

ANNOTATED MINUTES

*Tuesday, November 5, 1991 - 10:00 - 11:00 AM
Portland City Hall, Council Chambers
1220 SW Fifth Avenue*

JOINT GOVERNMENTS BRIEFING

- B-1 Joint County/Gresham/Portland Briefing of the 1991 Multnomah County Comprehensive Housing Affordability Strategy (CHAS). Presented by Cecile Pitts, Steve Rudman and Brian Shetterly.*

ED McNAMARA, STEVE RUDMAN, CECILE PITTS, BRIAN SHETTERLY AND MIKE SABA PRESENTATION AND RESPONSE TO QUESTIONS AND DISCUSSION OF GLADYS McCOY, JO HAVERKAMP, MIKE LINDBERG, GRETCHEN KAFOURY, EARL BLUMENAUER, RICK BAUMAN, DICK BOGLE, PAULINE ANDERSON, SHARRON KELLEY, BARBARA CLARK AND GUSSIE McROBERT. JURISDICTIONS REQUESTED TO ADOPT MULTNOMAH COUNTY CHAS PLAN AND TO APPOINT ONE ELECTED OFFICIAL AND STAFF PERSON TO AN INTERJURISDICTIONAL TRANSITION TEAM WHICH WILL PROCEED WITH SPECIFIED TASKS AND TIMELINES.

*Tuesday, November 5, 1991 - 1:30 PM
Multnomah County Courthouse, Room 602*

BOARD BRIEFING

- B-2 Update on Childrens Justice Task Force. Review and Policy Direction Concerning the Multnomah County Juvenile Detention Enhancement Proposal Pursuant to the Overcrowding of Boys Placed in the Donald E. Long Home Detention Facility. Presented by Harold Ogburn and Hank Miggins.*

HANK MIGGINS, HAL OGBURN, WAYNE GEORGE AND ELAINE COGAN PRESENTATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION. JJD STAFF TO SUBMIT SPECIFIC RECOMMENDATIONS AND APPROPRIATE BUDGET MODIFICATIONS AND FACILITIES MANAGEMENT TO UPDATE BOARD ON FACILITY REPAIR AND/OR UPGRADE COSTS FOR THURSDAY, NOVEMBER 21, 1991 MEETING. COMMISSIONER ANDERSON SUBMITTED A DRAFT RESOLUTION ESTABLISHING A JUVENILE PLAN FOR BOARD INPUT.

*Tuesday, November 5, 1991 - 2:30 PM
Multnomah County Courthouse, Room 602*

AGENDA REVIEW

B-3 *Review of Agenda for Regular Meeting of November 7, 1991.*

- R-5 **COMMISSIONER ANDERSON ADVISED SHE RECEIVED A LETTER FROM OREGON AFSCME EXPRESSING CONCERN THAT COUNTY ROADS ANNEXED INTO CITY OF PORTLAND HAVE NOT BEEN MAINTAINED.**
- R-6 **CECILE PITTS TO CHECK WITH COUNTY COUNSEL TO SEE WHETHER BOARD CAN KEEP OPTION OF WAIVING \$200 TRANSFER FEE.**
- R-8 **CHAIR McCOY STAFF TO REPORT TO BOARD ON THURSDAY REGARDING STATUS OF OTHER JURISDICTIONS PARTICIPATING IN DEAD ANIMAL PICK UP.**

*Thursday, November 7, 1991 - 9:30 AM
Multnomah County Courthouse, Room 602*

REGULAR MEETING

Chair Gladys McCoy convened the meeting at 9:33 a.m., with Vice-Chair Rick Bauman, Commissioners Sharron Kelley and Gary Hansen present, and Commissioner Pauline Anderson arriving at 9:34 a.m.

CONSENT CALENDAR

UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER HANSEN, THE CONSENT CALENDAR (ITEMS C-1 THROUGH C-6) WAS UNANIMOUSLY APPROVED.

JUSTICE SERVICES

SHERIFF'S OFFICE

- C-1 Liquor License Application Renewals Submitted by Sheriff's Office with Recommendation for Approval as Follows:
Package Store for CROWN POINT COUNTRY MARKET, 31815 E Crown Point Highway, Troutdale; PLAINVIEW GROCERY, 11800 NW Cornelius Pass Road, Portland.
Restaurant for PIZZA BARON, 2604 SE 122nd, Portland.
Retail Malt Beverage for ROSE BOWL, 3800 SE 164th Avenue, Portland; SPRINGDALE TAVERN, 32302 East Crown Point Highway, Corbett.

NON-DEPARTMENTAL

- C-2 *In the Matter of the Appointments of Wendy Bean and Eleanor Matthews to the*

MULTNOMAH COUNTY COMMUNITY HEALTH COUNCIL

- C-3 *Ratification of an Intergovernmental Agreement Between Multnomah County and the State of Oregon, Department of Justice to Allow the Department of Justice to Purchase Herman Miller Furnishings in Accordance with Multnomah County Contract Bid #B43-100-6044*
- C-4 *Ratification of an Intergovernmental Agreement Between Multnomah County and Washington County Consolidated Communications Agency to Allow Washington County Consolidated Communications Agency to Purchase Herman Miller Furnishings in Accordance with Multnomah County Contract Bid #B43-100-6044*

DEPARTMENT OF ENVIRONMENTAL SERVICES

- C-5 *Ratification of an Intergovernmental Agreement Between Multnomah County and the City of Gresham Providing for Implementation of Community Development Block Grant Activities to Complete the S.E. 7th Street Waterline/Hydrants Project*
- C-6 *Ratification of an Intergovernmental Agreement Between Multnomah County and the City of Gresham Providing for Implementation of Community Development Block Grant Activities to Complete the S.E. Vista Avenue Waterline/Hydrants Project*

REGULAR AGENDA

NON-DEPARTMENTAL

- R-1 *RESOLUTION in the Matter of Extending the County's Sincere Appreciation to Those Who Helped Fight the Two Columbia Gorge Fires*
- R-2 *RESOLUTION in the Matter of Extending the County's Sincere Appreciation to the Citizens of Multnomah County*

COMMISSIONER BAUMAN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-1 AND R-2. PENNY MALMQUIST EXPLANATION AND RESPONSE TO BOARD QUESTIONS. RESOLUTIONS 91-167 AND 91-168 UNANIMOUSLY APPROVED.

JUSTICE SERVICES

SHERIFF'S OFFICE

- R-3 *Ratification of an Intergovernmental Auction Agreement Between Washington County and Multnomah County in Order to Reduce the Costs of Disposing of Vehicles and Other Surplus Property Acquired Through the Application of Civil Forfeiture Statutes, for the Period November 1, 1991 through October 31, 1994*

UPON MOTION OF COMMISSIONER HANSEN, SECONDED BY COMMISSIONER KELLEY, R-3 WAS UNANIMOUSLY APPROVED.

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-4 *ORDER in the Matter of the Conveyance of a Permanent Easement on County Land at the Gregory Heights Library Parcel, 7921 NE Sandy Boulevard, Portland, Oregon*

UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER ANDERSON, ORDER 91-169 WAS UNANIMOUSLY APPROVED.

- R-5 *RESOLUTION Setting a Hearing Date in the Matter of Surrendering Jurisdiction to the City of Portland All County Roads Within the Areas Annexed to the City of Portland Effective June 30, 1991*

UPON MOTION OF COMMISSIONER HANSEN, SECONDED BY COMMISSIONER ANDERSON, RESOLUTION 91-170 SETTING A HEARING DATE FOR THURSDAY, DECEMBER 19, 1991 WAS UNANIMOUSLY APPROVED.

- R-6 *First Reading and Possible Adoption of an ORDINANCE Amending County Ordinance No. 672 to Provide for Application and Transfer Fees in Connection with Transfer of Tax Foreclosed Property; and Declaring an Emergency*

PROPOSED ORDINANCE READ BY TITLE ONLY. COPIES AVAILABLE. COMMISSIONER KELLEY MOVED AND COMMISSIONER HANSEN SECONDED, APPROVAL OF THE FIRST READING AND ADOPTION. NO ONE WISHED TO TESTIFY. LARRY KRESSEL PRESENTED A PROPOSED NONSUBSTANTIVE AMENDMENT CONCERNING BOARD'S RIGHT TO WAIVE TRANSFER FEES. COMMISSIONER HANSEN MOVED AND COMMISSIONER ANDERSON SECONDED, APPROVAL OF AN AMENDMENT ADDING "THE TRANSFER FEE MAY BE WAIVED OR REDUCED BY THE BOARD UPON A FINDING THAT A WAIVER OR REDUCTION IS NECESSARY TO RELIEVE THE APPLICANT FROM UNDUE HARDSHIP AND THAT THE LOSS OF THE FEE WILL NOT JEOPARDIZE EFFICIENT ADMINISTRATION OF THE PROGRAM." MR. KRESSEL RESPONSE TO BOARD QUESTIONS. AMENDMENT UNANIMOUSLY APPROVED. ORDINANCE 703 UNANIMOUSLY APPROVED AS AMENDED.

- R-7 *Ratification of an Intergovernmental Agreement Between Multnomah County and the City of Portland Providing Joint Application for a National Pollutant Discharge Elimination System Municipal Separate Storm Sewer Permit within the Portland Urban Services Boundary*

UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER HANSEN, R-7 WAS UNANIMOUSLY APPROVED.

- R-8 *Budget Modification DES #14 Authorizing Changing the Road Fund Share of Animal Control Cost From a Cash Transfer to a Service Reimbursement*

UPON MOTION OF COMMISSIONER HANSEN, SECONDED BY COMMISSIONER KELLEY, R-8 WAS UNANIMOUSLY APPROVED.

DEPARTMENT OF HUMAN SERVICES

- R-9 *ORDER in the Matter of Authorizing Designees of the Mental Health Program Director to Direct a Peace Officer to Take an Allegedly Mentally Ill Person into Custody*

UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER HANSEN, ORDER 91-171 WAS UNANIMOUSLY APPROVED.

- R-10 *In the Matter of a Request for Approval of a Notice of Intent to Apply for a 17 Month, \$229,999 Supplemental Security Income Intergenerational Outreach Project Grant from the Social Security Administration*

UPON MOTION OF COMMISSIONER ANDERSON, SECONDED BY COMMISSIONER KELLEY, R-10 WAS UNANIMOUSLY APPROVED.

- R-11 *Ratification of a Memorandum of Affiliation Between the University of Utah and Multnomah County, Providing First and Second Year University of Utah Physician Assistant Students with Educational Experience within Multnomah County Health Facilities, for the Period upon Execution through October 31, 1992*

UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER HANSEN, R-11 WAS UNANIMOUSLY APPROVED.

- R-12 *Ratification of an Intergovernmental Agreement Between the State of Oregon, Senior and Disabled Services Division, and Multnomah County, Providing \$9,749,128 in Federal and State Funding for Aging Services Division Administration, Long Term Care and Contracted Community Services, for the Period July 1, 1991 through June 30, 1992*

- R-13 *Budget Modification DHS #36 Authorizing an Adjustment to the Aging Services Division Budget to Reflect Revised Federal and State Fund Allocations and Additional Miscellaneous Grant Revenue for a Net Increase of \$266,083*

UPON MOTION OF COMMISSIONER ANDERSON, SECONDED BY COMMISSIONER KELLEY, ITEMS R-12 AND R-13 WERE UNANIMOUSLY APPROVED.


BOARD DISCUSSED LETTER TO TRANSPORTATION EMPLOYEES REGARDING NEED TO PROVIDE ACCURATE

AND TIMELY INFORMATION TO ALL EMPLOYEES ON A REGULAR BASIS.

