

MULTNOMAH COUNTY OREGON

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

BOARD OF COUNTY COMMISSIONERS

GLADYS McCOY •	CHAIR •	248-3308
DAN SALTZMAN •	DISTRICT 1 •	248-5220
GARY HANSEN •	DISTRICT 2 •	248-5219
TANYA COLLIER •	DISTRICT 3 •	248-5217
SHARRON KELLEY •	DISTRICT 4 •	248-5213
CLERK'S OFFICE •	248-3277 •	248-5222

AGENDA

MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

FOR THE WEEK OF

February 1 - 5, 1993

- Monday, February 1, 1993 - 6:00 PM - Planning Commission/Board
of County Commissioners
Joint Work Session . . .Page 2*
- Tuesday, February 2, 1993 - 9:30 AM - Board Briefings . . .Page 2*
- Tuesday, February 2, 1993 - 1:30 PM - Agenda Review . . .Page 2*
- Wednesday, February 3, 1993 - 9:30 AM - Work Session. . .Page 2*
- Thursday, February 4, 1993 - 9:30 AM - Regular Meeting. . .Page 3*

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

*Thursday, 10:00 PM, Channel 11 for East and West side
subscribers*

*Thursday, 10:00 PM, Channel 49 for Columbia Cable
(Vancouver) subscribers*

*Friday, 6:00 PM, Channel 22 for Paragon Cable (Multnomah
East) subscribers*

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

**INDIVIDUALS WITH DISABILITIES MAY CALL THE OFFICE OF THE BOARD
CLERK AT 248-3277 OR 248-5222 OR MULTNOMAH COUNTY TDD PHONE
248-5040 FOR INFORMATION ON AVAILABLE SERVICES AND ACCESSIBILITY.**

Monday, February 1, 1993 - 6:00 PM

Multnomah County Courthouse, Room 602

PLANNING COMMISSION/BOARD OF COUNTY COMMISSIONERS
JOINT WORK SESSION

W-1 Joint Work Session to Discuss Land Use Planning Matters.

Tuesday, February 2, 1993 - 9:30 AM

Multnomah County Courthouse, Room 602

BOARD BRIEFINGS

- B-1 Update on the Current State of Affairs Surrounding the Availability of Federal Resources for Continuation of Health Care Services for Newly Arriving Refugees. Presented by Jan Sinclair, Ron Spendal and Tom Fronk. 9:30 AM TIME CERTAIN. 45 MINUTES REQUESTED.
- B-2 Discussion Regarding Library Board Recommendations on the Library Capital Improvements/General Obligation Bonds. Presented by Ginnie Cooper and Others. 10:15 AM TIME CERTAIN. 45 MINUTES REQUESTED.
- B-3 Discussion Regarding the Consolidation of the Multnomah Cable Regulatory Commission and the Portland Cable Regulatory Commission. Presented by Julie Omelchuck and Betsy Williams. 11:00 AM CERTAIN. 30 MINUTES REQUESTED.
- B-4 Discussion Regarding the Multi-Disciplinary Team for Child Abuse. Presented by Randy Amundson, Michael Schrunk and Portland Police Bureau Staff. 11:30 AM TIME CERTAIN.
-

Tuesday, February 2, 1993 - 1:30 PM

Multnomah County Courthouse, Room 602

AGENDA REVIEW

B-5 Review of Agenda for Regular Meeting of February 4, 1993

Wednesday, February 3, 1993 - 9:30 AM

Multnomah County Courthouse, Room 602

WORK SESSION

- W-1 Continued Discussion and Request for Policy Direction Regarding the Citizen Convention Recommendations. Facilitated by Bill Farver. 9:30 TIME CERTAIN, 60 MINUTES REQUESTED.
- W-2 Discussion Regarding the Public Safety 2000 Report. Facilitated by Bill Farver. 10:30 AM TIME CERTAIN. 90 MINUTES REQUESTED.

Thursday, February 4, 1993 - 9:30 AM

Multnomah County Courthouse, Room 602

REGULAR MEETING

CONSENT CALENDAR

NON-DEPARTMENTAL

- C-1 In the Matter of the Re-Appointment of Pat Bozanich to the CITIZEN INVOLVEMENT COMMITTEE, Term Expires February 1, 1995
- C-2 In the Matter of the Appointment of Micky Ryan, Term Expires July, 1993; and Margaret Ann Jozsa, Term Expires July, 1995; to the HOUSING AND COMMUNITY DEVELOPMENT COMMISSION
- C-3 In the Matter of the Appointments of Margaret (Peg) Caliendo to the COMMUNITY CORRECTIONS CITIZEN BUDGET ADVISORY COMMITTEE; and Dan Phegley to the SHERIFF'S CITIZEN BUDGET ADVISORY COMMITTEE; Terms Expire September, 1995
- C-4 In the Matter of the Appointments of Commissioner Dan Saltzman, Public Sector; and Ramsay Weit (Representing Mayor Vera Katz), Public Sector, to the MULTNOMAH COUNTY COMMUNITY ACTION COMMISSION, Terms Expire February, 1995

DEPARTMENT OF SOCIAL SERVICES

- C-5 Ratification of an Intergovernmental Renewal Agreement, Contract #103883, between Multnomah County Alcohol and Drug Program Office and the City of Portland Serves as the Fiscal Agent for the Regional Drug Initiative, for the Period January 1, 1993 through June 30, 1993

REGULAR AGENDA

JUSTICE SERVICES

SHERIFF'S OFFICE

- R-1 Budget Modification MSCO #9 Requesting the Transfer of \$70,999 form General Fund Contingency to the Sheriff's Office Enforcement Budget to Pay for a Multidisciplinary Child Abuse Team (Continued from 1/21/93)

NON-DEPARTMENTAL

- R-2 RESOLUTION in the Matter of Commissioner Liaison Assinments for the 1993 Calendar Year
- R-3 In the Matter of a Contract Amendment to the Oregon Nurses Association Contract 1991-1994
- R-4 RESOLUTION in the Matter of Thanking County Employees for Their Participation in the 1992 Charitable Giving Campaign for Multnomah County

- R-5 First Reading of an ORDINANCE Amending ORDINANCE 748, (Columbia River Gorge National Scenic Area Plan Implementation) by Repealing MCC 11.15.3568(H) and Amending MCC 11.15.3572 to Clarify Multnomah County Review Procedures for Land Use Decisions in the Columbia River Gorge - 10:30 TIME CERTAIN. 15 MINUTES REQUESTED.
- R-6 RESOLUTION in the Matter of Submitting a Three Year Rate Based Serial Levy to Fund Library Services to the Voters at a Countywide Election
- R-7 RESOLUTION in the Matter of Submitting to the Voters in a Countywide Election a Three Year Rate Based Serial Levy to Fund Jail Operations
- R-8 In the Matter of the Department of Community Corrections Requesting an Exemption from the Hiring Freeze for All Department Staff who are Providing Direct Service and Supervision of Offenders Including: Probation/Parole Officers, Corrections Technicians, and Corrections Counselors
- R-9 In the Matter of the Department of Environmental Services Requesting an Exemption from the Hiring Freeze to Fill Two Positions in Critical Services: an Office Assistant 2 Position in the Records Management Section of Assessment and Taxation; and a Senior Planner in the Land Use Planning Division
- R-10 In the Matter of the Request of an Exemption from the Hiring Freeze to Fill a Position in the Chair's Office

MANAGEMENT SUPPORT

- R-11 BUDGET MODIFICATION NOND 17 Requesting Authorization to Transfer \$28,738 from Finance, Employee Services, and Planning & Budget to General Fund Contingency, to Implement Hiring Freeze Savings

JUSTICE SERVICES

COMMUNITY CORRECTIONS

- R-12 BUDGET MODIFICATION DCC #23 Requesting Authorization to Reduce a Vacant Fiscal Specialist Sr. Position in the DCC Administrative Services Division and Reduce a Program Development Specialist Position in the Diagnostic and Program Development Division, Reducing the General Fund Allocation by \$74,107 to Implement Hiring Freeze Savings

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-13 RESOLUTION in the Matter of Requesting State Legislators to Maintain State Funding for the Multnomah County Fair
- R-14 BUDGET MODIFICATION DES #12 Requesting Authorization to Transfer \$10,427 from DES Administration Personnel Services, to General Fund Contingency, to Implement Hiring Freeze Savings

- R-15 BUDGET MODIFICATION DES #13 Requesting Authorization to Reduce the 92-93 Adopted Animal Control Division Budget by \$7,290 and Return the Savings to General Fund Contingency, to Implement Hiring Freeze Savings
- R-16 BUDGET MODIFICATION DES #14 Requesting Authorization to Transfer \$19,034 from Various Personal Services Categories within the Expo Center Division Budget, to General Fund Contingency, to Implement Hiring Freeze Savings
- R-17 BUDGET MODIFICATION DES #15 Requesting Authorization to Transfer \$10,393 from DES Facilities & Property Management, to General Fund Contingency, to Implement Hiring Freeze Savings
- R-18 BUDGET MODIFICATION DES #16 Requesting Authorization to Transfer \$21,250 from the ISD Division, DP Fund Personal Services Budget, to General Fund Contingency, to Implement Hiring Freeze Savings
- R-19 BUDGET MODIFICATION DES #17 Requesting Authorization to Transfer \$8,000 from the Planning and Development Division Budget, to General Fund Contingency, to Implement Hiring Freeze Savings
- R-20 BUDGET MODIFICATION DES #18 Requesting Authorization to Transfer \$41,764 from the Assessment and Taxation Division Budget, to General Fund Contingency, to Implement Hiring Freeze Savings

DEPARTMENT OF SOCIAL SERVICES

- R-21 BUDGET MODIFICATION DSS #27 Requesting Authorization to Reduce \$3,300 from the DSS Director's Office Personnel Budget, to General Fund Contingency, to Implement Hiring Freeze Savings
- R-22 BUDGET MODIFICATION DSS #28 Requesting Authorization to Reduce \$90,223 from the Mental Health, Youth and Family Services Personnel Budget, to General Fund Contingency, to Implement Hiring Freeze Savings
- R-23 BUDGET MODIFICATION DSS #29 Requesting Authorization to Reduce \$19,132 from Aging Services Administration Budget, to General Fund Contingency, to Implement Hiring Freeze Savings
- R-24 BUDGET MODIFICATION DSS #30 Requesting Authorization to Reduce \$8,250 from the Housing and Community Services Division Personnel Budget, to General Fund Contingency, to Implement Hiring Freeze Savings
- R-25 BUDGET MODIFICATION DSS #31 Requesting Authorization to Reduce \$44,095 from the Juvenile Justice Division Budget, to General Fund Contingency, to Implement Hiring Freeze Savings

LIBRARY SERVICES

R-26 BUDGET MODIFICATION DLS #4 Requesting Authorization to Reduce \$80,500 from the Library Personal Services Budget, to General Fund Contingency, to Implement Hiring Freeze Savings

PUBLIC COMMENT

R-27 Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.

FEB 03 1993

Meeting Date: _____

Agenda No.: W-1

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: CITIZEN CONVENTION RECOMMENDATIONJ

BOARD BRIEFING 2-3-93 REGULAR MEETING _____
WORK SESSION (date) (date)

DEPARTMENT BCC DIVISION _____

CONTACT BILL FARVER TELEPHONE 3740

PERSON(S) MAKING PRESENTATION _____

ACTION REQUESTED:

INFORMATIONAL ONLY POLICY DIRECTION APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 1 HOUR

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):

TIME CERTAIN 9:30 - 10:30

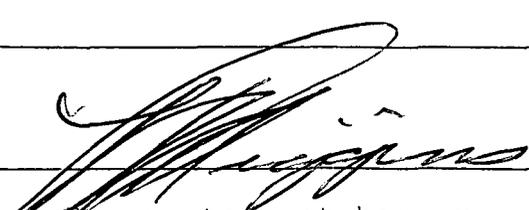
CONTINUED FROM 1-27-93. PLEASE PULL BACK UP MATERIALS FROM THIS SESSION.

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL _____

Or

DEPARTMENT MANAGER  _____

(All accompanying documents must have required signatures)

BOARD OF
CLINTON COUNTY COMMISSIONERS
1993 JAN 28 AM 11:34
MULINOVAH COUNTY
OREGON

DRAFT FINDINGS IN RESPONSE TO CITIZEN

CONVENTION RECOMMENDATIONS

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

1. Spending \$150,000 on a Committee on Government Review will not improve the efficiency, economy, or effectiveness of the delivery of governmental services within Multnomah County.
2. The task of following up on the recommendations of Convention could be assumed by a subcommittee of the CIC, if that is deemed a priority by the CIC.
3. We believe if such a committee is formed, it should review the results of all Citizen recommendations over the past year, not just those of the Citizen's Convention.
4. If the Multnomah County Citizen Involvement Committee is not seen as a county wide citizen committee, we need to build the commitment of citizens and other governments to recognize the CIC as a broad based citizen body.

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

Citizen Involvement

1. Finding greater opportunities for citizen involvement has been and will continue to be the responsibility of the CIC. The Board will consider specific recommendations from the CIC to accomplish the goals that we share.
2. The more inclusive budget process approved by the Board at their December retreat will provide an earlier, more comprehensive opportunity for citizen involvement in this very important process.

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

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

Process

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

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

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

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

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

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

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

Administration

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

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

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

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

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

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

VISION

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

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

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

III. Cable Television Regulation

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

IV. Education/Libraries #1

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

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

V. Education/Libraries #3

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

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

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

VI. Elections

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

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

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

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

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

VII. Health and Human Services and Mental health

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

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

3. The Contracting Task Force will make recommendations regarding criteria that should be used in deciding whether to contract out services. We will have the opportunity to review services that we are currently contracting out to determine whether to review that decision.

4. The County privatizes when most appropriate. Sometimes, the decision is made to make most effective use of limited resources. Requiring contractors to pay comparable wages defeats part of the purpose of contracting out and may be both inappropriate and illegal. See attached Draft Concept Paper on Integrated Services System

VIII. Law Enforcement and Corrections #1 - Consolidation

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

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

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

IX. Law Enforcement and Corrections - #3 - Jail Beds

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

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

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

X. Minority Report - Law Enforcement and Corrections

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

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

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

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

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

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

XI. Parks and Recreation #1

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

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

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

XII. Parks and Recreation - Expo Center

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

XIII. Planning and Zoning - Citizen Assistant

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

XIV. Planning and Zoning #2 - Citizen Involvement

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

XV. Planning and Zoning #4 - Organizational Chart

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

XVI. Road and Bridges #1 - Transportation Planning

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

2. The Board has in the past and continues to endorse the use of gas tax money for the development of alternative transportation modes.

XVII. Road and Bridges #2 - Bicycle Master Plan

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

XVIII. Road and Bridges #3 - Sharing Equipment

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

2. Even greater efficiencies may be possible by forming a unified maintenance organization as recommended by the Governor's Task Force. The Board will discuss whether to pursue this option with the Department of Environmental Services during the discussion of the Department's Policy Development Plan.

XIX. Taxes and Assessment Subcommittee #1

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

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

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

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

XX. Taxes and Assessment Subcommittee #3

1. If the process for change refers to recommendations from citizens, we would suggest that the CIC adopt these suggested criteria and apply them to recommendations forwarded to the Board from citizen groups.

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

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

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

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

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

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

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

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

8. In conclusion,

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

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

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

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

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

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

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

1. The County supported adopting of the Greenspaces Master Plan.

2. The Board endorsed by resolution the Greenspaces bond measure which failed in November, 1992. The Board would look favorably on a new Greenspaces measure before the voters in the fall.

3. The Board created Natural Areas Acquisition and Protection Fund . See attached Resolution 90-57, passed by the Board on April 19, 1990.

4. The Board approved the Natural Areas Protection and Management Plan. See attached Resolution 92-102, passed by the Board on June, 4, 1992.

5. The County will actively encourage Metro to bring Greenspaces bond measure back to the voters, preferably in September, 1993.

6. The County will work to dispose of surplus county land to build the Natural Areas Acquisition and Protection fund resources.

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

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

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

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

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

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

1. The Board has supported, with both financial and staff resources, the development of the Metro Greenspaces Master Plan.

2. The Board has supported/facilitated the discussion with Metro concerning the potential transfer of County parks and Natural Areas to Metro as a foundation for a truly regional system. No other local government has taken this step.

3. The Board formally supported the Greenspaces Bond measure. Proceeds would have been shared with regional, County and City providers.

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

1. This effort is underway. (See above)

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

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

enclosures

Integrated Budget Process - Summary of Budget Process (part of December Board retreat)

Order 93-4 re Program Budgeting

Tax Supervising and Conservation Commission Resolution 92-210

Memo from Budget Office, A Post Measure 5 Reality Check

Cable Regulation Resolution 92-208

Library Entrepreneurial Task Force

Concept Paper Integrated Services System

Letter to Commissioner Lindberg from the Board re Sandy River Water Rights

Natural Areas Acquisition and Protection Fund Resolution 90-57

Natural Areas Protection and Management Plan Resolution 92-102

Meeting Date: FEB 03 1993

Agenda No.: W2

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: PUBLIC SAFETY 2000 REPORT

BOARD BRIEFING 2-3-93 REGULAR MEETING _____
WORK SESSION (date) (date)

DEPARTMENT BCC DIVISION _____

CONTACT BILL FARVER TELEPHONE 3740

PERSON(S) MAKING PRESENTATION _____

ACTION REQUESTED:

INFORMATIONAL ONLY POLICY DIRECTION APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 1 1/2 HOURS

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):

TIME CERTAIN 10:30-A.M - NOON

** Citizens Crime Commission
Public Safety 2000 Committee Report
Distributed by Bill Farver on 1-27-93.
Please put with this packet.
(If space is inadequate, please use other side)*

CLERK OF
COUNTY COMMISSIONERS
1993 JAN 28 AM 11:34
MULTI-HORRAN COUNTY
OREGON

SIGNATURES:

ELECTED OFFICIAL _____

Or

DEPARTMENT MANAGER [Signature]

(All accompanying documents must have required signatures)

Wax Session
2-3-93
W-2

February 2, 1993

To: Board of County Commissioners
From: Bill Farver
Re: Public Safety 2000 *Bill*

This memo is to highlight the major decisions the Board must make and provide some suggestions as to how to proceed. I have only addressed the parts of the report that deal with the County. Some recommendations require actions by several jurisdictions in concert; others can be addressed unilaterally by the County.

The Public Safety 2000 Committee entered controversial territory. There have been numerous complaints or concerns raised about their process, their specific findings, and personal frictions generated. I have avoided these, except insofar as they might have colored the final recommendations.

As you read the report and this analysis, keep in mind that law enforcement is one aspect of a larger criminal justice system. We need to integrate these ideas into that larger context.

To help understand the implications of continuing the process, I will discuss the report's six major recommendations. (p. E-7)

- *I. Consolidate major non-patrol functions among five police agencies
- *II. Not pursue full consolidation at this time
- *III. Realign patrol functions
- *IV. Civilianize and privatize functions
- *V. Reallocate savings to priority crime problems
- *VI. Other concerns

The total savings from all of these actions is supposed to save \$3.7 million per year and free up 70 sworn officers for line police duty. (These numbers are savings for all jurisdictions, not just Multnomah County). I will try to identify how those numbers impact recommendations relating to the County.

PART I. CONSOLIDATION OF MAJOR NON-PATROL FUNCTIONS AMONG FIVE POLICE AGENCIES

The report identifies eight functions (page E-8) and recommends that a Council on Law Enforcement Officials (CLEO) be established to provide initial and ongoing oversight to the analysis of functional integration. (p. 65) Nothing can go forward in this area without a consensus of the jurisdictions. Cost savings: estimated \$1.3 million (P. 59)

PROCESS TO CONSIDER FUNCTIONAL INTEGRATION

A key threshold question for the Board is whether the County should participate in the continuing consolidation/integration question in the manner suggested by the Report.

In the past, the Board has endorsed the concept of a single, consolidated law enforcement agency. The report stops short of calling for such a consolidation. Instead, the Report recommends that a Council on Law Enforcement Officials (CLEO) be established to provide oversight to the analysis and have the responsibility to ensure that implementation takes place. (p. 65) CLEO would be comprised of the Sheriff, DA, Mayor or Council President of each City, and the County Chair. An alternative suggestion is for the Public Safety Council to perform this function.

****QUESTION 1:** Are the functional integration recommendations of Public Safety 2000 worth pursuing through CLEO or PSC?

SUGGESTION: Several discussions and proposals preceded the effort by the Citizens Crime Commission to take an outside, independent look at this issue. A great deal of time, money, and effort went into the PS 2000 process. I would suggest the Board use the report as a vehicle for continuing the discussion of consolidation/integration of police agencies.

Whether the group selected is CLEO or PSC does not seem as important as the need to use one of them and renew the discussion. CLEO has the advantage of being smaller and more law enforcement focused. PSC brings a broader criminal justice system perspective and is an established group. Perhaps a middle ground would be to establish CLEO as a subcommittee of the PSC.

Accepting the recommendation could defer/delay the potential for moving ahead on complete consolidation. Given the obstacles presented by the Report (See Section II) and the support the Report enjoys from the leadership in the cities, such a delay may be inevitable.

CLEO/PSC can recommend which areas can be functionally consolidated and under what agency, implement those areas of agreement, and work politically with other jurisdictions where there is disagreement. Using this process will help test the feasibility of a fuller integration under a single agency (Model A p. 60). If cooperative relationships are built and proposals implemented, CLEO/PSC will have the appropriate people at the table to discuss consolidation if the participants so desire.

Many of the chief law enforcement officers seemed in agreement in principle on the need for a consolidated approach to law enforcement at the start of the Public Safety 2000 process. All jurisdictions need a process that can continue the dialogue in a less contentious arena. By having all the affected parties at the table, the opportunity to begin to reach consensus on more fundamental change will be given another chance.

FUNCTIONAL INTEGRATION AREAS

The report recommends consolidation of eight functional areas and suggests what jurisdiction should be the lead agency in each area, but anticipates that CLEO will review these proposals and suggest alternatives (p. 67)

****QUESTION 2:** Assuming the Board wants to participate in the functional review process, does the Board want to give specific direction to the County's representatives on CLEO/PSC and/or ask County staff to assist in the analysis of some of the areas of functional integration?

SUGGESTION: While the CLEO/PSC process is beginning, there may be some groundwork for the Board and staff to complete. The Integration of Information Data Systems lends itself to some advance analysis. Others functional areas could benefit from some direction from the Board to the Chair and Sheriff. The Board could schedule a separate briefing to discuss each area in more detail. I have included a few observations to indicate example of direction that could be given.

6.3.1 Integration of Information Data Systems (p. 69)

The major area of identified savings (\$700 - \$800 thousand).

SUGGESTION: The Board could ask the Budget Office and ISD to review Report's assumptions, the recent consultant's study, and brief the Board on their assessment of potential savings and how the savings would be realized.

6.3.3 Integration of Police Training (p. 72)

Potentially very important, assuming agencies have a shared vision of community policing and therefore, how officers should be trained. Seems difficult to separate from recruitment and hiring standards. The report identifies Gresham as the "lead agency", but seemingly only for facilitating the discussion.

6.3.4 Integration of Police Personnel Recruitment (p. 74)

This is difficult to separate from training. The group needs to come to a common understanding of what community policing is. In that analysis, current community policing projects from all agencies should be analyzed so that agencies can learn from each other. Once that definition is in place, the group needs to recommend what type of person should be recruited and with what qualifications.

Also, The report praises the Sheriff for being "one of the first police agencies in the US to require a four-year college degree", but does not pursue the issue. Paul Lorenzini's letter of 1-4-93 indicates the degree requirement raises concerns over the ability to achieve affirmative action goals. This issue needs to be directly addressed before uniform recruitment is possible.

SUGGESTION: Ask CLEO/PSC to link discussions of 6.3.3 and 6.3.4. Discuss different standards used by agencies in hiring officers and which are most appropriate for community policing. Ask CLEO/PSC to clarify common vision of community policing.

6.3.5 Integration of River Patrol (p. 76)

The Report recommends increased staffing of river patrol as a priority use for potential savings (See Section V.) Furthermore, it suggests allocating funding for river patrol (above that provided by the state) among all agencies.

SUGGESTION: River Patrol is already an integrated, county wide function. CLEO/PSC should not make recommendations about increased services in any area of law enforcement without a larger discussion about the most pressing needs in the entire criminal justice system, not just law enforcement. Finally, if other jurisdictions could or should be paying a percentage of the costs of the Sheriff's river patrol function, why should that rationale not also apply to other countywide law enforcement functions?

6.3.6 Integration of SERT - Special Emergency Response Team
(p. 77)

No identified savings.

SUGGESTION: Have CLEO/PSC attempt to document how functional integration will increase coordination and effectiveness.

6.3.7 Expansion of ROCN (p. 79)

There appears to be some confusion over the exact proposal.

SUGGESTION: Ask CLEO/PSC to explore the possible realignments and explore MCSO reservations.

FINAL NOTE

CLEO/PSC should review other potential areas of consolidation to ensure that other areas were not missed or avoided that might be consolidated also.

II. NOT PURSUE FULL CONSOLIDATION AT THIS TIME

As noted earlier, the report stops short of calling for full consolidation, the preferred solution of the Sheriff and of the Board when they considered the issue last year.

The report identifies a principle obstacle to full consolidation at this time as the mandated increase in wages and benefits to the highest prevailing standard would be at least \$3.5 million, which would negate the estimated cost savings. (p. 52)

**QUESTION 3: Should this issue be further researched and specific suggestions made concerning how to eliminate the barrier?

SUGGESTION: The Board could ask County Counsel, Labor Relations, Intergovernmental Relations staff, and the Budget Office to identify the statutory impediment which causes wage equalization, determine implications of changing the law, and whether the County should join the cities in asking the state legislature to amend the law. A factor in their consideration should be whether, as the Report claims, wages increased in every consolidation effort regardless of the legislation. (p. 50) If the research is accurate, even changing the statute may not be enough to realize the savings.

III. REALIGN PATROL FUNCTIONS

The report suggests that the Sheriff's patrol functions be re-assessed considering the following: (P. E-10) (p. 56-57)

A. Have PPB and other agencies serve the area currently served by the Sheriff on the west side

****QUESTION 4:** Does the Board want to revisit the patrol swap proposal with the City of Portland?

SUGGESTION: The Sheriff and Chief of Portland Police discussed a proposal to swap patrol areas some months ago involving the west side and parts of unincorporated mid-county. That proposal should be revisited.

