS, Multnomah County's resources are insufficient to continue current service levels and the government is facing a significant revenue shortfall of approximately \$14 million in general resources for FY 1983-84; and

WHEREAS, the first priority for the available resources of Multnomah County shall be for those services available to all residents of the County, such as Assessment and Taxation, Elections, Corrections, Libraries and Health Services; and

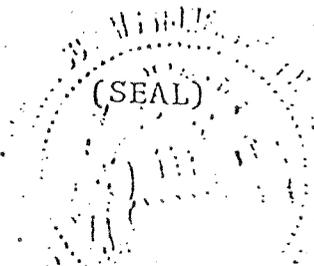
WHEREAS, "municipal services" is defined as governmental services usually provided by city governments and shall include but not be limited to police service, neighborhood parks, and land-use planning and permits, "urban" shall be defined as governmental service comparable in quantity and quality to incorporated municipalities, and "rural" shall be defined as governmental service comparable in quantity and quality to unincorporated service areas outside urban growth boundaries.

THEREFORE BE IT RESOLVED, that County services generally described as "municipal services" at a level considered "urban" rather than "rural" shall be proportionately reduced starting FY 1983-84 through FY 1986-87 to establish a minimal and essentially rural level of municipal services throughout Multnomah County.

ADOPTED March 15, 1983

APPROVED AS TO FORM:

*John B. Leahy*  
John B. Leahy



BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

By *Gordon Shadburne*  
Gordon Shadburne  
Presiding Officer

# W O R K S H E E T

## ROADS & BRIDGES

### Suggested definition:

For purposes of these discussions, roads includes all local streets and arterial roads in Multnomah County, not presently the responsibility of the state or federal government. Transportation services appear to include: maintenance, construction, planning and traffic management.

### NON-EXCLUSIVE OPTIONS

#### OPTION A

Transfer road responsibilities to two largest municipalities, Portland and Gresham:

- a. Move from three to two transportation providers;
- b. County contracts with either/ both for road service in unincorporated areas.
- c. East cities contract with either for road services.

#### OPTION B

Maintain status quo - retain three transportation providers in the county.

CRITERIA FOR EVALUATING

1. Efficient: How does proposal reduce duplication and/or save money?
2. Effective: How does proposal preserve or improve the quality of service?
3. Local needs: How does the proposal incorporate local priorities or initiatives?
4. Regional Responsibilities: How does the proposal incorporate the interests of the region (define region)
5. Accountable: How does the proposal enhance governments' responsiveness to citizens?
6. Equitable: How does the proposal (re)distribute available resources in the most equitable manner?
7. Collaborative: How does the proposal enhance the ability of our governments to work together.
8. Core Function: How does the proposal enhance each government's core functions

EVALUATION TEAM

1. Road managers from each jurisdiction
2. Staff workgroup

EVALUATION TIMELINE

Evaluation report due October 21 (Monday)

# W O R K S H E E T

## LAW ENFORCEMENT

### Suggested definition:

For purposes of these discussions law enforcement excludes corrections and includes:

1. police patrol (car patrol, community policing, responding to calls for service)
2. detective functions (investigation)
3. administrative/ regulatory functions (firearm checks, PUC inspection, hazardous material units)
4. crime prevention activities (neighborhood assistance, drug education)

NON-EXCLUSIVE OPTIONS

Option A

Two largest cities, Gresham and Portland, assume law enforcement functions in Multnomah County

- a. Move from three large law enforcement agencies (roles of Troutdale, Fairview?) to two.
- b. County contracts with Gresham and Portland for law enforcement services in unincorporated county areas.
- c. Troutdale, Fairview, Wood Village contract with either municipality for provision of or enhancement to law enforcement services.

Option B

Combine existing law enforcement services into one agency county-wide

- a. Move from three large law enforcement agencies (roles of Troutdale, Fairview?) to one.
- b. Governments contract with a single agency for provision of or enhancements to law enforcement services

Option C

Maintain status quo; continue with three large law enforcement agencies in the county.

CRITERIA FOR EVALUATING

1. Efficient: How does proposal reduce duplication and/or save money?
2. Effective: How does proposal preserve or improve the quality of service?
3. Local needs: How does the proposal incorporate local priorities or initiatives?
4. Regional Responsibilities: How does the proposal incorporate the interests of the region (define region)
5. Accountable: How does the proposal enhance governments' responsiveness to citizens?
6. Equitable: How does the proposal (re)distribute available resources in the most equitable manner?
7. Collaborative: How does the proposal enhance the ability of our governments to work together.
8. Core Function: How does the proposal enhance each government's core functions

EVALUATION TEAM

1. law enforcement heads from each jurisdiction
2. Staff workgroup

EVALUATION TIMELINE

Evaluation report due November 4 (Monday)



City of Gresham

Mayor Gussie McRobert

1333 N.W. Eastman Parkway  
Gresham, Oregon 97030  
(503) 669-2306

September 30, 1991

The Honorable Gladys McCoy  
County Commissioner, Chair  
Multnomah County Courthouse  
1021 SW 4th, Room 134  
Portland, OR 97204

Dear Gladys:

Thank you for your letter informing us of your decision to appoint a committee to advise you on whether to form a committee to study City/County consolidation.

In an earlier letter, I mentioned some problems regarding the state statutes that set the legal parameters for consolidation of governments. Again, I would like to point out that without changes in the state statutes, cost savings are not possible via consolidation of governments.

I've enclosed a copy of the statutes which states that the number of employees cannot be decreased nor can the level of positions be diminished after consolidation. In addition, the new city/county cannot have a tax base LESS than the combination of all jurisdictions. Under Measure 5 this means all other cities have to compete with Portland as well as the County for the \$10 allowed under Measure 5 for non-school entities.

Please pass this information on to your committee.

Thank you.