BOARD DISCUSSED NEED TO IDENTIFY MAJORITY DECISIONS REACHED AT EACH JOINT GOVERNMENTS MEETING. CHAIR McCOY TO REQUEST THAT MEETING FACILITATOR OBTAIN AND CLEARLY STATE MAJORITY CONSENSUS. TERI DUFFY DIRECTED TO DEVELOP A JOINT JURISDICTIONAL UPDATE TO BE SENT TO ALL COUNTY EMPLOYEES FOLLOWING EACH JOINT MEETING.

There being no further business, the meeting was adjourned at 10:07 a.m.

**OFFICE OF THE BOARD CLERK
for MULTNOMAH COUNTY, OREGON**

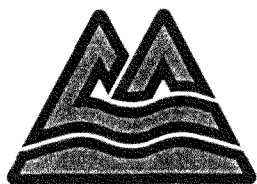

Deborah L. Bogstad

**Thursday, November 7, 1991 - 1:30 - 5:00 PM
Multnomah County Justice Center
1120 S.W. 3rd, 14th Floor
Conference Room B**

JOINT GOVERNMENTS MEETING

- 1. Fourth in a Series of Joint Governments Meetings 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.**

PARTICIPANTS GRETCHEN KAFOURY, GLADYS McCOY, GUSSIE McROBERT, FRED CARLSON, BARBARA WIGGIN, RICK BAUMAN, DICK BOGLE, EARL BLUMENAUER, DONALD ROBERTSON, GARY HANSEN, BERNIE GUISTO, BARBARA CLARK, BUD CLARK, MIKE LINDBERG, SHARRON KELLEY, JO HAVERKAMP, PAUL THALHOFER, SAM COX, MARGE SCHMUNK, PAULINE ANDERSON, JOY AITKENHEAD, ARNOLD COGAN, FRED CHRIST, MIKE CASEY, DAVE ROUSE, FELICIA TRADER, PAUL YARBOROUGH, SCOTT PEMBLE, RAMSEY WEIT AND BOB STACEY. ROAD WORK GROUP DIRECTED TO PREPARE A FISCAL/OPERATIONAL ANALYSIS STUDY OF OPTIONS A AND B WITHIN THE NEXT SIX MONTHS AND TO FINALIZE WORKPLAN AND DISTRIBUTE TO ELECTED OFFICIALS FOR WRITTEN COMMENT. NEXT MEETING SCHEDULED FOR 1:30 PM ON THURSDAY, NOVEMBER 21, 1991, PORTLAND CITY HALL COUNCIL CHAMBERS.



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

NOVEMBER 4 - 8, 1991

Tuesday, November 5, 1991 - 10:00 AM - Joint Governments
Briefing Page 2
Tuesday, November 5, 1991 - 1:30 PM - Board Briefing . . . Page 2
Tuesday, November 5, 1991 - 2:30 PM - Agenda Review. . . . Page 2
Thursday, November 7, 1991 - 9:30 AM - Regular Meeting . . Page 2
Thursday, November 7, 1991 - 1:30 PM - Joint Governments
Meeting Page 5

PLEASE NOTE FUTURE SCHEDULE CHANGES:

Tuesday, November 12, 1991 - Meeting Cancelled

Thursday, November 14, 1991 - Meeting Cancelled

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

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Thursday, November 7, 1991 - 9:30 AM

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REGULAR MEETING

CONSENT CALENDAR

JUSTICE SERVICES

SHERIFF'S OFFICE

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DEPARTMENT OF ENVIRONMENTAL SERVICES - continued

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0105C/24-28/dr

NOV 07 1991

Meeting Date: _____

Agenda No.: #1

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: JOINT GOVERNMENTS MEETING - 14TH FLOOR, JUSTICE CENTER

BCC Informal _____ BCC Formal NOVEMBER 7, 1991
(date) (date)

DEPARTMENT NON-DEPARTMENTAL DIVISION BOARD OF COMMISSIONERS

CONTACT FRED CHRIST TELEPHONE 248-5276

PERSON(S) MAKING PRESENTATION STAFF; ARNOLD COGAN, FACILITATOR

ACTION REQUESTED:

☐ INFORMATIONAL ONLY ☒ POLICY DIRECTION ☐ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 1:30 PM TO 5:00 PM

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):

FOURTH IN A SERIES OF JOINT GOVERNMENTS MEETINGS BETWEEN MULTNOMAH COUNTY, PORTLAND, GRESHAM, WOOD VILLAGE, TROUTDALE TO DISCUSS SERVICE DELIVERY.

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL

Or

DEPARTMENT MANAGER

(All accompanying documents must have required signatures)

BOARD OF
COUNTY COMMISSIONERS
1991 OCT 30 AM 10:47
MULTNOMAH COUNTY
OREGON

PROPOSED AGENDA
JOINT GOVERNMENT COLLABORATION
November 7, 1991
Justice Center, 14th floor

1:30 pm	Getting started
1:40	Agreement on agenda
1:45	Status reports on road transfer process
2:00	Presentation by Road Group on proposed work program Questions and answers
2:30	Presentation by Law Enforcement Group Questions and answers
3:00	Selection of Law Enforcement option Defining unresolved issues Discussion of implementation
3:45	Presentation by Land Use Planning Group Questions and answers
4:00	Selection of Land Use Planning option Defining unresolved issues Discussion of implementation
4:20	Discussion of next meeting's agenda
4:30	Adjournment

BOARD OF
COUNTY COMMISSIONERS
1991 OCT 31 AM 11:34
MULTI-JURISDICTIONAL
OREGON

MEMORANDUM

DATE: October 25, 1991

TO: Board of County Commissioners
City Councils of Gresham, Portland, Troutdale,
Fairview, Wood village, Maywood Park

FROM: Cogan Sharpe Cogan

SUBJECT: Summary of October 24 Joint Government Meeting

ROADS

Maureen Leonard, Assistant to Commissioner Bauman, presented the report of the Road Group and raised the questions of road ownership and transportation services as two distinct issues. Four options for transportation services were described, consisting of the options previously identified by the Joint Government Group plus a fifth option developed by the Cities of Fairview, Troutdale and Wood Village.

Jurisdiction

Discussion focused on responsibilities for transportation planning and the need to coordinate it with land use planning, providing services regardless of ownership, responsibility for bridges, and the desire to ensure consistency in transportation services. The need to define ownership was expressed.

General Consensus:

Roads (including bridges) within each jurisdiction are to be owned by that jurisdiction.

Uniform performance standards should be developed to ensure an efficient and coordinated system countywide.

The legal process to transfer road ownership should be initiated immediately.

Transportation Services

Discussion focused on which of the five options could be

eliminated, how a consortium for service provision would work, the interrelationship between services and planning, and how the MOU between the County and the small cities would be affected.

General Consensus:

The Road Group is to undertake further analysis of Options A and B to determine which best satisfies the evaluation criteria.

The Road Group is to develop a work program for approval at the November 7 meeting that assesses the efficiencies of Options A and B and the provision of transportation services through a consortium mechanism.

The Road Group is authorized to obtain the services of an outside consultant to assist in its evaluation.

POLICE

Mike Casey, Gresham City Manager, reported on the progress of the Law Enforcement Working Group and its preliminary conclusion that a study to analyze crime and law enforcement throughout the County should be undertaken before assessing options for consolidation of services.

Group Consensus:

The Law Enforcement Working Group is to complete its analysis of the three options previously identified by the Joint Government Group for presentation at the November 7 meeting. These topics are:

1. Gresham and Portland assume all law enforcement responsibilities in the county; county and east county cities contract for services.
2. A single agency provides all law enforcement functions.
3. Maintain existing law enforcement agencies and realign functions; municipalities provide "local" law enforcement services and county provides "county-wide" or "regional" law enforcement services.

LAND USE PLANNING

Ramsey Weit, Executive Assistant to Commissioner Kafoury, reported that the Working Group was focusing on the most efficient way to carry out rural area planning. The two options being considered

are (1) divide the responsibility between Gresham and Portland and
(2) assign the responsibility to one jurisdiction.

NOVEMBER 7 AGENDA

Items identified for the Group's next meeting:

- o Report by Road Group of proposed work program
- o Status report on road ownership transfer process
- o Report from Law Enforcement Working Group
- o Discussion and selection of Law Enforcement option
- o Report from Land Use Planning Working Group
- o Discussion and selection of Land Use Planning option
- o Discussion of November 21 agenda

JO:cm
city-co

PAULINE ANDERSON
Multnomah County Commissioner
District 1



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

October 29, 1991

To: Roads Work Group
From: Pauline Anderson
Re: Questions concerning Options A and B

After last Thursday's meeting, I continue to be concerned about the level of understanding and clarity of our discussions. While the group decided that Gresham should "own" their roads, we never reached closure on what "ownership" meant, which is why I objected.

In this memo, I would like to clarify what I believe "ownership" should mean and why I believe Gresham can "own" their own roads AND we can all enjoy a more efficient transportation planning and service delivery system under Option B (if we can agree on this definition of ownership).

I have no objection to Gresham "owning" their roads, if by that we mean:

- legal title
- control over land use planning on streets within their jurisdiction

I do not believe ownership should extend to cover:

- uncoordinated planning for streets that affect more than one jurisdiction
- providing street maintenance
- capital construction projects - plan and program development
- engineering design and contract administration
- traffic engineering, signs, and signals

These latter functions should be performed through a single county wide agency. A single consolidated agency will use a pooled body of road fund money for providing:

- proper level of maintenance for all streets and roads
- capital construction priorities
- efficient purchase of equipment and materials

To ensure that we understand our options, I ask the Roads Work Group to answer the following:

1. What is your operative definition of "ownership"?
2. What authority could a single, consolidated transportation agency have over transportation matters in cities which "own" their own roads?
3. Specifically, is there a potential for pooling resources, expertise and equipment and cooperative planning if roads are held in individual jurisdictional ownership?
4. If we seriously consider a bifurcated transportation system (Portland and Gresham) for Multnomah County,

- would Gresham need to purchase more expertise and equipment than is currently available in Multnomah County to maintain the twenty east county bridges and rural East Multnomah County roads? (i.e. are we setting up a duplication in the bridge maintenance function?)

- how would the small cities, who have experienced little cooperation from Gresham regarding roads of regional significance, feel about Gresham's taking over their transportation future?

- what expectation can the small cities have that they will be heard in the priority setting and coordination of capital projects?

I opposed the decision to have Gresham "own" their roads last Thursday, because I did not believe the group was clear on what they meant. I fear that different people would assume different meanings and those assumptions would drive the decision to go A or B.

What should drive the A or B decision is the best transportation system for the cities and the unincorporated areas of Multnomah County, not the question of who "owns" roads. To summarize from my initial proposal, I believe Option B meets these objectives:

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 and applying uniform road maintenance standards. Apply standards with some flexibility given local neighborhood concerns.
5. Maintain local control over land use decisions involved in right of way development.
6. Maximize the efficient use of available resources by consolidating existing transportation revenues
7. Provide the best possible organization for progress toward regionalization of the tricity transportation operations.

Finally, let me reiterate that the County is willing to get out of the roads business. However, in being willing to do so, we want to know that the best decision is being made on county wide transportation planning and operations. Also, we need to know that bridge maintenance and capital needs (both within and outside of the city of Portland), and rural roads will be assumed by the new provider. We are in or out, not in just for what others don't want.

If Multnomah County goes out of the road business, we trust that the experience and expertise of our fine road department will be fully utilized in the new transportation agency.

I believe that the way we resolve this issue will go a long way to determining the spirit and integrity of our remaining decisions. I would be happy to discuss my thoughts with any of you in more detail over the next two weeks.