B. Complete annexations

COMMENT: The Sheriff will discontinue patrol in areas as they are annexed. The current policy of both the City and the County is to encourage annexation. In recent years, the pace has slowed and the process will probably take longer than 2 to 3 years, unless a new policy or approach is used by Portland. In the past couple of years, the small losses in populations through annexations have been offset by increasing population in the remaining unincorporated areas and the Sheriff has not redeployed officers. (See Board Resolution 91-119 relating to the Countywide role of the Sheriff in law enforcement - attached)

C. Sheriff continues to patrol unincorporated East County

COMMENT: No other options have been suggested.

D. Increase plans to increase patrol in unincorporated East County

COMMENT: As with the suggestion to increase River Patrol, this suggestion, however worthy, seems premature. The needs of the entire criminal justice system needs to be assessed before committing to this redeployment.

IV. CIVILIANIZATION AND PRIVATIZATION

The Report recommends the civilianization or privatization of a number of positions resulting in savings of \$1,047,000 and the freeing up of 38 sworn positions. (p. 83-84) The report notes these decisions are independent from decisions regarding integration or consolidation. However, it does not address the potential labor or management issues.

****QUESTION 5:** How should the County respond to the civilianization and privatization recommendations?

SUGGESTION: Schedule a separate briefing session with the Sheriff asking for a response to each of the suggestions. The Sheriff is already exploring the recommendations and is ready to respond in the near future.

V. REALLOCATE SAVINGS TO PRIORITY CRIME PROBLEMS

The Report lists potential areas for using the reprioritized resources and suggests that CLEO/PSC use this list as a starting point in making their recommendations to the jurisdictions. (p. 100) However, all of the recommendations (with the exception of warrants) address law enforcement needs only.

****QUESTION 6:** How should identified savings be reallocated?

SUGGESTION: The Public Safety Council has already been charged with doing a comprehensive Criminal Justice Plan. If the CLEO/PSC is asked for recommendations, the PSC should consider the needs of prosecution, corrections, and community corrections also. It may make little sense to continue to add police officers in any law enforcement area when offenders are being routinely released under the Sheriff's matrix release system and the state continues to reduce funding for parole officers.

After consideration by the PSC, the suggestions for reallocation must go to the local jurisdictions. The elected boards of the jurisdictions must then decide whether reallocation of money within the criminal justice system is their highest priority or whether, given declining revenue, they even have that choice.

VI. OTHER CONCERNS

The Report (p. E-13) lists six other concerns, some requiring Board response.

COMMUNITY POLICING

Need for a common definition of community policing.

CULTURAL DIVERSITY AND AFFIRMATIVE ACTION

Need for increased recruitment and appropriate training of minorities, women and other protected classes.

COMMENT: Assuming the CLEO/PSC process goes forward, these issues can be discussed there.

PORTLAND BUREAU UNFUNDED PENSION LIABILITY

COMMENT: The unfunded liability of the city is not a direct concern of the County, but it will become more problematic in the long term if the City needs to assess a greater amount for its pension liability. (p. 29) CLEO/PSC should consider whether one approach to addressing this issue would be central recruitment and hiring under a new agency or the Sheriff's office. In any event, CLEO/PSC may want to consider recommending that the Portland Police not be given authority in functional areas until the Council addresses the issue. Indeed, the Report recommends that the city cease adding new employees to the current Disability and Retirement program and shift to a funded program.

ORGANIZATIONAL ANALYSIS OF THE SHERIFF'S OFFICE

The rationale for this recommendation grew out of the Report's observations about the Sheriff's Budgeting and Staffing Practices (p. 30 and 31).

****QUESTION 7:** How should the Board and Sheriff respond to the recommendation that an organizational analysis of the Sheriff's office be commissioned?

SUGGESTION: As noted in section II, the Report discusses in general terms questions raised about the Sheriff's budgeting and staffing practices.

The first task is to define the purpose of the analysis. Staff should meet with Public Safety 2000 staff and Sheriff's staff to discover the specifics behind the observations on p. 30 and 31 and ensure they are addressed.

Once the specific concerns are identified and the purposes for additional study clarified, the Board has several options:

A. Exercise its budget oversight with the assistance of its new program budget format to explore these issues with the Sheriff's office during Board budget review and beyond.

B. Have an outside group do an "organizational analysis" of the Sheriff's office commissioned by the Citizens Crime Commission or the County itself.

C. Ask the County Auditor to address the concerns raised.

The Report recommends Option B - the "organizational analysis". The key questions here seems to be who would do it and who would pay for it. If parties could agree to use the same approach that was used with the City of Portland's Police Bureau, the perception of a level playing field would exist. Under that arrangement, the Institute for Law and Justice (ILJ - a consulting firm from Los Angeles) would do the analysis and the Citizens Crime Commission would pay for that analysis. Recommendation 3.3.5 (p. 38) seems to indicate that the CCC is willing to follow its past example.

The CCC earlier asked the Board to pay for the study and reimburse itself from the savings the CCC felt would result. If the Board wanted to move quickly it could opt to pay for the study from contingency (and seek reimbursement from identified savings). In either event, the Board and Sheriff should help shape the scope of the review.

Whatever option is chosen should address the concerns about the Sheriff's budgeting and staffing practices. These concerns may have played a role in the Committee's rejection of a single agency at this time. (see p. 55 in which the Committee discusses the conditions which need to change before full consolidation can be attempted). If so, the concerns need to be resolved if the full consolidation potential can be explored.

CHART SHOWING MCSO DEPUTY RATIO (Board Concern)

Concerns have been raised about the Chart on p. 7 showing the Sheriff's deputy ratio as 1.44 per 1000 people. As explained in the Chart, (Note 1) deputies used in corrections or civil functions were excluded. However, the chart does include deputies used for county wide law enforcement (e.g. river patrol), not just used for patrol and patrol support. Therefore, it is misleading to use it as a basis of comparison with other jurisdictions who do not perform county wide functions.

This chart has caused concern about the objectivity of the report. While it is difficult to pinpoint its exact impact, the Report notes "by several different indicators, the Sheriff's office seems to have a greater number of resources than necessary to meet its primary law enforcement responsibilities. Also, unlike neighboring counties which tend to use sworn deputies only in law enforcement functions, rather than in Corrections and Civil Functions, 50 of the Sheriff's 143 sworn officers are assigned to the Corrections Branch and others are involved in basically Civil Functions". (p. 31)

If the Board pursues an organizational analysis or audit of the Sheriff's office, they could ask for a uniform measure to compare the ratio of deputies to citizens among member agencies.

BEFORE THE BOARD OF COUNTY COMMISSIONERS
OF MULTNOMAH COUNTY

In the Matter of the Sheriff's)
Countywide role in law) RESOLUTION 91-119
enforcement)

WHEREAS, in the fall of 1990, the Multnomah County Sheriff's Office developed a position paper, "A View to the Future", describing its vision of the future of the Sheriff's Office in law enforcement.

WHEREAS, on March 15, 1983, Multnomah County issued a resolution which states in part, "Therefore, be it resolved, that County services generally described as 'municipal services' at a level considered 'urban' rather than 'rural' shall be proportionately reduced starting FY 1983-84 through FY 1986-87 to establish a minimal and essentially rural level of municipal services throughout Multnomah County".

WHEREAS, this proclamation resulted in a reduction of the Sheriff's Office law enforcement from two hundred-twenty sworn positions to eighty-seven sworn positions; reduced patrol ratio* strength from 1.09 deputies per 1,000 population in 1982 to 0.70 deputies per 1,000 in 1990, and the direct service ratio* in urban mid-county from 0.76 deputies per 1,000 to 0.50 deputies per 1,000.

* "direct service ratio" refers to the number of sworn officers per 1,000 population assigned to street or neighborhood patrol (also known as "pure patrol"); "patrol ratio" refers to the number of direct service officers, plus any sworn support personnel such as detectives.

WHEREAS, the City of Portland has experienced difficulty in providing an urban level of police services in the annexed urban areas of mid-county, anticipates the replacement of 50 sworn officers per year for the next five years and, due to the impacts of Measure 5, at least in the near future, may be unable to fund the additional 200 sworn positions believed to be needed to meet public safety requirements and a citywide transition to community based policing.

WHEREAS, County officials, staff and citizens need to know the future direction of the Sheriff's Office law enforcement services and the future direction of the City/County policy on annexation.

THEREFORE, BE IT RESOLVED, that the Multnomah County Board and the Sheriff will explore implementing the position paper, "A View to the Future", in order to transition the Sheriff's Office into a service provider of countywide law enforcement services to citizens.

THEREFORE, BE IT RESOLVED, that the Multnomah County Board of Commissioners endorses the following policies concerning the Sheriff's Office in Law Enforcement:

1. As an interim measure to provide better service to all County and City residents in a cost and time-efficient manner, implementation of the proposal presented by Sheriff Bob Skipper and Chief Tom Potter, to exchange police service responsibilities in the territories east and west of NE/SE 122nd Avenue.
2. The Cities of Portland and Gresham are requested to determine and announce their future annexation policies, particularly as they relate to the urban mid-county area, and to implement a process which will assure the delivery of an adequate and equitable level of municipal services, including direct police services, in any annexed urban area they intend to serve.
3. In order to ensure life safety issues to both the citizens of unincorporated Multnomah County and Sheriff's Office patrol deputies, as annexations continue or resume in urban mid-county, no redeployment will be made in the Sheriff's Office eastside patrol strength, until the reduction of the size and population in its eastside service area produces a direct service ratio above 0.55 deputies per 1,000 population.
4. The County and City Auditors are requested to issue a joint report, on August 1 of each year, affirming the number of annexations by Portland and Gresham during the previous fiscal year, and the direct service ratios of the Multnomah County, Portland and Gresham law enforcement agencies in the annexed and unincorporated service areas, as of July 1 of each year.
5. A matrix based upon annexation rates will be developed by the Sheriff's Office which will define an orderly transition of patrol into countywide law enforcement services.
6. As transition takes place, the existing sworn law enforcement positions will be considered the minimum number of sworn positions for reallocation to other law enforcement activities.
7. The Sheriff and Board will encourage responsible annexation to residents of unincorporated Multnomah County.

THEREFORE, BE IT FURTHER RESOLVED, that the Sheriff and County Board focus countywide law enforcement efforts on functions that address a countywide law enforcement activity which crosses jurisdictional boundaries and can most efficiently be provided by a single agency.

THEREFORE, BE IT FURTHER RESOLVED, that the County Chair request the Sheriff to make recommendations on the following issues after consultation with other county law enforcement agencies:

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

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

Also special attention is requested for the following issue:

How the various law enforcement agencies, working together, may best provide child abuse response and investigation, with the goal of investigating every reported case of child abuse in Multnomah County.

THEREFORE, BE IT FURTHER RESOLVED, that the Sheriff should report to the Board by November 1, 1991.



(SEAL)

ADOPTED THIS 15th DAY OF AUGUST, 1991

BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

By *Gladys McCoy*
Gladys McCoy, Chair

Laurence Kressel
LAURENCE KRESSEL, County Counsel

902-ASOA

Meeting Date: FEB 03 1993

Agenda No.: W-2

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: PUBLIC SAFETY 2000 REPORT

BOARD BRIEFING 2-3-93 REGULAR MEETING _____
WORK SESSION (date) (date)

DEPARTMENT BCC DIVISION _____

CONTACT BILL FARVER TELEPHONE 3740

PERSON(S) MAKING PRESENTATION _____

ACTION REQUESTED:

INFORMATIONAL ONLY POLICY DIRECTION APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 1 1/2 HOURS

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):

TIME CERTAIN 10:30 - A.M. - NOON

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL _____

Or

DEPARTMENT MANAGER [Signature]

(All accompanying documents must have required signatures)

BOARD OF
COUNTY COMMISSIONERS
1993 JAN 28 AM 11:34
MULTNOMAH COUNTY
OREGON

SHARRON KELLEY
Multnomah County Commissioner
District 4



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

M E M O R A N D U M

TO: Public Safety 2000

FROM: Commissioner Sharron Kelley
Commissioner Pauline Anderson
Commissioner Gary Hansen

RE: Comments on Draft Report of November 10
and Recommendations for Revision

DATE: December 2, 1992

We would like to take this opportunity to express our appreciation for your efforts in connection with Public Safety 2000. We recognize that each of you has volunteered substantial time and effort in preparing the draft report.

The basic goals which we all seek are to improve the quality and cost effectiveness of local efforts at law enforcement. With these goals in mind, we strongly believe that there are a number of internal contradictions and weaknesses in the latest draft of Public Safety 2000 that should be reworked to result in a document that will in fact move us forward. You have done a great amount of information gathering, but you need to seriously reexamine whether the bricks should be rearranged more carefully to assure a strong structure, not a weak one. We recommend that you rethink the contradictions and omissions in the following areas:

1. The draft recognizes that 49 of the 93 Sheriff deputies working in law enforcement are allocated to countywide functions (page 13). However, the charts on pages 7 and 14 are very misleading because they divide all 93 deputies into only the populations for the unincorporated areas. These charts create the false impression that the Sheriff is overstaffed in the unincorporated areas. In fact, the Sheriff has done precisely what good public policy dictates; the majority of officers in our only countywide agency are doing what they ought to be -- countywide law enforcement. The level of staffing for the unincorporated areas is lean and your report should state so in a straightforward fashion. The issue your report needs to focus on more carefully is whether countywide

functions should be distributed to and remain with the Sheriff as the one countywide agency, or whether specific cities should be allocated law enforcement functions outside of their jurisdiction.

2. The Fiscal Year 1992-1993 budget shortfall cited in the draft (page 36) has already been addressed through a series of budget reductions countywide. It is not relevant to your analysis.

3. The draft praises the Safety Action Teams of the Sheriff (page 35), which concentrate multi-disciplinary efforts in targeted areas within cities, but the draft is critical of the Sheriff (page 14) for extending services beyond the unincorporated areas to other areas of need. There is no specification or extended discussion of using the Safety Action Teams from the Office of the Sheriff to assist the community policing efforts of Portland and Gresham (pages 102-103).

4. The discussion of the eight functions recommended for consolidation does not address the possibility or merits of having the Sheriff provide concentrated, localized community policing in high crime areas of countywide significance, particularly in light of the chronic understaffing of the Portland Police Bureau (page 37).

5. While the draft notes that Portland Police Bureau is continually understaffed (page 37), the recommendations that Portland Police Bureau substantially expand its responsibilities outside of city boundaries (gangs, SERT) are likely to make the understaffing even worse.

6. While the draft notes that the Portland Police and Fire Pension Levy currently has an unfunded liability of \$704 million (page 31), it does not fully come to grips with the compression effect of this levy. The levy is currently set at roughly \$2.17 per \$1000 and occupies roughly \$1.96 (post-compression) of the \$10 cap per \$1000 of assessed value. The City Council is empowered to raise its levy as needed to \$2.80 (pre-compression), or the equivalent of 28 percent of the property tax revenue permitted under Measure Five for all services provided by local government. Consequently, the consolidation of functions under the Sheriff has systemwide benefits for all public services by reducing the coverage of the pension levy. Although the draft recommends that the Portland City Council cease adding new employees to the pension levy fund (page 31), placing countywide functions under the Portland Police Bureau creates the risk that the

recommendations will encourage the unfunded liability to continue to grow if no change is made in the pension fund, contributing to financial problems for all local public services.

7. While the draft praises the hiring standards of the Sheriff (page 35) and its requirement of four-year college degrees for hiring deputies, the draft proceeds to recommend transferring the hiring function countywide to Portland Police Bureau and does not address the merits of the college degree requirement.

8. River patrol is a countywide function already consolidated under the only countywide agency. It is unclear why the draft chooses to place the function under a Law Enforcement Council with the authority to reassign it. In contrast, the draft is silent about 911.

9. While your draft indicates that domestic violence/child abuse is currently a "totally integrated" function (pages E-2, 19), this is not the case. Consolidation should be explicitly recommended or discussed, such as the use of a single investigative multi-disciplinary team. The recommendations should also advocate doing more with single-response teams, including social service assistance.

10. Is SERT (page 79) more likely to be more centrally located for a countywide function if consolidated under the Sheriff than if Portland Police are expected to respond in East County? How would staffing be arranged?

11. Is the Gang Enforcement Team (page 83) more likely to perform as a countywide function if placed under a countywide agency, the Sheriff, than if placed under Portland Police Bureau? How would staffing be handled?

12. The draft states that "steps taken today should position the area for longer-term consolidations" that might include police agencies in Washington and Clackamas counties (page 57). However, regionalization is more likely to occur with a natural progression from city to county to region. Placement of countywide responsibilities under the county would be "evolutionary, within the context of a comprehensive, long-term vision" (page 50). Distributing countywide responsibilities under specific cities is moving in the opposite direction.

13. The draft states that "consolidation into a single

[countywide] police agency should remain an option for the future" (page 57). Distributing countywide responsibilities under specific cities is moving in a direction to discourage this option.

14. The draft claims that its recommendations achieve "all the major benefits of a single agency consolidation" (page 56). However, Tables 2.3 and 2.4 (pages 10-11) indicate wide geographic disparities in crime rates, which can be more favorably addressed through the concentration of resources available to a larger agency. In its economic analysis, the draft also fails to weigh the benefits from a consolidated agency of increased response to major crime areas.

15. The draft does not identify the amount a new, consolidated agency would save taxpayers over time because of the reduction in the unfunded pension liability. How much would the City of Portland save by not hiring police officers under their current pension plan?

16. The draft should consider ways to eliminate any requirement that higher wages be paid in a consolidation (page 56). In contrast to your assumption that no legislative action would occur on this issue, the draft assumes that "Virtually all areas within the Multnomah County Urban Growth Boundary will be annexed over the next 2-3 years" (page 58), notwithstanding the dependency of the latter prediction on decisions made by local residents who have resisted annexation for the last nine years.

17. While the notion of shifting from defined benefits to a menu of benefits plan is noted in the report (page 31), the savings that would result from such a shift are likely to be very substantial. More attention and detail should be provided in the final report.

18. The draft fails to address the merits of the territorial swap option (page 46), despite its direct connection to your discussion of patrol functions in the Sheriff's office (page 58). In addition, while also part of the charge to Public Safety 2000 (page 47), there is no discussion of the merits of Gresham contracting with the Sheriff for some policing services.

19. What three areas of potential consolidation were dropped from consideration (page 61) and why?

20. How would the Council of Law Enforcement Officials be

accountable to the general public for its performance?

Is there a common sense, direct solution before you that will solve these contradictions? Would changing your specific transfers to state that all countywide and regional functions, including investigations and support, be consolidated countywide under the Sheriff make more sense?. Should the Council of Law Enforcement Officials be refashioned as a user accountability board, rather than an agency that divides the pie by splitting countywide functions to its various members?

Would placing countywide and regional functions under the Sheriff strengthen the most appropriate agency to assist specific neighborhoods with high crime rates; coordinate with other county agencies such as jails, probation, mental health and alcohol and drug treatment which are under county jurisdiction; avoid exacerbating the unfunded pension liability; avoid exacerbating the understaffing problem at Portland Police; and utilize the strengths of the Sheriff in hiring, investigation, and promotion of a police culture of tolerance, problem solving, and constituent service?

Although your draft appears to have noticed this option, it is rejected with only four sentences (page 63), which is insufficient attention to a fundamental issue for a 109 page report.

The first concern with this option your report raises -- the small patrol function argument (page 63) -- is not persuasive. Several public agencies (e.g. INS, DEA, FBI) are specialized, lack patrol, and are highly regarded. Moreover, there are options on the table such as patrol area swaps, and Public Safety 2000 could submit a plan with a larger patrol function for the Sheriff if merited.

As for the second concern -- the ability to make elected officials accountable to user agencies (page 63) -- this accountability can be written into the inter-governmental agreement establishing the countywide function. The truth is that a countywide Sheriff is more accountable to users who are all constituents than an official (a city police chief) appointed by non-countywide elected officials would be to areas outside that political jurisdiction.

The third concern -- regional migration -- is also better served by placing countywide functions under the Sheriff because of the natural progression from city to county to region.

The fourth concern -- impact on sworn personnel -- can be addressed by establishing cross-agency rotations, as needed.

The expectations in the current draft that police departments that report to elected officials in Gresham and Portland would serve as countywide agencies is a fundamental flaw. Why have three countywide police agencies instead of one?

The election of a new mayor in November may have made it more politically feasible to implement improvements in police services at the countywide level. We strongly encourage you to rethink these issues in putting together your final recommendations. We are personally convinced that a course much closer to the one we have outlined here will better serve the residents of Multnomah County.

PAUL G. LORENZINI
President

920 S.W. Sixth Avenue, Suite 1500
Portland, Oregon 97204
(503) 464-6304
FAX (503) 464-6777
A Division of PacifiCorp



January 4, 1993

Commissioner Sharron Kelley
Commissioner Pauline Anderson
Commissioner Gary Hansen
Multnomah County, Oregon
1120 S.W. Fifth Avenue, Suite 1500
Portland, OR 97204

Dear Commissioners Kelley, Anderson, and Hansen:

This is written in response to the comments submitted in your memorandum of December 2, 1992, commenting on the Draft Report of Public Safety 2000. It is organized to provide an item-by-item response to each of the concerns you expressed. Many of your comments have resulted in changes that will be incorporated in our final report. The Committee appreciates the effort you have made in providing input and comment on the draft report.

Item 1:

The charts referred to in your comments will be deleted in the final report. The text will still make reference to these issues, but will provide clarifying language to avoid misinterpretations.

Item 2:

The Committee considers these budget issues relevant to the extent they affect the ability of Multnomah County to provide law enforcement services at the same funding level as they currently do. It is our understanding that some of these issues have been "informally," but not officially, resolved. It is further our understanding that the financial exposure due to the road tax issue is potentially small. The lost revenue due to the reduction in contracted services by the U.S. Marshall is considerably more uncertain and may create a financial burden on Multnomah County. We will make revisions to clarify the discussion of these issues in the final report.

Item 3:

We were unable to locate the criticism referred to in your memorandum. Nevertheless, as you correctly point out, we have suggested that the Safety Action Team concept be utilized in redeploying patrol officers who are available for street duty as a result of actions taken. At the same time, we have avoided specifying the form this should take as we believe it is a matter to be worked out with the local police agency with whom the Sheriff's department is working.

Item 4:

This suggestion is made on pp. 102-103 of the report.

Item 5:

The concept proposed by our Committee should result in more efficient utilization of resources and reduce the staffing needs for the Portland Police. If all SERT Teams are consolidated, it should be possible to staff a full complement from the combined resources of Gresham, Portland, and the Sheriff's department, as well as any other agency that would choose to participate. This would mean Portland could draw upon the resources of other agencies, relieving their own staffing requirements. This should also be true for the other law enforcement agencies in the county.

Item 6:

Our Committee concluded that the unfunded pension liability could be managed in ways that should have no effect on the ability of agencies to consolidate. Similarly, we saw no consolidation proposal as bearing favorably or unfavorably on this issue.

Item 7:

The Committee discussed this issue and, while we believe the four-year college degree requirement has good support, it also raises concerns over the ability to achieve affirmative action goals. The report does not propose to transfer "hiring"; it would consolidate recruiting. Hiring is always the exclusive responsibility of the controlling agency.

Item 8:

This comment raises several issues. First, the Council of Law Enforcement Officials (CLEO) will not have unilateral authority to reassign functions. Any such decision will only result from the mutual agreement of all parties. Second, River Patrol was included to reinforce the importance of the Sheriff's role in this area. The Committee understands that other agencies in the county have been concerned about the adequacy of the River Patrol support. The purpose of including River Patrol as one of the eight functions was to encourage all agencies to work together through CLEO to resolve their differences. Finally, 911 was excluded because it involves fire and other emergency services that reach into areas beyond the scope of the Committee's efforts.

Item 9:

We will revise the report to reflect the correct status of domestic violence and child abuse services within our community.

Item 10:

The Committee found no reason to believe a countywide SERT coordinated by the Portland Police would be unable to provide adequate countywide service. Any problems with implementing this recommendation, including arrangements for staffing, are issues to be worked out through CLEO.

Item 11:

See response to Item 10.

Item 12:

The Committee believes that the present integration proposal creates a structure in which any agency outside of Multnomah County could logically choose to join. For example, because the structure is not bound to county boundaries, but is more adapted to facilitate several agencies working together, communities such as Tigard, Beaverton, or others in Washington and Clackamas Counties could voluntarily choose to join forces and participate in the SERT consolidation, the Gang Enforcement Team, Training, or any other area they might choose. We believe our approach is more adaptable to such steps than consolidating all functions under Multnomah County.

Item 13:

We disagree.

Item 14:

The implication of this suggestion is that officers in East County might be redeployed to higher crime areas in Multnomah County. The Committee received very strong public input that residents of East County were concerned about any single agency consolidation for just that reason. Any single agency consolidation would need to demonstrate that residents of East County will not have their services reduced.

Item 15:

See response to Item 6.

Item 16:

Our conclusion that wages would be increased was independent of any legislative action. Our nationwide study found that such wage action was taken in virtually every consolidation, regardless of the prevailing legislation.

Item 17:

Additional language will be inserted to reflect the generally accepted belief that savings would accrue as a result of a benefit menu approach. Neither resources nor time will allow us to provide additional study to this matter. CLEO is best prepared to respond.

Item 18:

Additional language will be added that will address the agreed-upon patrol swap for western Multnomah County and the establishment of a defined boundary along N.E. 122nd Avenue. There were many alternatives brought before the Committee and the report only addresses those which the Committee gave serious consideration. The option of Gresham contracting with the Sheriff was not seriously considered because it had been previously rejected by Gresham.

Item 19:

We will add additional language that will list those areas that were dropped from the original list and the reasons why the Committee made those decisions.

Item 20:

The issue of CLEO's role and accountability was raised by several commenters. The final report will address this by making it clear that CLEO's powers will be limited to those granted by the participating agencies through intergovernmental agreements. It will also stress that the primary function of CLEO will be to serve as a forum for raising and resolving issues between agencies by mutual consent.

Public Safety 2000 appreciates your thorough review of the draft report and we look forward to working with Multnomah County and other law enforcement agencies in a mutual effort to improve both the efficiency and effectiveness of law enforcement in the county.