Yours truly,

GUSSIE MCROBERT  
Mayor

C: The Honorable Bud Clark  
The Honorable Gretchen Kafoury  
The Honorable Rick Bauman  
The Honorable Paul Johnson  
The Honorable Sam Cox  
The Honorable Fred Carlson  
The Honorable Derald Ulmer  
Merlin Reynolds, Staff Asst, Commissioner McCoy  
Gresham City Council  
Mike Casey, Gresham City Manager  
John Andersen, Manager, Strategic Planning

Date: September 30, 1991

To: J. Michael Casey, City Manager  
From: Gussie McRobert, Mayor

RE: Portland/Gresham/Multnomah County Meeting Issue

Since City/County consolidation of governments, as well as services, is now being openly considered by Multnomah County, I thought a second look at some of the issues might be in order. Parts of the statutes dealing with combined tax bases and status of employees pose major problems for financing services.

**Issue A - Oregon statutes (Chapter 20: 199.75.705), 1971, City/County consolidation, require the new City/County to have a new tax base NOT LESS THAN the combined tax bases of those jurisdictions entering into the agreement. What is the implication of Measure 5's \$10 lid on non-school governments with a combined Portland and Multnomah County tax base? Will other jurisdictions then have to compete with Portland's tax rate as well as Multnomah County's under Measure 5? To require same tax base eliminates the possibility of reducing the cost of delivering services and defeats the purpose of consolidation.**

**Possible Solutions:**

1. Clarifying legislation or litigation regarding Measure 5 and City/County consolidation statutory limits.
2. If not possible to change statutes, change jurisdictional boundaries:
  - a. Fairview, Gresham, Maywood Park, Troutdale and Wood Village stay independent with much reduced capacity to deliver services. We need to look at each city's share of the \$10 lid with Portland/County combined.
  - b. Fairview, Gresham, Maywood Park, Troutdale and Wood Village join the new City/County to take advantage of Portland's assessed value. Would the larger pie make up for our smaller piece?
  - c. Fairview, Gresham, Maywood Park, Troutdale and Wood Village, as a group or individually, vote to join Clackamas County or form a new county.

**Issue B - Cannot reduce number or status of employees under ORS 199.705 to 199.775. This makes it very difficult if not impossible to save money through consolidation of governments.**

**Possible solutions:**

1. Legislation that would allow reducing number of employees and levels of position.

**Issue C - State land use laws, passed in 1974, require urban growth to take place inside urban growth boundaries. This raises equity issues regarding level of taxes for those areas outside the UGB which will never have the same level of services as those in urban areas.**

**Possible solutions:**

1. Clarifying legislation or litigation to clarify whether Measure 5 restricts ability to establish districts on the basis of services.

if more than half of the population in the city is located outside the county immediately before the consolidation.

(2) No boundary change effected under ORS 199.705 to 199.775 shall:

(a) Change the boundaries of a legislative district established by state law

(b) Deprive any member of the Legislative Assembly of the member's seat in that body. [1971 c.731 §12]

**199.765 Tax base; effect of consolidation on continuing levies.** (1) The charter for a city-county shall specify the initial tax base for the city-county within the meaning of section 11, Article XI of the Oregon Constitution which shall be not less than the sum of the existing tax bases of the most populous city, the county and all special districts automatically extinguished under ORS 222.510 or by ORS 199.705 to 199.775. To raise the revenue authorized within the initial tax base and provide for the administration of differential taxation, the charter may establish districts on the basis of services to be provided by the city-county and prescribe a formula for computing different tax rates for the different districts. The charter shall provide procedure for modification or dissolution of such districts and for changing such tax rate formula, after the first fiscal year in which the city-county levies taxes.

(2) The charter of the city-county may provide that any serial tax levy previously authorized under ORS 280.060 and any continuing tax levy authorized prior to July 21, 1953, and meeting the qualifications of ORS 310.125 by the electors of any consolidating, merging or extinguished government shall continue as if the consolidation had not occurred. The governing body of the city-county may exercise whatever taxing power is thus continued. [1971 c.731 §13; 1973 c.431 §1]

**199.770 Status of employees after consolidation.** After a consolidation is effected under ORS 199.705 to 199.775, there shall be preserved and continued, to at least the same extent as they exist at the time immediately before the city-county comes into existence, the employment status and pension and other benefit rights of the employees of the consolidating, merging or extinguished governmental units, including, but not limited to:

(1) Rights, privileges and benefits, including pensions and pension rights and benefits existing under collective bargaining agreements or otherwise.

(2) Collective bargaining rights.

(3) Protection of individual employees against a worsening of their positions with respect to their employment.

(4) Employment of persons employed immediately prior to the time the city-county comes into existence by the units.

(5) Priority as of the time immediately before the city-county comes into existence, of reemployment of employees of the units who have previously been laid off or had their employment terminated.

(6) Paid training or retraining programs for any employee of a unit whose position or job is eliminated by the consolidation, merger or extinction, or by any subsequent administrative reorganization in the city-county. [1971 c.731 §14; 1973 c.745 §5]

**199.775 Effect of city-county incorporation.** (1) When a city-county is incorporated, it shall:

(a) Succeed to all the property, contracts and rights of the consolidating cities and county; and

(b) Subject to whatever debt distribution plan the city-county charter prescribes, become liable for all the obligations of the consolidating cities and county.

(2) The officers of the consolidating cities and county shall forthwith deliver to the city-county officers the assets and records of the consolidating cities and county. Uncollected taxes theretofore levied by the consolidating cities and county shall become the property of the city-county upon collection.

(3) Immediately after the effective date of the county boundary changes effected under ORS 199.760, the officers of the city-county and of adjoining counties that the boundary changes affect shall transfer public records, buildings and property in accordance with ORS chapter 202.

(4) ORS 222.510 applies to any district mentioned in that section whenever the entire area of such a district is included within the boundaries of a city-county, as described under ORS 199.760, for either county or city functions. [1971 c.731 §15; 1973 c.745 §6]

PAULINE ANDERSON  
Multnomah County Commissioner  
District 1



605 County Courthouse  
Portland, Oregon 97204  
(503) 248-5220

October 3, 1991

To: Interested Parties  
From: Pauline Anderson *PA*  
Re: Suggested Process for Developing Proposals for  
Transportation and Law Enforcement

RATIONALE FOR PROPOSALS FOR TRANSPORTATION AND LAW ENFORCEMENT

1. In two major service areas, need to consider consolidation.
2. Need a fair process that develops reliable, objective information that will help all of us overcome our biases and evaluate the options.