- c. Multnomah County Board
- c. Portland City Council
- c. Gresham City Council
- c. Mayors of Fairview, Wood Village, Troutdale

2458/2/4

EXCERPTS FROM THE DRAFT REPORT OF
MULTNOMAH COUNTY SERVICES TASK FORCE

ISSUED BY THE PORTLAND CHAMBER

(with representation from citizen groups, private business, the Gresham Chamber, League of Women Voters, and local unions)

Given the current political climate, decisions with long-range effects on regional cooperation are more likely to be made on the basis of expediency and feeling, than on the basis of a rational far-sighted vision of the future ...

The elegant solution of dividing service delivery between Portland and Gresham becomes less appealing when regional planning and provision of services is a long term goal. The vision of two strong and competing entities, with duplicate administrative, operational, and planning structures, and expectations of additional annexations does not fit comfortably with a regional viewpoint. Strengthening the independence of the two largest cities in the area could create another layer of resistance, while doing little to reduce costs or duplication of services.

Absent a truly regional government that can provide services, we believe that a county-wide delivery network will best meet the goal of providing efficient effective county services to residents. Whether this goal is best achieved through a jointly planned and operated unit, service mergers, or outright consolidation of functions will need to be determined through an objective, detailed fiscal and service analysis.

TASK FORCE RECOMMENDATIONS

1. To support and actively promote the concept and implementation of:

- a. either jointly planned and managed single operations units;
- b. mergers;
- c. or full consolidation

of functions and those services which are county wide in nature e.g. transportation, law enforcement, parks, etc.

...

5. To oppose action by any unit of government which may place at risk current or future effort to regionalize functions/services.

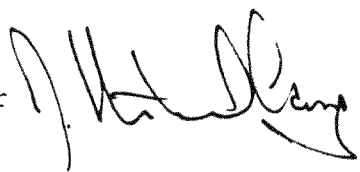
D-7

COUNCIL MEMORANDUM NO. 86

TO: Mayor McRobert
Members of City Council

FROM: J. Michael Casey, City Manager

DATE: November 5, 1991



SUBJECT: COUNTY ROADS TRANSFER

As Councilors are aware, four of the five Multnomah County Commissioners indicated their willingness, in a meeting on October 24th, attended by members of the Gresham and Portland Councils, to transfer ownership of the roads which it owns and maintains to the City of Gresham. The purpose of this memorandum is to recommend a course of action which would accomplish a goal long-held by Gresham Councils, and now agreed to by a majority of the Board of County Commissioners.

There are a number of issues in the "road transfer". In addition to (a) the simple transfer of the ownership of the roads themselves, they include (b) a transfer of money on an annual basis to maintain the system, and (c) the potential transfer of a portion of the people and equipment currently employed by the County to maintain that system (or a contract between the two jurisdictions providing for the County to maintain pieces of the system with those employees and equipment).

While each of these issues is important, I believe none is more important than the simple transfer of the ownership of the roads themselves. I would, therefore, recommend that Council take those steps which would initiate action on the County's part to accomplish the transfer, and then, enter into negotiations on the remaining matters. In fact, I would recommend that Council adopt the policy framework outlined in the Attachment to this memorandum.

While either the City or the County may initiate action, I would recommend that the Gresham Council take the first step - adopting an ordinance accepting the roads, if offered by the County. The actual paperwork necessary for Council's action could be available for your regular meeting on November 19th. In order to reaffirm your interest in accepting ownership, I would recommend a Motion to:

Affirm the City's willingness to consider accepting ownership of County-owned roads in the city limits and direct the City Manager to prepare the materials necessary for Council's acceptance at its meeting on November 19, 1991.

*Specific item on Agenda
for Nov 19, 1991*

APPROVED - DENIED By.

City Council on Nov 5, 1991
By: Shari Foulkes

ATTACHMENT
Draft Concepts
Roads Agreement
11-5-91

1. Gresham takes ownership on January 1, 1992 and, with it, responsibility for maintenance and development forever more.
2. Gresham expects Multnomah County to negotiate in good faith and, in fact, to transfer to Gresham a proportionate share of the money it is now using to maintain and develop the road system.
3. Gresham commits to working with the other jurisdictions with road responsibilities to maintain the integrity of the "regional road network".
4. Gresham commits to contracting back to Multnomah County to handle a portion or all of the road responsibilities which it has just assumed.

SHARRON KELLEY
Multnomah County Commissioner
District 4



606 County Courthouse
Portland, Oregon 97204
(503) 248-5213

TO: Interested Parties

FROM: Commissioner Sharron Kelley

RE: Roads

DATE: November 6, 1991

There are a number of issues which seem to need clarification or verification regarding the policy direction apparently supported by a majority of elected officials from the county and the cities of Gresham and Portland. My understanding of the direction is as follows:

1. It was agreed that the most local jurisdiction would gain policy authority, to the extent it chooses, over the county roads in that jurisdiction -- this means the county for the unincorporated roads, and cities for roads within city limits. By policy authority, this would mean ownership, permitting, coordination with land use decisions, local traffic flow, design and capital improvement sequencing.
2. A consultant would provide a financial and economic analysis of whether it would be more cost-effective to have one or two road providers. By provider, this would primarily include maintenance -- but if the cities felt that some other piece should be pooled, we could add this.
3. There was not a majority of county commissioners who agreed that the county would get out of the road business no matter what. If there is going to be only one or two providers, the county remains a potential provider under either approach. Who the providers will be is to be decided later. Moreover, the county may choose to maintain some staff to exercise its policy authority over the roads in the unincorporated areas. Further, the cities of Troutdale, Fairview and Wood Village (and Gresham or Portland) would retain the option to contract with the county for "policy authority" services if they wish.
4. The consultant ought make a specific recommendation about whether one or two providers is more cost-effective rather than simply analyze the issue. Further, we probably out to have the consultant make a recommendation about who the provider or providers should be.

5. Although there was not really agreement on the following point, I continue to believe that some sort of consortium arrangement ought to be set up for roads which traverse through or have an impact on more than one jurisdiction -- to determine the capital improvement plan, engineering design, and establish maintenance standards and schedules.

1632L - 34



METRO

2000 SW First Avenue
Portland, OR 97201-5398
(503) 221-1646
Fax 241-7417

November 6, 1991

Gary Hansen, County Commissioner
Multnomah County
1021 SW Fourth, Room 605
Portland, Oregon 97204


Dear Gary:

This letter is to follow up on my recent meeting with you and Commissioner Kelley. It is my understanding that the Metro Council will address the Multnomah County Resolution related to the regionalization of County services at its November 7th Government Affairs Committee. I have assigned Richard Engstrom, Deputy Executive Officer, to be my lead person in managing and coordinating this effort for the administration.

I am hoping that we will be able to move with some rapidity as we study the feasibility of regionalizing certain County services outlined in your resolution.

If you have any questions or concerns, please do not hesitate to call either myself or Dick at any time as we proceed through this process.

Sincerely yours,


Rena Cusma
Executive Officer

Executive Officer
Rena Cusma

Metro Council

Tanya Collier
Presiding Officer
District 9

Jim Gardner
Deputy Presiding
Officer
District 3

Susan McLain
District 1

Lawrence Bauer
District 2

Richard Devlin
District 4

Tom DeJardin
District 5

George Van Bergen
District 6

Ruth McFarland
District 7

Judy Wyers
District 8

Roger Buchanan
District 10

David Knowles
District 11

Sandi Hansen
District 12

JOINT GOVERNMENT MEETINGS
Road Work Group
November 7, 1991

1. JURISDICTION TRANSFER

Gresham has prepared a resolution which will be before that Council on November 19. The accompanying draft agreement forwarded by Gresham spells out that city's intent. Assuming the Gresham resolution is passed on the 19th, it will go the County Board for consideration soon thereafter.

The smaller cities have expressed strong reservations in this area, and have submitted a list of concerns. Road jurisdiction transfers to those cities is currently on hold.

2. MEMORANDUM OF UNDERSTANDING

The road work group has adopted a draft MOU which will serve as the basis for establishing a clear understanding between the jurisdictions of the tasks required to determine the best option for achieving the consolidation goal.

Note that under Option B, the city of Portland's administration systems and policies will be used to determine costs. This is simply an assumption for purposes of the study. More about Option B later.

Also note on the second page, under item 'D', each option is to be analyzed by the staff work group. That will likely be changed to reflect analysis by a consultant.

3. OPTIONS

When the work group began to analyze the options the elected officials chose on October 24, we found there was still confusion surrounding the single jurisdiction model (Option B). Regardless of which (or both) options are chosen, the work group has expressed the intention for all jurisdictions to work together to ensure the integrity of the regional road network. That implies the use of a consortium under any option.

However, we are unclear whether the instructions to the work group on October 24th were to examine the aspects of a single jurisdiction to deliver all road services or only maintenance services. Or, is the work group to examine both?

4. WORKPLAN

The work group has developed a draft workplan. The plan's basic elements are not contested. However, the work group is unclear on the amount of time and analysis which the electeds need prior to a decision on Option A or B. Two jurisdictions are concerned that the specific elements of each option must be negotiated and costed out prior to a decision. That kind of analysis will take until May, 1992. Our question is: What level of detail in analysis of these Options is necessary?

RESOLUTION NO. 1600

A RESOLUTION REQUESTING MULTNOMAH COUNTY TO
TRANSFER TO THE CITY OF GRESHAM JURISDICTION OF
ALL COUNTY ROADS WITHIN THE CITY OF GRESHAM

The City of Gresham Finds:

- a. Multnomah County currently has jurisdiction of 122 miles of arterial, collector, and local roads within the City of Gresham.
- b. Difficulties are created by overlapping responsibilities of the County and City over the street system within Gresham's boundary.
- c. It is in the best interests of the City and the County for the City to acquire jurisdiction over the County roads and the storm drainage facilities within the roadways which are within the City's boundaries, to the same extent as it has over other public streets of the City.
- d. This roads transfer is consistent with a 1984 agreement that was reached between Portland and Multnomah County, which resulted in the implementation of Resolution A. This agreement provided a basis for the transfer of ownership of County roads within the incorporated city limits to the City of Portland and resulted in the reduction of municipal services provided by Multnomah County.
- e. The recently adopted LCDC transportation rule (OAR 660-12-000) requires the City of Gresham to be responsible for preparation of transportation system plans for roadways within our city limits and to coordinate with other transportation service providers.
- f. The City has prepared a listing of the roads, including the county road numbers, within the City's boundaries which are currently under Multnomah County's control.
- g. The City of Gresham and Multnomah County are preparing an agreement which outlines the provision of services and distribution of revenue required to operate and maintain the transferred roadways.

THE CITY OF GRESHAM RESOLVES:

1. The City of Gresham requests Multnomah County to relinquish jurisdiction of the 122 miles of arterial, collector,

and local roads within the City of Gresham, together with the storm drainage facilities within those roadways.

2. The City accepts jurisdiction of those roads subject to the transfer being completed by January 1, 1992.

Passed by the Gresham City Council on _____.

Yes: _____

No: _____

Absent: _____

Abstain: _____

City Manager

Mayor

Draft Agreement

1. Gresham takes ownership on January 1, 199² and, with it, responsibility for maintenance and development forever more.
2. Gresham expects Multnomah County to negotiate in good faith and, in fact, to transfer to Gresham a portion of the money it is now using to maintain and develop the road system.
3. Gresham commits to working with the other jurisdictions with road responsibilities to maintain the integrity of the "regional road network".
4. Gresham commits to contracting back to Multnomah County for road responsibilities which it has just assumed.