Very truly yours,



Paul G. Lorenzini, Chair
Public Safety 2000

PGL:dw

Meeting Date: DEC 22 1992

Agenda No.: B-1

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: Briefing - Public Safety 2000

BCC Informal 12/22/92 BCC Formal _____
(date) (date)

DEPARTMENT Nondepartmental DIVISION County Chair's Office

CONTACT Howard Klink TELEPHONE X-3308

PERSON(S) MAKING PRESENTATION Paul Lorenzini, Chair Public Safety 2000

ACTION REQUESTED:

INFORMATIONAL ONLY POLICY DIRECTION APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 45 minutes - 1 hour

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):

Briefing on current proposal being presented by Public Safety 2000

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL *[Signature]*

Or

DEPARTMENT MANAGER *[Signature]*

(All accompanying documents must have required signatures)



GLADYS McCOY, Multnomah County Chair

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

M E M O R A N D U M

TO: Gladys McCoy, County Chair
Commissioner Pauline Anderson
Commissioner Rick Bauman
Commissioner Sharron Kelley
Commissioner Gary Hansen

FROM: Howard Klink
Staff Assistant

DATE: December 15, 1992

RE: Board Briefing/Public Safety 2000

Paul Lorenzini, Chair of Public Safety 2000, will present details of the current PS 2000 proposal that addresses consolidation and coordination of law enforcement functions in Multnomah County. PS 2000 has moved away from favoring single agency consolidation in the direction of "functional consolidation". As an alternative to administration of countywide law enforcement services under one agency, "functional consolidation" proposes integration of specific functions most likely to promote cost efficiencies.

A copy of the Multnomah County Sheriff's response to the proposal is attached.

HAK:ddf
cc: Office of the Board Clerk
9661G



Multnomah County Sheriff's Office

BOB SKIPPER
SHERIFF

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

(503) 255-3600

December 3, 1992

Public Safety 2000
Citizen's Crime Commission
221 NW 2nd
Portland, OR 97207

Gentlemen:

Attached is my response to the Draft Report of Public Safety 2000.

As I have said before, I believe the bold step for law enforcement at this time is that of single-agency consolidation, and I continue to support that concept. Your own poll by T H Research recommended it: 61% in favor, 25% opposed, 14% undecided; The Governor's Task Force on Local Government Services recommended it; the Citizen's Congress of 1992 recommended it.

I am somewhat disappointed that you chose not to look beyond the terms of office of Tom Potter, Art Knori, and Bob Skipper. It seems that you in fact did not focus on the year 2000, but on the present. I am also disappointed that the public may have been misinformed as to the purpose and intent of Public Safety 2000.

It was my understanding that PS 2000 was to be an advisory committee. Yet when the Draft Report was produced, a campaign not unlike a run for office was mounted. The campaign to get public officials to endorse the Draft Report and findings of the committee even before it was published seems irregular and inappropriate to me. In addition, the proposal was drafted and written in a tone that attempts to make points at the expense of the Sheriff and the Sheriff's Office. We were portrayed as being recalcitrant simply because we disagreed with the findings. This report should stand or fall on its own merits - it should not need a campaign.

Functional consolidations appear to me to be only interim solutions to fundamental problems. In addition, functional consolidation under some unelected government goes against the principles of responsibility and accountability demanded by the citizens of Multnomah County.

I feel functional consolidation, as identified in the Draft Report is unworkable or extremely difficult while responsibilities continue to be separated. The delegation of authority is conditional and action becomes very difficult.

This has been shown in the past attempts at functional consolidation. The results have been inefficient operations that have created additional layers of bureaucracy.

In the case of the CRISS system, the smaller jurisdictions began to pull out after a very short time because of costs, and lack of policy input. The two larger jurisdictions remained, but they too eventually went their separate ways.

These arrangements tend to fall apart when funding problems surface in one or more jurisdictions, or seed money runs out. They generally rely on complicated intergovernmental agreements, and frequently result in the creation of another administrative bureaucracy. This makes them difficult to comprehend for the public, who equates simplicity with cost effectiveness and accountability.

I do not object to task forces and joint operations which are aimed at a specific problem or need. The Sheriff's Office currently participates with Gresham in a joint vice and narcotics unit; with Portland in the David Douglas and Brentwood-Darlington Safety Action Teams; with ROCN, the FBI Task Force, with the Housing Authority of Portland at Columbia Villa; with Gresham/East County Hazardous Materials Response Team, and others.

Proposed creation of another layer of government, the Council of Law Enforcement Officials (CLEO) is not what citizens want to hear. Accountability and streamlining are the messages that were clearly sent by the voters when Measure 5 passed. In the Executive Summary, Page E5, 2nd Paragraph, it states: "forming a new special service government to deliver police services was not desirable". Yet you have proposed in effect, exactly that. While the Council of Law Enforcement Executive Officers is not technically a special service government, in fact it is another entity that very closely resembles a government, but without traditional government responsibility or accountability. This would result in an additional layer of bureaucracy imposed within the current law enforcement structure. I think some of the confusion of the citizens was evident from the public testimony at the hearing in Gresham, where people misunderstood who would pay for functionally consolidated services.

In addition to this new council, in Section 6.2.4 the Citizens Crime Commission is identified to specify outcomes to be achieved, review implementation and be involved in continued oversight. This structure additionally complicates the lines of authority and contradicts existing lines of authority established in the Oregon Revised Statute

The CLEO proposal makes an assumption that the Chiefs of Police and Sheriff would sign away their authority to operate portions of their departments, allocate their resources (Section 7.3), and follow the orders of CLEO.

Instead of creating CLEO, you should return responsibility for public decisions to persons chosen by the electorate to make those public decisions: Elected Officials. The recent elections have changed the players, and have resulted in a rejection of the Resolution A mentality that has hindered visionary solutions to community problems.

On Page E10, you left the option of consolidation open as long as several conditions could be met. I am a bit baffled by the statement in Paragraph 3, last line: "Other conditions will also need to be satisfied, such as provision for local control and accomplishing these steps under a General Purpose Government" A General Purpose Government exists right now: Multnomah County.

The desire for consolidation is reinforced in your own survey results, mentioned in Section 3.1.4, 4th Paragraph under "Local Control and Accountability" states that "...56% of residents favored consolidation of all police agencies into one police agency and felt that consolidation of "some" (not specified) police services would help in the fight against crime."

Finally in section 5.2.8, "If all agencies were consolidated into a single agency, the respondents preferred an elected over an appointed police chief by a margin of 71% to 24%."

The general purpose government is there, and the elected official, the Sheriff, is already in place. In Section IV, under the standard of Local Control: "Political Accountability: Someone who can be held directly responsible for expenditures and programs": The Elected Sheriff.

Throughout the report there are positive comments regarding the Multnomah County Sheriff's Office. These comments are related to River Patrol, Special Investigations, etc. These comments are then followed by recommendations that the service or related activity be removed and centralized under this new structure. Good business practices and plain logic would lead me to assume that the most ideal structure, if this function was to be centralized, would be the Sheriff's Office. Benefits would be gained by the positive experience and the established positive direction of the activity. In addition, the Sheriff's Office is in the ideal position, both structurally and legally to assume the county wide services.

While I understand and appreciate the considerable time and efforts spent on the Draft Report, I have considerable concerns with its content, charts, structure and outcomes. I find many inaccuracies and ambiguous information. This information was then used to support the recommendations. In many cases, correct information was provided, either prior to reports being produced or following earlier drafts. Unfortunately, corrections and adjustments do not seem to have been made. There are several sections in the Draft Report concerning operations of the Sheriff's Office, and some statistical information, that is not accurate. I am concerned that the public will be misinformed.

In Table 2.1 there are incorrect figures. In the Multnomah County figures, 49 county-wide positions are added to the unincorporated patrol strength, as mentioned in 2.2.3, 2nd paragraph, page 13. Using your own figures: sworn per thousand ratio is $44/64.57 = .68$ Officers per 1000 population. The same error appears in Table 2.5, page 14. The math is also incorrect in the 1974 Troutdale ratio.

In section 2.3.1, Page 9: Bottom paragraph, relating to the transfer of 60 Deputies and Sergeants to Portland. Portland subsequently cut the Police Bureau by the same number. Newly annexed residents were promised double police protection, but instead got considerably less when the existing patrol districts were merely extended geographically without adding resources.

In section 2.3.3, Page 13: 4th Paragraph: Clackamas County uses law enforcement deputies in their court and transport functions. (They are assigned to the Civil Division.) Their command officers are also law enforcement deputies. This is a good example of why Sheriff's Offices should not be compared. Even though they all have the same mandates, each is organized differently to carry them out.

In relation to this same section, what is the purpose of Table 2.6? You have assumed that because the Multnomah County Sheriff's Office supervisory ratio is greater than surrounding counties that it is somehow too high. Certain functions, no matter how small, require a minimum number of supervisors, and existing supervisors could oversee additional subordinates if authorized strength was higher. Before you condemn the supervisory ratio of the Sheriff's Office, I suggest you contact the Police Executive Research Forum in Washington D.C., and confirm with them that supervisory ratios from 1:4 to 1:18 are found to be acceptable in their research, and that ratios cannot and should not be compared from one agency to another unless a number of other variables are known.

In section 3.2.4, Areas of Concern, Current Revenue Shortfall. I question the addition of this information. This is not directly related to the issues of this report and tends to give the inaccurate impression that there is an impending budget crisis for MCSO law enforcement. These issues have been resolved.

Also in section 3.2.4, Patrols in Unincorporated East County. This statement is simply not accurate. The patrol unit assigned to Corbett and Bridal Veil does have responsibility for Wood Village on evening and night shift, but the daytime car is assigned east of the Sandy River. District 55 (Day Shift) and District 51 (Evenings and Nights) spend the vast majority of patrol time east of 242nd Avenue, a considerable distance east of 162nd as stated in the report.

In section 5.6.3, Subparagraph 1: The report states that cover for the west side county car has to come from mid-county. This statement is not true. Sergeant Juilfs informed me that he explained the concept of police cover to one of the regular committee meetings, as did I, and thought this misconception was cleared up. To repeat, cover comes from the nearest police unit, just as cover for a Portland Car at SE 174th and Powell comes from Multnomah County or Gresham.

Also in 5.6.3, Subparagraph 4: "The Sheriff should also plan for staffing of other patrol responsibilities which might include...search and rescue..." Search and rescue is a mandated duty of the Sheriff under ORS 401.

Table 5.1: I am curious as to the purpose of this chart. Why only the calls dispatched to the Sheriff's Office? In any event the chart is wrong. According to analysis of data received by this office from BOEC, Wood Village had 450 calls and Maywood Park 52 during this period. Fairview had 357.

Regarding section 6.3.7: Gresham assigns one vice and narcotics officer to ROCN and one to work with us, and does not operate their own unit. The Sheriff's Office does not have an "investigative accountant" as listed in the paragraph. The Multnomah County Sheriff's Special Investigation Unit is a county-wide unit that covers all of Gresham, Troutdale, Fairview, Wood Village, Maywood Park and the unincorporated area. They also initiate and investigate cases in Portland when appropriate.

In section 7.2.1, The section about the Asset Forfeiture Manager is incorrect. Asset forfeiture is an additional duty of a member assigned to the Special Investigations Unit. Asset Forfeiture is a fund, created to account for drug forfeiture funds and

property. Some position funding and overtime funds for Gresham and the Sheriff's Office drug investigators are paid from this account.

Specific Recommendations

As for the specific functional consolidation recommendations, I will remind the committee that I represent the entire 600,000 citizens of Multnomah County, and am directly accountable to them for the policies of the Sheriff's Office. My response to the recommendations will be tempered with my responsibility to the voters for sound public policy.

- Integration of Records and Data Systems

This is a concept that I have previously said I would be willing to study. It is a complex issue that will take longer than 90 days to define and set a plan for implementation. Given the complexity of this issue, and previous experience with CRISS, I have serious reservations that an entity such as the CLBO could be effective or appropriate in oversight.

- Training

I have begun discussions with Portland and Gresham regarding cooperative training, and I will continue to make the other agencies aware of specialized training opportunities such as Peer Support, which we recently sponsored. We are also investigating the sharing of range and inservice training opportunities.

- Personnel Recruitment and Hiring

I will discuss options, but do not see any immediate benefits or any savings by dropping pooled resources with Multnomah County for the hiring of Counselors, Corrections Officers, Deputies, Warehouse Workers, Public Safety Aides, Technicians, etc., just for the joint hiring of police officers with Portland. We utilize different psychological screening and other selection processes, and, I believe, our process is more efficient.

- River Patrol

I am somewhat perplexed as to how the areas for functional consolidation were chosen. In section 6.3.5, the Draft states, "The Sheriff has traditionally

and successfully provided this service and maintains a fleet of boats and specially trained deputies.", yet in section 7.3, 7th Paragraph, "Concerns currently exist as to the adequacy of River Patrol in Portland Areas." The section goes on to state that too much attention is being given to regulatory activities. I should note that the contract with the State Marine Board that provides a substantial portion of the operating funds sets the performance expectations in accordance with ORS Chapter 830.

Under "Staff Comments", section 6.3.5, "Intent of proposal is to preclude establishment of additional river patrols. It is interesting to note that the Portland Police Bureau has announced the beginning of a "River Patrol" with a single boat on April 1, 1993.

- SERT

I am satisfied with the current SERT arrangement which is in cooperation with the Gresham Police Department. Responses by that unit to our requests continue to be satisfactory, as have responses from Portland, the Oregon State Police, and Clackamas County when we have called on them.

I do not see a need for a full-time SERT team, and I also believe that it is important that the SERT team reflect the philosophy and policy of the agency they represent, and have the full confidence of that agency.

- Expansion of ROCN Mission

Under Staff Comments, "We believe ROCN Director, Board and key staff could support proposal." (sic) Do they support it? I do not. ROCN's focus should not be diluted with mid-level dealers, but should remain on high-level investigations. I find the proposal unacceptable and I will not discontinue the MCSO Special Investigations Unit, nor will I do anything to diminish its effectiveness. In an attempt to improve communications and cooperation, I have had a standing offer to Chief Potter to do an officer exchange program between SIU and DVD.

- Gang Enforcement

We do not have officers assigned full time to gang enforcement. We perform gang enforcement activities in conjunction with our Safety Action Teams. I am willing to continue to cooperate with the Portland GET unit and the State Youth Gang Strike Force, both of which we continue to work closely with at the operational level.

- Patrol

As annexations occur, I will continue with the existing plan that I have in place to shift resources to county-wide functions. This plan was presented to Portland and Gresham and unanimously adopted by the Multnomah County Commission 2 years ago. When the area is annexed, we will redirect our activities and resources to Court Services, Warrant Service, and patrol outside the Urban Growth Boundary, among others. I would as previously stated, entertain a patrol swap with Portland: the west side to Portland, and I-205 east to Gresham for the Sheriff's Office.

- Civilianization and Privatization

I will continue to study the possibility of placing civilians in any appropriate position in the Sheriff's Office. We have a history of using civilians to replace sworn officers in Records, Personnel, and other administrative units.

Criminalists: For the past seven years, these persons have been and will be converted at retirement to Deputy Sheriffs. The one remaining Scientific Investigator works as a general assignment detective. Sergeant Juilfs informs me that he explained this to PS 2000 also. The statement, in 7.2.1, "Believes these positions require sworn deputies" is inaccurate. What we said was that we are converting these positions to Deputy Sheriffs, available for assignment anywhere in the organization.

Facility Security: These are non-sworn, civilian personnel, who perform a number of functions relating to building security in and around the Courthouse, Justice Center, and other County buildings. This program was established by the

Board of County Commissioners in response to some tragic incidents several years ago. I am unconvinced that any substantial savings will take place by contracting with some private organization.

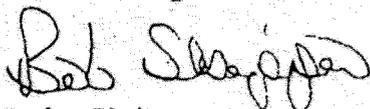
Court Security and Transport: In section 7.2.1, Court Security, Staff Comments: "All personnel are armed and deputized U.S. Marshals for the limited functions of their assignment. In Portland, the majority of contracted personnel are retired officers from the Oregon State Police, Portland Police Bureau and other area departments." I will once again state that I cannot be released from responsibility and liability for prisoner movement. It is my judgement that sworn Deputy Sheriffs are required by the nature of the persons being escorted and transported. Their training and experience is necessary to ensure safe movement of dangerous inmates in our community.

Also section 7.2.1, Staff Comments, Continued: "The U.S. Federal (sic) Marshall's Service uses part-time and private contract deputized positions... Collective bargaining agreements require negotiations over subcontracting Deputy Sheriff work. In addition, deputizing may open the equal pay for equal work issue.

Fleet service: I have said before that the Sheriff's Office will remain a part of the Multnomah County Fleet system.

I am sure you understand my concern with the existing Draft Report, the process, and the recommendations. As the elected Sheriff of Multnomah County, I have a responsibility to citizens to provide efficient and effective law enforcement services. This responsibility carries with it the expectation that I speak out if I feel a proposal would reduce the level of law enforcement services in the county, or would not be in the interest of all citizens.

Sincerely,



Bob Skipper
Sheriff



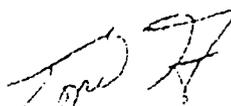
MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES
FLEET, RECORDS, ELECTRONIC & DISTRIBUTION
SERVICES DIVISION (F.R.E.D.S.)
1920 S.E. 196TH AVE.
PORTLAND, OREGON 97233-5999
(503) 248-5050

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

MEMORANDUM

TO: Chief Deputy Tillinghast, MCSO

FROM: Tom Guiney, F.R.E.D.S. Manager 

DATE: December 4, 1992

SUBJECT: Public Safety 2000 - Draft Report

A preliminary review of the Public Safety 2000 report's section on Fleet Services (Page 94 of Draft dated November 10, 1992) reveals a significant flaw in the methodology used to calculate the potential savings of privatizing the maintenance and repair of Multnomah County Sheriff's Office (MCSO) vehicles. The report assumes a 15 percent cost savings if maintenance and repair is privatized. It further states that this savings is equal to \$138,000.

The FY 92-93 Adopted Budget (Page DES-77) shows a total Fleet Service reimbursement from the MCSO of \$928,584 (\$886,187 from General Fund and \$42,397 from Jail Levy Fund). This total \$928,584 includes approximately \$244,000 of capital replacement charges and about \$175,000 for fuel.

The remaining \$509,000 is budgeted for maintenance, repair, administration, accidents, and all other fleet related costs. If the assumed 15 percent "savings" is intended to apply to maintenance and repair costs, the estimate should be something less than \$76,000.

I can only assume that the \$517,000 savings projected from privatizing the repair and maintenance of Portland's police vehicles (Page 101) is also overstated using the same flawed methodology.

I believe that the assumption of a 15 percent savings on maintenance and repair costs because of privatization is a poor assumption. I would be very interested in reviewing the national studies that are referred to in the report. The information that I am aware of does not indicate this type of a long-term savings.

Memo/Tillinghast
Page 2

In conclusion, I do not agree with the basic assumption; but even if the assumed percentage of savings is used, the dollar amount would be about half of the stated \$138,000.

If you would like any additional information, please feel free to call.

TG:cmk

cc Michele Gardner
Paul Yarborough
Betsy Williams
Fred Neal

2157C



Multnomah County Sheriff's Office

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

BOB SKIPPER
SHERIFF

(503) 255-3600

MEMORANDUM

TO: SHARRON KELLEY,
Multnomah County Commissioner

FROM: BOB SKIPPER
Sheriff *Bob Skipper*

DATE: December 21, 1992

SUBJECT: PUBLIC SAFETY 2000 ISSUES

Pursuant to our conversation this date regarding my meeting with Fred Stickel and Paul Lorenzini.

My commitment with Paul Lorenzini regarding participation in the PS 2000 CLEO, (Council of Law Enforcement Officials) was a general one subject to specific conditions:

- ▶ Is the recommendation cost effective to the people of Multnomah County, Multnomah County Government, and the Multnomah County Sheriff's Office.
- ▶ Does the recommendation address law enforcement as it relates to the criminal justice system, inclusive of corrections, prosecution, parole and probation, and the courts.
- ▶ Is the recommendation good public policy based upon the functions and requirements of government structure.
- ▶ Does the recommendation pursue an ultimate goal of consolidation.

Public Safety 2000, or the CLEO has no legal standing. The CLEO is a **non-binding advisory process** which will study the PS 2000 recommendations and accept or reject any or all of the PS 2000 recommendations. It may also make additional recommendations which PS 2000 may have studied but failed to recommend.

SHARRON KELLEY
DECEMBER 21, 1992
PAGE 2

The budgeting process currently being considered by Multnomah County, i.e. program budgeting, should address any issues of program costs and supervisory ratios raised by PS 2000. As this process evolves, a more detailed accountability is the expected outcome. County budgets are scrutinized annually during the budget process and there is no immediate evidence of excessive staffing or funding in the Sheriff's budget.

Multnomah County has a county wide elected auditor in which we have great confidence. We are very satisfied that he can provide operational analysis of any program which may need examination. The Board and the Sheriff would welcome any analysis or audit which the auditor may wish to undertake.



Multnomah County Sheriff's Office

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

ROBERT G. SKIPPER
SHERIFF

(503) 255-3600

September 28, 1992

Mr. Jim Jeddelloh
2000 US Bancorp Tower
111 SW Fifth Ave.
Portland, Oregon 97204-3686

Dear Jim:

Enclosed is information relevant to the "Budget Questions for the Sheriff's Office". I believe that you will find them complete and with supporting documentation.

I encourage you to examine this information carefully and contact my office if there is anything which may require additional information. It is very important to me that you understand our budgeting process and my staff will be glad to assist you in any further clarification you may need.

Sincerely,

A handwritten signature in cursive script that reads "Bob".

BOB SKIPPER,
Sheriff

PUBLIC SAFETY 2000
Finance Task Group
Budget Questions for the Sheriff's Office

1. *Separation of Corrections and Law Enforcement*

A commonly accepted . . . personnel and funds are shifted between the Law Enforcement and Corrections Branch.

The narrative of question 1 needs some clarification. Once the budget amounts are approved by the Board of County Commissioners, the Sheriff has the authority to expend his budget at his discretion. However, that discretion is limited to compliance with budget law. As you are aware, government budgets are composed of three major categories - Personnel, Material and Services, and Capital. Budget law prohibits anyone from transferring funds from one of these categories to another without the funding government's (in this case, the Board of County Commissioners) approval through a public budget modification. However, the Sheriff does have the authority to spend within the major budget categories, as do most governmental department heads.

The Sheriff does move personnel from time to time between Corrections and Law Enforcement. As you know, the corrections branch does have activities which are law enforcement related and require deputy sheriffs to perform. We view this integration as an efficient and effective use of resources and we are convinced that corrections cannot be considered a separate issue from law enforcement. However, the movement of law enforcement personnel for purposes of maximizing effectiveness of deployment between enforcement and corrections should be viewed no differently than the movement of personnel between Central and East Precincts.

The point that Larry Aab was trying to make was that once the budget is approved, program reductions are at the discretion of the Sheriff. That is, in the event budget reductions must be made, the Board of County Commissioners are limited to directing the Sheriff to cut dollar amounts, but may not direct him about which programs to cut. When this happens, the Sheriff informs the Board where specific cuts will have to be made in his budget and it is up to them to determine if there are other priorities in the overall Multnomah County budget which are of lower priority than his proposed reductions. This discretion provides both the Sheriff and the Board of County Commissioners, as elected officials, the accountability of elected office.

Q. Are comparison reports generated for reporting expenditures against the allocations within Unit and Branch in the approved budget? If so, may we have a copy?

See Attachment A for the County's report comparing expenditures against the allocations within the Sheriff's Office's Units and Branches.

Q. Is there external monitoring by the Board or Auditor's Office of actual expenditures vs appropriations?

The Multnomah County Office of Planning and Budget provides external monitoring to all departments and agencies in Multnomah County Government. They provide budget monitoring in relation to the state of the entire Multnomah County Budget. The Sheriff's Office works very closely with the Planning and Budget Office on an ongoing basis.

Pursuant to the County's home rule charter, the County Auditor is an independently elected official with broad discretion and charter authority to audit County government — including the Sheriff's

1. *Separation of Corrections and Law Enforcement (cont)*

Office — free from outside influence. The Auditor's office has routinely audited several specific Sheriff's Office functions. The most recent audit addressed sentencing practices in the criminal justice system. I understand the next Sheriff's Office audit, scheduled for December, 1992, will examine the Alarm Ordinance Unit.

Finally, the county retains a public auditing firm to provide an annual audit of Multnomah County as a fiscal entity. The Sheriff's Office is under the scope of that audit. The last audit was conducted by KPMG Pete Marwick and is available through Multnomah County Finance, Dave Boyer, 248-3903.

Q. *Are personnel moved between the Correction and Law Enforcement Branches? If so, could you give us some indication of the types of circumstances, degree of frequency and duration of assignment?*

Sworn Deputies are moved between the Corrections Branch and the Law Enforcement Branch:

1. The Court Services and Transport Units are subject to rotation. Once a year, Deputies sign up for shift preferences, and as part of that process, some are rotated to Court Guards and/or Transport or vice versa.
2. When a Deputy retires or a vacancy is created, a replacement is hired. Because the replacement is a recruit, we will shift the new hire to Court Services to work with a coach until attendance at the BPST Academy. In return, we will take a trained Deputy from Court Services to put in any assignment requiring a trained Deputy.

1. Separation of Corrections and Law Enforcement (cont)

3. D.A.R.E. Deputies may be assigned to Court Services during the months when the public schools are not in session, or we may assign a D.A.R.E. Deputy to the River Patrol.
4. Sworn supervisors and managers who are assigned to some other Corrections Units are chosen for these spots because the Sheriff selects the person he feels is best suited to manage and supervise. When a position in Corrections is filled by a sworn Deputy, it is budgeted in the Corrections Branch Budget.

2. Enforcement Branch Budget

a. Uniform Branch (Division) Administration

Q. It appears \$733,302 in Personal Services support 2.0 FTE positions. What other items are supported by this figure? Does this include deputy overtime for the Enforcement Branch?

The \$733,302 in Personal Services that is budgeted in the Uniform Division Admin. Unit budget includes overtime and premium pay for all units within the Uniform Division. The funds are budgeted here so that the Uniform Division Commander has knowledge and control of the overtime and premium expenditures. Overtime expenditures are accounted for at the unit level as it is expended. (Premium pay is a small increase in pay for deputies who are tactical dog handlers, who are members of the hazardous materials team, or who are members of the Special Emergency Response Team.)

2. Enforcement Branch Budget (cont)

b. Materials and Services in the Enforcement Branch

Q. Why did Personal Services increase from \$110,502 in FY 90-91, with the same 2.0 FTE, to over \$700,000 the next two fiscal years. ?

The budget amount for the Uniform Division Admin. unit increased because overtime and premium appropriations were transferred to this unit.

A lump sum of \$1,563,934 for Materials & Services is listed under Enforcement Branch Administration. This represents 67 % of total M&S for the Branch.