PROCESS

OPTION A

Form Work Groups as suggested in my memo - three month timeline  
Police Services Work Group  
Transportation Work Group

Encourage proposals that consider joint operation. Ask staff work group to assist Work Groups. Adopt definition of law enforcement and transportation and criteria.

OR

OPTION B

Ask jurisdictions to develop proposals for consolidated operation of police services and transportation in one month and submit them to an advisory group to evaluate. (RFP process)

Ask staff work group to work with jurisdictions in developing a standard format for the proposals and provide other assistance as needed.

Adopt a definition of law enforcement and transportation and criteria. Encourage joint proposals that consider joint operation. Two month timeline

TRANSPORTATION EVALUATION GROUP

Fifteen, jointly appointed by County, Portland, and Gresham.

Managers from Portland, Gresham, and Multnomah County  
Representatives from the following:  
Oregon Department of Transportation  
Washington and Clackamas County  
Metro  
Tri Met  
Port of Portland  
Informed Citizens  
Budget Officers of Portland, Gresham, and Multnomah County  
Professor from Portland State  
Private CPA

PUBLIC SAFETY EVALUATION GROUP

Nineteen, jointly appointed by County, Portland, and Gresham.

Sheriff, Chiefs of Portland, Gresham, and one representative of  
other east county cities - 4

Representatives from the District Attorney, Courts, Metro - 3

One representative from the following citizen groups - 6  
Chamber of Commerce  
Citizen Committee on City/County Consolidation in Public  
Safety  
City/County Citizen Budget Committee  
Citizens Crime Commission  
Chief's Forum  
Citizens Evaluation Task Force (1986)

Other Interested Citizens - PSU Professor, CPA, law enforcement  
professional -3

Budget Officers of Portland, Gresham, and Multnomah County - 3

PAULINE ANDERSON  
Multnomah County Commissioner  
District 1



605 County Courthouse  
Portland, Oregon 97204  
(503) 248-5220

September 26, 1991

To: Multnomah County Commissioners  
Portland City Council  
Gresham City Council  
Representatives from East County Cities  
Elected County Officials  
City Auditor  
William Dodge

From: Pauline Anderson *pa*

Re: Proposals for Joint Public Safety System and  
Unified Transportation System

BOARD OF  
COUNTY COMMISSIONERS  
1991 SEP 27 PM 2:55  
MULTNOMAH COUNTY  
OREGON

Since our first joint meeting, I have been thinking about the best system for law enforcement and transportation. Measure 5 and these discussions provide a unique opportunity for us to take innovative, courageous steps to improve the service delivery to our citizens.

With the following proposals, I am trying to think through the best service delivery system, while recognizing the need for local control in some areas and a forward look to eventual regionalization in others.

In response to the September 23 memo from Commissioners Bauman and Kafoury and Mayor McRoberts, I appreciate their attempt to package a number of issues together. However, I do not believe that we should adopt their approach until we explore other proposals.

Because I have been confused about how proposals would come to the group - I thought the Work Group would be forwarding several options - I am circulating two of mine now in an attempt to ensure that you keep an open mind on these issues before our meetings and that you are aware of other possibilities.

I believe the best process to follow in evaluating these proposals is to form Work Groups with representation from all key areas. The Board of County Commissioners has approved the formation of a Police Services Work Group (Multnomah County Board resolution 91-118 on 8-15-91 - copy enclosed).

I am open to other possibilities for the membership in the Work Group that would guarantee a fair hearing.

A similar Work Group should be formed to evaluate the Unified Transportation System proposal and alternatives. Because of the technical nature of the issues involved, I would suggest that we invite operational transportation personnel from the local area to assist our transportation Managers in the evaluation. A possible group would include Transportation personnel from the following agencies:

Managers from Portland, Gresham, and Multnomah County  
Oregon Department of Transportation  
Washington and Clackamas County  
Metro  
Tri Met  
Port of Portland  
Informed Citizens

All of these agencies have a personal and professional interest in seeing that we have the best possible transportation agency throughout the County.

Finally, I am suggesting some alternative language to the September 23 memo in the following areas. This language expresses our willingness to explore options in these areas:

Roads: Explore models of consolidated transportation planning, roads and bridge maintenance. Seek cost efficiencies, equitable service standards, rational county wide capital priority setting, and consensual budgeting, planning and decisions making.

Law Enforcement: Convene a multi-jurisdictional police services planning group. Review and recommend models for greater coordination, specialization, cost savings, and/or mergers in county wide law enforcement. Have County phase out of mid-county police patrol responsibilities.

Finally, I believe we may be willing to take a slightly different approach in another area mentioned in the September 23 memo:

Emergency Management: Consolidate jurisdictions' emergency management planning responsibilities with the goal of region-wide planning.

I look forward to the opportunity to present these ideas and to hearing your thoughts on the options proposed.