11-1-91

November 4, 1991

Concerns Regarding Road Service Options
submitted by Cities of Fairview, Troutdale and Wood Village

- Roads which form boundaries between Cities:
 - who "owns"?
 - who determines capital improvement plan?
 - who is responsible for engineering design?
 - who establishes maintenance standards and schedules?
- Roads which traverse through, or have impact on, more than one jurisdiction in urban area:
 - who determines capital improvement plan?
 - who is responsible for engineering design?
 - who establishes maintenance standards and schedules?
- County's current 21 bridges plus the five Willamette River bridges:
 - who becomes responsible for bridge maintenance and capital improvement planning?
- If County is out of the road business, who becomes responsible for designing, building and maintaining 207th connector road?
- Does elimination of County role impact Mt. Hood Parkway site selection?
- Who will be responsible for/provide miscellaneous services e.g. signal maintenance, sign shop, radio shop, street striping?
- What becomes of the East Multnomah County Transportation Committee?
- What guarantee do the small cities have that we will receive the same level of service at a reasonable cost from an agency that has no accountability to our citizens? Will there be a contract standard required to ensure equal service level availability?
- Effect of redistribution of road funds:
 - some roads require more than an average dollar per road mile; a jurisdiction may have a disproportionate share of such road miles.
 - redistribution of road funds according to road miles versus population penalizes jurisdictions with higher density.
 - are transportation funds in addition to gas tax included in the reallocation formula?
 - any impact on County's eligibility to receive transportation funds? Any impact on total dollars flowing into this region?

**MEMORANDUM OF UNDERSTANDING
BETWEEN MULTNOMAH COUNTY AND
THE CITIES OF FAIRVIEW, GRESHAM, PORTLAND
TROUTDALE AND WOOD VILLAGE
FOR PURPOSES OF PROMOTING
COST-EFFECTIVE DELIVERY OF TRANSPORTATION SERVICES**

I. PURPOSE

The cities of Fairview, Gresham, Portland, Troutdale and Wood Village, and Multnomah County agree to deliver transportation services in a cost-effective manner by promoting consolidation of duplicate functions. This Memorandum of Understanding is the basis for establishing a clear understanding between the jurisdictions of the tasks required to determine the best option for achieving the consolidation goal.

It is the intent of Multnomah County to transfer jurisdiction of all County roads within City boundaries to the appropriate jurisdiction and to cease providing road related services throughout Multnomah County.

It is the intent of all jurisdictions to simplify this process by examining and analyzing exclusively the two options outlined below. One of these options will come forward as the recommended system no later than July 1, 1992.

II. OBJECTIVES

A. It is the main objective of this Memorandum of Understanding to examine and perform a full analysis of two options for delivery of all transportation services in the county. These options are:

1. Option A: The county is divided geographically as a two-provider system based on the population centers of the City of Gresham and the City of Portland.
2. Option B: The county is consolidated geographically as a one-provider system. For purposes of the study, the City of Portland is assumed to be the provider of all transportation services.

B. The jurisdictions agree to participate in discussions of these options and make recommendations to the (Joint Government Committee on Consolidation). These broad elements will be analyzed:

1. Consideration of local control over land use decisions.
2. Continuing planning responsibility for rural/unincorporated roads.
3. Inter-jurisdictional planning for roads with multi-jurisdictional impact.
4. Proposals to gain efficiencies.
5. Identification of current and future road revenue.
6. Re-distribution of road revenue.

7. Scope of service responsibility for each jurisdiction.
8. Legal and legislative issues regarding authority for dedications, condemnations, utilities, etc.
9. Requirements for contracting road services.

C. Multnomah County, the City of Gresham and the City of Portland agree to negotiate the elements of Option A and Option B for presentation to the (Joint Government Committee on Consolidation). Specific elements of negotiation will be as follows:

1. Plan for distribution of assets and resources.
2. Plan for transfer of personnel, equipment and capital facilities.
3. Proposal to address operational requirements of Willamette River Bridge crossings.
4. Long term jurisdiction of Willamette River Bridge crossings, potential liability and financing plans.
5. Long term jurisdiction of bridges, potential liability and financing plans.
6. Financing requirements for implementation.
7. Consolidations and efficiencies.

D. Each option will be evaluated based on the criteria established by the (Joint Government Committee on Consolidation) by members of the staff work group.

III. EFFECTIVE DATE

This Memorandum of Understanding is in effect upon all signatures and will remain in effect until July 1, 1992 or until modified by mutual written agreement of all parties.

**PROPOSED WORK PLAN FOR THE
ANALYSIS OF CITY/COUNTY TRANSPORTATION CONSOLIDATION**

PHASES/TASKS	RESPONSIBILITY	TIME
Phase I - Organization/Scope		
1. Develop Memorandum of Understanding to frame the intent of the study.	MC/SWG	04-Nov-91
2. Finalize workplan	SWG	04-Nov-91
3. Submit workplan to elected officials	FC/SWG	07-Nov-91
4. Elected officials sign MOU	Committee	07-Nov-91
5. Elected officials approve workplan	Committee	07-Nov-91
6. Hire consultant to lead staff workgroup	FC/SWG	02-Dec-91
Phase II - Road Jurisdiction Transfer		
1. Resolutions of intent to transfer/assume jurisdiction of roads.		
a. Multnomah County	MC	21-Nov-91
b. Gresham	COG	19-Nov-91
c. Small cities	On Hold	On Hold
2. Agreement for distribution of revenue.		
a. Redistribution under existing formula.		
(1) Identify jurisdictional resources	Juris	13-Nov-91
(2) Identify road miles per jurisdiction	Juris	13-Nov-91
(3) Modify model to include other jurisdictions	COP	13-Nov-91
(4) Run model	COP	02-Dec-91
b. Redistribution alternatives.		
(1) Rural roads v. urban roads	Consult/SWG	15-Jan-92
(2) Other	Consult/SWG	15-Jan-92
Phase III - Description of Present Service Delivery		
1. Describe transportation services provided by each jurisdiction.		
a. Responsibility	Juris	31-Dec-91
b. Resources: revenue, personnel, equipment, facilities	Juris	31-Dec-91
c. Organizational structure	Juris	31-Dec-91
d. Policies for service delivery	Juris	31-Dec-91
e. Legal and Legislative authority for services	Juris	31-Dec-91
f. Level of service	Juris	31-Dec-91
g. Support provided to other divisions within jurisdiction	Juris	31-Dec-91
h. Support received from other divisions within jurisdiction	Juris	31-Dec-91
i. Contracts with other jurisdictions/parties for service	Juris	31-Dec-91
j. Non-transportation service provided	Juris	31-Dec-91
Phase IV - Analysis of Two Agencies		
1. Define the work - Roads Only		
a. Jurisdictions define work to be performed under contract.		
(1) Describe service area	Juris	15-Jan-92
(2) Describe responsibilities: maintenance, engineering, operations and planning, plus ancillary functions such as	Juris	15-Jan-92
(3) Describe level of service	Juris	15-Jan-92
(4) Describe support services	Juris	15-Jan-92
(5) Describe contracting requirements	Juris	15-Jan-92

**PROPOSED WORK PLAN FOR THE
ANALYSIS OF CITY/COUNTY TRANSPORTATION CONSOLIDATION**

PHASES/TASKS	RESPONSIBILITY	TIME
b. Identify legal and legislative changes necessary to fulfill responsibilities.	Consult/SWG	15-Jan-92
c. Review of desired contract services by Portland and Gresham (1) Analysis of costs	COG & COP	15-Apr-92
d. Identify employee and capital facilities transfers needed to accomplish work. (1) Employees	MC, COG, COP	15-Apr-92
(2) Equipment	MC, COG, COP	15-Apr-92
(3) Facilities	MC, COG, COP	15-Apr-92
e. Identify joint operations if any. (1) Sign shop	MC, COG, COP	15-Apr-92
(2) Maintenance	MC, COG, COP	15-Apr-92
2. Define the work - Bridges Only		
a. Multnomah County define bridge work: WRB and other. (1) Routine Maintenance	MC	15-Jan-92
(2) Engineering	MC	15-Jan-92
(3) Operations	MC	15-Jan-92
(4) Capital/Maintenance	MC	15-Jan-92
(5) Capital replacements	MC	15-Jan-92
b. Identify issues associated with ownership change. (1) Identify statutory changes	MC & COP	15-Jan-92
(2) Identify charter changes	MC & COP	15-Jan-92
(3) Identify lease or IGA changes	MC & COP	15-Jan-92
c. Review of required work by Portland. (1) Analysis of costs, personal & resource requirements	COP	15-Apr-92
d. Identify employee and capital facilities transfers needed to accomplish work. (1) Employees	COP	15-Apr-92
(2) Equipment	COP	15-Apr-92
(3) Facilities	COP	15-Apr-92
3. Define the resources.		
a. Redistribution under existing formula.	COP/SWG	02-Dec-91
b. Redistribution alternatives. (1) Rural roads v. urban roads	Consult/SWG	15-Jan-92
(2) Other	Consult/SWG	15-Jan-92
c. Resources for Willamette River Bridges	Consult/SWG	15-Jan-92

**PROPOSED WORK PLAN FOR THE
ANALYSIS OF CIYT/COUNTY TRANSPORTATION CONSOLIDATION**

PHASES/TASKS	RESPONSIBILITY	TIME
4. Define the outcome (write report & present to Committee)		
a. Service area for Gresham and Portland	Consult	15-May-92
b. Service responsibilities i.e., programs	Consult	15-May-92
c. Organizational structure/governance	Consult	15-May-92
d. Contractual relations	Consult	15-May-92
e. Gov't accountability	Consult	15-May-92
f. Intergovernmental coordination	Consult	15-May-92
g. Evaluate by criteria	Consult	15-May-92
5. Propose contracts.	COP & COG	15-Jun-92
Phase V - Analysis of One Agency		
1. Define the work - Roads Only		
a. Jurisdictions define work to be performed under contract.		
(1) Describe service area	Juris	15-Jan-92
(2) Describe responsibilities: maintenance, engineering, operations and planning, plus ancillary functions such as	Juris	15-Jan-92
(3) Describe level of service	Juris	15-Jan-92
(4) Describe support services	Juris	15-Jan-92
(5) Describe contracting requirements	Juris	15-Jan-92
b. Identify legal and legislative changes necessary to fulfill responsibilities.	Consult/SWG	15-Jan-92
c. Review of desired contract services by Portland.		
(1) Analysis of cost, personnel and resource requirements	COP	15-Apr-92
d. Identify employee and capital facilities transfers needed to accomplish work.		
(1) Employees	COP	15-Apr-92
(2) Equipment	COP	15-Apr-92
(3) Facilities	COP	15-Apr-92
e. Identify joint operations (under maintenance only option)	SWG	15-Apr-92
2. Define the work - Bridges Only		
a. Multnomah County define bridge work: WRB and other.		
(1) Routine Maintenance	MC	15-Jan-92
(2) Engineering	MC	15-Jan-92
(3) Operations	MC	15-Jan-92
(4) Capital/Maintenance	MC	15-Jan-92
(5) Capital replacements	MC	15-Jan-92
b. Identify issues associated with ownership change.		
(1) Identify statutory changes	Consult/SWG	15-Jan-92
(2) Identify charter changes	Consult/SWG	15-Jan-92
(3) Identify lease or IGA changes	Consult/SWG	15-Jan-92

**PROPOSED WORK PLAN FOR THE
ANALYSIS OF CIYT\COUNTY TRANSPORTATION CONSOLIDATION**

PHASES/TASKS	RESPONSIBILITY	TIME
c. Review of required work by Portland. (1) Analysis of costs	COP	15-Apr-92
d. Identify employee and capital facilities transfers needed to accomplish work. (1) Employees	COP	15-Apr-92
(2) Equipment	COP	15-Apr-92
(3) Facilities	COP	15-Apr-92
3. Define the resources.		
a. Redistribution under existing formula.	COP/SWG	02-Dec-91
b. Redistribution alternatives.		
(1) Rural roads v. urban roads	Consult/SWG	15-Jan-92
(2) Other	Consult/SWG	15-Jan-92
c. Resources for Willamette River Bridges	Consult/SWG	15-Jan-92
4. Define the outcome (write report and present to Committee)		
a. Service area for Gresham and Portland	Consult	15-May-92
b. Service responsibilities i.e., programs	Consult	15-May-92
c. Organizational structure/governance	Consult	15-May-92
d. Contractual relations	Consult	15-May-92
e. Gov't accountability	Consult	15-May-92
f. Intergovernmental coordination	Consult	15-May-92
g. Evaluate by criteria	Consult	15-May-92
5. Propose contracts.	COP	15-Jun-92

Responsibility Codes		
MC	=	Multnomah County
COP	=	City of Portland
COG	=	City of Gresham
SWG	=	Staff Workgroup
FC	=	Fred Christ
Consult	=	Consultant
Commit	=	Joint Government Committee on Consolidation
Juris	=	All jurisdictions: MC, COP, COG, Small Cities

TO: DEB REGER
5140
FR: F. CHRIST
~~5276~~
5276

November 8, 1991

TO: Road Managers

FR: Fred Christ

RE: Next meeting, instructions from the top

I've tentatively scheduled our next get together for November 14, from 1:30 to 3:30 p.m., the Courthouse Conference Room.