Q. What is the allocation of this money among the various Units in the Enforcement Branch?

Q. Patrol is a major operating unit of the Branch. What are the allocated Materials & Services?

All materials and services funds in the Enforcement Branch are combined in the Enforcement Branch Administration Unit budget except for funds that are to be charged to dedicated revenues, or Professional Services appropriations. Professional Services appropriations are easily attributable to a particular unit of the branch (like crime prevention trainers, computer programming, veterinary services, informant fees, identification artist fees, photography services, psychoanalysis fees, etc.) The remainder of the materials and services line items are not budgeted by unit because most of the items or services are purchased in a lot for all functions of the branch, and then are disbursed as needed.

2. Enforcement Branch Budget (cont)

b. Materials and Services in the Enforcement Branch

The Sheriff's Office is investigating the possibility of an inventory system using bar code technology to track the usage of supplies, but is currently limited in funding for such an endeavor.

Q. What expenditures are made under this allocation?

Expenditures for the county road tax fund are budgeted on the "Other Internal" line item, which falls into the Materials and Services classification in the budget. This is a complicated budgetary tool used to charge the Sheriff's Office for Road Fund expenditures and free up general fund revenue. In actuality, what the Road Fund is budgeted to pay for are all of the costs of the "PUC/HAZMAT" Unit not funded by the PUC. Personnel costs (4 Deputies and 1 Sergeant) are all that is budgeted in the unit.

... Alarm Ordinance Unit are \$307,237 and Personal Services are \$322,764.

Q. Could you provide a more definitive breakdown of Materials & Services expenditures for this Unit?

See Attachment B, 1992-93 Alarm Ordinance Unit Budget, for a more definitive breakdown.

Q. In 1991 alarm permits increased 4% from 1990 and false alarms were reduced 24%. How does this support an increase in Materials & Services from FY 90-91 \$70,872 to FY 91-92 (+236% to FY 92-93 \$307,237 (+29%); and 1.5 FTE positions increase?

2. Enforcement Branch Budget (cont)

b. Materials and Services in the Enforcement Branch

Factually incorrect for FY 90-91. Materials & Services increased from FY 90-91 to FY 91-92 by \$27,517, which was mainly repairs, postage and supplies increase.

Factually incorrect for FY 91-92. Materials & Services increased from FY 91-92 to FY 92-93 by 201,075, which was increase in revenue and payments to the City of Portland quarterly. Also increase in postage.

The additional 1.5 positions are as follows:

- * One position was added in 91-92 to accommodate the increase in alarm permits and to act as a shift supervisor.
- * The .5 Alarm Information Officer was added in 92-93 as per agreement with all the jurisdictions to provide correct and centralized information for potential and current permit holders.

Q. Does Materials & Services reflect the Portland Police Bureau's budgeted \$125,000 revenue for its Alarm Ordinance Unit?

\$92,800 is currently budgeted within the Sheriff's Office for revenue to the City of Portland. The Sheriff's Office is unaware as to how the City of Portland may budget their revenue for the Alarm Unit.

2. Enforcement Branch Budget (cont)

b. Materials and Services in the Enforcement Branch

Materials & Services of \$199,365 are about 50% of the SEDE Unit expenditures. This unit conducts narcotics investigations with apparently 2.0 stated FTE positions.

Q. What items constitute these expenditures?

See Attachment C for a listing of all SEDE expenditures for the 1991-92 fiscal year.

Q. We notice that the Special Investigations Unit (SIU) has an M & S budget of one-half of SEDE while it has five times as many personnel (11.0 FTE). What is the difference in functions or activities of these two units?

Operationally, the Special Investigations Unit and SEDE are the same unit. SEDE is a dedicated fund in which all expenditures and revenues are required to be budgeted and tracked independently.

c. D.A.R.E. Program

The budget indicates the D.A.R.E. curriculum is being presented in 27 schools in seven school districts.

Q. We see no FTE positions allocated in the budget. Where are personnel obtained for this program?

D.A.R.E. positions are former administrative positions that will be funded under "D.A.R.E. Unit" in the next budget. The current D.A.R.E. item is a dedicated fund for supplies used in the program. It is funded by the various school districts. It does not include personnel costs.

2. Enforcement Branch Budget (cont)

d. River Patrol

The Marine Board funds 43% of the River Patrol budget of \$649,868 and 2.0 of the total 7.0 FTE positions. The balance comes from County General Funds.

Q. What other Personal Services are covered by the \$239,051 federal/state funds (Marine Board) besides the 2.0 FTE positions?

Funds for temporary workers to work during the summer (\$40,352 + fringe) and funds for overtime (\$30,000 + fringe) are budgeted in the Marine Board budget.

Q. Other than the 595 Marine Violations reported in 1990, what are the law enforcement functions of the River Patrol that reflected in the 1990 OUCR statistics for the Sheriff's Office?

Attachment D is the River Patrol FY 1991-92 Annual Statistical Report, the Marine Board Provider Report, and general information about this unit.

3. Dedicated Revenue Sources

Alarms Permits Fees/Fines Revenue

As indicated above, alarm permits increased by 4% and false alarms decreased by 24% in 1991.

Q. Are the Alarm Fees/Fines Revenue increases by about \$100,000 and \$150,000, respectively, in the past two fiscal years, the result of the \$4 alarm permit increase or other costs?

3. *Dedicated Revenue Sources (cont.)*

Alarms Permits Fees/Fines Revenue

The increase is due to the Alarm Permit fee increase, plus an increase in fine revenue.

Q. What are the specific procedures for prorated return to jurisdictions of Alarm Permit revenue in excess of expenditures? Have there been any returns? Are these funds audited?

Once the revenue and expenditures are reviewed and verified, the profit is calculated. The profit is then disbursed back to the jurisdictions based on the percent of alarm permits within their jurisdiction. Yes, there has been profits disbursed back to the agencies. The funds are audited as part of the annual county-wide audit.

Asset Forfeiture Revenue

Adjudicated Asset Forfeiture Case Revenue is listed as \$400,365.

Q. What is the current or FY 91-92 balance of revenues from asset forfeitures?

The amount listed above is the operating amount budgeted for FY 92-93 for SEDE. The FY 91-92 revenue total was \$674,928.

Q. Is there a process similar to ROCN for participating agencies in SIU/SEDE to receive a share of the pool of asset forfeiture from cases?

3. *Dedicated Revenue Sources* (cont)

Asset Forfeiture Revenue (cont)

Yes. The SIU/SEDE agreements with participating agencies provides: "... Sheriff's Office shall transfer appropriate portion of the proceeds to [participating] agency ..."

The budget of the SEDE Unit on p.16 shows budgeted expenditures of \$400,365 and notes that it is funded entirely by asset forfeiture revenue.

Q. What other costs does the \$176,295 support besides the 2.0 FTE positions?

Overtime.

Q. What narcotics investigation activities does this unit perform that are not performed by the Special Investigations Unit (SIU)?

None. As stated above, SIU and SEDE operationally are the same unit.

4. *Patrol Contracts*

Annual Patrol contracts with Maywood Park (\$13,749) and Wood Village (\$13,517) require eight hours of patrol per week . . .

Q. Where would costs for patrol car, fuel or other operational expenses for direct support and overhead be captured?

The hourly rate for the contract is computed by adding \$3.00 per hour for the vehicle and \$.74 per hour for overhead to the hourly average Deputy Sheriff rate.

4. *Patrol Contracts (cont.)*

Q. The contracts stipulate reports on MCSO activity. Are copies of these available?

Attachment E is a recent monthly report. These monthly reports are available for your examination. However, due to the volume of this material, I have not included more than one month's worth.

Q. How many MCSO criminal investigations were conducted in 1991 for OUCR reported incidents in Maywood Park and Wood Village?

This is not a statistic that is kept. The contracts with Wood Village and Maywood Park are for enhanced patrol operations.

5. *Fairview PD Support*

Substantial support is provided to Fairview PD which has only a Chief and 2 officers and is unable to provide 24 hr. patrol, . . .

Q. How many of the BOEC dispatched calls for service does Sheriff's Office respond to?

In 1991 the Sheriff's Office responded to 46% of Fairview's dispatched calls for service. About 5% of the calls are taken by agencies other than Fairview Police or the Sheriff.

Q. Are the costs of supporting Fairview captured and reported to the County Board of commissioners?

The BOEC charges that relate to Fairview are handled on the same basis as those of Maywood Park and Wood Village.

5. *Fairview PD Support (cont.)*

Q. Has the Sheriff made any request to the Fairview City Council to increase city police services or enter into a contract with the Sheriff for enhanced service levels?

I have spoken with the City of Fairview Administration. Currently no formal proposal has been made.

Q. Does the Sheriff pay Fairview's BOEC charges? If so, how much is paid and where is this amount reflected in the Sheriff's budget?

In the current allocation formula for BOEC, there are three police-related charge categories: 911 call-taking, based on population; Police Phones processing, based on number of calls dispatched; Police Dispatch, based on the number of staff required for dispatch. Since the dispatch staff cannot be reduced, the assumption is that the charge for Police Dispatch can be apportioned by number of calls dispatched.

These figures are from BOEC's budget, not the Sheriff's Office budget, since the latter must be developed based on early BOEC estimates rather than final figures.

911 Phone Answering:	\$10,706
Police Phone Processing:	5,183
Police Dispatch	<u>14,138</u>
Subtotal	\$30,027
Estimated 911 Telephone Tax Offset	<u>(6,423)</u>
TOTAL FAIRVIEW:	\$23,604

6. *Level of Support Staffing*

We compiled spreadsheets comparing operational support and support functions to field operations unit. . . .

We also compiled several spreadsheets to get a sense of resources to overall crime and calls for service. . . .

Q. It appears the Sheriff' Office has twice many sworn officers than Gresham to support fewer field officers. If this is correct, what are the differences in operations requiring a higher level of support staffing.

Q. If some positions are designated as "county-wide" investigations and operations support activities, how are these distinguished from support of unincorporated patrol?

It is factually incorrect that the Sheriff's Office has twice as many sworn officers than Gresham to support fewer field officers. The table used to make this assumption was prepared incorrectly.

Using the document titled "Allocation of Multnomah County Sheriff's Office Budgeted Positions" (Attachment F), we have revised your table to show positions associated with Unincorporated Multnomah County functions only (Attachment G). The Sheriff has 13.36 sworn support officers supporting 31.93 field officers. The overall ratio of support to field personnel is .78

7. *Consolidation Proposals*

The Finance Task Group provided Larry Aab, with a copy of the Portland Police Bureau and Gresham proposal to consolidate the Sheriff's Law Enforcement functions in their departments and save approximately \$2.5 million.

Q. What is your response to that proposal?

The Sheriff's Office made a proposal to the City of Gresham to contract out police service that would save approximately \$1 million.

Q. What level of service would be provided under that proposal?

Q. How would the \$1 million in savings be achieved?

The proposal submitted by the Portland Police Bureau and Gresham to consolidate Law Enforcement functions is one example of savings which may be achieved through agency consolidation. The contract proposal that the Sheriff's Office made to Gresham is another example (copy attached). I have no doubt that either one could produce savings. Both emphasize economies of scale through reduction of administration and combinations of similar functions.

I have consistently stated that we are missing a unique opportunity to redesign law enforcement in Multnomah County, in a manner which incorporates community values for policing and maximizes savings through the economies of scale available through consolidation.

As I testified before the Governor's Committee on Local Government Services, I see a need for a value based approach for law enforcement. However, this value base cannot be economics alone. The role of law enforcement must be examined at all value levels. We must talk about values because outcomes flow from

7. *Consolidation Proposals (cont.)*

values. Are the community's values for law enforcement considered in the way we do business? Do we recruit and hire individuals who reflect the values of the community and are sensitive to its needs? Are the values consistent throughout the criminal justice system, both in service and economically? Do we provide the best value for service through the most appropriate use of resources such as police extenders, civilianization, and consolidation of resources? These are the standards which must be applied to any consolidation proposal. I hope Public Safety 2000 will re-examine their decision to eliminate full consolidation as an option.

8. *Budget Shortfalls*

In the County's July 1992 document, Revenue Shortfall in Multnomah County, it notes that the reduction in the Federal Marshall leased jail beds creates an annual revenue loss to the General Fund of about \$1.6 million in FY 92-93.

On July 30, 1992, the Tax Supervising & Conversation Commission ruled certain uses of County Road Tax Fund . . .

Q. It appears there are three options: 1) the County can absorb the shortfalls in the General Fund, 2) the Sheriff cuts back on jail operations/beds and PUC enforcement activities, 3) a way is found to provide the same level of services for less cost. Which option do you intend to pursue? Do you have any other options?

The final analysis of the County's general fund shortfall for FY 92-93 is \$2.1 million. Approximately \$1.5 million was from a reduction of jail beds leased by the U.S. Federal Marshal's Office.

8. *Budget Shortfalls (cont.)*

This shortfall was addressed in the Board of County Commissioners meeting of September 17, 1992. In Board action taken September 17, 1992, the commissioners restored funding for the Court House Jail for the last six months of FY 92-93. This was an increase in our budget of \$171,159. In addition, the Board determined that cuts in the Inmate Work Crews and the Deputy Sheriff positions were unacceptable and deferred action on all of our modifications. We are now in the process of seeking other revenue sources which will help defray the cost of these programs. A number of budget cuts were made county wide to address this shortage. The status of the Sheriff's Office cuts are as follows:

Target Amount to cut = \$546,000 (County wide across the board proportion)

Proposed cuts by the Sheriff's Office (Based on 3/4 Fiscal Year)

7 Inmate Work Crews	221,482	
3 Deputy Sheriff Positions	103,954	
5 vacant unfilled non-sworn positions	<u>121,118</u>	
Subtotal	446,554	
Increase Revenue from INS bookings		<u>100,000</u>
Total		<u>546,554</u>

8. *Budget Shortfalls* (cont)

In July of 1992, the Tax Supervising and Conservation Commission reviewed our PUC/HazMat activities. It was their opinion that the PUC/ HazMat activities were an appropriate charge to the Road Fund. However, other activities of the Unit, i.e. fatal accident investigation and drug lab cleanups, performed on a call out basis should be charged to a different fund. This is a very small portion of the activities of the Unit. In Fiscal Year 1991-92, the road fund paid \$249,119 toward PUC-Haz. Mat. activities. In addition the fund was supported by approximately \$83,000 of general fund revenue. I am confident that this general fund revenue portion was more than adequate to cover any call outs for non-PUC related activities. However, we are in the process of reviewing our records to verify 91-92 and we have adjusted our accounting process for 92-93 to more readily capture this information.

For Fill &
Agenda Book
for next wks mtg.

Copies distributed
on 1-27-93 Part
Session by Bill Ferrell

*Citizens Crime Commission
Public Safety 2000
Committee*

A Report to the Community:

The Future of
Police Services in
Multnomah County

January 1993

**CITIZENS
CRIME
COMMISSION**

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EXECUTIVE SUMMARY

SUMMARY OF CONCLUSIONS

Public Safety 2000 (the Committee) was charged by elected officials of local governments in Multnomah County with identifying ways in which police services could be delivered more effectively in Multnomah County. After several months of evaluations, which included: testimony from all major police agencies and support groups; public opinion polls and surveys; a study of police consolidations around the nation and in Canada; and in-depth assessments of local agency operating practices and budgets, the Committee recommends:

- (1) The consolidation of major non-patrol functions among the five city and County police agencies and the establishment of a Council of Law Enforcement Officials (CLEO) to provide initial and ongoing oversight;
- (2) A realignment of patrol functions in the County which will facilitate more efficient use of resources and more effective police coverage;
- (3) The civilianization and privatization of functions in specific areas within police agencies in the County.

In addition to the above, the Committee is making other recommendations for improving the efficiency and effectiveness of police service delivery. All of these proposals will result in total net savings of at least \$3.7 million per year and will free up over 70 sworn officers for line police duty. The Committee believes these resources can be reassigned to provide enhanced police service in the County and has identified specific alternatives for achieving such an objective which the CLEO is encouraged to consider.

The Committee considered recommendations to consolidate all law enforcement in Multnomah County into a single agency. After considerable analysis, we concluded that a recommendation for a single agency would not be supportable at the present time. The Committee believes that the formation of a single agency would add to the costs of police service in Multnomah County by at least \$3.5 million per year. We also believe that potential savings and gains in effectiveness which might be achieved by a single-agency solution can be captured in other ways without a major restructuring and without incurring these costs. Thus, we could find no justification for proposing formation of a single agency. Yet, we believe that the option of a single agency should be retained for future consideration. The Committee has identified conditions under which consolidation into a single agency might be appropriate.

Public Safety 2000 believes the recommendations in this report should be seen as near-term actions directed toward a longer-term goal of improved delivery of police services in the entire urban Portland area, which now includes portions of Washington and Clackamas Counties. This may take the form of further functional consolidations in the manner recommended in this report, or, ultimately, the consolidation of all police services into a single metropolitan-wide police agency.

The consolidation of services proposed by **Public Safety 2000** will result in the law enforcement agencies within Multnomah County being amongst the most integrated of any urban county in the United States. The law enforcement functions that would then be totally integrated would include: Information Data Systems, Records, Emergency Communications, Training, Domestic Violence/Child Abuse, Mid and High-Level Narcotics Investigations, Personnel Recruitment, Corrections (Community Corrections & Jails), River Patrol, Special Emergency Response Teams, and Gang Enforcement Teams.

1.0 INTRODUCTION

1.1 BACKGROUND

In late 1991, the **CITIZENS CRIME COMMISSION** was asked by elected officials from the public jurisdictions within Multnomah County to conduct an evaluation of Police Services and identify methods to increase efficiency and effectiveness, with the goal of increasing the resources available to provide street-level policing. Each jurisdiction identified three individuals who might serve as potential members of a committee to conduct such a study. **Public Safety 2000** was formed by the **CITIZENS CRIME COMMISSION** from this list of nominees. Fourteen members were selected representing the incorporated and unincorporated areas of Multnomah County. The Committee initiated its efforts in May 1992.

1.2 MISSION

Public Safety 2000 set as its mission to:

"...conduct an independent, private sector, 'outside of government' examination of the services and structure of local police agencies; determine the efficiency of structure and services; and recommend a preferred future for police agency structure and service delivery in Multnomah County, Oregon, to ensure greater public safety for all citizens and businesses."

1.3 METHODOLOGY

The Committee evaluated issues related to the delivery of police services from several perspectives:

- o Community input was gathered through **TH Research** public opinion polls, **Barney & Worth** structured interviews with more than 40 key community leaders, and public meetings.
- o Leaders from each of the law enforcement agencies in the County, representatives of police unions/associations, and representatives of ancillary agencies (e.g., Portland School Police, Portland Bureau of Emergency Communications, etc.) all appeared before the Committee to testify, submit information, and respond to questions.
- o A review of major police consolidations throughout the United States and Canada, including case studies, was conducted by Portland State University for the Committee.
- o Functional and financial analyses of current police agencies was conducted by subcommittees of **Public Safety 2000**, with the assistance of staff resources provided by the Gresham Police Department, Multnomah County Sheriff, and the Portland Police Bureau.
- o **Public Safety Strategies**, a consulting firm, was retained to assist the Committee in its analysis of issues and in the preparation of Committee reports.

Results of these evaluations were reviewed by the Committee at a two-day work session in late July. A consensus-building process during the work session, which was facilitated by Richard Huneke of **Richard Huneke & Associates**, identified a number of issues which led to the recommendations put forth in this Executive Summary and in the full Draft Report. The Draft Report was circulated for public comment and hearings. These final recommendations will be directed to a Council of Law Enforcement Officials, made up of elected officials in Multnomah County, for their assessment and action. They will be asked to provide the **CITIZENS CRIME COMMISSION** with implementation plans within 90 days. The **CITIZENS CRIME COMMISSION** intends to monitor the implementation process following the release of **Public Safety 2000's** Final Report.

2.0 SUMMARY OF PUBLIC INPUT**2.1 RESULTS OF PUBLIC OPINION SURVEY**

Highlights of the public opinion survey (conducted by **TH Research, Inc.**) include the following:

- o East County residents are more optimistic than residents of Portland about the general direction of things in their area. In Gresham, Troutdale, and Fairview, 64-66% believed things are moving in the right direction, whereas 47% of those in Portland felt this way.
- o Crime continues to be the top priority concern of citizens throughout Multnomah County.
- o A strong majority (56%) felt that effectiveness and efficiency could be improved by combining some services. While no specific proposal was offered by the survey, a similar majority favored combining of police agencies, although only 36% felt that police services would actually be improved by combining agencies.
- o Voters in East County (Gresham, Troutdale, and Fairview) felt that little money would be saved by consolidation, and that local police forces should be kept to maintain local control, service, and responsiveness. **TH Research** reported that "...local control issue weighs heaviest as a concern to East County voters."
- o There is strong opposition (60%) to consolidating police agencies throughout the Tri-County area, yet 61% supported consolidating jails in the three counties.

2.2 RESULTS OF COMMUNITY LEADER INTERVIEWS

In addition to the above opinion survey, the Committee commissioned **Barney & Worth, Inc.** to conduct interviews with key community leaders throughout Multnomah County. Highlights of their interviews include the following:

- o The most important result of **Public Safety 2000** should be improved effectiveness in the delivery of police services in Multnomah County rather than actual dollar savings. Any savings that might be achieved should be reallocated to improved police services.
- o "Community Policing" needs to be better defined.
- o There was unanimous belief that significant improvements in effectiveness are possible by eliminating duplication and that savings can be achieved by privatization and civilianization.

- o There was strong support for increasing efforts at cooperation between agencies and the sharing of services.
- o There was little consensus on what, if any, reorganization should occur, but there was some consensus that forming a new special service government to deliver police services was not desirable. The leaders concluded that "...a larger, consolidated law enforcement agency is not, in and of itself, an improvement."
- o The Committee was encouraged to propose changes that would be evolutionary, but in the context of a long-term vision that is comprehensive.

2.3 PUBLIC HEARINGS

In general, the findings from the opinion survey and the community leader interviews were consistent with the information received by the Committee during its public hearings. A major theme throughout the hearings was the concern over possible loss of identity and local control. Citizens, particularly in East County, expressed the concern that their department's values and service style might get lost in a consolidated county-wide police agency and see the potential for consolidated police resources gravitating toward inner-city problem areas.

2.4 STANDARDS & CRITERIA

The Committee identified six major Standards & Criteria against which the Committee's ultimate recommendations should be measured:

- o Effectiveness of police services must be improved.
- o Recommendations must be Economical - they should not increase overall costs of police services.
- o Local Control of police service delivery must be achieved and maintained.
- o Savings gained through improved Efficiency should be re-allocated to improving police service delivery.
- o Police Responsiveness to reported incidents and citizen-identified problems should be demonstrated.
- o Community Policing should be a guiding principle in police service delivery.

3.0 CHANGES IN POLICE SERVICE DELIVERY FROM 1974 TO 1992

Much of the current thinking about consolidating law enforcement in Multnomah County derives from a 1974 proposal and the extensive study which was done at that time to support it. The anticipated benefits and cost savings were quite speculative. The proposal was ultimately rejected by the voters in 1974, although many of the recommendations were implemented in the intervening years. The Committee considered the relevance of the 1974 study to the situation today and found that there have been many significant changes:

o **Annexation and urban growth have changed County demographics and police service delivery**

While the County population grew by 52,000, annexations decreased the unincorporated population of Multnomah County by nearly 100,000. This unincorporated population is the primary law enforcement responsibility of the Sheriff. The result has been a significant shift in patrol responsibilities from the Sheriff to municipal police agencies - particularly those of Portland and Gresham. Since 1974, Gresham has grown to become Oregon's 4th largest city and police department. In 1974, the primary consolidation issues focused on the Portland Police Bureau and the Multnomah County Sheriff's Office. Today, with Gresham and Portland accounting for 92% of all calls for police service in the County, and 95% of all reported index crimes (i.e., crime rate), consolidation of police services in Multnomah County involves different agencies and, therefore, must consider different issues.

o **Much of the integration of services suggested by the 1974 study has already taken place**

Since 1974, several important police functions have been integrated. These include: communications and dispatch, which has been integrated under BOEC; High-level narcotics and organized crime investigations, under ROCN; and, Gang Enforcement, under the State Youth Gang Task Force. These integration efforts not only have addressed some of the issues raised in 1974, but also have demonstrated the effectiveness of cooperative approaches short of full consolidation of law enforcement agencies.

o **Significant civilianization within the law enforcement agencies has occurred**

While the number of sworn police officers and deputies has increased about 40% since 1974, there has been a 60% reduction in the number of sworn personnel in support functions, a 35% reduction in administrative functions, and a 50% reduction in special operations. This has resulted in more officers on the street than the increase in numbers would indicate.

In short, **Public Safety 2000** concluded that conditions since 1974 have changed sufficiently to require a fresh look at police service delivery and consideration of new approaches more appropriate to today's conditions.

4.0 RECOMMENDATIONS AND CONCLUSIONS

Public Safety 2000 found no major deficiencies in the police service delivery in Multnomah County. However, the Committee did conclude that effectiveness and efficiency could be improved and believes that savings which would result could significantly enhance the current utilization of resources within the County. These improvements would involve:

- 1) The consolidation of major non-patrol functions;
- 2) A realignment of patrol responsibilities within the County; and,
- 3) The privatization and civilianization of several specific functions.

In addition, the Committee identified a number of specific actions which should be addressed.

The evaluation conducted by **Public Safety 2000** was focused on police service within Multnomah County. However, the broader issue is the delivery of urban police services in the Portland Metropolitan area which includes Multnomah and portions of Clackamas and Washington counties. The Committee developed its recommendations with a view toward how its proposals would permit a natural evolution to longer term approaches that might address this broader goal.

Although the issue of corrections was beyond the scope of this effort, **Public Safety 2000** believes the integration of corrections (community corrections & jails) in the Tri-County area should be reviewed to identify further potential efficiencies that may be available.

The major recommendations of **Public Safety 2000** are as follows:

4.1 **IMPROVEMENTS IN EFFECTIVENESS AND EFFICIENCY CAN BE ACHIEVED BY INTEGRATING MAJOR SUPPORT FUNCTIONS THROUGHOUT THE COUNTY.**

There is wide agreement that improvement in the delivery of police services can be achieved by eliminating duplication, particularly in support services. The proposal suggested most often has been to eliminate these redundancies by consolidating all police agencies in Multnomah County into a single agency.

The Committee considered that alternative, along with several others. We concluded that desired benefits from total consolidation can most effectively be achieved in the near term by integrating the major support functions through cooperative efforts on the part of each police agency in the County. This is the preferred approach, because it:

- o Avoids the additional costs of total consolidation that the Committee identified (especially the cost of wage equalization);
- o Offers the greatest potential for gaining support from the major law enforcement agencies in the County;
- o Appears to have the potential of achieving all the major benefits of single agency consolidation;
- o Lays the foundation for longer term integration of police services which the Committee believes should include law enforcement outside Multnomah County;
- o Is consistent with the findings from a study of police agency consolidations in North America conducted for the Committee by Portland State University.