September, 1991

## PROPOSAL FOR A UNIFIED PUBLIC SAFETY SYSTEM

### PRINCIPLES

1. A comprehensive countywide system for public safety.
2. Improved Communication between all elements of the system.
3. Consolidation of administration and operational activities
4. Central, consensual planning and decision making
5. Efficient central hiring and training
6. Consolidation of revenues

### IMPLEMENTATION

1. Establish a Joint Public Safety Council Chaired by the Elected Sheriff which meets at least twice a month.

#### Duties:

- a. Implementation of Public Safety Plan
- b. Development of budgets to recommend to jurisdictions
- c. Implementation of effective community policing
- d. Review system problems; recommend efficiencies

2. Establish Elected Sheriff as Chair of Council. Other members are:

Police Chief of Portland  
Police Chief of Gresham  
District Attorney  
Chief Judge  
Metropolitan Public Defender  
Director, Department of Community Corrections  
Director, Department of Human Services  
Director, Juvenile Department  
Representative of other County cities

3. Establish a Public Safety Advisory Committee to the Council which meets at least twice a month. Advisory Committee includes representatives from the following:

Sheriff's Office  
Portland Police  
Gresham Police  
District Attorney's Office  
State Courts  
Metropolitan Public Defender  
Department of Community Corrections  
Department of Human Services (Health/Social Services)  
Department of Human Services (Juvenile Department)  
East County Cities

Citizen Crime Commission  
Neighborhood Association Crime Prevention Program  
Oregon Criminal Justice Council  
Citizen Involvement Committee  
Non Profit Service Provider

Duties:

- a. Development of Public Safety Plan
- b. Monitors the progress of the Plan

IMPACTS

1. Establishes minimum patrol standards county wide. Uniform approach to community policing.
2. Cities able to target local enforcement needs.
3. Cities and county elected officials retain budget approval.
4. Better educated and trained recruits. New officers hired under PERS. No worsening of unfunded liability.
5. Savings in administration, pooled equipment purchases, shared materials purchases.
6. Publicly accountable official in charge of Council.
7. Enhanced communication between all aspects of the criminal justice system.

September, 1991

## PROPOSAL FOR A UNIFIED TRANSPORTATION SYSTEM

### PRINCIPLES

1. Promote cost efficient government by consolidating administrative and operational activities in the County, Portland, Gresham and the East County cities.
2. Develop central, consensual planning and decision making by involving all affected jurisdictions.
3. Promote cost efficient government by centrally purchasing equipment and materials and fully using existing maintenance facilities
4. Provide equitable services to citizens by developing uniform road maintenance standards
5. Maximize the efficient use of available resources by consolidating existing transportation revenues

### IMPLEMENTATION

1. Establish a Joint Transportation and Road Maintenance Bureau

#### Duties of the Bureau:

- a. Maintenance of arterials and local streets.
- b. Maintenance of Willamette River Bridges.

#### How the Bureau would operate

- a. Have government employees do routine maintenance work
- b. Contract for major maintenance and capital construction projects.
- c. Use existing Stanton and Yeon shops.
- d. Centrally purchase capital equipment and materials.
- e. Pool existing road maintenance equipment
- f. Provide planning capability for other countywide transportation issues

2. Establish a Policy Committee with Elected Officials from Portland (2 votes), Gresham (1 vote), East County Cities (1 vote), and the County (1 vote). Representatives from Tri-Met and the Port of Portland could serve in a non-voting capacity.

Duties of the Policy Committee:

- a. Establish consensual priorities for road and bridge maintenance and capital construction, based upon agreed upon standards of maintenance
- b. Establish Long Term Capital Construction Plan.
- c. Recommend budgets to their jurisdictions that reflect the maintenance and capital construction priorities.
- d. Present unified countywide transportation priorities to JPACT.

IMPACTS

1. Central planning, uniform standards, and pooling of financial resources and equipment should equalize the maintenance standard of roads county wide. There should be a reduced backlog of deferred maintenance, primarily in the City of Portland.
2. Establishing capital construction projects on county wide need basis should result in a more rational allocation of scarce transportation dollars.
3. Pooling staff, equipment and materials should result in savings in administration and purchases.
4. The Policy Committee deliberations should provide a more public forum for discussing countywide maintenance and construction needs.
5. A unified countywide approach to transportation issues and priorities will give us more regional clout, and, if successful, could lead to unifying the whole Metro region.

BEFORE THE BOARD OF COUNTY COMMISSIONERS  
OF MULTNOMAH COUNTY

In the Matter of a Process to Determine ) RESOLUTION  
Future Delivery of Law Enforcement ) 91-118  
Services in Multnomah County )

WHEREAS, the passage of Measure 5 has created serious financial problems for the State of Oregon and for many local governments throughout the state.

WHEREAS, local governments in Multnomah County have experienced severe revenue shortfalls because of Measure 5 constraints.

WHEREAS, local governments in Multnomah County are looking for ways to eliminate duplication of services and provide more cost-effective services through consolidation and improved cooperation.

WHEREAS, the Citizen Committee on City/County Service Consolidation has suggested that the County and the Cities explore merging law enforcement operations.

WHEREAS, county officials, staff and citizens need to know if the consolidation of police services is feasible, would actually be cost-effective and would provide better service to all our citizens.

WHEREAS, Multnomah County Sheriff Bob Skipper and Portland Chief of Police Tom Potter have developed a draft "Concept Paper on Police Services Plan". (Exhibit A)

THEREFORE, BE IT RESOLVED, that the Board recommends formation of a Police Services Planning Group, as presented in the Skipper-Potter Concept Paper, to explore the various issues related to the future delivery of police services in Multnomah County.

THEREFORE, BE IT FURTHER RESOLVED, that membership on the Planning Group should include the Sheriff of Multnomah County, the Police Chiefs of Gresham, Fairview, Portland, and Troutdale, the City Managers of Maywood Park and Wood Village, the District Attorney of Multnomah County, and one representative each from the Portland Chamber of Commerce's Multnomah County Task Force, the Citizen Committee on City/County Consolidation in Public Safety, the City/County Citizen Budget Committee and the Portland Citizens Crime Commission, and other appropriate agencies. The Auditors of Multnomah County, Gresham, and Portland may be requested to participate when deemed appropriate by the Police Services Planning Group.

THEREFORE, BE IT FURTHER RESOLVED, that in addition to issues presented in the Concept Paper, the Police Services Planning Group should also make recommendations on the following specific issues:

#### ADMINISTRATION

How law enforcement agencies could be combined into a consolidated or jointly operated unit.

What administrative and operational efficiencies are possible with such a consolidation.

#### SERVICES

What law enforcement services should be offered countywide.

What level of countywide service should be offered given the Sheriff's current resources. How would questions of staffing and deployment be handled.