Please let me know if that is impossible -- 248-5276.

At that time, I'd like to work toward finalizing the workplan, revising the MOU, and moving on the use of a consultant.

My notes indicate that we are to examine two options:

(A) Two (unnamed) geographically divided full-service road agencies; and

(B) One (unnamed) road maintenance-only service agency.

We received the okay to use Portland's administrative structure in analyzing Option B.

We received up to six months to do a fiscal/operational analysis.

We are to finalize the workplan within the workgroup and distribute it to the electeds for written comment. We are not scheduled to appear at the November 21 joint government meeting.

Let me know if you heard something different. (I bet you did.)



TO: Brent Collier, Police Chief, City of Troutdale
Gil Jackson, Police Chief, City of Fairview
Art Knori, Police Chief, City of Gresham
Tom Potter, Police Chief, City of Portland
Bob Skipper, Multnomah County Sheriff

FROM: J. Michael Casey, City Manager, City of Gresham *W. H.*

DATE: November 5, 1991

SUBJECT: OVERVIEW OF LAW ENFORCEMENT IN MULTNOMAH COUNTY

As we discussed on Monday, I am forwarding two documents for your review and comment at our next meeting Tuesday, November 12th at 10:00 a.m., in Sheriff Skipper's offices. They are:

1. "Overview" of the Law Enforcement effort in Multnomah County.

Review, at the least, those statements which describe the effort in your particular jurisdiction. I would appreciate your adding numbers for staffing (sworn/non-sworn).

2. "Review of Options".

Note: I have edited the SINGLE AGENCY AND PARTICIPATIVE STUDY OPTIONS to reflect the group's discussion on Monday.

Note: I have re-numbered the options - switching Nos. 5 & 4 - to place the "Study Option" immediately after the three identified by the Electeds Group.

Please make comments on each option in terms of the criteria which were identified by the Joint Elected Officials Group, and any other which you believe to be significant in this review.

For your added information, I talked with the folks who are facilitating the Joint Electeds sessions and obtained their agreement to take Law Enforcement off the agenda this Thursday, with the understanding that your group is making good progress against the request made of it and that we would be prepared to report and discuss at the meeting, currently planned for November 21st.

If you have any questions, on any of this material - or the approach generally - please don't hesitate to call me:

Office 669-2300
Home 669-9648

Thanks for your efforts.

JMC:bw

OVERVIEW

Five of the seven local governments in Multnomah County employ law enforcement personnel to provide for the public's safety. The five, together with one which contracts for certain law enforcement services, will spend approximately \$90 million in FY'92 in this effort.

Considering that total property tax collections for the seven jurisdictions will be approximately \$120 million in the same fiscal year, this expense is a significant part of the tax effort for property owners in our community.

Portland will spend an estimated \$65 million in FY'92 to provide service to the approximately 435,000 Citizens who live within its borders (as well as those who work in "The City" and live in other parts of the metropolitan area). Gresham will spend an estimated \$8 million in FY'92 to provide service to the approximately 70,000 Citizens who live within its borders.

Troutdale, the third largest city in the county, will spend an estimated \$.5 million to serve its approximately 7,800 Citizens. Fairview, the smallest city in the county to employ professional law enforcement personnel, will spend an estimated \$.1 million to serve its approximately 2850 Citizens.

Multnomah County, through the Sheriff's Office, will spend an estimated \$12 million in FY'92 for what it defines as law enforcement services. This is part of a larger, total Sheriff's operating budget of \$45 million - the majority of which supports the operation of the jails and the service of civil papers on a county-wide basis.

The Sheriff provides direct law enforcement services to approximately 60,000 Citizens in the unincorporated areas of the county and a "base level" of service throughout the county (in the form of a series of support activities focusing on task force efforts addressing drug, organized crime, and other area-wide criminal activities).

Wood Village, with a population of approximately 2700 Citizens, and Maywood Park, with a population of approximately 450 Citizens, do not employ fulltime professional law enforcement personnel. Maywood Park depends simply on the "base level" of service provided by the Sheriff's Office county-wide. Wood Village, on the other hand, while utilizing the "base level" of service provided by the Sheriff's Office, contracts with the County (the Sheriff) to provide an extra level of service, paying for that service under the terms of a written agreement between the City and the County.

Each of the four cities which employ professional law enforcement personnel respond to calls for support from their neighboring communities, including those without paid staffs, under informal mutual aid arrangements between the parties.

REVIEW OF OPTIONS

The Elected Councilors/Commissioners meeting in joint session identified three alternatives to the current system for providing law enforcement services within the county. They include:

- (1) Multnomah County contracts with the Cities of Portland and Gresham to provide the law enforcement services for which it chooses to continue to pay. At a minimum, this would include services in the unincorporated areas of the county and in those cities which choose to rely on the Sheriff's Office as their sole source of protection or which choose to contract for an added level of service for their Citizens.

This could be called the TWO AGENCY OPTION, although four agencies might in fact be providing law enforcement services - with Troutdale and Fairview continuing to serve their communities with their own employees.

- (2) A single jurisdiction provides law enforcement services throughout the county. The remaining jurisdictions could either (a) contract with the single agency or (b) participate in a county-wide service district.

This could be called the SINGLE AGENCY OPTION.

- (3) Law enforcement responsibilities are redistributed among those jurisdictions choosing to employ professional personnel. For example, Multnomah County's Sheriff's Office might have responsibility for a series of "county-wide" efforts, with the cities responsibility for direct, on street, law enforcement activities.

This could be called the REDISTRIBUTION OPTION.

In reviewing these options, the Technical Group identified three additional approaches which it felt deserved consideration by the Elected Officials Group. They are:

- (4) The issue could be examined in more detail with the support of a citizen-based group established with the assistance of the Citizens Crime Commission to provide a more thorough analysis and a more broad-based discussion of (a) the quality of law enforcement which the community would want and (b) the most cost-effective approaches for delivering that product.

While this option could not implement a "new order" within the timeframe established by the Elected Officials Group, it offers the potential for a more thorough examination of the issues under discussion within both the Joint Meetings and the community at large - with the further potential for a more solid implementation of decisions which would result from such a study effort.

This could be called the PARTICIPATIVE STUDY OPTION.

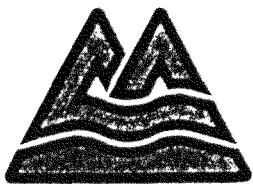
- (5) Law enforcement services are purchased by one or more jurisdictions from those which remain committed and able to provide staff and equipment to the task. For example, Gresham or Troutdale could purchase services from Multnomah County or Portland to meet their needs at levels they define within a contract between the parties. (This is, of course, what Wood Village chooses to do on a selected basis at the present time.)

This could be called the PURCHASE OF SERVICES OPTION.

- (6) Multnomah County contracts with Portland to provide law enforcement services in the mid-county area on the condition that Portland maintains an agreed upon level of patrol on the street and that Portland moves to annex the area within an agreed upon time period (say 3-5 years).

This option offers the opportunity to address "transition issues" now rather than on a piece-meal basis over time and to generate money for other priority County functions as Portland annexes territory and Multnomah County's payments to Portland for law enforcement services are, accordingly, reduced.

This could be called the MID-COUNTY OPTION.



MULTNOMAH COUNTY OREGON

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PORTLAND, OREGON 97204

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M E M O R A N D U M

TO: City and County Elected Officials

FROM: Chair Gladys McCoy
Commissioner Pauline Anderson
Commissioner Sharron Kelley
Commissioner Gary Hansen

RE: Police Issues

DATE: November 7, 1991

We are supportive of the efforts of the Multnomah County Sheriff's Office to pursue the development of contracting with the cities and what is being referred to as the purchase of services option. We are hopeful that the City of Gresham will elect to pursue this option, and we remain open to proposals from other cities to pursue contracting opportunities. Accordingly, we support the efforts of the Technical Group on Law Enforcement of the Joint Government Committee to bring this option before the elected officials.

As we move forward with the purchase of services approach, we should continue to study the redistribution of law enforcement services. Under the redistribution approach, law enforcement responsibilities are redistributed among those jurisdictions choosing to employ professional personnel. We would refine this approach to state clearly that the goal of the redistribution will be to implement community policing in Multnomah County. This goal of redistributing law enforcement services to implement community policing should be examined in more detail with the support of a citizen-based group established with the assistance of the Citizens Crime Commission to provide a more thorough analysis and a more broad-based discussion of (a) the quality of law enforcement which the community would want and (b) the most cost-effective approaches for delivering that product. Examples of

redistribution might include countywide hiring and training or countywide specialty functions such as narcotics.

We recommend that the elected officials invite the Citizens Crime Commission to bring forward a plan directed toward these goals which includes a timeline and an identification of who will be involved.

1632L - 42

**CITY OF PORTLAND
COMMISSIONER OF PUBLIC UTILITIES**

M E M O R A N D U M

DATE: October 23, 1991

TO: Members of Cities/County Steering Committee

FROM: Land Use Planning Work Group

SUBJECT: Options/Recommendations for Action

Representatives of Multnomah County, the City of Portland, and the City of Gresham Planning Bureaus met twice to review proposed options for consolidation of operations. We assumed that some change had been agreed to, and our approach was to pursue the "how" more than the "if."

We have included (per your prescribed format):

1. A definition of the functions
2. The options identified
3. The preferences of the parties
4. Background documents prepared by staff from the Cities and County which provide detail on staffing as well as legal/admin issues

To summarize, the group reached consensus that:

1. Portland and Gresham should be responsible for urban unincorporated areas within their respective urban service boundaries (moving to urban reserves when ultimately identified).

2. All jurisdictions should be urging the eventual creation of a regional land use planning entity (perhaps METRO, perhaps some other body) but the near- to medium- term future does not suggest that METRO or any other entity will be prepared to assume this responsibility.

3. Absent a regional haven for the foreseeable future, the elected officials must consider options to provide planning for the eastern and western rural areas of the County. Put simply, the choice is either to leave the status quo or transfer these responsibilities to one or both cities.