Public Safety 2000 identified at least eight major functional areas that can be integrated throughout the County to improve the effectiveness and efficiency of police service delivery. The functions suggested by the Committee are:

- o Information Data Systems
- o Records
- o Training
- o Personnel Recruitment
- o River Patrol
- o Special Emergency Response Teams (SERT)
- o Mid-level Narcotics Investigations
- o Gang Enforcement Teams

To achieve this integration, we propose formation of a Council of Law Enforcement Officials (CLEO) under Council of Governments Statutes, to oversee the integration of these functions under existing law enforcement agencies. The Council would be comprised of the following elected officials or the head law enforcement official who would serve as their designee: the Sheriff of Multnomah County, the District Attorney of Multnomah County, the Mayor/or Council President of each City within Multnomah County, and the County Executive of Multnomah County. It is

suggested that the Multnomah County District Attorney serve as the initial Chairperson of the Council.

We believe the Members of the Council and their technical staffs have the expertise and insight to best plan for feasible implementation of the recommended functions for integration. The Council will be charged with developing specific plans for implementing the recommended integration of functions within 90 days of the Final Report of **Public Safety 2000**. The **CITIZENS CRIME COMMISSION** will review the Council's implementation plan at the end of the 90-day period, and suggest continuing oversight by the **CITIZENS CRIME COMMISSION** to ensure that implementation achieves the desired outcomes.

4.2 CONSOLIDATION OF POLICE SERVICES INTO A SINGLE AGENCY SHOULD REMAIN AN OPTION, BUT CONDITIONS NOT PRESENT TODAY NEED TO EXIST.

Some leaders continue to believe that consolidation into a single agency is the most effective way to achieve long term efficiency and effectiveness. The Governor's Task Force on Local Government Services (GTFLGS) came to this conclusion. **Public Safety 2000** considered the option of consolidating all police service within Multnomah County into a single agency and concluded that it would not be an appropriate recommendation at this time for several reasons:

- o Formation of a single law enforcement agency involves added costs, both the cost of bringing all agencies together, and the cost of wage equalization. The Committee has proposed an approach that will achieve the major benefits of consolidating functions without incurring these costs.
- o There must be value (either reduced costs or added police service) for each jurisdiction, including those in East County, such as Gresham. With Gresham receiving approximately 50% more Calls-For-Service than the Sheriff's Office, consolidation must include Gresham. No value for Gresham was identified in any of the single agency proposals offered to the Committee.
- o With the cities of Portland and Gresham accounting for 92% of all dispatched Calls-For-Service within the County, major benefits can be achieved by insuring the inclusion of both of these agencies in any consolidation effort. The proposals recommended by **Public Safety 2000** have the greatest potential for capturing those benefits in the near term.

Just as important is the longer term vision for delivery of police services in the Portland Metropolitan Area. Consolidating police services in Multnomah County alone ignores the broader issue of integrating agencies that work closely with Portland, yet are located in Washington and Clackamas Counties. **Public Safety 2000** believes steps taken today should position the area for longer-term consolidations that might include such agencies. The proposal offered by **Public Safety 2000** creates a framework that can involve agencies outside of Multnomah County in a service consolidation effort, much as ROCN has already done. The ways in which this might be accomplished should be addressed after experience has been gained with the recommendations outlined in this study.

In the long term, evolution of these actions may, in fact, mean consolidation into a single police agency. In that sense, the Committee believes consolidation into a single police agency should remain an option for the future. But, if it is to be considered, we believe the following conditions not present today need to be satisfied:

- o Experience needs to be gained from the implementation of the recommendations outlined in this report. This experience will lay a foundation by: 1) providing lessons learned; 2) documenting cost benefits achieved; and 3) establishing a framework of trust which does not now exist.
- o Issues raised by the Committee relating to budgeting and staffing of the Multnomah County Sheriff's office need to be resolved.
- o There must be demonstrated value to all jurisdictions, including high confidence that benefits will not be neutralized by wage equalization.

Other conditions will also need to be satisfied, such as a provision for local control and accomplishing these steps under a General Purpose Government.

4.3 PATROL FUNCTIONS PROVIDED BY THE SHERIFF SHOULD BE REALIGNED TO PROVIDE MORE EFFICIENT AND EFFECTIVE POLICE COVERAGE.

Public Safety 2000 believes some current patrol deployments of the Sheriff in Multnomah County provide ineffective coverage and inefficient use of resources. This conclusion was reinforced by testimony from Sheriff Robert G. "Bob" Skipper before the Committee in which he argued that significant efficiencies could be gained by realigning patrol responsibilities. Therefore, we believe the Sheriff's patrol functions should be re-assessed with the following factors in mind:

- o We do not believe it is effective for the Sheriff to provide patrol services to the unincorporated areas of West Multnomah County, e.g., Sauvie Island, Dunthorpe, and Forest Park. We believe these areas can be more effectively serviced by the Portland Police Bureau and/or other agencies in closer proximity.
- o The unincorporated areas of Mid-County are expected to be annexed over the next 2-3 years by either Portland or Gresham. These annexations will eliminate the patrol function of the Sheriff in these areas (4 patrol cars/20 deputies). We recommend that the Sheriff and the Chiefs of Portland and Gresham anticipate these annexations and begin planning now for transfer of patrol responsibilities.
- o The unincorporated areas of East County should continue to be patrolled by the Sheriff. Incorporated communities in the County which now rely upon the Sheriff for patrol services and other support should remain free to make whatever contract arrangements for law enforcement they consider appropriate.
- o The Sheriff should proceed with plans to increase patrol of Unincorporated East County, east of the Sandy River, consistent with a "basic rural level" of law enforcement. Patrol allocations should be based upon such factors as: population, Calls-For-Service, response times, geographical area, recreational areas, and officer safety.

4.4 OPPORTUNITIES FOR CIVILIANIZATION AND PRIVATIZATION COULD FREE UP 70 SWORN OFFICERS FOR REASSIGNMENT AND RESULT IN ANNUALIZED SAVINGS OF \$2.4 MILLION

The opportunities to free up sworn personnel and to realize significant savings through civilianization and privatization are not dependent upon any decision regarding integration or consolidation of functions. Most could be initiated in the current FY 92-93. Opportunities were identified in both the Sheriff's Office and the Portland Police Bureau.

Civilianization replaces police officers and deputies with non-sworn personnel (civilians or Corrections Officers) in positions and job tasks not requiring full law enforcement authority, skills, and training. Some examples include: precinct desk duties, property custody, facility safety, and training instructors.

Privatization draws on experiences elsewhere with the private sector successfully contracting functions at a lower unit cost. Some examples include: fleet maintenance, building security, court security, and prisoner transportation.

Both civilianization and privatization can free up sworn personnel for reassignment to critical law enforcement duties.

4.5 SAVINGS RESULTING FROM IMPLEMENTATION OF THE ABOVE RECOMMENDATIONS SHOULD BE RE-ALLOCATED TO PRIORITY CRIME PROBLEMS IN MULTNOMAH COUNTY

The Committee is concerned that savings may be achieved in one agency while high priority needs may exist in another. The Committee recommends that the Council of Law Enforcement Officials (CLEO), with community input, make specific efforts to insure that police officers and deputies made available by civilianization and privatization will be reallocated into areas where they will have measurable and positive impacts on crime in the County. Examples which CLEO might consider would include:

- o Filling the need for additional police officers required to implement community policing in Portland.
- o Assigning officers, through specially targeted "strike teams", to high priority crimes, such as bias crime and car theft.
- o Assigning officers to high crime areas under a community policing model, as has been successfully done with Safety Action Teams in Columbia Villa.
- o Providing additional patrol resources to East Multnomah County (East of the Sandy River).
- o Increasing the deployment of Deputies to the River Patrol to provide more support to local law enforcement agencies.
- o Assigning additional Deputies to the service of criminal warrants.

5.0 OTHER CONCERNS

In addition to the major proposals listed above, the Committee identified other specific areas of concern where recommendations have been made:

- o **Community Policing**

There is a need to develop common definitions of community policing and implement effective evaluation systems, so the integrated functions under CLEO can effectively support these efforts.

- o **Cultural Diversity and Affirmative Action**

Efforts to recruit ethnic minorities, women and other protected classes to ensure adequate and diverse representation of citizens on the area police agencies should continue to be emphasized. Appropriate training should also be given in all agencies so that officers will remain sensitive to cultural differences.

- o **Portland Police Bureau Detectives**

In future labor negotiations, the City of Portland should try to eliminate the permanent rank of "Detective" and its pay differential (this was also recommended by the **CITIZENS CRIME COMMISSION** in their 1989 organizational analysis of the Portland Police Bureau): Detectives should be rotational assignments for officers to gain investigative expertise.

- o **Police Bureau Unfunded Pension Liability**

The City of Portland should: 1) consider ways to pay down the unfunded liability of the Fire and Police Disability and Retirement Fund; 2) cease adding new employees to this program; and 3) shift to a funded program.

- o **Portland Police Bureau Telephone Reporting Unit**

All 14 Officer positions in this Unit should be used for Limited Duty/Disabled Police Officers.

o Organizational Analysis of the Sheriff's Office

Public Safety 2000 deliberations raised concerns about the Sheriff's Office budgeting process and staffing practices (**Subsections 2.3 & 3.2.2**). To thoroughly evaluate these issues, Sheriff Bob Skipper recommends an independent organizational analysis of the Multnomah County Sheriff's Office to be commissioned by the **CITIZENS CRIME COMMISSION**, similar in scope and purpose to their previous organizational analysis of the Portland Police Bureau. Sheriff Bob Skipper agreed that he would cooperate fully with such an analysis.

SECTION I

BACKGROUND AND METHODOLOGY

1.1 BACKGROUND

In 1990, the passage of state Ballot Measure 5 limited the property taxes that non-school local government can impose on any property to \$10 per \$1,000 of assessed value beginning in Fiscal Year 91-92. The net effect is to restrict the revenue generating ability of local government and force program and expenditure cuts in the state budget which will have a negative impact on local revenues and services from the state.

Largely in response to the potential long term impacts of Measure 5, the City Councils and County Board of Commissioners created a Joint Cities-County Task Force on Consolidations in 1991 to explore potential areas for consolidation of government service in Multnomah County. A Law Enforcement Group was created which eventually identified five options to the current system of police service delivery in Multnomah County. A technical working group of the police agency heads and their staffs evaluated the options. They recommended a sixth option as a "participative study" by a citizen-based group as the "most effective way to approach a very complex and politically sensitive issue."

The Elected Councilors/Commissioners on the Task Force accepted the recommendation and requested that such an effort be organized under the auspices of the **CITIZENS CRIME COMMISSION**, a private non-profit affiliate of the Portland Metropolitan Chamber of Commerce. The **CITIZENS CRIME COMMISSION** accepted the offer and began organizing, staffing and funding a broad-based community effort to analyze and reach consensus on the future of law enforcement in Multnomah County.

Public Safety 2000 (the Committee) was created as a process by the **CITIZENS CRIME COMMISSION** using citizens from throughout the County to take an "outside of government" look at the effectiveness and efficiency of police services. It was charged with creating a plan that would bring about coordination, consolidation, and merger of those services, where appropriate, to ensure excellence in public safety for Multnomah County in the most effective and efficient manner.

Each of the jurisdictions was asked to nominate three individuals to a list of potential members for selection by the **CITIZENS CRIME COMMISSION**. As a citizen-based effort, government employees and elected officials were excluded as nominees. Fourteen members were selected representing the incorporated cities and unincorporated area of Multnomah County. Paul Lorenzini, President of Pacific Power and Light, agreed to serve as Chairperson.

1.2 METHODOLOGY

The Committee evaluated issues related to the delivery of police services from several perspectives:

- o Community input was gathered through public opinion polls, conducted by **TH Research, Inc.**, and structured interviews with more than 40 key community leaders, conducted by **Barney & Worth, Inc.**, and public meetings.
- o Leaders from each of the law enforcement agencies in the County, representatives of police unions/associations, and representatives of ancillary agencies (e.g., Portland School Police, Portland Bureau of Emergency Communications, etc.) all appeared before the Committee to testify, submit information, and respond to questions.
- o A review of major police consolidations throughout the United States and Canada, including case studies, was conducted by **Portland State University** for the Committee.
- o Functional and financial analyses of current police agencies was conducted by subcommittees of **Public Safety 2000**, with the assistance of staff resources provided by the Gresham Police Department, Multnomah County Sheriff, and the Portland Police Bureau.
- o **Public Safety Strategies**, a consulting firm, was retained to provide general assistance to the Committee and the Task Groups in their analyses of issues and in the preparation of Committee and Task Group reports.

Results of these evaluations were reviewed by the Committee at a two-day work session in late July. A consensus-building process during the work session, which was facilitated by Richard Huneke of **Richard Huneke & Associates**, identified a number of issues which led to the recommendations put forth in this Executive Summary and in the full Draft Report. The Draft Report was circulated for public comment and hearings. These final recommendations will be directed to a Council of Law Enforcement Officials, made up of elected officials in Multnomah County, for their assessment and action. They will be asked to provide the **CITIZENS CRIME COMMISSION** with implementation plans within 90 days. The **CITIZENS CRIME COMMISSION** intends to monitor the implementation process following the release of **Public Safety 2000's** Final Report. The Final Report will be prepared by **Public Safety Strategies** for transmittal to the **CITIZENS CRIME COMMISSION**.

Public Safety 2000 was organized into three Task Groups: Finance, Operations, and Standards & Criteria. In addition to meetings in Task Groups, the Committee held numerous public sessions in which public testimony was taken and the Committee members discussed their findings. Public

testimony was received from the police agency heads, union officials, and other police task forces and programs in Multnomah County. Sessions were also reserved for testimony from the general public. These sessions were held at the Portland Building and King Neighborhood Facility in Portland and in the Gresham City Council Chambers. Public perception was also sampled through public opinion surveys and interviews with a broad base of community leaders.

Patrick Donaldson, Executive Director, **CITIZENS CRIME COMMISSION** served as the Staff Director. The Sheriff's Office, Portland Police Bureau, and Gresham Police Department each loaned staff members to the project on a full-time basis for several months. A management consulting firm, **Public Safety Strategies**, was hired to assist in technical research and analysis, and to prepare the final report of the Committee. Together, they served as staff to the three Task Groups and the Committee, and they developed numerous documents and position papers to assist the Committee in its work. Budgets of the police agencies were reviewed and analyzed. Rian Hamby, a graduate researcher at **Portland State University School of Urban and Public Affairs**, was contracted to conduct a comparative analysis of police consolidation experiences in other areas.

SECTION II

CHANGES IN POLICE SERVICE DELIVERY: 1974 TO 1992

2.1 1974 POLICE CONSOLIDATION STUDY

Propelled by State enabling legislation in 1971, a City-County Charter Commission spent two years drafting a charter for a consolidated government in Multnomah County. It was defeated when submitted to the voters of Portland and Multnomah County in May 1974.

During this period of time, city and county officials obtained Federal Law Enforcement Assistance Administration (LEAA) grant funds for a Police Consolidation Project. The stated Project goal was:

...not merely to merge existing police agencies, but rather to develop an entirely new police design which would be more responsive to community needs, cognizant of citizens rights, considerate of employees needs, and efficient and effective, yet flexible enough to adapt to changing priorities to meet the long-term police service requirement of Multnomah County.¹

Neither discouraged nor dissuaded by the defeat of the Charter Revision for consolidated government, this effort published its final report a month later in which consolidation was recommended for police agencies in Multnomah County.

The Police Consolidation Project collected extensive data from the police agencies and researched current organizational theory and police practices. They concluded that the existing Multnomah County police organizational practices were neither responsive to the public nor efficient, and, thus, there was a "critical need" for a reorganization. Despite amassing several volumes of material, the consolidation study largely was premised on "traditional wisdom and logic"² of public administrators, practitioners and scholars who viewed consolidation as a "reform method for reducing government overhead and increasing efficiency."³ Police consolidation, then, was in vogue

¹Police Consolidation Project, Staff Report, June 1974, p. 2.

²Police Consolidation Project, op. cit., p. 45.

³Ibid. The project cited the 1967 President's Crime Commission, the 1972 National Advisory Commission on Criminal Justice Standards and Goals, and the Oregon Law Enforcement Council. Interestingly, the President's Crime Commission report led to the 1968

as a theoretical concept, and the Consolidation Project was quite speculative as to the benefits and cost savings to be achieved.

The report was highly critical of traditional bureaucratic and hierarchical police organization and staffing patterns. The preferred alternative was to establish a Public Safety Support Agency to 1) consolidate the support functions (e.g., communications, records, data processing, criminalistics, evidence and property control), and, 2) reorganize the line functions (e.g., patrol, investigations, traffic) and administrative activities (e.g., personnel, training,). The report recommendations were never implemented, although eventually county-wide communications and dispatch were integrated into what is now the Bureau of Emergency Communications (BOEC).

2.2 MULTNOMAH COUNTY AND POLICE SERVICES IN 1974

At the time of the Police Consolidation Project, Multnomah County contained a population of 554,668, about 160,000 of which was unincorporated. The core City of Portland had 379,967 residents and to the east were several small towns. Gresham numbered 10,030 residents while the cities of Troutdale, Fairview, Wood Village and Maywood Park had populations between 1,000 and 1,600 people.

The Portland Police Bureau was the largest police agency with 728 sworn and 248 non-sworn personnel. Multnomah County restructured the Sheriff's Office into a Division of Public Safety in 1973 with an appointed Director (i.e., Sheriff) who oversaw a department with 229 sworn, 79 civilian, and 90 corrections personnel (civil process functions were deleted). The Sheriff's Office patrolled an unincorporated population of approximately 160,000 county residents. Gresham had a 26 person Police Department with a Chief and 17 sworn officers. Troutdale had recently converted from a town marshal and employed one police officer. Fairview, Wood Village, and Maywood Park were dependent upon the Sheriff's Office for police services. There were also 43 Airport Police officers, whose jurisdiction was restricted to the Portland International Airport. **Table 2.1** shows the changes in staffing of the current four municipal police agencies and Sheriff's Office between 1974 and 1992.

Omnibus Crime Control and Safe Streets Act which created the LEAA funding to support the Oregon Law Enforcement Council and the Police Consolidation Project.

Table 2.1: Changes in Police Agencies in Multnomah County - 1974 to 1992

AGENCY	1974	1992
Sheriff's OFFICE		
UNINCORPORATED POPULATION	160,000	64,570
SWORN DEPUTIES ¹	219	93
CORRECTIONS OFFICERS	90	354
CIVILIANS	79	191
SWORN DEPUTIES PER 1000 POPULATION	1.37	1.44
PORTLAND POLICE BUREAU		
POPULATION	379,967	453,065
SWORN OFFICERS	728	870
CIVILIANS	248	209
SWORN OFFICERS PER 1000 POPULATION	1.92	1.92
GRESHAM POLICE DEPARTMENT		
POPULATION	10,000	71,225
SWORN OFFICERS	18	87
CIVILIANS	8	29
SWORN OFFICERS PER 1000 POPULATION	1.8	1.23
TROUTDALE POLICE DEPARTMENT		
POPULATION	1,661	8,195
SWORN OFFICERS	1	12
CIVILIANS	0	2
SWORN OFFICERS PER 1000 POPULATION	.5	1.46
FAIRVIEW POLICE DEPARTMENT		
POPULATION	1,045	2,590
SWORN OFFICERS	NONE	4
CIVILIANS		0
SWORN OFFICERS PER 1000 POPULATION		1.54

¹Adjusted downward from 229(1974) and 143(1992) to reflect sworn deputies assigned to Corrections and Civil Functions.

2.3 CHANGES AND CHALLENGES IN 1992

The intervening years between the 1974 Police Consolidation Project and **Public Safety 2000** in 1992 produced many changes in demographics, economics and the delivery of police services in Multnomah County.

- o County population grew by 52,000
- o Gresham became the state's 4th largest city
- o Annexations decreased unincorporated population by nearly 100,000
- o Multnomah County transferred 60 Deputies to the Portland Police Bureau
- o Gang-related crime and drugs became major problems
- o Significant police resources were allocated to regional task forces and specialized units
- o Police agencies moved toward community-based policing
- o Passage of Measure 5 impacted the financing of local government

2.3.1 Population Growth and Annexation

Between 1974 and 1992, Multnomah County received an influx of about 52,000 new residents and is expecting nearly another 60,000 by the year 2000. An increase of nearly 500,000 residents is projected in the Portland-Vancouver metropolitan area over the next twenty years. Portland has annexed significant areas of the county within its Urban Services Boundary.⁴ Gresham has annexed and grown in all directions to emerge as a large suburban city of 71,225. Troutdale also experienced significant growth to 8,195.

⁴The Urban Growth Boundary is the designated geographic limits for urban growth. It is established by METRO, the tri-county special service district, responsible for urban growth boundary management. Urban Services Boundaries are designated for jurisdictions to delineate the patterns of their geographic growth.

The remaining unincorporated population has been reduced from 160,000 to less than 60,000, with about 47,000 within Portland's Urban Service Boundary, scheduled for annexation within the next few years. Projections of continued annexation of existing population within the designated Urban Growth Boundary would yield an unincorporated population of about 13,000 county people, largely residing in the rural census tracts of Sauvie Island/Forest Park and east of Gresham and the Sandy River. (Table 2.2 and Figure 2.1)

Table 2.2: July 1992 Population Distribution in Multnomah County

TOTAL POPULATION	616,560
IN CITIES	556,434
UNINCORPORATED	60,126
WITHIN PORTLAND'S URBAN SERVICE BOUNDARY	47,042
WITHIN RURAL CENSUS TRACTS	10,335
OTHER URBAN UNINCORPORATED	2,749
BREAKDOWN OF RURAL CENSUS TRACTS	
GRESHAM TO SANDY RIVER (#104.2)	3,152
SANDY RIVER EAST(#105)	4,227
SAUVIE ISLAND/FOREST PARK(#71)	2,956

SOURCE: Center for Population Research, PSU; Metro; Portland Urban Services Program.

In 1983, faced with the prospects of a severe budget shortfall and an increasing urbanization of the County, the Multnomah County Board of Commissioners adopted Resolution A which called for the county to extract itself from providing an "urban" level of county services. This action and subsequent mid-county annexation by Portland led to the transfer of 60 Deputies and Sergeants to the Portland Police Bureau in 1984 and 1985 under an Intergovernmental Agreement.

Table 2.3: 1991 Calls-For-Service Dispatched by BOEC*

MONTH	PPB*	MCSO**	GPD	TPD	TOTAL
JAN	17658	1531	2124	214	21527
FEB	18250	1635	2132	200	22217
MAR	18673	1746	2294	177	22890
APR	18463	1593	2128	194	22378
MAY	19655	1675	2486	216	24032
JUN	20223	1792	2467	240	24722
JUL	22714	1987	2757	303	27761
AUG	23196	1805	2849	248	28098
SEP	21987	1710	2680	276	26653
OCT	19022	1507	2539	214	23282
NOV	20513	1576	2593	235	24917
DEC	20280	1386	2426	204	24296
TOTALS	240634	19943	29475	2721	292773
% OF CALLS	82.19%	6.81%	10.07%	0.93%	100.00%

*DOES NOT INCLUDE >50,000 NON-EMERGENCY CALLS REFERRED TO TELEPHONE REPORTING UNIT.
 **INCLUDES CALLS FROM WOOD VILLAGE, MAYWOOD PARK AND FAIRVIEW, AND SOME CALLS FROM TROUTDALE.

SOURCE: Portland Bureau of Emergency Communications

Table 2.4: 1990 Index Crimes Reported to Law Enforcement Agencies in Multnomah County

INDEX CRIMES	PPB	MCSO*	GPD	TPD	TOTAL
MURDER	32	5	2	3	42
RAPE	424	35	21	2	482
ROBBERY	2,556	63	81	9	2,709
PURSE SNATCH	32	5	2	3	42
AGGRAVATED ASSAULT	4,838	272	117	43	5,270
BURGLARY	9,027	855	755	67	10,704
LARCENY	26,045	1,729	2,200	139	30,113
AUTO THEFT	5,948	346	412	18	6,724
ARSON	556	28	12	1	597
TOTALS	49,573	3,334	3,606	284	56,797
PERCENTAGES	87.28%	5.87%	6.35%	0.50%	100.00%

*INCLUDES FAIRVIEW, WOOD VILLAGE, AND
MAYWOOD PARK
SOURCE: OREGON UNIFORM CRIME REPORTS
(OUCR)

2.3.2 Crime and Police Workload Changes

Multnomah County has generally followed the state and national trends in crime patterns and increases. Several notable exceptions were the emergence of youth gangs and crack cocaine in the inner city and suburbs and the concentration of drug dealing and street people in the revitalized Old Town historic district in Portland. Table 2.3 shows the 1991 volume of calls-for-service dispatched by the BOEC for the five police agencies. Table 2.4 shows the comparative volume of reported major crime used to compute the FBI's Index Crime in 1990. A 1989 study of the Portland Police Bureau funded by the CITIZENS CRIME COMMISSION⁵ indicates the relative workload increase. During the five year period of 1984 to 1988, the Portland Police Bureau experienced an increase of about 20,000 serious crimes reported and 100,000 additional calls-for-service dispatched by BOEC.

Portland and Gresham police departments now account for 92% of all calls-for-service dispatched by BOEC and 95% of the reported index crimes (i.e., crime rate). Since less than 10% of these workload indicators represent workload outside of the jurisdiction of these two police agencies, there is very little overlap or redundancy in service delivery.

2.3.3 Multnomah County Sheriff's Office Changes

In 1983, after a Home Rule Charter Amendment was approved in 1982, the Multnomah County Sheriff reverted back to an elected position. The Sheriff also assumed responsibility for security of the courts and the service of civil processes. Sworn deputies were assigned to court security and prisoner transport, and civil deputies, who previously worked for the Courts, were brought into the Sheriff's Office.

The Sheriff has countywide law enforcement jurisdiction. The Sheriff is mandated to provide law enforcement services (patrol and investigations) to the unincorporated areas of the County and, based on the judgement of the Sheriff, to incorporated municipalities which do not provide adequate police services. On this basis, the BPST's annual Personnel and Budget Study for Fiscal Year 1991-92⁶ lists an "adjusted population" (i.e., Unincorporated Population) when comparing Sheriffs departments. The BPST survey reports an adjusted population of 64,570 receiving police services

⁵CITIZENS CRIME COMMISSION, Organization Analysis of the Portland Police Bureau, (Portland, Oregon), January 1990, pp. 2-12 & 2-28.