How and at what level law enforcement should be provided in rural unincorporated Multnomah County.

#### POSSIBLE IMPEDIMENTS TO CONSOLIDATION

What legal problems or obstacles would be encountered.

How would concerns about loss of local control be addressed.

How would the issues of different salaries and benefits, including pension plans, be addressed.

How would the issue of seniority and retention of rank be addressed.

Would merger into an existing agency or into a new agency provide the most promise for success.

#### ALTERNATIVES TO CONSOLIDATION

If consolidation of police services is determined not to be feasible, or could not be implemented within a reasonable span of time, what improvements in cooperation between the various agencies promise the most cost-effective results.

Short of full consolidation, are there areas of partial consolidation which could be implemented.

What redeployment of existing police services promises more cost-effective or better services.

THEREFORE, BE IT FURTHER RESOLVED, that the Board requests a report from the Police Services Planning Group by November 1,



ADOPTED THIS 15 DAY OF AUGUST, 1991.

(SEAL)

BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

By

Gladys McCoy, Chair

REVIEWED

Laurence Kressel, County Counsel

2052 7/9 8-9 -91

EXHIBIT "A"

CONCEPT PAPER ON POLICE SERVICES PLAN

This document is a proposal for realigning police patrol boundaries between the City and County, and for establishing a planning process through which the Portland Police Bureau, Multnomah County Sheriff's Office, and other police agencies in the county work together to establish how police services will be provided over the next decade.

The current state of Portland's annexations has left many unincorporated islands, and meandering boundaries, thus causing confusion for officers and residents about where jurisdictional boundaries lie. To increase efficiency, we are proposing that patrol districts be traded so that the Portland Police Bureau patrols all areas west of 122nd Avenue, and the Sheriff's Office patrols all areas east. The change would benefit both agencies, and the public as well.

While we propose this action as a short-term solution to a current problem, we are aware of long-standing law enforcement issues between the City and County that need to be resolved. We propose a Planning Group be established to study crime, demographics, growth trends, and projected annexations. This and other information will be used to develop a proposed long range plan for providing police services in Multnomah County. This plan would be brought before the respective political bodies for approval.

This Planning Group would be made up of local police agencies in Multnomah County, as well as government, community, and business representatives. They would develop a planning process which would culminate in a 5-10 year plan for providing police services to the citizens of Multnomah County.

An appointment to this Task Force would not be a duty to be taken lightly. However, both the City and County would benefit greatly from a long range planning and problem solving approach to the provision of police services in this region.

Sheriff Bob Skipper and Chief Tom Potter support this proposal, and pledge to work together in a spirit of mutual cooperation and support. If approved, the other County police officials and their respective political bodies should be asked to join the discussion and planning process.

Revised September 18, 1991

JOINT GOVERNMENT MEETINGS

Tentative schedule for joint gov meetings, with topics:

all meetings 1:30 - 5 pm

location: probably 14th Floor Justice Center

1st: \*Thursday, Oct 3: Roads

2nd: Thursday, Oct 24: Planning, Animal Control & Cable

3rd: Thursday, Nov 7: Law enforcement

4th: \*\*Thursday, Nov 21: Administrative services & Emergency Management

If needed: Thursday, Dec 5

NOTES:

\*Commissioner Bogle, Mayor Clark not available.

All dates are OK with BCC and are being held open on BCC calendar  
Commissioner Anderson not available Oct 10.  
BCC not available Nov 14

All dates OK with Dodge. Dodge not available Oct 17 and Oct 31.  
Dodge prefers to reschedule Nov 21 for any day other than  
Thursday during that week.

BOARD OF  
COUNTY COMMISSIONERS  
1991 SEP 23 AM 10:27  
MULTI-JURISDICTIONAL COUNTY  
OREGON

JOINT GOVERNMENT MEETING

October 3, 1991

SUGGESTED AGENDA

1. Discussion of Memos of September 23 and 26 from Commissioners Kafoury and Bauman and Mayor McRobert
  - a. guiding principles
  - b. proposals regarding specific services
2. Suggested process from here to December
3. Review, modify, approve worksheets
4. Other

## GUIDING PRINCIPLES DISCUSSION

### 1. Environmental Circumstances:

- eroding public confidence in government
- growth of Gresham
- annexation of mid-county
- reduction of county urban service responsibilities
- growth in county human and justice service responsibilities
- measure 5 and need for increased efficiencies and equitable funding strategies

### 2. Values guiding government services

- efficiency (avoid duplication & save money)
- preserve/ improve quality of service
- meet local needs
- promote the best for the region
- accountability to citizens
- accessibility to services
- equitable and adequate funding

### 3. Goals for this and future collaborations

- balance so that each government has a balanced portfolio of responsibilities and the resources to meet them
- a spirit of cooperation and an expectation of on-going collaboration
- results that strengthen all governments in ability to perform core services
- flexibility to adjust service delivery to changing circumstances

4. Identify core services.

a. municipal services:

police  
fire  
water  
sewers  
streets  
neighborhood parks  
land use planning/ adjudication  
housing inspection/ permit

b. county services:

human services  
public health  
corrections (adult & juvenile)  
libraries  
assessment & tax collection  
elections  
other statutory mandates

c. regional services:

zoo  
solid waste  
regional land use/ urban growth planning  
transportation planning

5. Isolate "non-core" services

STAFF SUGGESTIONS FOR DEVELOPING AND PRESENTING  
INFORMATION

1. Individual staff workgroup members will assume responsibility for a service topic, as assigned below:

Roads	Maureen Leonard
Law Enforcement	Mike Casey
Land use planning	Ramsay Weit
Animal Control	Hank Miggins
Cable Regulation	Dave Kish
Emergency Management	Dave Warren
Administrative Services	Steve Bauer & Hank Miggins

2. The staff workgroup will develop a worksheet setting the scope of the inquiry on a service area. The worksheet will be reviewed and approved by you at the joint government meetings. The worksheet will include:

- a. The option or options (advanced by a majority of at least one government) for improving service delivery;
- b. Criteria by which to assess the proposed options;
- c. Appropriate participants to evaluate the options;
- d. Timeline for report back to joint government group.