Suggested Definition

Land use planning includes maintaining and updating the Comprehensive Plan and subordinate area or neighborhood plans, and developing and updating implementing land use regulations, including zoning and land division codes and ordinances. Land use regulation is the administration of these adopted plans, codes and ordinances through the review of specific proposals to develop or use land, including reviews that require a public hearing. Land use regulation also includes the enforcement of zoning requirements when unlawful or unpermitted uses occur.

Each city or county is required to adopt and maintain a plan and implementing zoning and land division ordinances. There are three areas of interest for this subject in Multnomah County: land within incorporated cities, unincorporated land within the regional urban growth boundary (all of which is also within the urban service boundary of a city within the county), and unincorporated "rural" land (land outside the urban growth boundary).

OPTIONS

Assume (based on consensus):

1. Gresham and Portland would each be responsible for urban unincorporated areas within its urban service boundary (162d?).

2. No regional entity (including METRO) is currently prepared to take on rural planning. All participating governments should begin sending clear messages that local government wants to move toward a regional, multi-county(?) planning entity. Need to define the region and the role of the new entity.

I. Portland West-Gresham East

Transfer county land use staff responsibilities to Portland and Gresham. Gresham would be responsible for rural lands in east County, including the Gorge; and Portland would be responsible for West County rural lands, including Sauvie Island.

II. County

Multnomah County continues to serve the rural areas.

III. Portland

Portland assumes all rural planning activities.

IV. Gresham

Gresham assumes all rural planning activities.

WORK GROUP PREFERENCES

Assume (consensus): cities serve unincorporated areas within UGB
regional planning entity the long-term goal

PORTLAND:

Option I, i.e. Portland responsible for West County
rural lands, including Sauvie Island: Gresham
responsible for rural East County and Gorge

Option III, i.e. Portland assumes all rural planning
activities OR

Option IV, i.e. Gresham assumes all.

GRESHAM:

Option I

Option III, i.e. Portland assumes all rural planning
activities

COUNTY:

Option II, i.e. pending regional entity, County retains
rural planning activity.

Option III, i.e. Portland assumes rural planning
activities

STACEY
PDX

Alternatives²

Evaluation ¹ Criteria	1. Interim PDX/Gresham	2. Interim Portland	3. Interim Gresham	4. Interim County	5. Interim Metro
1. Efficient	0	0	0	0	0
2. Effective	+	+	+	-	+
3. Local Needs (from the perspective of rural communities)	-	-	-	0	-
4. Regional Responsibilities	+	-	-	0	+
5. Accountable (from the perspective of rural citizens)	-	-	-	0	0
6. Equitable (assuming maintenance of effort by Multnomah County)	0	0	0	0	0
7. Collaborative	+	+	+	-	+
8. Core Function	+	+	+	0	+
	+2	0	0	-2	+3

¹Compared with status quo, alternatives are better (+), worse (-) or about the same (0).

²All alternatives assume Multnomah County contracts with Portland and Gresham for planning services on unincorporated land inside the UGB, and that the indicated government delivers rural planning services only until a regional government accepts that role (except alternative 5).

LAND USE PLANNING OPTIONS
EVALUATION

10/21/91

The following are the eight options which I have heard articulated during our discussions to this point:

A/5- Portland accepts planning service responsibilities for the UGB and rural area west of 162nd Ave. (I know that line was not decided but it seems a reasonable place to start) and Gresham accepts planning duties for the UGB and rural areas east of 162nd Ave. The assumption is that ultimately the service will be transfered to Metro.

B/1- UGB planning is split between Portland and Gresham, based on their USB's, and Multnomah County continues to serve the rural areas. The ultimate transfer remains the same.

C - Same as B/1 except that Metro takes over the planning work immediately for the rural areas.

Dp/3- The UGB is split between Portland and Gresham and Portland assumes all rural planning services.

Dg/4- Same as above, except that Gresham assumes all rural planning services.

2 - Metro provides all unincorporated UGB and rural planning services.

E - Status quo

F - A/5 service assignment is permanent rather than ultimately transferred to Metro.

The following matrix is an attempt to quantify the unquantifiable for the sake of discussion and evaluation . I have not evaluated options E and F, since there seems little practical benefit to either maintaining the current situation or the cities assuming permanent rural planning responsibilities, but I think the group needs to say that clearly to those to whom we report.

OPTIONS MATRIX

	A/5	B/1	C	D/3	D/4	2	E	F
efficient	4	3	5	3	1	2	x	x
effective	5	3	5	4	2	2	x	x
local need	5	4	4	2	3	2	x	x
reg. need	4	3	5	4	3	4	x	x
account.	5	3	4	3	2	3	x	x
equitable	3	3	4	2	3	3	x	x
collab.	4	2	4	3	2	4	x	x
core enhan	4	2	5	4	2	2	x	x
TOTAL	34	23	(36)	25	18	22	x	x

Ratings:

- 5 = desirable
- 4 = acceptable
- 3 = neutral
- 2 = concerned
- 1 = unacceptable

To better explain my rationale for the preceding ratings I would like to offer the following comments:

OPTION C

In reviewing the conditions and after considering the comments made at the previous meeting, it seems the best option for the region's long-term planning services is to have Metro accept the responsibility for planning the rural portions of the region. While logical I doubt political or staffing capabilities exist (at Metro) to make this possible in the short-term. Even the recommendation by this group might have unpredictable political repercussions, without the proper groundwork being prepared.

OPTION A/5 ^{AS}

Option ~~B/T~~ ^{AS} seems the next most reasonable, since it utilizes existing cities to serve areas in which they are experienced. Gresham already has a planning services contract to administer the unincorporated area of its USB (urban service boundary), which we have done successfully for some time. Only a small portion remains unincorporated now that the annexation program has stopped. We

also have a contract to administer the building inspection services, and until recently the zoning/code investigation duties, of Multnomah County for that area from 162nd Ave. east to the Hood River County line. We have purchased equipment, trained staff and established relationships in that area. Further, we have staff experienced in County planning that have maintained an interest in and involvement with resource planning issues

OPTION D/3

The third most desirable option would be for Portland to assume the rural planning duties on an interim basis. While this is probably acceptable to Gresham, I doubt the rural areas of Multnomah County would agree.

OPTION B/1

Fourth is the Multnomah County transferring service responsibilities to Portland inside the UGB area and retaining the rural areas. For Gresham this is the same as the status quo. Again, while probably acceptable to Gresham, I doubt the public would see this as cost-saving or improved service.

OPTION 2

Fifth, Metro assuming all planning duties is not efficient or desirable from Gresham's viewpoint. Cities are the logical service providers inside the UGB, because they have the resources and commitment necessary to carry-out those functions. Coordination with Metro is absolutely needed, but the service should be provided by the cities.

OPTION D/4

Sixth, Gresham is not prepared , nor do we think it desirable for one city, to assume the planning duties for the the entire unincorporated area.

Respectfully submitted,

JOHN ANDERSEN,
Office of Strategic Planning
City of Gresham



MULTNOMAH COUNTY OREGON

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RECEIVED

OCT 21 1991

COMMISSIONER OF
PUBLIC UTILITIES

Date: October 16, 1991

To: Gladys McCoy, Chair
Commissioner Anderson
Commissioner Bauman
Commissioner Hansen
Commissioner Kelley

From: R. Scott Pemble, *Acting Planning Director*

Subject: **PLANNING SERVICE ORGANIZATIONAL MODELS**

Since the dawn of Resolution "A" debate has continued concerning potential cost-savings and/or improved service delivery resulting from further consolidation of city and county governments. The following is my attempt to provide an objective assessment of the ability of several emerging planning service models to realize either the "cost-saving" or "improved service delivery" goal.

First, I will describe the Multnomah County Planning program which will provide the basis for the subsequent discussion. In part two, the statutory requirements for both county and city planning programs will be identified. In the third section, in conceptual terms, five planning service models will be explained that depict the possible generic organizational models involving all governments party to the current consolidation discussion. In the last section, the Evaluation and Recommendation section, the Department of Environmental Services recommendations will be detailed.

☐ Multnomah County Planning Program Description:

1. The Multnomah County Planning program has three primary missions:

- a) *To provide land use planning service for the purposes of preserving and protecting the environmental, resource, habitat, cultural, aesthetic and recreational values of rural lands for residents of Multnomah County and the state;*

- b) *To assist the Portland Metropolitan region in the development and implementation of growth management policy; and,*
- c) *To provide land use planning service to urban unincorporated areas until responsibilities are transferred to urban land use planning service providers.*

2. The Multnomah County Land Use Planning Program provides four basic planning services to accomplish its missions: Long Range Planning, Current Planning, Zoning Code Enforcement, and Special Studies.

LONG RANGE PLANNING is the development of plans that establish land use policy for the long term, usually 20 years. In Oregon, these plans are mandated by the state (ORS. 197) and federal government in accordance with planning and environmental laws. Examples of Long Range plans include Comprehensive Plans, Periodic Review, and Columbia River Gorge National Scenic Area Plan. This service is typically identified in an annual work program and is supported by planners, support staff, neighborhood/community groups, planning commission/board.

CURRENT PLANNING is defined as service(s) required to implement adopted land use policy, typically established within long range plans. Examples of current planning work are zoning, subdivision, and design review services. This service is provided on a demand/response basis and is supported by planners, support staff, county council, and planning commission/board and/or hearings officer.

CODE ENFORCEMENT is the investigative and corrective action needed to insure that land use policy and code requirements are met. Code enforcement work requires the provision of investigative, legal, and judicial services. This service is provided on a complaint/response basis and is supported by a code enforcement planner, county council, and a hearings officer.

SPECIAL STUDIES are background reports requested by policy makers and public which provide the basis for the consideration of new or revised land use policy. Examples of Special studies are the Multnomah Channel Study, Bridal Veil Historic Plan, Sandy River SEC, and Golf Course Needs Assessment. This service is generally identified in an annual work program and is supported by planners, support staff, neighborhood/community groups, planning commission/board.

3. The Multnomah County planning service area is uniquely different from areas served by other local planning service providers. There is no duplication of service area. Multnomah County serves all the unincorporated area within Multnomah County, both rural and urban areas, and city governments serve all incorporated urban area. The majority of the county's planning area, however, is rural, representing approximately 58 percent of the total county area. (See Exhibit 1 for the delineation of rural planning areas within Multnomah County.)