⁶Oregon Police Academy, Board of Police Standards and Training, *BPST-Annual Personnel and Budget Study: Fiscal Year 1991-92*, July 1992. (19th Edition)

from the Multnomah County Sheriff. In 1974, this figure was approximately 160,000. In 1974, the Sheriff's Office had 219 sworn Deputies (plus 10 assigned to Corrections), or 1.37 Deputies per 1000 unincorporated population. In 1991, the Sheriff's Office had 93 sworn Deputies (plus 50 assigned to Corrections and Civil Functions), or 1.44 per thousand.

In 1974, the Multnomah County Sheriff's Office was the largest Sheriff's Office in the State, served the largest unincorporated population, and had the highest ratio of sworn officers to unincorporated population. Based on the 1992 BPST survey, of the six counties with more than 100,000 population, Multnomah County is fifth in the size of its unincorporated population, and third in the number of sworn Deputies assigned to law enforcement in its Sheriff's Office. The ratio of sworn Deputies to unincorporated population in all other counties is less than .90 per thousand. In Multnomah County, the ratio is 1.44 per thousand, after adjusting downward. This figure may be higher than other counties because it includes 49 sworn Deputies who are assigned to county-wide law enforcement functions. In addition, the Multnomah Sheriff's law enforcement budget (excluding corrections) is \$184.68 per capita unincorporated population. The average for the six counties was \$86.86, with Marion County Sheriff's Office being the next highest, with a cost of \$81.58 per capita.

The Multnomah County Sheriff distinguishes between "Unincorporated Patrol", "Countywide Law Enforcement", Corrections, Civil Process, and Sheriff's Office Management (**Reference 10**). For example: seven detectives are allocated to support Patrol and six are assigned to "Countywide"; Safety Action Teams and Special Investigations Unit are designated as "Countywide". Under his criteria, the Sheriff in FY 91-92 allocated his 143 sworn Deputies in the following way:

- o 50 (35%) to Corrections, Civil, and Other Functions
- o 44 (31%) to Unincorporated Patrol
- o 49 (34%) to Countywide Law Enforcement

The annual surveys by the Board on Police Standards and Training (BPST) do not use the Sheriff's categorization in their reporting of comparative statistics for Sheriffs Offices throughout the State. Therefore we have adjusted the MCSO numbers downward to exclude Deputies allocated to non-law enforcement functions. Neither Washington County nor Clackamas County Sheriffs use sworn Deputies in Corrections.

2.3.4 Portland Police Bureau Changes

During the period between 1974 and today, the number Portland Police Bureau sworn personnel fluctuated, and actually decreased for a few years, despite increasing calls-for-service and reported

crime. Overall, however, the Bureau's number of sworn officers has kept pace with population growth. In 1974, the Portland Police Bureau had 728 sworn officers. The transfer of 60 Sheriff's sworn officers to the Bureau in 1985, as a result of annexations, temporarily increased the number of sworn personnel to 751. However, subsequent layoffs and planned attrition reduced the ranks to 726 by 1988, below the 1974 level. Recent hiring and authorized hiring in FY 92-93 could bring the total number of sworn officers up to 870, or a net increase of 142 sworn officers since 1974.

In 1974, the population of the City of Portland was 379,967. Thus, the ratio of sworn officers per thousand was 1.92. In 1992, with a certified population of 455,525, the ratio is 1.91. Among the five cities with over 50,000 population, the average officers per 1000 was 1.56, with the next highest being Salem, with a ratio of 1.27. Since 1974, the Portland Police Bureau has shifted more of its sworn personnel into field operations, primarily Uniformed Patrol. In 1974, 415 of the 728 (57%) sworn officers were assigned to field operations. In 1992, 609 of 870 (70%) sworn officers were assigned to field operations. In FY 91-92, Portland had the highest per capita police budget in the State at \$155.23. The average of the five cities with over 50,000 population was \$124.17, with the next highest ratio, Salem, being \$134.93.⁷

2.3.5 Gresham Police Department Changes

The Gresham Police Department expanded nearly as rapidly as the city's population growth. The Department now has 87 sworn officers and 29 non-sworn personnel, and is the fourth largest police department in the state. The Gresham Police have the second largest patrol workload in Multnomah County, measured by BOEC dispatched calls-for-service (Table 2.3).

In 1974, Gresham was a city with a population of 10,030 and a Police Department with 18 sworn officers, or 1.8 per thousand. In 1992, Gresham has a population of 71,225 and a Police Department of 87 sworn officers, or 1.22 per thousand.

2.3.6 Troutdale Police Department Changes

In 1974, Troutdale had a population of 1,661 and had just hired its first police officer. Today, Troutdale has a Police Department with a Chief and 11 sworn officers serving a population of 8,195, or 1.46 officers per thousand.

⁷The actual cost of the Portland Police Bureau's sworn officers is significantly higher than shown by BPST, because the cost of the Police Pension and Disability benefits is not included in the Portland Police Bureau's Budget.

2.3.6 Fairview Police Department Changes

The City of Fairview did not have a police department in 1974, when its population was 1,045. Today, with a population of 2,590, it has a police department with a Chief and 3 sworn officers. The Sheriff provides significant direct and indirect support to the City, covering at least the equivalent of one full patrol shift daily, when Fairview has no officers on duty.

2.3.7 Maywood Park and Wood Village

The cities of Maywood Park and Wood Village do not have their own police departments. The population of Maywood Park has actually declined since 1974 from 1,305 to 850, due largely to the demolition of the Rocky Butte Jail which was located within the city limits. Wood Village had a population of 1,533 in 1974 and today has a population of 2,930. Each of these small municipalities contracts with the Sheriff's Office for eight hours of patrol service per week.

2.3.8 Distribution of Sworn Personnel in Police Agencies

Reference 6 is a Functional Profile of Police Agencies in Multnomah County in 1992, prepared by the police staff temporarily assigned to **Public Safety 2000** by the agencies. The profile briefly describes all of the functions performed to which agencies assign sworn police personnel. A comparative listing is then made of functions by the rank of sworn personnel (e.g., Officer, Sergeant) in each police agency. Generally, there is greater use of specialization and dedicated units in the larger agencies.

Most citizens associate police service delivery with the uniformed officers in field operational units. The Tables in **Reference 7** show the distribution of sworn and non-sworn personnel in the three largest police agencies by comparing field operations with all other resources. While the number of sworn police officers and deputies has increased about 40 percent since 1974, there has been a 60 percent reduction in the number of sworn personnel in support functions, a 35 percent reduction in administrative functions, and a 50 percent reduction in special operations. The net result has been more officers on the street than the increase in total numbers of authorized sworn personnel might indicate.

The functional profile of police agencies does not include three other certified police agencies operating in Multnomah County--Portland School Police, Port of Portland Police and the Oregon State Police. The Portland School Police became an independent agency in 1975. Its 20 sworn officers and 7 non-sworn personnel protect the 55,000 students, 7,000 staff members and 143 buildings and property of the Portland School District. Tri-Met, the regional bus and light rail transportation agency, disbanded its police unit and briefly contracted with the Oregon State Police;

Tri-Met now contracts with the Portland Police Bureau for a dedicated Tri-Met detail.

Within Multnomah County, the Oregon State Police operate a single 24-hour patrol of Interstate 84 and have five sworn officers assigned to fish and wildlife enforcement. In addition, the OSP has over 20 investigative personnel assigned to cooperative investigative task forces in the Portland area. OSP also provides general investigative support in multi-jurisdictional cases.

Table 2.5 compares the distribution of Supervisory and Non-Supervisory sworn personnel in the three largest law enforcement agencies in Multnomah County, using BPST Annual Survey data. The data for the Multnomah County Sheriff's Office has been adjusted using the MCSO method of allocating personnel resources.

2.3.9 Cooperative Efforts

The Four-County area⁸ police agencies have coordinated resources across local, state and federal jurisdictions to create task forces aimed at specific multi-jurisdictional problems. Examples of such cooperative efforts include: State Youth Gang Strike Force, Multi-Disciplinary Team on Child Abuse (MDT), Regional Organized Crime and Narcotics (ROCN), ATF Armed Career Criminal Task Force, FBI Drug Task Force, Portland Airport Interagency Narcotics Team (PAINT), and a Regional Auto Theft Team.

The communications and dispatch functions integrated under the Bureau of Emergency Communications are now undergoing a significant upgrade. A serial levy in Portland is funding enhanced 9-1-1 response (address prompter with call-in), an 800 MHZ radio trunk system, a new computer aided dispatch system, and mobile digital terminals in patrol cars.

2.3.10 Community Policing

A significant departure in police service delivery in 1992 from 1974 is the shift of policing style from a legalistic to a problem-oriented or community-based policing, i.e., community policing. All of the police agency heads in their public testimony before **Public Safety 2000** emphasized community policing as the operating philosophy or style for police service delivery in their agency.

Traditionally, police resources have been allocated and deployed in response to reported crime volume and patterns and primarily emphasized police arrests, investigations and rapid response times to calls-for-service, i.e., a legalistic style. Research projects funded by the U. S. Justice

⁸Multnomah, Washington, Clackamas, Clark County(WA).

Department's National Institute of Justice over the past 15 years noted that certain crimes had a low probability of clearance and only a few types of reported incidents were affected by rapid police patrol car response and resulted in apprehension of a perpetrator. The research also showed that attention to underlying causes of repeated criminal incidents and disorder could resolve these ongoing problem locations where police resources were frequently dispatched.

The three largest police agencies have made major resource commitments to community policing. Community policing places emphasis on greater citizen responsibility and involvement with the police in proactive problem solving. It creates partnerships with citizen groups and public and private service providers to increase the amount of resources to focus on crime problems and areas. The public has greater input to police priorities and use of resources.

The Sheriff's Office, under contract to the Housing Authority of Portland, established a Safety Action Team in 1989 at Columbia Villa which had serious crime problems. The Safety Action Team (SAT) focuses on proactive problem-solving with residents and develops close working relationships with social service providers. The program's success led to expansion of three additional SAT's, in Rockwood, Brentwood-Darlington and David Douglas which are similarly concentrated in areas with large clusters of public housing units.

Gresham has participated with the Sheriff's Office in a SAT in the Rockwood area. Gresham Police Department developed a community policing strategic plan approved by the City Council in 1992 for decentralization of police service into three zones and community wide expansion of community policing concepts. A Police Lieutenant is responsible for delivery of all police services in the zone and working directly with citizen and business groups.

A community-based strategic planning process in 1989 developed a five-year Transition Plan to implement community policing agency wide in the Portland Police Bureau. The plan was adopted by the City Council and outlined changes in the entire organization to support goals of service delivery based upon partnership, empowerment, service orientation, problem solving, and accountability. A new Chief was subsequently appointed who has made the community policing transition his highest priority. Two years into their transition, the Portland Police Bureau recently hosted a national conference to showcase its successes.

Table 2.5: FY91-92 Sworn Personnel Staffing Levels of Sheriff's Office, Portland Police Bureau, and Gresham Police Dept.¹

	MCSO BPST ²	MCSO L.E. BRANCH ³	MCSO UNINCORP PATROL ⁴	MCSO COUNTY WIDE ⁵	Portland Police Bureau ²	Gresham Police Dept ²
Sworn Officers by Rank - Supervisory:						
Sheriff/Chief	1				1	1
UnderSheriff/Asst.Chief	1				1	0
Chief Dep./Dep. Chief	3				3	0
Major	1				0	0
Captain	1				10	3
Lieutenant	4				28	3
Public Safety Manager		5.79	1.64	4.15		
Sergeant	28	20.72	9.93	10.79	87	12
TOTAL SUPERVISORY SWORN	39	26.51	11.57	14.94	130	19
Sworn Officers by Rank - Non-Supervisory:						
Detective					86	10
Sr. Dep./Sr. Officer					0	0
Deputy/Officer	104	66.48	31.93	34.55	611	58
Recruit	—	—	—	—	0	0
TOTAL NON- SUPERVISORY SWORN	104	66.48	31.93	34.55	697	68
Supervisory Sworn as a Percentage of all Sworn	27.3%	28.5%	26.6%	30.2%	15.7%	21.8%

¹ Based on data published by Oregon Board of Police Standards and Training (BPST).

² Numbers in this column are those from the BPST Tables.

³ Numbers in this column are from Sheriff's spreadsheet for Sworn personnel assigned to "Enforcement" Function. Next two columns are breakdowns of this column.

⁴ Numbers in this column are from Sheriff's spreadsheet for Sworn personnel assigned to "Unincorporated Patrol" Function.

⁵ Numbers in this column are from Sheriff's spreadsheet for Sworn personnel assigned to "Countywide Law Enforcement" Function.

2.3.11 Measure 5 Property Tax Limitation

The passage of Measure 5, limiting property tax revenue for local government, casts a long shadow over police service delivery in Multnomah County. Its immediate effects will result in service and facility cuts in state government criminal justice resources such as the State Police, probation and parole services, and correctional facilities. It will have trickle down effects on county and city law enforcement resources. Most likely there will be fewer overall state funds flowing into city and county general government. Dedicated serial levies for such items as the new computer aided dispatch system at BOEC, the Portland Fire and Police Disability and Retirement Fund, and the Inverness County Jail Facility have been "compressed" with other property tax dependent revenue.

2.3.12 The Challenge

Ensuring efficient and effective use of police resources is not just an exercise in civics, cost accounting, or management analysis. Public safety and crime have consistently been major concerns for the residents of Multnomah County. Public opinion surveys and community leader interviews conducted for **Public Safety 2000** have confirmed its importance to residents throughout the county. Well managed and responsive police service delivery is essential for maintaining the livability and vitality of neighborhoods and business districts and ensuring continued economic development and growth for Multnomah County.

This is the challenge that has been undertaken by **Public Safety 2000**--laying a solid foundation for the future of policing in Multnomah County and the region. The general approach of this effort has been to recognize the changes since 1974, build on what is working successfully, address resource needs and citizen concerns, and facilitate new opportunities for improved police service delivery.

SECTION III

ASSESSMENT OF POLICE SERVICE DELIVERY

3.1 PUBLIC PERCEPTION

3.1.1 Asking the Public

In the end, if policing in Multnomah County is to be effective it must impact crime problems and enhance the level of security and safety for residents. Police agencies must be doing the right jobs with their resources and citizens must support their efforts. The police must be responsive to citizen concerns. Efficiency is an issue of being cost conscious and expedient in the use of those police resources.

Thus, it is important to know citizen concerns. Although a diverse and representative citizen group, **Public Safety 2000** is acutely aware that it does not directly speak for a broad constituency of Multnomah County residents. We know that some residents have strongly held and vocalized opinions while others have viewpoints that are not expressed. Regardless of their positions, each has a framework for viewing the crime problem and the police. These perceptions become their reality.

Accordingly, **Public Safety 2000** determined early in its process that public perception should be representatively sampled. This was accomplished through public opinion surveys and interviews with a broad base of community leaders.

Representative samples for telephone surveys were drawn from each jurisdiction and the unincorporated areas of Multnomah County. There was an over sampling of the East County jurisdictions and Oregon House District 18 in Portland's inner city to ensure adequate representation from the smaller communities and African-American population.

Structured interviews of community leaders were conducted in person or by telephone of approximately 45 persons. This very diverse cross section of acknowledged leaders were drawn from such areas as law enforcement, criminal justice, neighborhood, community, government, business and the media. Significantly, these community leaders emphatically stated that public perception should play a lead role in attempting to define effective law enforcement.

3.1.2 The Crime Problem and the Police Response

The survey started off by asking voters in Multnomah County if they felt things in the area were headed in the right direction or were off on the wrong track. By a very slim margin of 45% to 42%, voters overall felt that things were headed in the right direction, some 13% were undecided. This equivocal response was consistent throughout the county.

The discussion of Uniform Crime Report and BOEC data in **Section II** noted the significant increase in reported crimes and police workload since the mid-1980's. Virtually all public opinion surveys from that point forward have indicated the general topic of crime as a top issue of citizen concern. The public opinion surveys conducted for **Public Safety 2000** confirm that crime problems are still the top issue of citizens, despite other pressing concerns since passage of Measure 5. Concerns about crime, gangs, drugs, hate crimes and law enforcement were the most frequently cited problems. At the top of the list, it accounted for 18% of the respondents' concerns. Concerns about taxes and schools each drew the attention of 10% of those surveyed. Property taxes and funding of schools, of course, are directly impacted by the effects of Measure 5. Citizens of the smaller towns were almost as likely to mention crime as Portland residents.

Overall, there was a sense by 53% that the crime problem is getting worse, while 37% felt it was about the same. Significantly, 57% of Portland residents and 62% of Gresham citizens saw the crime problem worsening. Overall, 45% of citizens feel the police do not have the crime problem "under control". These feelings are much stronger in Portland (54%) and among African-Americans and District 18 (60%). Generally, those who do not feel the crime problem is under control also do not like the general direction of things in there area. Despite seeing the crime problem as getting worse, the residents of Gresham and Troutdale believed the police had the problem under control.

3.1.3 Community Policing Perceptions

Many of the community leaders interviewed were involved in various aspects of policy, funding, decision-making, or interaction with the police agencies. These leaders see the public shaping their perceptions of crime and the police based upon the amount of crime in their immediate area and their amount of contact or exposure to the police. They believe the public is most interested in prompt, effective law enforcement service than in any specific cost savings that might possibly be achieved. At the same time, these leaders see the public as often having unrealistic expectations about the police, expecting their police officers "to do everything".

Accessibility and responsiveness of the police were cited in the interviews as fundamental expectations of the public for police service. When a crisis situation occurs, citizens want an officer to promptly respond to their calls. Ideally, they want to know their police and have them

consistently assigned to an area, somewhat reminiscent of a return to the "beat cop".

These are many of the characteristics embraced by community policing which was widely supported by the community leaders interviewed. They view community policing as a promising approach to delivering the kind of law enforcement service the public seek and believe the public generally supports the concept. While different definitions of community policing emerged, the commonly articulated components included:

- o Getting the officer out of his or her car
- o Interacting between police and community residents
- o Providing officers opportunities to hear input from citizens and interact with non-criminals
- o Establishing a beat cop relationship with neighborhoods
- o Attending community functions, such as neighborhood and business district association meeting, in a liaison role
- o Focusing on the means of preventing crime, using officers as early warning detectors to pull in other, non-law enforcement resources.

Community leaders believe in expanding the scope of community policing, but first believe it needs to be better defined and better understood by the public. With a clear understanding of how community policing works, residents can make it work to their benefit and participate more effectively in its implementation.

3.1.4 Public Priorities

Public Safety 2000 held several meetings to specifically obtain public input on the issues of police service delivery effectiveness and efficiency. There were no real complaints about deficiencies and no consistent set of recommendations for improvement. However, several major themes emerged in the public testimony and the community leaders' sense of public concerns. These issues also surfaced in the Task Group and Committee discussions of **Public Safety 2000** members.

As noted above, a key concern is having a police department that is responsive, accessible, and highly visible and interactive in their presence in the community. To the extent that the public has gotten a sampler or tasting of community policing concepts, they like the experience. However,

general concepts to practical examples they can get their arms around. As noted above in the community leader interviews, the police agencies need to develop some commonly understood definitions of community policing and be able to coherently communicate them to the public.

We are concerned with the perception that community policing takes a great deal more police resources to effectively implement. Part of this impression is derived from the identification of "Community Policing" with such specific programs as the Safety Action Teams which have been established in Columbia Villa and other high crime, public housing locations. The SATs involve an intensive use of police resources (three times normal patrol staffing per 1,000), as well as a number of non-police social service providers. While clearly examples of community policing, the SATs are not an approach which can be widely used, because of their resource-intensive nature.

Neither the police agencies nor the public should have to stand idly by awaiting additional resources to move ahead with community policing. The greatest asset of community policing is getting officers out of patrol cars and involved with an informed public that shares responsibility with the police to solve problems with them rather than being merely served by them.

If community policing truly works and is more than just public relations, it must demonstrate a measurable impact on crime and fear of crime. Effective measurement and evaluation systems should be in place that go far beyond anecdotal experiences and testimonies to its benefits. The public needs to see tangible outcomes that justify requisite resource needs. In the end, community policing must be able to contribute to enhanced livability and vitality for communities throughout Multnomah County.

o **Cultural Diversity and Affirmative Action**

With the emphasis of **Public Safety 2000** on effectiveness and efficiency, the Committee members were also concerned that efforts being made in cultural diversity and affirmative action hiring not be sacrificed as an efficiency measure. The Portland area has significant African-American, Asian, and Hispanic ethnic minorities. Efforts should continue to recruit these minorities, women and other protected classes to ensure adequate and diverse representation of citizens on the area police agencies. Appropriate training in the agencies should also be given so that officers will remain sensitive to the cultural differences that are so vital to the fabric of a community.

o **Portland's Unfunded Pension Liability**

In 1986 a task force was created to address disparities between Portland's disability and pension benefits for police officers and firefighters and the benefits under the Public Employees Retirement System (PERS). All police and fire employees, by state law, must have benefits "equal to or better

than" PERS. The disability provisions and administrative procedures for eligibility determination were also viewed by many as needing reform. In 1989, prior to passage of Measure 5, a tax levy was submitted to and approved by the voters of Portland and which authorizes the City to perpetually levy up to \$2.80/\$1,000 of assessed valuation, this raised about \$32 million in Fiscal Year 1991-92 for pension and disability payments. This was split approximately 55% fire and 45% police. This is a dedicated fund and comes under the Measure 5 total levy cap.

The current rate of about \$1.90/\$1,000 is forecast to drop to \$1.82/\$1,000 because assessed property values are projected to increase higher than yearly payouts from the fund. The Portland Fire and Police Disability and Retirement Fund is an "unfunded" liability because payments are only made for those currently or projected to be retired or disabled in the current fiscal year. Essentially, all other employees and new hires do not have funds set aside for them until they actually retire or become disabled. The total unfunded liability is approximately \$704 million.

There has been no "trust" funding of this liability. The ability to pay for the liability of retiring police officers is based upon the cash flow generated by current property taxes. This means that all police officers employed today will be dependent upon future property tax revenue to fund their retirement. This liability can continue to be met only if property tax assessments increase by 5% or more annually.

The yearly payments into the fund represent about 39% of gross payroll, but this amount does not appear in the Portland Police Bureau budget. Thus, the true cost of police protection is distorted or understated, and makes cost comparisons difficult with other police agencies.

Public Safety 2000 believes the property tax levy in effect, represents a dedicated revenue source, and there is considerable room between the current rate and the \$2.80/\$1,000 for paying down the "unfunded" liability. The City of Portland should consider ways to pay down the unfunded liability, by increasing collection and placing the monies in an imprest fund to be used only for these purposes. Beyond that, the City should take action to cease adding new employees to the current Portland Fire and Police Disability and Retirement Fund program and shift to a funded program.

The Finance Task Group expressed a general concern that overall percentages for police and public employee benefit packages, in general, are much greater than those of the private sector. In particular, they noted that the practice of "defined" benefits packages is not the trend in corporate America. Companies are eliminating most defined benefit programs so as to be able to control and budget the cost. Defined benefit programs are being replaced by a fixed percentage of compensation that employees may then apply to a "menu" of benefits that best suit their individual requirements.

o Multnomah County Sheriff's Budgeting and Staffing Practices

The Finance Task Group of **Public Safety 2000** was charged with identifying areas of efficiency improvements and potential cost savings from a total consolidation of police agencies in Multnomah County. The Finance Group reviewed the budgets of the police agencies and held meetings with the budget officers of the three largest agencies (Sheriff, Portland, Gresham) in order to gain a better understanding of the budgets. Spreadsheets were constructed to aggregate comparable expenditure data for law enforcement functions and budget categories, e.g., materials and supplies, capital, personnel.

The comparative review of the budgets and interaction with the budget officers raised many questions concerning the budgeting and staffing practices of the Sheriff's Office. At the Sheriff's request, a detailed list of questions (**Reference 9**) was forwarded to the Sheriff on September 18, 1992 in order to gain a better understanding of the Department Budget. A response to the questions, along with supporting material, was received on September 29, 1992 (**Reference 10**). The Finance Group held two subsequent meetings to review the Sheriff's response (**Reference 15**).

After analysis of the data provided, the Finance Task Group made the following observations:

1. Multnomah County's budgeting system, used by the Sheriff, is significantly different from the budgeting and accounting systems used by the other jurisdictions in Multnomah County.
2. The Sheriff has exercised considerable flexibility in moving budgeted funds and personnel among the three branches of the Sheriff's Office, i.e., Law Enforcement, Services, and Corrections.
3. The Finance Task Group's analysis of the current County budgeting system and the flexibility and discretion exercised by the Sheriff, raised concerns that they do not readily accommodate accountability. Although there are reports generated on expenditures against budget allocations, the Task Group could not readily comprehend the true costs of law enforcement and corrections. Public budgeting systems, generally speaking, should assist in performing this important function.
4. Multnomah County and Multnomah County Sheriff's Office budgeting practices made it difficult for the Task Group to account for countywide services provided for other police agencies and jurisdictions, e.g., the Alarm Ordinance Unit.
5. The Sheriff has a legal responsibility to provide law enforcement to the unincorporated areas of the county and to cities which do not have their own police departments. The Cities of

Maywood Park and Wood Village contract for an enhanced level of service at a cost that, in the view of the Finance Task Group, appears to be far less than the actual costs. In addition, the City of Fairview Police Department receives Sheriff's Office services with no formal agreement in place. The Sheriff's Office responds to 46% of Fairview's BOEC dispatched calls, conducts follow-up investigations, supplies their records systems, and pays Fairview's BOEC charges (approx. \$24-30 thousand per year).

6. By several different indicators, the Sheriff's Office seems to have a greater number of resources than necessary to meet its primary law enforcement responsibilities. Compared with other agencies in the region, a significantly higher proportion of the Sheriff's sworn personnel are in supervisory and management positions. Also, unlike neighboring counties which tend to use sworn deputies only in law enforcement functions, rather than in Corrections and Civil Functions, 50 of the Sheriff's 143 sworn officers are assigned to the Corrections Branch and others are involved in basically Civil functions. The Committee engaged in a dialogue with the Sheriff and the Sheriff's Office provided responses to questions concerning these points. However, the Committee believes further analysis is required.