3. The staff workgroup will be responsible for convening the examination committees, monitoring their progress and reviewing their reports for thoroughness, accuracy and quality. The staff workgroup/ examination committee report to you should include:

- a. accurate background information on level, scope, cost and staffing of current service delivery by each government, including relevant history on intergovernmental arrangements;
- b. changes each government would undergo to meet each option, including revenue, cost and personnel impacts; also including service quality and quantity changes, if any;
- c. assessments of the options, applying the criteria identified in the worksheet, but no recommendations for particular options, and;
- d. considerations for implementation, should an option be selected.

W O R K S H E E T

LAW ENFORCEMENT

Suggested definition:

For purposes of these discussions law enforcement excludes corrections and includes:

1. police patrol (car patrol, community policing, responding to calls for service)
2. detective functions (investigation)
3. administrative/ regulatory functions (firearm checks, PUC inspection, hazardous material units)
4. crime prevention activities (neighborhood assistance, drug education)

NON-EXCLUSIVE OPTIONS

Option A

Two largest cities, Gresham and Portland, assume law enforcement functions in Multnomah County

- a. Move from three large law enforcement agencies (roles of Troutdale, Fairview?) to two.
- b. County contracts with Gresham and Portland for law enforcement services in unincorporated county areas.
- c. Troutdale, Fairview, Wood Village contract with either municipality for provision of or enhancement to law enforcement services.

Option B

Combine existing law enforcement services into one agency county-wide

- a. Move from three large law enforcement agencies (roles of Troutdale, Fairview?) to one.
- b. Governments contract with a single agency for provision of or enhancements to law enforcement services

Option C

Maintain status quo; continue with three large law enforcement agencies in the county.

CRITERIA FOR EVALUATING

1. Efficient: How does proposal reduce duplication and/or save money?
2. Effective: How does proposal preserve or improve the quality of service?
3. Local needs: How does the proposal incorporate local priorities or initiatives?
4. Regional Responsibilities: How does the proposal incorporate the interests of the region (define region)?
5. Accountable: How does the proposal enhance governments' responsiveness to citizens?
6. Equitable: How does the proposal (re)distribute available resources in the most equitable manner?
7. Collaborative: How does the proposal enhance the ability of our governments to work together.
8. Core Function: How does the proposal enhance each government's core functions

EVALUATION TEAM

1. law enforcement heads from each jurisdiction
2. Staff workgroup

EVALUATION TIMELINE

Evaluation report due November 4 (Monday)

# W O R K S H E E T

## ROADS & BRIDGES

### Suggested definition:

For purposes of these discussions, roads includes all local streets and arterial roads in Multnomah County, not presently the responsibility of the state or federal government. Transportation services appear to include: maintenance, construction, planning and traffic management.

### NON-EXCLUSIVE OPTIONS

#### OPTION A

Transfer road responsibilities to two largest municipalities, Portland and Gresham:

- a. Move from three to two transportation providers;
- b. County contracts with either/ both for road service in unincorporated areas.
- c. East cities contract with either for road services.

#### OPTION B

Maintain status quo - retain three transportation providers in the county.

CRITERIA FOR EVALUATING

1. Efficient: How does proposal reduce duplication and/or save money?
2. Effective: How does proposal preserve or improve the quality of service?
3. Local needs: How does the proposal incorporate local priorities or initiatives?
4. Regional Responsibilities: How does the proposal incorporate the interests of the region (define region)
5. Accountable: How does the proposal enhance governments' responsiveness to citizens?
6. Equitable: How does the proposal (re)distribute available resources in the most equitable manner?
7. Collaborative: How does the proposal enhance the ability of our governments to work together.
8. Core Function: How does the proposal enhance each government's core functions

EVALUATION TEAM

1. Road managers from each jurisdiction
2. Staff workgroup

EVALUATION TIMELINE

Evaluation report due October 21 (Monday)

SUGGESTED SCHEDULE FOR SUBSEQUENT MEETINGS  
WITH TOPICS  
Through December 1991

all meetings 1:30 - 5 pm (may be shorter)  
location: probably 14th Floor Justice Center

- Thursday, Oct 3: Guiding principles;  
Approve preliminary worksheets on  
roads and law enforcement
- Thursday, Oct 24: Approve preliminary worksheets on  
planning, animal control, cable,  
emergency management, administrative  
services;  
Review evaluation report on roads  
proposals; set direction; direct  
staff to prepare draft agreements,  
etc.
- 3/5  
Thursday, Nov 7: Review evaluation report on law  
enforcement proposals; set direction;  
direct staff to prepare draft  
agreements, etc.
- Thursday, Nov 21: Review evaluation reports on  
planning, animal control and cable;  
set direction; direct staff to  
prepare draft agreements, etc.
- Thursday, Dec 5: Review evaluation reports on  
emergency management and  
administrative services; set  
direction; direct staff to prepare  
draft agreements, etc.