In accordance with intergovernmental agreements with the City of Portland and east county cities, planning responsibilities will be transferred to cities as urban areas are annexed. The entire urban service area for the City of Gresham has been annexed. Parts of the City of Portland urban service area (mid-county, west slope, and northwest hills) and a small part of the Troutdale/Wood Village urban service area remain in urban unincorporated Multnomah

Exhibit 1

Rural Planning Areas in Multnomah County

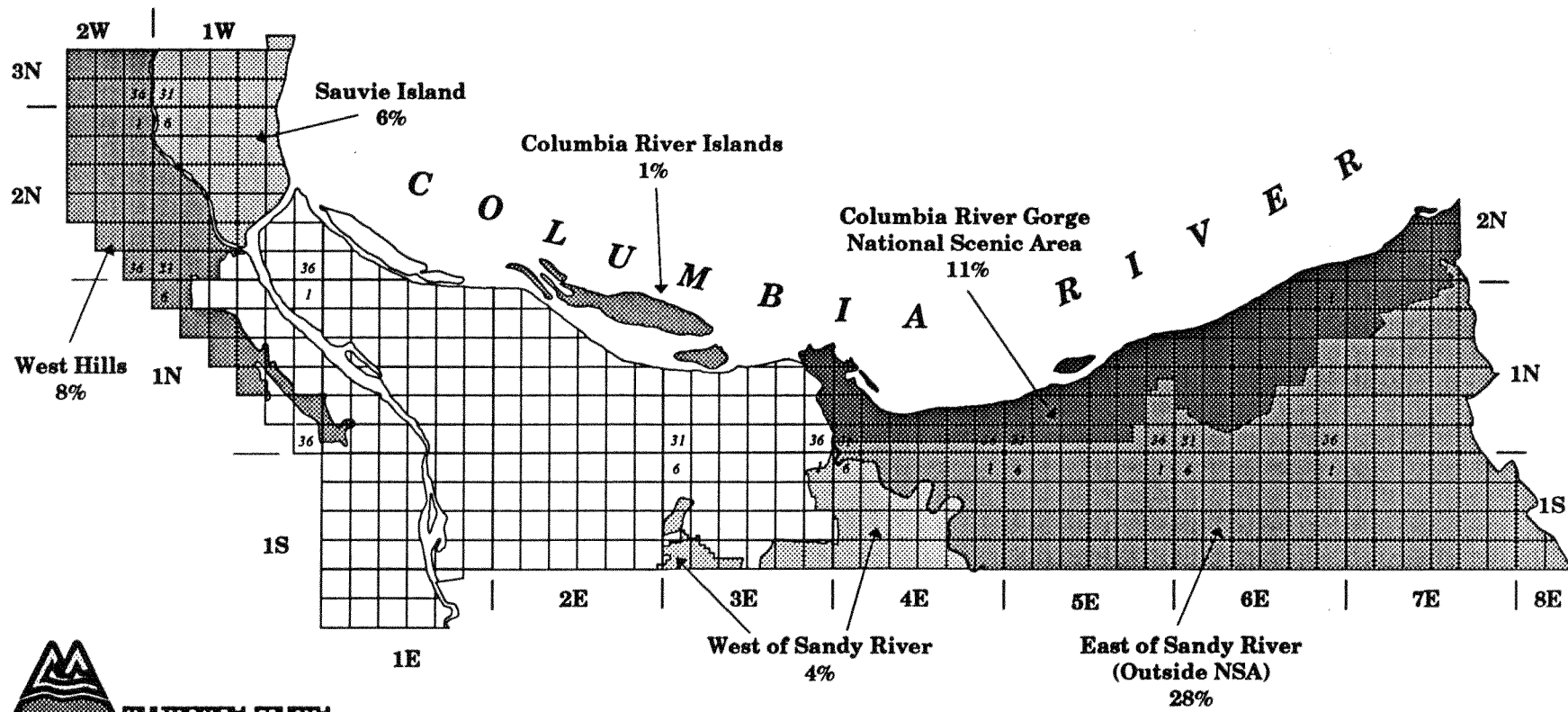
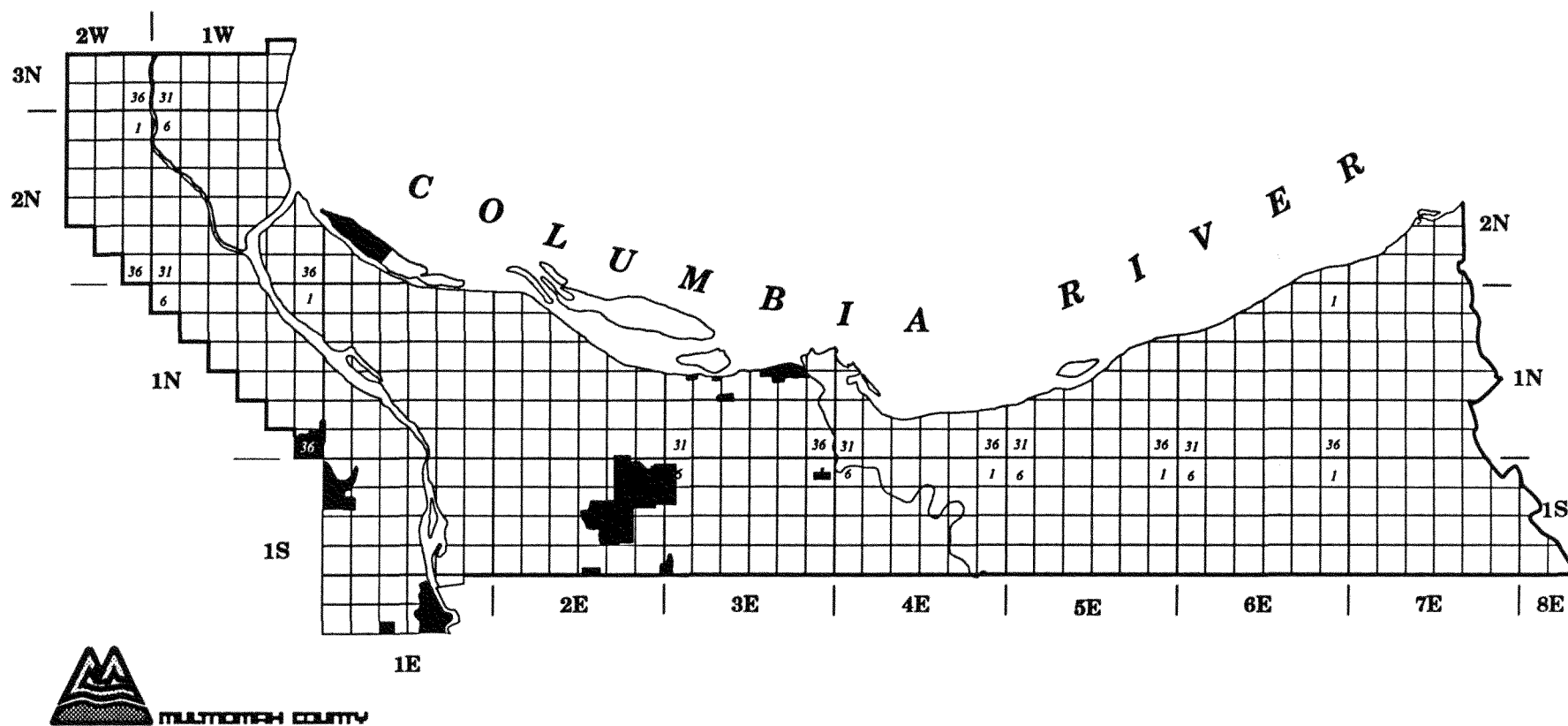


Exhibit 2

Urban Unincorporated Planning Areas in Multnomah County



County. (See Exhibit 2). The mid-county area, Portland's largest unincorporated urban area, is expected to be annexed by 1993. The remaining two smaller unincorporated areas within Portland's urban service boundary and the Troutdale/Wood village urban service area have no schedule for annexation.

Ultimately, the Multnomah County Planning Service Area will consist of only the rural unincorporated area. This will include the urban fringe area (e.g., urban reserve, secondary lands) and rural area (resource and exception lands).

4. **Multnomah County provides limited planning services to residents of urban unincorporated areas.** Current planning and special planning studies constitute the majority of the planning service provided urban unincorporated residents. Since Resolution A, approximately 40 percent of the Multnomah County current planning program is consumed by urban unincorporated residents (See Exhibit 3). Recent adjustments to the Multnomah county planning fee schedule are intended to recoup 75 percent of the cost of service delivery for all administrative and Planning Commission/Board actions.

The few special planning studies done in the urban unincorporated areas have been initiated by the city(s) designated as the ultimate planning service provider. Typically, the county planning staff supports the planning study but does not direct the study. Fano and Johnson Creeks are examples of two current special planning studies where county staff provides some support.

5. **Multnomah County provides both current and long range planning services to rural county residents.** Multnomah County is required to adopt a Comprehensive Plan and land use regulations for all areas within its jurisdiction. Through planning area agreements, the county provides planning service for only the unincorporated areas within the county. The County has an adopted comprehensive plan, zoning code, subdivision code, and design review ordinance which apply to all unincorporated lands within the county. In accordance with planning area agreements, when areas are annexed, the annexing city is responsible for planning services.
6. **Most of Multnomah County's resource is spent on rural planning.** Approximately 58 percent of all lands within the county are rural lands situated outside the urban growth boundary (UGB). The remaining area (the urban area) constitutes 42 percent of the area in the county. Within the urban Multnomah County area, a relatively small percentage of land remains unincorporated, approximately seven percent (See Exhibit 4).

The Multnomah County planning staff consist of 10 planners and support staff (this includes the Gorge Coordinator and Code Enforcement Planner positions). Staffing commitments to urban unincorporated work represents 1.6 FTE or 16 percent of the divisions personnel resources.

☐ Requirements:

- 1. **Both Counties and Cities have land use planning requirements that cannot be transferred to other authorities.** State laws require counties develop comprehensive plans and land use regulations which implement those plans. The responsibility for adopting policy can not be conveyed to another jurisdiction. The County, however, may choose to contract the administration of land use regulation and long range planning service. The County Board



Multnomah County Planning and Development

Exhibit 3

FY '91-'92

Current Planning Demands

	Urban	Rural
PUBLIC INQUIRY		
Counter.....	≈700	≈1,050 [†]
Telephone.....	≈4,800	≈7,200 [†]
Pre-Application Conferences.....	23	26 [†]
ADMINISTRATIVE ACTIONS		
Design Review.....	9 (@\$4.7M project value)	14 (@\$5.2M project value)
Land Divisions	43	36 [†]
Uses Under Prescribed Conditions	1	25 [†]
Permits	238	210 [†]
Exceptions	4	0
SEC's	0	22 [†]
WRG's.....	7	4
Temporary Permits.....	4	2 [†]
Hillside Development Permits	4	13
Health Hardships	0	2
PLANNING COMMISSION/BOARD ACTIONS		
Zone Changes, Community Services, Conditional Uses, <i>etc.</i>	28	33 [†]
Total Demand (items)	5,861	8,637

[†]These items require particular expertise in various areas of natural resource planning and legislation unique to the County Planning Staff (e.g., farm and forest management practices, mining techniques, Columbia River Gorge National Scenic Area administration, *etc.*)