We believe there should be further discussion of these budget and staffing issues, but the additional time and effort necessary for a thorough analysis is currently beyond our resources and the charge we have from the local governments. Sheriff Bob Skipper recommends that an organizational analysis of the Multnomah County Sheriff's Office be commissioned by the **CITIZENS CRIME COMMISSION**. This in-depth process would be similar in scope and purpose to the organizational analysis of the Portland Police Bureau performed by the Crime Commission in 1989. This analysis should address the budget process, staffing ratios, and other matters of significance in determining the condition of the agency. Sheriff Bob Skipper agreed that he would cooperate fully with such an analysis.

3.2.3 Overall Assessment of Police Service Delivery

Strengths

Professionalism and Integrity

All police agencies in Multnomah County exhibit a high degree of professionalism and integrity in their approaches to service delivery.

Community Support

The random opinion polls conducted for **Public Safety 2000** indicated in most areas of the cities and county sampled that citizens have a generally high level of support for the police in their area and have confidence the police have the crime problem under control.

Cooperation

Police agencies have generally displayed a high level of cooperation in addressing common crime problems and police issues that has led to several highly beneficial and effective joint task forces and operations.

Community Policing

All police agencies support community-based policing which emphasizes customer service and citizen involvement in problem solving and setting police priorities.

Integration of Services

Several important police functions have already been functionally integrated which otherwise might be redundant or overlapping, e.g., communications and dispatch in BOEC, high level narcotics and organized crime in ROCN, Youth Gang Task Force, Multi-Disciplinary Task Force on Child Abuse, identification services and Automated Fingerprint Identification System (AFIS).

Integration Mechanisms

The general spirit of cooperation and task force mechanism for integration has been a positive and successful experience for the police agencies in the integration of police services to date.

Areas of Concern**Definition of Community Policing**

Community policing has varying definitions in its application and implementation among the police agencies which has implications for resources, relationships with the community and accountability. A common definition should be developed which can guide police functions designated for integration.

Training Facilities

The police agencies have need of training facilities for outdoor firearms practice, mock field tactics, driving skills, and SERT simulations.

Competing Resources

Gang enforcement and emergency and tactical response units have been examples of parallel operating units established in response to perceptions of inadequate service by existing units. Drug investigations at the "mid-level" of distribution have overlapped or competed for resources, i.e., investigators, informants and expenditures.

Functional Integration

Benefits in efficiency and effectiveness could be gained from further integration of law enforcement functions that provide direct and indirect support to field operations, e.g., records and data systems, training, criminal intelligence, narcotics, etc.

BOEC Accountability

Costs for BOEC have increased significantly and the User Board has little fiscal and technical oversight for management of costs and new system improvements being funded by a serial tax levy in Portland.

3.2.4 Multnomah County Sheriff's Office**Strengths****Hiring Standards**

The Sheriff's Office was one of the first police agencies in the U.S. to require a four-year college degree and maintains this requisite in its recruitment and hiring of sworn deputies.

Service Orientation

The Sheriff's Office has historically maintained a high level of involvement with the public in its programs and services.

Safety Action Teams

The Safety Action Team concept in Columbia Villa, Rockwood and Brentwood-Darlington has been successful in multi-disciplinary approaches to crime problems and integrating social service needs of residents in targeted areas.

Rotational Assignment of Detectives

Rotating sergeants and deputies through investigative assignments is cost effective and enhances deputy skills when returning to patrol assignments.

Areas of Concern**Minority Hiring**

The Sheriff must emphasize cultural diversity and affirmative action in the recruitment, hiring, and retention of sworn personnel. There are currently only two identified minority personnel among the 143 sworn law enforcement personnel in the Sheriff's Office.

Current Revenue Shortfall

Reduction in Federal Marshall jail bed rentals and disallowance of County Road Tax Funds for PUC enforcement creates a \$2.1 million General Fund shortfall in the County Budget, which impacts the Sheriff's FY 92-93 Budget. The Committee consulted the County Budget Director, who indicated that the potential shortfall may be more or less than the \$2.1 million and that the problem is not yet fully resolved.

Patrols in Unincorporated East County

There are currently two patrol cars assigned to patrol districts 55 & 56 which include rural East County and the unincorporated urban areas east of 242nd. Since the majority of Calls-For-Service come from the urban area, these patrols tend to be deployed more in the area just east of 242nd. Thus, the response time for a vehicle responding to Corbett or Bridal Veil from 242nd could be as much as 30 minutes, effectively reducing service levels for response to serious incidents.

3.2.5 Portland Police Bureau**Strengths****Openness and Accessibility**

The Chief's Advisory Forum, Precinct Advisory Councils, and Liaison Officers to Neighborhood Associations and Business Districts have provided direct accountability to citizens for police services.

Management of Change

A strategic plan is in place and being implemented department-wide for infrastructure changes in the organization to reinforce community policing values.

Problem-Solving Models

The Bureau has developed and catalogued a number of successful mechanisms for increased involvement of citizens and non-police resources in problem solving, including an information and referral service.

Training

The Bureau has significantly increased its commitment to in-service training of officers (40 hours annually) and non-sworn employees in content and duration.

Organizational Analysis Response

The Bureau has implemented many of the recommendations from the 1989 organizational analysis funded by the **CITIZENS CRIME COMMISSION**.

Minority Recruiting and Cultural Diversity

The Bureau has: added full-time recruiters for minority recruiting, hired increased numbers of minorities and women, adopted a human rights policy, implemented cultural sensitivity training, and established a bias/hate crimes investigative unit.

Areas of Concern**Field Officer Strength**

The Portland Police Bureau continues to be understaffed despite increased hiring in the current fiscal year.

Funds for Police Hiring

The ability of the Police to hire sufficient new officers is constrained by the City's inability to identify a funding source.

Internal Investigations Accountability

A perception exists in some parts of the community that the current Police Internal Investigations Audit Committee (PIIAC) does not provide sufficient citizen oversight and accountability.

Measure 5 Limitations

The City of Portland property tax rate is at the "cap" and any increased revenue from this source can only come from increases in assessed values.

Police Pension Fund

City costs for the police pension fund are not reflected in the police budget and thus distort actual costs for police service and make civilianization appear more expensive. While there is a dedicated property tax levy to fund the pension costs, it is dependent upon assessed valuation increasing at 5% annually over the next 20 years.

3.2.6 Gresham Police Department**Strengths****Strategic Plan**

In a collaborative process with the community and City Council the Department has recently developed and adopted a 5-year strategic plan for transition to community-based policing.

Training

Police officers receive 80 hours of annual in-service training--the highest of any agency.

Proactive Youth Programs

For its size, Gresham has a high commitment to staffing of proactive youth programs in its two school districts with the assigned DARE and School Resource Officers.

Civilianization

Gresham has a high usage of non-sworn positions in functions supporting field operations. The civilian-staffed Crime Prevention Unit is widely recognized throughout the state.

Measure 5 Impact

Gresham property tax revenues over the next five years are not anticipated to be adversely impacted by Measure 5 limitations, and, thus provide stable or additional police revenues in the foreseeable future.

Areas of Concern**Facilities**

Police facilities are currently at full capacity. Continued growth would require facilities expansion.

3.2.7 Troutdale Police Department**Strengths****Officer Proficiency**

Officers have a high level of skills, training and service orientation to the community.

Resource Management

The Chief maintains a high level of proactive police service with limited resources. The

Troutdale Police Department makes effective use of the Sheriff's Office for specialized services such as major investigations and narcotics enforcement.

Areas of Concern

Workforce Continuity

The higher pay of larger departments attracts good officers away and the City loses the benefit of their experience and training.

Department Expansion

The ability of the Department to expand is limited by the City's revenue generating ability.

3.2.8 Fairview Police Department

Strengths

Personalized Service

Police officers spend significant amounts of time interacting with residents and developing relationships.

3.3 RECOMMENDATIONS

3.3.1 Continue implementation of Community Policing in all agencies, but develop common definitions and effective measurement and evaluation systems.

The police agencies in Multnomah County should continue their implementation of community policing concepts. The police agencies need to develop some commonly understood definitions of community policing, so the integrated functions under CLEO can effectively support these efforts. Community policing concepts should be coherently communicated to the public. Police agencies and communities should not wait for additional resources to continue with community policing implementation. They should find ways to get more officers out of patrol cars and involved with an informed public. Effective measurement and evaluation systems should be in place to measure impact of community policing practices on crime and fear of crime.

3.3.2 Eliminate collective bargaining provisions that preclude extended officer assignment to neighborhoods.

The jurisdictions should review collective bargaining agreements for seniority and working condition provisions that restrict the ability of the police agencies to facilitate the community

policing objective of assigning sworn personnel to areas for extended periods of time. This includes provisions which preclude squad or team assignments of supervisors and officers as an integral unit.

3.3.3 Recommit to cultural diversity and affirmative action hiring and training.

Cultural diversity and affirmative action hiring should not be sacrificed as an efficiency measure. Efforts should continue to recruit ethnic minorities, women, and other protected classes to ensure adequate and diverse representation of citizens on the area police agencies. Appropriate training should also be given in all agencies so that officers will remain sensitive to cultural differences.

3.3.4 The City of Portland should: 1) consider ways to pay down the unfunded liability of the Fire and Police Disability and Retirement Fund, 2) cease adding new employees to this program, and, 3) shift to a funded program.

3.3.5 The CITIZENS CRIME COMMISSION should commission an independent organizational analysis of the Multnomah County Sheriff's Office, similar in scope and purpose to that performed by the Commission for the Portland Police Bureau.

In the course of the **Public Safety 2000** deliberations, questions have been raised concerning both the budgeting process and staffing ratios within the Multnomah County Sheriff's Office. **Public Safety 2000** has had discussions with the Sheriff and engaged in some ongoing correspondence concerning these issues. We believe that further discussion should be pursued, but the additional time and effort necessary to thoroughly evaluate these issues is currently beyond our abilities and charge from local governments. To thoroughly evaluate these issues, Sheriff Bob Skipper recommends an independent organizational analysis of the Multnomah County Sheriff's Office to be commissioned by the **CITIZENS CRIME COMMISSION**, similar in scope and purpose to their previous organizational analysis of the Portland Police Bureau. Sheriff Bob Skipper agreed that he would cooperate fully with such an analysis. This analysis should address the budget process, staffing ratios, and other matters of significance in determining the condition of the agency.

SECTION IV

STANDARDS & CRITERIA FOR POLICE SERVICE DELIVERY

Any recommendations developed should ideally meet an agreed upon set of standards and criteria. A Task Group was created to develop standards and criteria to guide recommendations of **Public Safety 2000** and which also outline a general, ongoing framework for evaluating police service delivery. The full Committee discussed the draft and finalized the following list.

Six major standards and criteria were identified: effectiveness, economy, local control, efficiency, responsiveness, and community policing. Several dimensions or aspects were identified and described for each major area.

Effectiveness

- o Mission
What citizens want the police to be doing.
- o Level of Service
Citizen prioritization and expectations about the type, amount, and distribution of police services. Levels of service should stay the same or improve.
- o Crime Impact
Demonstrated impact on crime with dedicated resources, e.g., ROCN, MDT, applied to specific targets.
- o Performance Measurement
The ability to determine if the policies, programs, and activities are accomplishing the police mission.
- o Community Interdependence
Communities recognize the impact of certain criminal activity on each other's livability and vitality.

Economy

- o **Lower or Equal Cost**
Overall costs for police service should remain the same or be lower. Any reduction of costs would be reapplied to police effectiveness.
- o **Funding Stability**
Sufficient funding or dedicated revenue sources can be found. Police services should not be subject to the vagaries of the annual budget process.

Local Control

- o **Fiscal Accountability**
Who and how assurance is given that expenditures are used for intended, approved, or authorized purposes.
- o **Political Accountability**
Someone can be held directly responsible for expenditures and programs.
- o **Program Accountability**
Police ensure involvement of and feedback to affected stakeholders in development and delivery of programs.
- o **Existing Police Service**
Ensure existing police service delivery is not compromised.
- o **Empowerment for Change**
Citizens and officials have the ability and authority to effect desired changes.

Efficiency

- o **Coordination**
Improved coordination of available resources.
- o **Resource Allocation**
Appropriate tasks and distribution of sworn and non-sworn personnel.

- o Reduced Duplication
Elimination of redundancies, increased sharing of resources and integration of common functions.
- o Technology Enhancement
Application of technology to increase productivity.

Responsiveness

- o Response Time
How quickly officers arrive at the scene of an incident reported to police.
- o Response Protocols
Officer response priorities for types of citizen calls-for-service.
- o Citizen Response
Police response to citizen identified problems and concerns in an efficient and timely manner.

Community Policing

- o Operating Style
A style of police service delivery that emphasizes citizen and police partnerships in problem solving.
- o Citizen Interaction
Citizens have a higher degree of trust and confidence in the police when they have non-enforcement contacts with officers and becomes familiar with them.
- o Officer Assignments
Assignment to neighborhoods and areas for sufficient periods of time enhances familiarity and positive citizen contacts.

SECTION V

ANALYSIS OF POLICE AGENCY CONSOLIDATION

5.1 SCOPE OF ANALYSIS

The mission of **Public Safety 2000** included a charge to look at the consolidation or integration of police services in order to attain increased effectiveness and efficiency. In light of the issues raised concerning loss of identity and local control & accountability, the basic premise of the Committee was that consolidation or integration would clearly have to demonstrate improved and cost-effective police service delivery.

Several methods were used to analyze police agency consolidation alternatives. The public opinion surveys and community leader interviews addressed the issue of single agency consolidation or consolidation of some services. The Operations Task Group worked through several iterations of possible consolidation options. The Finance Task Group conducted an analysis of cost savings from total consolidation of police agencies in Multnomah County. A review was conducted of various attempts and implementation of police service consolidation in North America.

5.2 CONSOLIDATION ALTERNATIVES

5.2.1 Joint Cities-County Task Force on Consolidations

A broad range of alternative policing structures was brought before **Public Safety 2000** and comments were received in general and on specific proposals. The starting point was the alternatives developed by the Law Enforcement Group of the Joint Cities-County Task Force on Consolidations (Reference 13) which asked the **CITIZENS CRIME COMMISSION** to convene **Public Safety 2000** for an objective, outside of government look at police service delivery. These options included:

- o Two Agency
Portland and Gresham absorbing the Sheriff's law enforcement functions and the unincorporated areas
- o Single Agency
All agencies contract with a single existing jurisdiction or service district

- o Redistribution of Services
Redistribution of different services among the agencies
- o Purchase of Services
Jurisdictions would contract for services at their discretion
- o Mid-County
Multnomah County contracts with Portland for the mid-county area to be eventually annexed within Portland's Urban Services Boundary.

5.2.2 Public Safety 2000 Operations Task Group

The Operations Task Group reviewed these options and then initially developed an exhaustive list of 15 alternatives. In developing this list, the Task Group tried to move through the whole range of theoretical possibilities, starting with maintaining the existing five agencies in some form and ending with a single, consolidated agency (Reference 14).

The Task Group's general sense of issues and concerns raised during the agency testimony and community leader interviews was that 1) the existing police services delivery system is less efficient and effective than it potentially could be (although no major deficiencies), and, 2) a number of areas or function for potential integration or consolidation were frequently identified. A reduced list of alternative organizing arrangements was then developed which recognized steps that could be taken immediately, short term, and intermediately to achieve integration short of a total consolidation.

- o Exchange of Resources [Immediate]
Sheriff's Office and Portland Police Bureau "swap" patrol territories using 122nd Avenue NE/SE dividing line.
- o Specialization of Functions [Short Term]
Specialization of functions among current agencies based upon most efficient/effective provider of services.
- o Purchase of Enhanced Service Levels [Short Term]
Incorporated cities contract with a larger agency for an enhanced level of police service, as desired.
- o Functional Consolidation [Intermediate]
Selected administrative, support, and non-patrol (field services) would be consolidated for all agencies to achieve gains in efficiency and/or effectiveness.

- o Merger of Sheriff Patrol Function and Gresham PD [Intermediate]
Elimination of the Sheriff's patrol functions (including support and ancillary functions) through absorption into the Gresham PD, or merger of the Gresham PD into the Sheriff's Office.
- o Single Agency [Long Term]
All existing agencies would be absorbed by the Sheriff's Office or be replaced by a new agency.

5.2.3 Chief Tom Potter Model

Chief Tom Potter of the Portland Police Bureau presented a conceptual model to **Public Safety 2000** (Reference 16). The model would generally integrate certain administrative and support functions under a council of governments format as a Public Safety Commission with an appointed Director. Patrol functions would be retained in each current jurisdiction under an Area Commander who would receive policy direction and priorities from a community policy board(s).

A Police Area Commander would be selected to administer police services within each designated "Community Policy Board" area. These Area Commanders could be the current police chiefs. These area commanders would be accountable to their Community Policy Boards, to the neighborhood organizations, and to the Public Safety Director. The Area Commanders would be appointed by the Public Safety Director in consultation with the Community Policy Boards. "Suppressible crime" investigations would be decentralized, i.e., those crimes which can be analyzed by time, location, and other variables to develop targeted responses.

5.2.4 Sheriff Bob Skipper Models

Sheriff Bob Skipper, in three separate appearances before the full Committee, presented several options to **Public Safety 2000** (References 17, 18, 19).

In his first appearance, Sheriff Skipper proposed that law enforcement services in the County be consolidated in the Sheriff's Office, which would then provide Contract Law Enforcement to the Cities, using the Los Angeles County Sheriff's program as a model. At the same time, the Sheriff opposed creation of a single "Metropolitan Police Agency", because of concern for loss of local control, loss of city identity, and the possibility that "suburban" needs would not be addressed.

In his second appearance, Sheriff Skipper offered four options:

1. Dividing the County East and West between two agencies - The Sheriff's Office (East of I-205) and the Portland Police Bureau (West of I-205).
2. Putting all "county-wide" functions, including Investigations and Support, under the Sheriff, and leaving "pure patrol" functions with local police agencies, including the Sheriff's Office.
3. Merging the Portland Police Bureau with the Sheriff's Office into one agency under the Sheriff, leaving other agencies in place.
4. Consolidate all law enforcement and corrections functions into one agency under the elected Sheriff.

The Sheriff's third appearance came after **Public Safety 2000** had issued a draft of its Final Report to the agency heads. In this appearance, Sheriff Skipper proposed merging the Portland Police Bureau and the Sheriff's Office into one agency, which would serve the City of Portland and the Unincorporated Area. The Sheriff did not recommend who would head the new merged agency, but did include the corrections and civil functions of the Sheriff's Office in the merger. The other law enforcement agencies would be invited to join, but this was left to those jurisdictions.

5.2.5 Contracting Proposals

During the effort of the Joint Cities-County Task force on Consolidations, Portland and Gresham developed a proposal for Multnomah County to contract with them for the Sheriff's law enforcement functions (**Reference 21**). The Portland/Gresham proposal projected annual savings of \$2.5 million. The Sheriff's Office also developed a proposal to contract police services for the City of Gresham. The Sheriff's Office claimed annual savings of \$1 million (**Reference 20**).

5.2.6 Task Force on Local Government Services

In response to anticipated revenue shortfalls from the impact of Measure 5, Governor Roberts appointed a Task Force on Local Government Service to "scrutinize local services" in the Portland Tri-County area for "overlapping functions and duplications". A Task Force Committee on Metropolitan Law Enforcement met over a two-month period during the study and analysis by **Public Safety 2000**.

The Committee on Metropolitan Law Enforcement recommended legislation to create a single metropolitan county from the three counties, consolidate into a "common public safety and justice system", and have the State take the lead on records, information and inter-jurisdictional communications (**Reference 27**). The anticipated impacts of their recommended police consolidation were savings of a "substantial amount of tax dollars" after the first two years. How and where these savings would be achieved were not identified, although legislation was proposed to revise ORS 236.610 which is broadly interpreted to require equalization of pay and benefits to the highest prevailing standard during a consolidation.

5.2.7 Collective Bargaining Issues

The various collective bargaining units representing sworn and non-sworn personnel offered public testimony to **Public Safety 2000**. Most of their testimony dealt with legal and logistical issues and potential costs surrounding bargainable items under their existing collective bargaining agreements and city charters and state statutes, e.g., pay and benefits, seniority, shift and work assignments, job security, pension benefits, etc. While two unions took specific positions on a consolidation alternative, for the most part the police agency employees were interested in doing their jobs and maintaining rights, working conditions, and benefits.

5.2.8 Public Opinion Surveys

Although, as noted in **Section III**, the public opinion surveys conducted for **Public Safety 2000** (**Reference 11**) showed 56% in favor of both combining some police services and also combining all police agencies in Multnomah County, only 36% felt that police services would actually be improved by creating a single police agency.

There were also important subgroup differences between inner city Portland support and East County. Troutdale, Fairview and Gresham citizens only slightly favored a single agency, and had concerns that police service would get worse rather than better. These East County residents also felt that little money would be saved by consolidation, and that local police forces should be kept to maintain local control, service, and responsiveness. **TH Research** reported that "...local control issue weighs heaviest as a concern to East County voters." (**Reference 11**)

The survey respondents were also asked if they favored consolidation of all police agencies and jails in the tri-county area. A majority of 61% to 25% would favor a regional jail system. However, the citizens responded against tri-county police agency consolidation by a similar two to one margin, 60% to 31%. If all agencies were consolidated into a single agency, the respondents preferred an elected over an appointed police chief by a margin of 71% to 24%.

5.2.9 Community Leader Interviews

According to the community leaders interviewed for the Committee (Reference 12), the most important result of **Public Safety 2000** should be improved effectiveness in the delivery of police services in Multnomah County, rather than actual dollar savings. Any savings that might be achieved should be reallocated to improved police services.

There was little consensus on what, if any, reorganization should occur, but there was some consensus that forming a new special service government to deliver police services was not desirable. The leaders concluded that "...a larger, consolidated law enforcement agency is not, in and of itself, an improvement." (Reference 12) Some expressed a concern that a larger, consolidated agency might be overly bureaucratic and less responsive to the needs of the community.

Whatever changes are made in police service delivery, the community leaders felt the net cost of public service should not rise if they are to be acceptable. There was unanimous belief that significant improvements in effectiveness and efficiency are possible by eliminating duplication, by privatization and civilianization of some functions, and by increasing inter-agency cooperation in sharing expertise and resources. They also felt that any change from the current system will be most effectively implemented if it is evolutionary, within the context of a comprehensive, long-term vision. Several formulas for a phased-in approach were offered, usually involving an initial coordination and sharing of services among jurisdictions, and then moving toward structural change.

Community Policing was seen as a promising approach to delivering the kind of law enforcement service the public seeks, but it needs to be better defined and understood by the public. The community leaders interviewed emphasized the importance of local delivery of patrol services in a manner that keeps uniformed officers close to the residents.

5.3 SURVEY OF POLICE CONSOLIDATION MODELS

5.3.1 Methodology

A literature search was conducted to assess general issues and find pertinent examples of police services consolidation. An analysis was made of the variables involved in combining different segments and levels of police service delivery. A comparison was then made of the identified variables for selected case studies.

Case studies were selected on the basis of: 1) consolidation in a sizable urban area, 2) areas that had or are experiencing rapid growth, and, 3) a wide variety of organizational structures for

consolidation. Six areas were then selected for case studies:

1) **Las Vegas-Clark County, Nevada**

An example of law enforcement only consolidation.

2) **Nashville-Davidson County, Tennessee**

An example of police consolidation with retention of a limited Sheriff's department.

3) **Jacksonville-Duval County, Florida**

An example of a complete merger of police functions under an elected Sheriff.

4) **Toronto, Canada**

An example of a total government consolidation that is now being re-evaluated to make the department more responsive to community inputs and community policing.

5) **Metro-Dade, Florida**

An example of an urban county which has consolidated some functions (records, forms, communications, training) and coordinated others. Separate police agencies were retained and further attempts at consolidation of functions have been resisted.

6) **Los Angeles County Sheriff's Office, California**

An example of consolidation by contracting for police services of incorporated cities.

All available material on these consolidations was compiled, including relevant newspaper accounts. This material was supplemented by telephone interviews with key personnel in the affected agencies. This data was then consolidated and condensed into a case study format. (Reference 22)

5.3.2 Conclusions**General Findings**

- o No empirical evidence was available to support a conclusion that consolidation results in a cost savings.
- o Considerable problems were common during the transition period.
- o The highest wage and best benefit packages were always awarded.
- o Toronto was the only example found which totally consolidated all police functions and services.
- o In every case, except Toronto, there were smaller cities that chose not to participate in the consolidation regardless of the perceived cost savings.
- o Political problems were inherent in all of the cases reviewed.
- o New funding structures were necessary to address tax equity issues.
- o The lack of a large central facility to accommodate the operations of the new consolidated agency created additional internal transition problems.
- o The lack of standard operating procedures and ordinances for officers to follow created confusion in the years immediately following consolidation.
- o There have been no major metropolitan police consolidations since 1974.

Lessons Learned

- o Start-up costs to standardize weapons, uniforms, badges, cars, etc. must be anticipated to reduce transition problems and minimize criticism of expenditures.
- o Wages and benefits would rise to the highest existing agency compensation schedules and benefits packages.
- o Transition teams, with equal representation from the participating agencies, would help reduce problems associated with an attempted consolidation.

- o Contingency plans should be developed in the event a city later desires to opt out of a consolidation.
- o Careful planning could address most of the logistical and implementation issues addressed in the general findings above.
- o Transition teams, oversight committees and funding mechanisms are essential to insuring a smooth transition.

Key Results

- o Citizens served by the consolidated agencies generally felt they received better police service.
- o Internally and externally, there was an increased sense of professionalism about the new agency.
- o Regional cooperation improved.
- o There was a higher level of public acceptance of law enforcement in general.

5.4 FINANCIAL ANALYSIS OF SINGLE AGENCY OPTION

As noted above, the Finance Task Group prepared an aggregated spreadsheet of all police agency budgets in Multnomah County. Interviews were conducted of the primary person responsible for the budget in the three largest agencies. The collective observations and experiences of the Task Group were used to project estimated cost savings through consolidation. The Task Group included among others management consultants, law enforcement consultants, public policy analysts, a banker and the CPA head of a large public accounting firm. Estimates of cost savings were focused primarily on "redundant" services, i.e., each agency had similar expenditures for these items.

Since personnel is the largest single expenditure in police budgets, one of the best opportunities for savings is negated by the perceived desire of the citizens of Multnomah County to have no reduction in current levels of service. Offsetting any cost savings is the finding from our case study review of other police agency consolidations and union testimony to **Public Safety 2000** that salaries and benefits would rise to the highest prevailing level. However, if a new single agency were created, there might be an opportunity to reduce the overall benefits package to be more in line with the private sector trends. Salaries would likely stay at the highest level through collective bargaining.