SUMMARY OF  
JOINT GOVERNMENT MEETING OF SEPTEMBER 4

I. Background on government cooperation efforts presented by  
Bill Dodge

A. Why cooperation is critical

1. Worsening local fiscal distress
2. Continued frustration in addressing intercommunity issues
3. Flattening population growth in metropolitan areas
4. Rapidly changing dynamics in intergovernmental relations
5. Growing realization of economic importance of regions

B. Examples of intergovernmental cooperation in other  
regions

Commission to evaluate county-regional government in  
Portland, Maine region  
Governance Summit in the Seattle, Washington region  
Fiscal Partnership Project in the Baltimore,  
Maryland region  
Intergovernmental Cooperation Project in the  
Pittsburgh, Pennsylvania region  
Community Cooperation Task Force and Challenge 95  
Leadership Network in the Dayton, Ohio region

II. Results of meeting

A. Desired outcomes of joint government meetings  
identified

1. building better working relationships among elected officials
2. providing the best service delivery for the public by resolving some of the most pressing common service delivery issues
3. continuing collaborations

B. Service areas chosen for examination:

animal control  
administrative services  
law enforcement  
roads  
cable regulation  
emergency management  
land use planning

C. Ongoing collaborative process committee formed

consisting of Commissioners Kafoury and Bauman and  
Mayor McRobert

D. Delegation to staff to:

1. design meetings process between now and December
2. schedule meetings and topics
3. develop background information on topics

M E M O R A N D U M

TO: Commissioners for Gresham, Portland and Multnomah  
County

FROM: Mayor Gussie McRobert, Commissioner Gretchen  
Kafoury, Commissioner Rick Bauman

DATE: September 23, 1991

SUBJECT: Recommendations of the Process & Ongoing  
Collaboration Subcommittee

We met on September 12 to discuss how best to advance long-range strategies for joint government collaboration. It became apparent that the key to ongoing success lies in the foundation we establish now as we begin the meetings scheduled through this Fall.

We suggest that the first portion of the October 3 meeting be devoted to establishing that foundation -- a commonly agreed-upon direction for our three governments, perhaps captured and adopted in Resolution form. From there we will have a comprehensive way of making immediate decisions about how particular services are most appropriately provided. We will also have the framework for future collaborative efforts.

We have a document of significance to these discussions, Resolution A. (Attached). We believe it can be updated and improved to meet the needs of our governments today. We hope that by the conclusion of the discussion on October 3, we will have the framework and substance for a "Resolution B" that will guide the service discussions that follow.

We suggest developing the foundation in the following way.

First, there are environmental circumstances that form the context for our discussions. We should briefly identify them. For example:

- eroding public confidence in government
- growth of Gresham
- annexation of mid-county
- reduction of county urban service responsibilities
- growth in county human and justice service responsibilities
- measure 5 and need for increased efficiencies and equitable funding strategies

Second, we believe we can reach good, though perhaps imperfect, decisions about the appropriate provider(s) of services if we proceed with the following values in mind:

- efficiency (avoid duplication & save money)
- preserve/ improve quality of service
- promote local control
- promote regional responsibilities
- accountability
- accessibility
- equitable funding

Third, it is essential that any realignment of responsibilities among our governments must result in the following:

- balance so that each government has a balanced portfolio of responsibilities and the resources to meet them
- a spirit of cooperation and an expectation of on-going collaboration
- results that strengthen all governments in ability to perform core services

Fourth, each government provides core services. We should identify them together. For example, core municipal services could include:

- police
- fire
- water
- sewers
- streets
- neighborhood parks
- land use planning/ adjudication
- housing inspection/ permit

Core county services could include:

- human services
- public health
- corrections (adult & juvenile)
- libraries
- assessment & tax collection
- elections
- other statutory mandates

Regional services presently include:

- zoo
- solid waste
- regional land use/ urban growth planning
- transportation planning

Fifth, there will remain a few services that our governments provide that are not within our core functions. Not surprisingly, the contention among us often arises in these service areas. For the county, this category includes municipal services the county provides to the shrinking unincorporated area, such as land use planning and police patrol, and in the services the county provides almost exclusively to urban areas, such as enhanced animal control and public inebriate services. There are also services that we provide transitionally while waiting for a regional authority to assume responsibility. Regional parks are an example. In addition, there are services that overlap among jurisdictions and would appear to benefit from merger or at least more deliberate coordination. Cable regulation, emergency management, housing and administrative services are among such examples.

The seven services we identified at our first meeting as requiring immediate attention -- animal control, cable, emergency management, law enforcement, land use planning, roads, and administrative services -- fall into this much debated category, for obvious reasons. The first two -- animal control and cable -- are not exclusively within the core functions of any one government. Emergency management, though a county function by state mandate, has been replicated within the municipalities. Law enforcement and land use planning are services the county continues to provide for the most part only to the unincorporated areas. Finally, the division of road responsibility in east county reflects an earlier time before Gresham grew in population and territory.

We do not suggest that governments can provide no more than core services, or that cities and counties may not provide the same, similar or complementary core services. The goal of our joint meetings is to decide how to provide the best service by the most appropriate level of government at the lowest cost. What service is "best", what government is the most "appropriate" and how to determine "lowest cost" are measures we still need to develop.

The three of us attempted to apply the analysis laid out above, remaining aware that all values (such as conflict between local control and regional responsibility) have not been fully examined or addressed. We suggest the following realignments, not to prejudge outcomes in advance of information, but rather to continue the direction setting that has already occurred over the past decade in these service areas (and for which much background analyses already exists):

1. Transfer county operational roads and bridges responsibilities to Gresham and Portland. Develop assurances about quality of service and reasonable costs for remaining county and east city roads. Strengthen the regional transportation planning process.
2. Transfer mid-county police patrol responsibilities to Gresham and Portland in advance of annexation. Examine cost savings of transferring full law enforcement function from county to cities. Convene a Task Force to review and recommend models for greater coordination, specialization, cost savings and/or mergers in county-wide law enforcement.
3. Continue to support the CHAS housing initiative. Identify opportunities to integrate housing and supportive human services among CHAS, non-profit groups, financial institutions and government entities, to meet housing needs for transitional, special needs, emergency shelter, homeless and low income groups.
4. Continue county provided animal control services at levels exceeding a basic public health function by billing cities for their share of use of such services.
5. Transfer funding responsibilities for inebriate pick-up and sobering services from the county to the City of Portland.
6. Formalize existing coordination agreements among jurisdictions in emergency management planning; take necessary first steps to consolidate all jurisdictions' planning responsibilities with goal of region-wide planning.
7. Consolidate staffing for the two cable commissions; plan to merge the two commissions with the goal, at the expiration of contracts, of a single franchise county-wide.
8. Transfer responsibilities and funding for land use planning from the county to the City of Portland. Develop assurances about maintenance of current level of service to rural Multnomah County.