Multnomah County Planning and Development

FY '91-'92

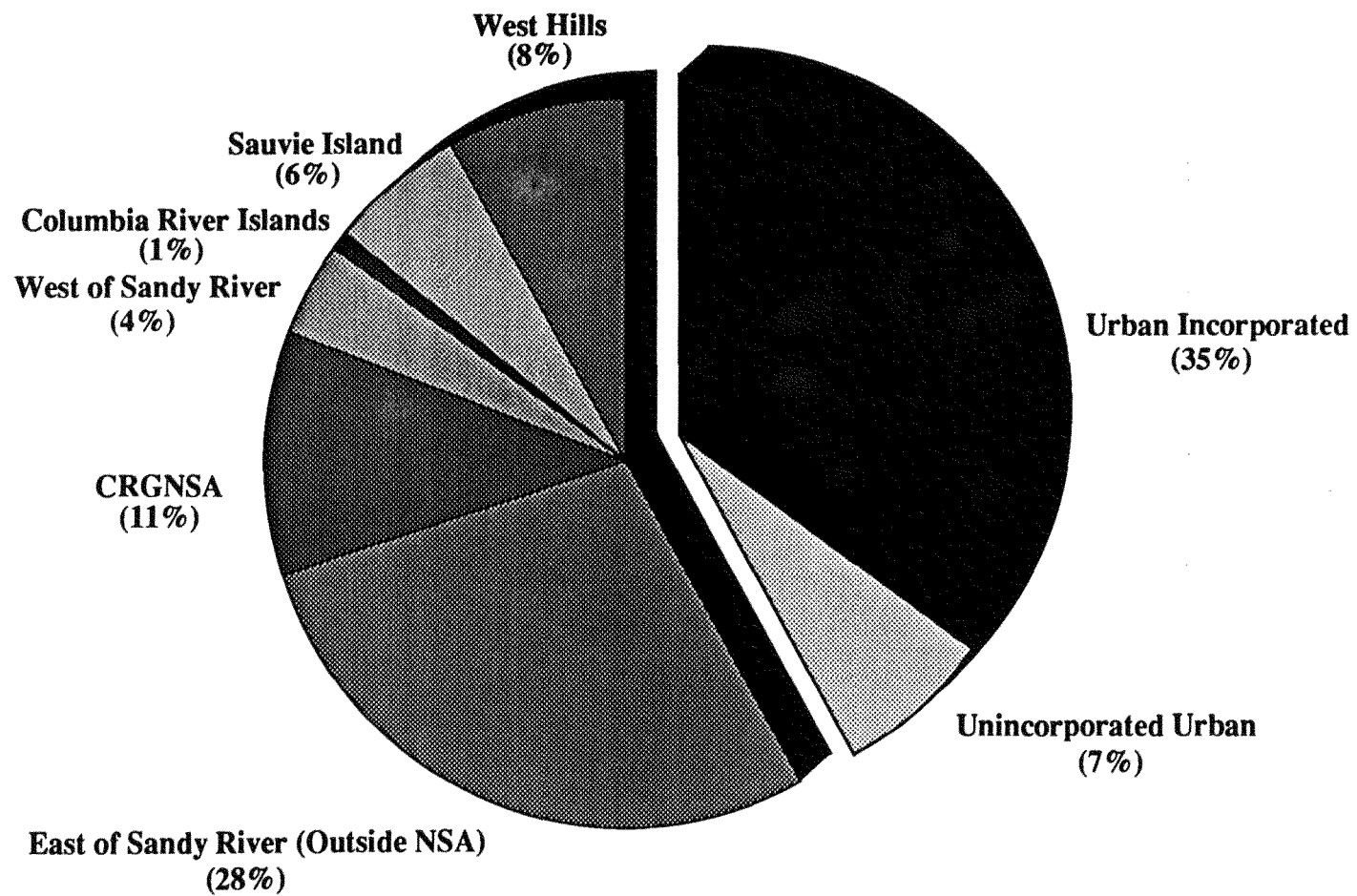
Long Range Planning Demands

	Urban	Rural
PERIODIC REVIEW		
Historic Preservation		✓
Mineral and Aggregate		✓†
Wildlife Corridor Study		✓†
Wildlife Corridor Implementation Strategies		✓†
Urban Unincorporated Periodic Review	✓	
OTHER MANDATED PLANS/STUDIES		
Columbia River Gorge Plan Implementation		✓†
Forest Practices Rule Implementation		✓†
RUGGO	✓	✓
Secondary Lands		✓†
Solid Waste Plan and Program	✓	
Drainage Basin Plans	✓	✓
SPECIAL PLANING STUDIES		
Multnomah Channel Study		✓†
Scenic/Resource Study – West Hills		✓†
Fairview Lake SEC	✓	
Corbett Community Plan		✓†
Sandy River SEC		✓†
Bridal Veil Historic Plan		✓†
Total Demand (items)	5	14

†These items require particular expertise in various areas of natural resource planning and legislation unique to the County Planning Staff (e.g., farm and forest management practices, mining techniques, Columbia River Gorge National Scenic Area administration, etc.)

Planning Areas in Multnomah County

Exhibit 4



cannot assign its plan and policy adoption requirement to other units of government. In the most basic terms, the Multnomah County Board must do land use planning work, however, it has some latitude in choosing who does the work, and how the work is to be completed (See Table 1).

Table 1. – MULTNOMAH COUNTY PLANNING RESPONSIBILITIES				
Planning Requirements	Staff		Decision Makers	
	Multnomah Co.	Other	Multnomah Co.	Other
Current Plan				
• Public Inquire	✓	✓		
• Admin. Actions	✓	✓		
• PC/HO/Board	✓	✓	✓	✓
Long Range				
• Comp. Plan/PR	✓	✓	✓	
• Other Mandate	✓	✓	✓	
• Special Studies	✓	✓	✓	

2. **County planning programs are distinctively different from city planning programs.** The basic differences stems from state mandates. *COUNTY PLANNING* requirements are found in **ORS 215** (County Planning; Zoning; Housing Codes - 20 pages) and **ORS 197** (Comprehensive Land Use Planning Coordination) while *CITY PLANNING* mandates are found in **ORS 227** (City Planning; Zoning - 3¹/₂ pages) and **ORS 197** (Comprehensive Land Use Planning Coordination).

Although both county and city planning programs are governed by ORS 197, county planning organizations have different requirements. In the Multnomah County/Portland and east county cities case, Multnomah County must apply Statewide Planning Goals 1 thru 15 while the cities need not apply Goal 3 (agriculture) and Goal 4 (Forest). This distinction sets county planning apart from city planning, emphasizing the rural resource management and protection role of the county planning program from the development emphasis placed on the city planning program. Counties are charged with a steward role of preserving and protecting habitat and resources for preservation and utilization purposes. Conversely, city planning programs are charged with the responsibility of providing space for a variety of urban land uses. This divergence of mandated and inferred philosophical differences distinguish county planning programs from city planning programs.

□ Models:

Five models have been evaluated as possible ways of providing planning service to unincorporated Multnomah County residents. All five models have two common features: phasing and regional focus. All five models recommend that comprehensive planning responsibilities ultimately reside within a regional planning authority and, in the interim (the next few years), that local government(s) provide planning service. The primary differences between the five models deals

with the question of who should provide interim planning service [*i.e.*, county, city(s) or METRO]. Two models consider **non-city strategies** and three models consider **city strategies**.

1. **Rural/Urban Model.** Multnomah County would retain all rural planning responsibility and cities would immediately assume the planning responsibility for all areas within their respective urban service boundaries (*i.e.*, planning areas within the Urban Growth Boundary). Rural planning areas would consist of the areas immediately east and west of the Sandy River, land within the Columbia River Gorge National Scenic Area, Sauvie Island, and Northwest rural County (*See Exhibit 1*). If "urban reserve" areas are designated, cities having the ultimate responsibility for servicing the "urban reserve" area would assume primary responsibility for planning the area. When a regional planning authority is established the County Planning program (at least the policy development aspects of the program) would be transferred to the regional authority. Some current planning responsibilities may continue to reside with the county, depending on the extent of planning authority conveyed to the regional government.
2. **Regional Model.** All Multnomah County planning services would be conveyed to a regional authority. This may require phasing the transfer of service until the authority of MSD or some other regional service provider is established. Like the first model, some current planning responsibilities may continue to reside with the county, depending on the extent of planning authority conveyed to the regional government. At the regional level, authority for designating general land uses (like found on comprehensive plan land use map) and developing functional plans (*e.g.*, transportation and open space plans and managing the urban growth boundary) would be the responsibility of the regional authority. Local governments may continue with current and neighborhood/community planning responsibilities, however, they would work within the regional land use planning framework.
3. **Portland Model.** All Multnomah County planning services would be conveyed to the City of Portland. A set of strategies would be devised to transition planning services to a regional planning authority.
4. **Gresham Model.** All Multnomah County planning services would be conveyed to the City of Gresham. A set of strategies would be devised to transition planning services to a regional planning authority.
5. **Portland/Gresham Model.** All Multnomah County planning services would be conveyed to the cities of Portland and Gresham. Each city would be responsible for their respective service areas, Portland on the west side of the county and Gresham on the east side of the county.

1) what is the region?
2) what is the authority?
3) what role?

☐ **Evaluation/Recommendation.**

The underlying premise in the evaluation of any model in the Portland Metropolitan area is the recognition that the region is unified by socio-economic, cultural, historical, and environmental values that can best be preserved, protected and promoted through a focused regional approach. Moreover, a regional planning authority that would have responsibilities for establishing a set of land uses, preparing functional plans and devising development strategies would provide the best possible vehicle for accomplishing the agreed upon common vision for the metropolitan area.

Also, another underlying premise for this analysis is that a regional planning authority would not be created overnight. Consequently, an agreed upon interim strategy for the provision of planning service for both rural and urban areas must support and move towards the formation of an regional planning authority.

In concert with these two stated premises, two general guides were used to evaluate the five models. One, minimize the amount of energy required to create an interim strategy (save monies and resources for the real work at hand, moving towards a regional solution). The second guiding principle used is an extension of the first principle: "If it isn't broken, don't fix it." Again, save your resources for the primary work. Other factors considered included reporting, work program management, cost, and improved service delivery.

(The Department of Environmental Services is recommending model 1 (Rural/Urban) be pursued as an interim strategy with the ultimate objective being model 2 (Regional). This approach moves the county and the region towards the recommended objective of regionalism. This approach is the easiest to implement, diverts the least amount of energy and resources from the objective, and represents the least cost alternative while maintaining good planning service.

Model 3 (Portland) does not satisfy all the guiding principles, however, could be considered an option if the following conditions were met:

- 1) Specific strategies be established for the transitioning to a regional planning authority as part of the IGA. Not just lip service in an IGA, but identifiable milestones.
- 2) Provide a better level of service for all mandated functions.
- 3) Complete work detailed in annual work programs on time and make adjustments to the work program as requested by the Board.
- 4) Provide planning service now provided by the county at the same cost.

Model 3 should only be considered if it can be demonstrated that better planning service will be provided at the same cost, and ultimately planning responsibilities would be conveyed to a regional authority.

Models 4 (Gresham) and 5 (Portland/Gresham) are not recommended because they do not lend themselves to an easy transition to an regional authority, and because of duplication of effort. Under Model 5 for example, there would be two bodies reporting to the Multnomah County Board on planning matters, some of which would concern the same issue (*e.g.*, forest housing issues on the eastside of the rural county are the same as on the westside of the rural county). Further, the limited experience city planning departments have with rural resource land use planning suggest that county staff would need to be transferred to other agencies to do the work they are now doing. No cost saving would be realized and the quality of service would remain the same.

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Land Use Planning Working Group
Summary of Options
November 7, 1991

Consensus Preferred Option

All members of the working group agreed that the preferred option is:

Multnomah County should contract with

- (1) Gresham, Troutdale and Portland for urban planning, and
- (2) the regional government for planning outside the UGB.

However, it is unclear whether Metro is prepared to contract with the County in the near future. Therefore, the work group explored other options for providing rural-area planning. All agreed that the following options should be viewed as interim arrangements, pending an eventual assumption of rural planning by regional government.

Alternative Interim Options for Rural Planning

1. Gresham-Portland Option

Pro

Cities have larger planning staff, adding depth, experience, backup
Enhanced coordination at UGB edge
Cities can absorb county planner positions without additional management
Permits County to make transition in a single step; moves toward regionalism

Con

Existing County staff divided between two jurisdictions
Two different staffs serving Board, planning commission
Rural residents' perceptions about city staff "agenda" or interests

2. Troutdale-Portland Option

Pro

Troutdale already involved in Gorge planning

Con

Same as Option 1, plus:
Would require transfer of rural building inspection from Gresham to Troutdale
Troutdale staff is smaller than County's

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3. Single-City Option (All Portland or all Gresham)

Pro

Same as Option 1, plus:

County staff rural expertise kept mostly intact

Con

Same as Option 1, plus:

Potentially greater rural resident hostility to distant city

4. County Option

Pro

County staff focus on rural issues

County staff rural expertise kept mostly intact

Rural residents continue to work with county staff

Con

Already-small county staff must shrink further

No "backup" staffing, as under cities option

Delays County resolution of its role in this function: status quo, not regional

① Rural
Planning

Regional Government

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