After updated analyses it may become obvious that a particular initiative is too costly or cumbersome or fails to meet necessary criteria. We believe that even with the best proposals, the larger recurring concerns of local control, regional responsibility and equitable funding will remain.

Nonetheless, we believe we can and should signal appropriate realignments, so that we can direct staff to prepare the most comprehensive information on implementation, timelines, costs, and issues remaining to be addressed.

Even more important than the immediate service discussions, we believe, are the agreements we reach now to work collaboratively and think creatively on issues that cross our jurisdictional and functional lines. Private and public entities in addition to ourselves may need to be involved. We have identified three areas in which ongoing cooperation can be encouraged and enhanced:

- housing (the spectrum of emergency to affordable)
- justice services (the range from prevention to corrections)
- taxation

We will report back to you at a later time on what is happening and what may be possible for cooperation in these three areas.

To: Multnomah County Commission  
Portland City Council  
Gresham City Council  
Representatives from East County Cities

From: Mayor Gussie McRobert, Commissioner Gretchen  
Kafoury, and Commissioner Rick Bauman

Re: Revisions to Joint Government Meeting Proposal and  
Procedural Considerations for October 3rd Meeting

Date: September 27, 1991

Each of us has discussed the September 23rd Joint Government Draft Proposal with our colleagues. We then met on September 26th. This memo suggests revisions to the September 23rd draft and proposes procedures designed to maximize the progress which we believe can be made at our Thursday, October 3rd meeting.

#### Revisions to Draft Proposal

Given certain alterations, there appears to be a solid majority on the Gresham City Council, the Portland City Council and the Multnomah County Commission for the draft proposal circulated to you earlier this week.

The most significant change is in item 2 on page 4, the discussion of law enforcement responsibilities. The following language would be substituted:

The three major police forces which now provide law enforcement services in Multnomah County--the Portland City Police (PPD), the Gresham City Police (GPD), and the Multnomah County Sheriff's Office (MCSO)--will be consolidated into either two forces or one force through a two step process.

Step 1: The County will stop providing police patrols in unincorporated Multnomah County. The provision of these services will be contracted to another appropriate police agency.

Step 2: Two full proposals will be developed analyzing the operational and fiscal implications of consolidation of one or two of the existing police agencies. The first proposal would focus on the completely eliminating of the policing functions of MCSO, dividing those responsibilities between PPD and GPD. The second proposal would focus on consolidating all three agencies into one.

Commissioner Pauline Anderson is circulating an alternate proposal relating to roads and bridges. She is circulating her suggestion to all participants before the October 3rd meeting.

A major concern raised by several individuals at several points in the draft proposal related to "accountability". The issue involves the ability of citizens to redress their elected officials when the government actually providing a service is not *their* government. For example, how is a citizen of unincorporated Multnomah County assured access to decisions concerning their police services when that service is being provide, through contract, by the PPD? This issue will need to be resolved as the detailed proposals in each area are developed.

Other suggested wording changes, clarifications and corrections are relatively minor in nature and can be discussed at the October 3rd meeting.

#### Procedures for October 3rd Meeting

There was general agreement about the process discussed in the draft proposal. In sum, the overall process will involve preliminary decisions by the Joint Government Group on the seven areas identified at our September 4th meeting, development of detailed proposals for the implementation of each of those decisions, and, based on that information, final ratification of the decisions and implementation plans by each of the governments involved.

To that end, we propose the following agenda for the October 3rd meeting.

1. Discussion of the environmental factors, value statements, and core service responsibilities described in the September 23rd draft. We will need to decide if and how this framework should be formalized--e. g. adoption of a Resolution B.
2. Preliminary decisions on the seven items identified at our first meeting. Assignment to work groups of the responsibility to develop detailed plans and timelines for implementing the decisions.
3. Discussion of methods for dealing with the "cross-cutting" issues (e.g. housing and criminal justice), the responsibility for which will continue to be vested in more than one government.
4. Presentation by staff and discussion of their preliminary work on "roads and bridges".

We are assuming while meeting as the Joint Government Group, our first attempt will be to make decisions by consensus. When that proves impractical, each governing body will need to indicate if there is majority support for a certain decision.

BEFORE THE BOARD OF COUNTY COMMISSIONERS  
OF MULTNOMAH COUNTY, OREGON

In the matter of Phasing Out of Delivery of )  
Urban Level of Services in the Unincorporated )  
Area of Multnomah County during the next three ) RESOLUTION  
years (Resolution A) )

WHEREAS, the Board of County Commissioners is considering the mission and purpose of Multnomah County; and

WHEREAS, the 150,000 persons currently residing within Multnomah County's urban growth boundary outside incorporated cities require long-range planning for services; and

WHEREAS, it is in the public interest to clearly express the County's mission regarding providing services in mid-Multnomah County; and

WHEREAS, Multnomah County's resources are insufficient to continue current service levels and the government is facing a significant revenue shortfall of approximately \$14 million in general resources for FY 1983-84; and

WHEREAS, the first priority for the available resources of Multnomah County shall be for those services available to all residents of the County, such as Assessment and Taxation, Elections, Corrections, Libraries and Health Services; and

WHEREAS, "municipal services" is defined as governmental services usually provided by city governments and shall include but not be limited to police service, neighborhood parks, and land-use planning and permits, "urban" shall be defined as governmental service comparable in quantity and quality to incorporated municipalities, and "rural" shall be defined as governmental service comparable in quantity and quality to unincorporated service areas outside urban growth boundaries.

THEREFORE BE IT RESOLVED, that County services generally described as "municipal services" at a level considered "urban" rather than "rural" shall be proportionately reduced starting FY 1983-84 through FY 1986-87 to establish a minimal and essentially rural level of municipal services throughout Multnomah County.

ADOPTED March 15, 1983

APPROVED AS TO FORM:

*John B. Leaby*  
John B. Leaby



BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

By *Gordon Shadburne*  
Gordon Shadburne  
Presiding Officer