In its report to the Committee (**Reference 22**), the Finance Task Group concluded that, on an annual operating basis compared to the current expenditures for police services, the mandated increase in wages and benefits to the highest prevailing standard would be at least \$3.5 million. This would negate most of the estimated cost savings. The Task Group did not include in their estimates the additional one time changeover or transitional costs of standardization associated with consolidation into a single agency, e.g., uniforms, badges, cars, weapons, etc.

5.5 CONCLUSIONS ON SINGLE AGENCY CONSOLIDATION

Our review of the case studies of police consolidation elsewhere showed no empirical evidence of cost savings. Our financial analysis likewise showed no annualized cost savings. It is also significant that none of the consolidations in our case studies occurred after 1974. Federal LEAA funds were used in most instances to fund capital and system development costs of such items as records and communications systems. Most of these agencies were woefully behind the emerging technology curve of computers and communications systems. Implementation of these improvements in part was responsible for perceptions of increased service and professionalism.

Most of the consolidations in our case studies involved two primary law enforcement agencies of large size, i.e., a core city police department and a Sheriff's department. As noted in **Section II**, compared to 1974, the demographics of population growth and annexation have significantly altered the configuration of police agencies providing police service in Multnomah County in 1992. In terms of law enforcement functions, the Portland Police Bureau has 870 sworn officers compared to the Sheriff's 143 sworn personnel. The Gresham Police Department responds to 50% more BOEC dispatched calls-for-service than the Sheriff's Department, and has 87 sworn law enforcement personnel.

Another significant change since 1974 noted in **Section II** is the increased amount of cooperation and coordination in specialized units and functions. In a functional sense, a lot of consolidation has already occurred, e.g., dispatch and communications in BOEC, high level narcotics in ROCN, child abuse investigations in MDT, regional Explosive Disposal Unit, regional auto theft task force, etc. These are many of the same functions which the consolidations in our case studies sought to integrate for increased effectiveness and efficiency of operations.

Both the public opinion polls and community leader interviews conducted for **Public Safety 2000** questioned whether a single agency would improve the effectiveness of police service delivery in Multnomah County. The single agency consolidation proposals presented to the Committee could not provide tangible, substantive evidence of increased effectiveness nor significant cost savings.

Single agency consolidation in Multnomah County is not supported by the following lessons learned from a **Public Safety 2000** review of law enforcement consolidation experience in other urbanized metropolitan areas of the United States and Canada (**Reference 25**):

- 1) Offsetting cost increases limited savings in each case.
- 2) Highest pay and benefits prevailed or were adopted in virtually every case. In the case of Multnomah County, this is estimated to be at least a \$3.5 million per year increase in costs.
- 3) Some smaller cities did not participate or pulled out of the consolidated agency in all but one case (Toronto, Canada), i.e., none of the U.S. cases resulted in 100 percent consolidation.
- 4) Most consolidations did not go much beyond functional areas already integrated in Multnomah County, e.g., communications (BOEC), crime labs (OSP), narcotics investigations (ROCN).
- 5) No major metropolitan law enforcement consolidations into a single agency have occurred since 1974.

5.6 RECOMMENDATIONS

5.6.1 Improvements in Effectiveness and Efficiency Can Be Achieved by INTEGRATING Major Support Functions Throughout the County.

There is wide agreement that improvement in the delivery of police services can be achieved by eliminating duplication, particularly in support services. The proposal suggested most often has been to eliminate these redundancies by consolidating all police agencies in Multnomah County into a single agency.

The Committee considered that alternative, along with several others. We concluded that desired benefits from total consolidation can most effectively be achieved in the near term by integrating the major support functions through cooperative efforts on the part of each police agency in the County (discussed in **Section VI**). This is the preferred approach, because it:

- o Avoids the additional costs of total consolidation that the Committee identified (especially the cost of wage equalization);

- o Offers the greatest potential for gaining support from the major law enforcement agencies in the County;
- o Appears to have the potential of achieving all the major benefits of single agency consolidation;
- o Lays the foundation for longer term integration of police services which the Committee believes should include law enforcement outside Multnomah County;
- o Is consistent with the findings from a study of police agency consolidations conducted for the Committee by Portland State University.

5.6.2 Consolidation of police services into a single agency should remain an option, but is not the most desirable option at the present time.

While we believe there are benefits to consolidating police functions in Multnomah County, creating a single agency carries with it considerable offsetting costs. Most of the benefits that were identified for a single agency can be achieved in other ways, thereby avoiding such costs. Many, in fact, are not even dependent upon restructuring police agencies. Therefore, the Committee believes the greatest value can be achieved by seeking ways to improve police service without the costs and complications of a major restructuring of police services.

Several leaders continue to believe that consolidation into a single agency is the most effective way to achieve long term efficiency and effectiveness. The Governor's Task Force on Local Government Services came to this conclusion. **Public Safety 2000** considered the option of consolidating all police service within Multnomah County into a single agency and concluded that it would not be an appropriate recommendation at this time for several reasons:

- o Consolidation involves added costs, both the cost of bringing all agencies together, and the cost of wage equalization. The Committee has proposed an approach that will achieve the major benefits without incurring these costs.
- o There must be value (either reduced costs or added police service) for each jurisdiction, including those in East County, such as Gresham. With Gresham receiving approximately 50% more calls-for-service than the Sheriff's Office, consolidation must include Gresham. No value for Gresham was identified in any of the single agency proposals offered to the Committee.

- o With the cities of Portland and Gresham accounting for 92% of all dispatched Calls-For-Service within the County, major benefits can be achieved by insuring the inclusion of both of these agencies in a consolidation effort. The proposals recommended by **Public Safety 2000** have the greatest potential for capturing those benefits in the near term.

Just as important is the longer term vision for delivery of police services in the Portland Metropolitan Area. Consolidating police services in Multnomah County alone ignores the broader issue of integrating agencies that work closely with Portland. Several of these agencies are located in Washington and Clackamas Counties. **Public Safety 2000** believes steps taken today should position the area for longer-term consolidations that might include such agencies. The proposal offered by **Public Safety 2000** creates a framework that can involve agencies outside of Multnomah County in a service consolidation effort, much as ROCN has already done. The ways in which this might be accomplished should be addressed after experience has been gained with the recommendations outlined in this study.

In the long term, evolution of these actions may, in fact, mean consolidation into a single police agency. In that sense, the Committee believes consolidation into a single police agency should remain an option for the future. But, if it is to be considered, we believe the following conditions not present today need to be satisfied:

- o Experience needs to be gained from the implementation of the recommendations outlined in this report. This experience will lay a foundation by: 1) providing lessons learned; 2) documenting cost benefits achieved; and 3) establishing a framework of trust which does not now exist.
- o Issues raised by the Committee relating to budgeting and staffing of the Multnomah County Sheriff's office need to be resolved.
- o There must be demonstrated value to all jurisdictions, including high confidence that benefits will not be neutralized by wage equalization.

Other conditions will also need to be satisfied, such as a provision for local control and accomplishing these steps under a General Purpose Government.

5.6.3 Patrol Functions Provided by the Sheriff's Department Need to be Re-aligned

While we do not propose to consolidate police patrol functions into a single agency, we believe the Sheriff's patrol functions should be re-aligned with the following factors in mind:

1. The Sheriff has one patrol car assigned to West County; back up and support must come from mid-county units (122nd - 182nd). We do not believe it is effective for the Sheriff to provide patrol services to the unincorporated areas of West Multnomah County, e.g., Sauvie Island, Dunthorpe, and Forest Park. We believe these areas can be more effectively served by the Portland Police Bureau and/or other agencies in closer proximity.
2. The unincorporated areas of Mid-County are expected to be annexed over the next 2-3 years by either Portland or Gresham. These annexations will eliminate the patrol function of the Sheriff in these areas (4 patrol cars/20 deputies). We recommend that the Sheriff and the Chiefs of Portland and Gresham anticipate these annexations and begin planning now for transfer of patrol responsibilities. Under no conditions should the transfer of patrol responsibilities result in a reduced level of service to these areas.
3. We believe that the unincorporated areas of East-County should continue to be patrolled by the Sheriff. We also believe that it should remain the prerogative of Maywood Park and Wood Village to contract for police services with anyone of their choosing. Also, Troutdale and Fairview, which now receive supplemental support from the Sheriff without formal agreements, should remain free to make whatever contract arrangements for law enforcement they consider appropriate.
4. Virtually all areas within the Multnomah County Urban Growth Boundary will be annexed over the next 2-3 years. The remaining unincorporated areas will be 1) Sauvie Island/West County (3,000 population), and, 2) East of Gresham and Troutdale (7,500 population and 50% of the county's land area) - see **Table 2.2**. The Sheriff should proceed with his plans to increase patrols of Unincorporated East County consistent with a basic rural level of law enforcement. Variables to consider in defining this "basic rural level" should include population, Calls-For-Service (**Table 5.1**), response times, geographical area, and officer safety. East County response times for Priority 1 Calls dispatched by BOEC, for example, range from 5.57 minutes to 38.25 minutes in Sheriff's Patrol District 55 and 10.88 to 56.37 minutes in District 56. One option might be establishing a Sheriff's sub-station and/or resident Deputy in the Corbett area. The Sheriff should also plan for staffing

of other patrol responsibilities which might include: contract patrol, search and rescue, county roads and recreational facilities, and activity associated with the emerging Columbia Gorge National Scenic Area which require additional patrol presence during peak tourism usage.

Table 5.1: BOEC Dispatched Calls-For-Service for Sheriff's Units - January - June 1992¹

DISTRICT/ COMMUNITY	NUMBER OF CALLS- FOR- SERVICE ²	
FAIRVIEW	357	Count includes Fairview Police Dept. Units
CONTRACT CITIES WOOD VILLAGE MAYWOOD PARK	450 52	SUBTOTAL = 502
WEST-COUNTY DISTRICT #11 DISTRICT #12	402 211	SUBTOTAL = 613
MID-COUNTY DISTRICT #34 DISTRICT #36 DISTRICT #44 DISTRICT #45 DISTRICT #53 DISTRICT #54	276 1,100 773 1,954 600 955	All Districts are within the Portland Urban Services Boundary SUBTOTAL = 5,648
EAST-COUNTY DISTRICT #55 DISTRICT #56	472 328	SUBTOTAL = 800

¹Figures supplied by Bureau of Emergency Communications.

²Figures for Fairview, Wood Village, and Maywood Park were supplied by the Sheriff's Office.

SECTION VI

FUNCTIONAL INTEGRATION OF POLICE SERVICES

6.1 DESIGNATED FUNCTIONS FOR INTEGRATION

Public Safety 2000 identified eleven candidate areas where they believed functional integration might improve the delivery of police service in Multnomah County. Specific proposals were developed in an August 28, 1992 **Public Safety 2000** paper as to how these would be accomplished. These were discussed and refined further at a September 1, 1992 **Public Safety 2000** meeting.

In individual meetings with the Sheriff and Chiefs they were asked to make comments on each of the candidate functions for integration. On the basis of this feedback it appears there is still strong rationale for moving ahead on at least eight major functional areas listed below. **Subsection 6.3** presents specific proposals and implementation plans for these integrated functions. While the primary purpose of integrating these functions is to improve the effectiveness of police service delivery, the Committee estimates that these functional consolidations will also result in cost savings of at least \$1.3 million annually.

Functional Integration

- o Records
- o Data Systems
- o Training
- o Recruitment and Hiring
- o Gang Enforcement
- o Special Emergency Response Team
- o Narcotics
- o River Patrol

6.2 PROPOSED MODELS FOR ACHIEVING INTEGRATION

6.2.1 Three Organizational Models Considered

The Committee considered three Organizational Models under which the eight Integrated Functions might be managed:

- MODEL A - Bringing all nine Integrated Functions under the Sheriff; with funding and legislative oversight by the Multnomah County Board of Commissioners, and with strong operational oversight of the integrated functions by a Council of Law Enforcement Officials of agencies served.
- MODEL B - Creating a new governmental entity which would appoint an Administrator for all nine Integrated Functions and which would provide funding for the functions.
- MODEL C - Forming a Council of Law Enforcement Officials, under a Council of Governments Agreement, which would be responsible for implementing the recommendations of **Public Safety 2000** for integrating specific functions under existing police agencies.

The Models depicted in graphic form show only the Integrated Functions. Patrol and other functions would continue under each agency.

In reviewing the arguments for and against each model the Committee kept in mind the potential of the model to be a basis for eventual consolidation or integration of police services in the Tri-County Area, e.g., integrating SERT or GET.

6.2.2 MODEL A: Consolidation Under the Sheriff

Model A would place the eight Integrated Law Enforcement Functions under the Sheriff. The Sheriff would continue to be an Elected Countywide Official. The County Board of Commissioners would be the General Purpose Government Authority over the Sheriff's Budget and the channel for revenue to finance the Integrated Functions. Also above the Sheriff would be a Council of Law Enforcement Officials, representing the other Law Enforcement Agencies who would be served by the Integrated Functions. This Council would exercise sufficient oversight of the Sheriff's management of these functions so as to ensure that the services are effectively and fairly provided Countywide. This Council would not be an "Advisory Committee", but would have to have some "real" oversight over the Sheriff. This authority would, however, be limited to the Integrated Functions and not over the normal functions performed by the Sheriff under the County Home Rule Charter.

The graphic depiction of Model A shows two separate lines of authority coming out of the Sheriff. The **line on the left** represents the various functions which the Sheriff now manages and would continue to manage in his traditional role. The **dark line on the right** is the new authority which would be given to the Sheriff over the Integrated Functions. The **dotted line** indicates Coordination

and Liaison with functions already integrated, e.g., ROCN and BOEC.

For this Model to operate, the resources would need to be transferred to the Sheriff's Office. PPB Officers would be reluctant to transfer to the Sheriff's Office, whose scaled down Patrol and Support Functions (after completed annexations) would offer limited career development or advancement opportunities. If the resources were left in the Portland Police Bureau, then you would have the problem of the Sheriff exercising operational line authority over officers in another agency, thus bypassing the PPB command structure.

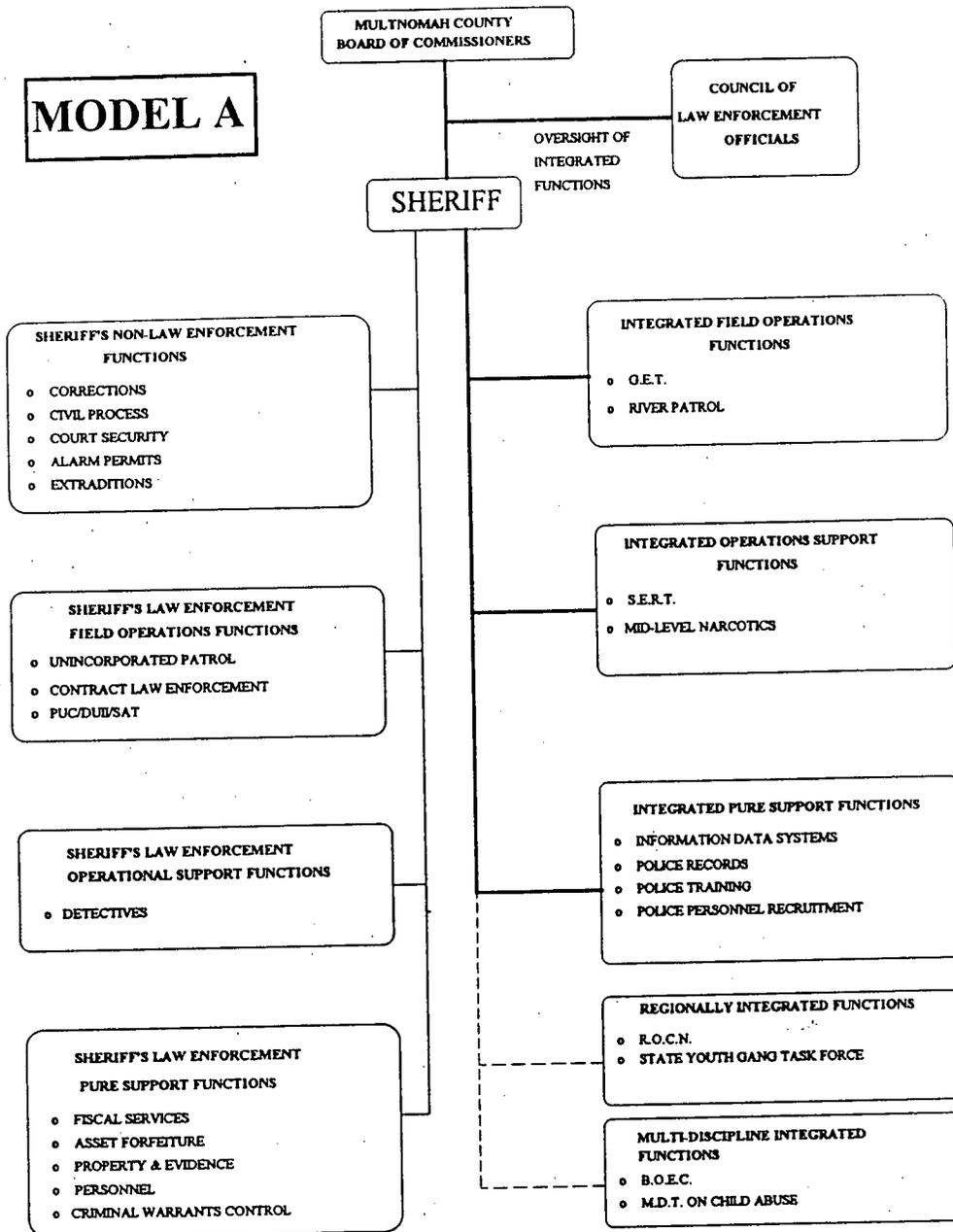
Arguments in favor of Model A:

1. The Sheriff's Office is the only "police" agency with a Countywide jurisdiction and which is funded by a Countywide General Purpose Government, i.e., Multnomah County.
2. With the County as the funding agency, the services of the new Integrated Functions become essentially "free" to the other agencies. Thus, a decision "not to go along" would mean unnecessary local expenditures.

Arguments against Model A:

1. This would result in management of key support functions by a Law Enforcement official (the Sheriff) who will have a relatively small Patrol function in the County within a few years.
2. The ability to make an elected official accountable to the user agencies for support functions is uncertain.
3. This model does not migrate well to the Tri-County or Regional Model, because it is based on a County Structure.
4. Transferring a large number of sworn personnel (Investigators, GET) to the Sheriff's Office would be very disadvantageous to the personnel involved, because of the Sheriff's limited patrol responsibilities.

MODEL A



6.2.3 MODEL B: Consolidation Under a New Special Purpose Government Agency

Model B would require the establishment of a **new governmental entity** to manage and operate the Integrated Law Enforcement Functions identified. State Legislation would probably be required to establish the agency and to give it jurisdiction Countywide. The new agency would need the ability to get sufficient funds to operate the Integrated Functions.

The Council of Law Enforcement Officials, under Council of Government Statutes, would appoint an Administrator, who would be Accountable for managing the Integrated Functions. Some resources might be transferred. However, since most resources for some functions already reside in a given agency, the resources could remain in the existing agency while CLEO provided funding to enhance the level of service to other agencies in the County.

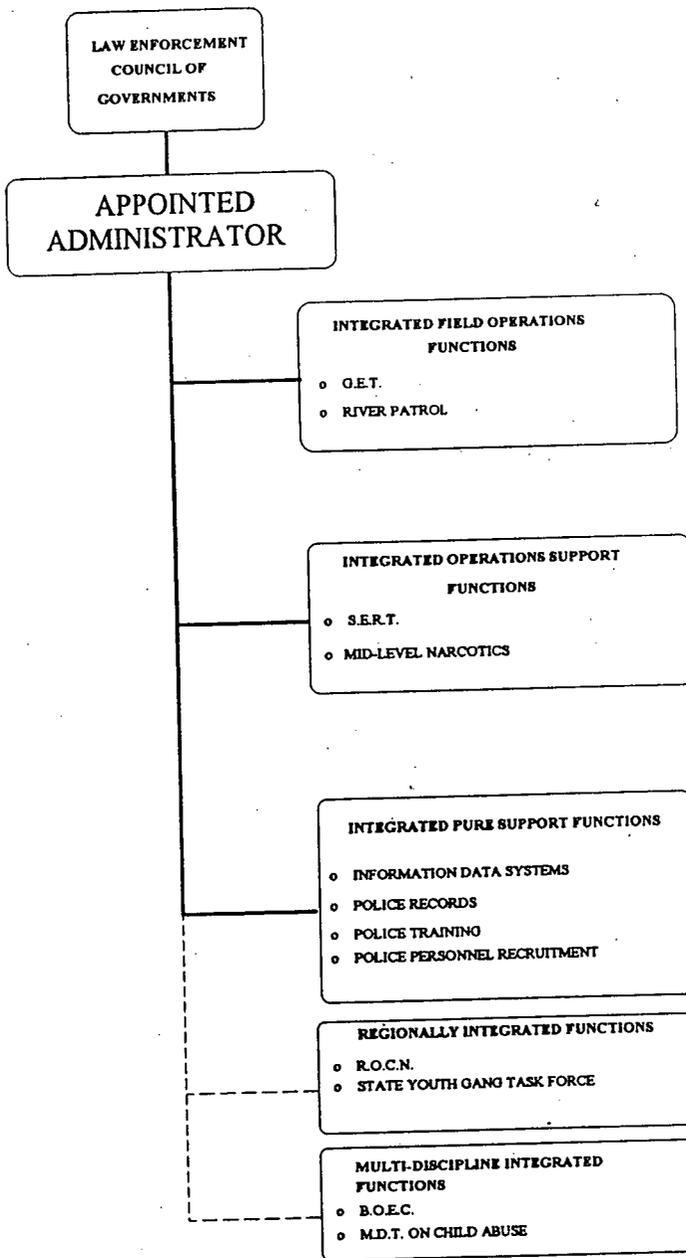
Arguments in Favor of Model B

1. It provides stronger Accountability to the Agencies being served.
2. It offers a dedicated funding source for supporting the services.
3. It is a solution which can migrate into a Tri-County or Regional Agency.
4. The agency would have the option of giving one of the existing agencies responsibility for carrying out one or more of the Integrated Functions, thus minimizing the number of personnel transfers.

Arguments Against Model B

1. It is a new special purpose government entity, separate from a General Purpose County Government.
2. It would require State Legislation in order to be given Law Enforcement authority Countywide.
3. It would conflict with the Sheriff's Countywide Law Enforcement jurisdiction.
4. It would compete with other local governments for a share of the taxes which are subject to Measure 5 limitations.
5. For all the above reasons, it will be much more difficult, politically, to implement.

MODEL B



6.2.4 MODEL C: Consolidation Under a Council of Law Enforcement Officials

Model C would assign integrated functions to existing agencies, i.e., each integrated function would be assigned to a single agency, but different functions would be assigned to different agencies. To accomplish this, a Council of Law Enforcement Officials (CLEO) will be created, based on Inter-Governmental Agreements under the Council of Government statutes. CLEO would be comprised of the following elected officials or the head law enforcement official who would serve as their designee: the Sheriff of Multnomah County, the District Attorney of Multnomah County, the Mayor or Council President of each City within Multnomah County, and the County Executive of Multnomah County. It is suggested that the Multnomah County District Attorney serve as the initial Chairperson of CLEO. CLEO will be charged with developing specific plans for implementing Model C, including the Inter-Governmental Agreements which will be necessary to form a permanent Council and to carry out the Integration of Functions.

As envisioned by **Public Safety 2000**, the permanent Council of Law Enforcement Officials, by Inter-Governmental Agreement, would be given a strong oversight function over all of the Integrated Functions, including regular management and financial audits of those functions. CLEO would be given the power to arbitrate service issues involving the Integrated Functions, e.g., unresolved issues concerning availability of GET services in suburban areas. CLEO would have authority limited by Inter-Governmental Agreement. It is envisioned to be primarily a facilitating organization where issues can be developed and solutions worked out. The permanent Council might also be expanded to include other Tri-County jurisdictions/departments who might desire to be participants or beneficiaries of some or all of the integrated functions.

To begin this process, **Public Safety 2000** would specify outcomes to be achieved in each functional area. We believe the Members of CLEO and their technical staffs have the expertise and insight to best plan for feasible implementation of the recommended functions for integration. CLEO will be charged with developing specific plans for implementing the recommended integration of functions within 90 days of the Final Report of **Public Safety 2000**. The **CITIZENS CRIME COMMISSION** will review CLEO's implementation plan at the end of the 90-day period, and suggest continuing oversight by the **CITIZENS CRIME COMMISSION** to ensure that implementation achieves the desired outcomes. A workable integration plan for the eight functions which would:

- 1) Define the permanent workings of CLEO,
- 2) Determine how each function can best be integrated,
- 3) Identify and resolve issues of command authority and accountability,

- 4) Address and propose resolution for funding and budgeting issues,
- 5) Designate a lead agency and single point of accountability for each function,
- 6) Process for tracking and monitoring implementation,
- 7) Method for resolving conflicts between agencies,
- 8) A timetable for implementation.

CLEO should focus on how these functions should be integrated, however, they might identify other functions for integration. For each function, only one agency can be given responsibility. Whomever is given responsibility for one of the Integrated Functions under the eventual organizing arrangements will be accountable to all the other agencies for performance.

Since some of these integrations may offer value to other law enforcement agencies in the tri-county area, they should be given the opportunity to participate.

While these recommendations are premised on the commitment of each agency to the delivery of services for their mutual benefit. **Public Safety 2000** will review CLEO's implementation plan at the end of the 90-day period, and intends to provide continuing oversight to ensure that implementation achieves the desired outcomes.

Arguments in Favor of Model C

1. It does not involve establishing a special purpose government entity.
2. It has the ability to easily expand to include a wider set of jurisdictions, e.g., other cities and counties, thus enhancing the migration to a more regional solution.
3. It retains the oversight of the various local general purpose governments over the Integrated Functions, making them more accountable and more responsive to local needs and desires.
4. It achieves integration with the least disruption of existing processes and agencies.
5. It provides a more reasonable allocation of responsibilities based on experience, resources, and need.
6. It leaves the door open to expand participation of other agencies in the Region.
7. It allows the plans for integrating services to be developed by the personnel with the greatest interest in and knowledge of the operational requirements.

Arguments Against Model C

1. It depends heavily on the various governments and agencies cooperating in addressing the funding and accountability issues.
2. It requires some agencies to expand their responsibilities Countywide, and to be accountable to other agencies for performance.
3. It will rely heavily on Leadership rather than Authority to maintain Commitment and Accountability.

6.2.5 Public Safety 2000 Recommendations

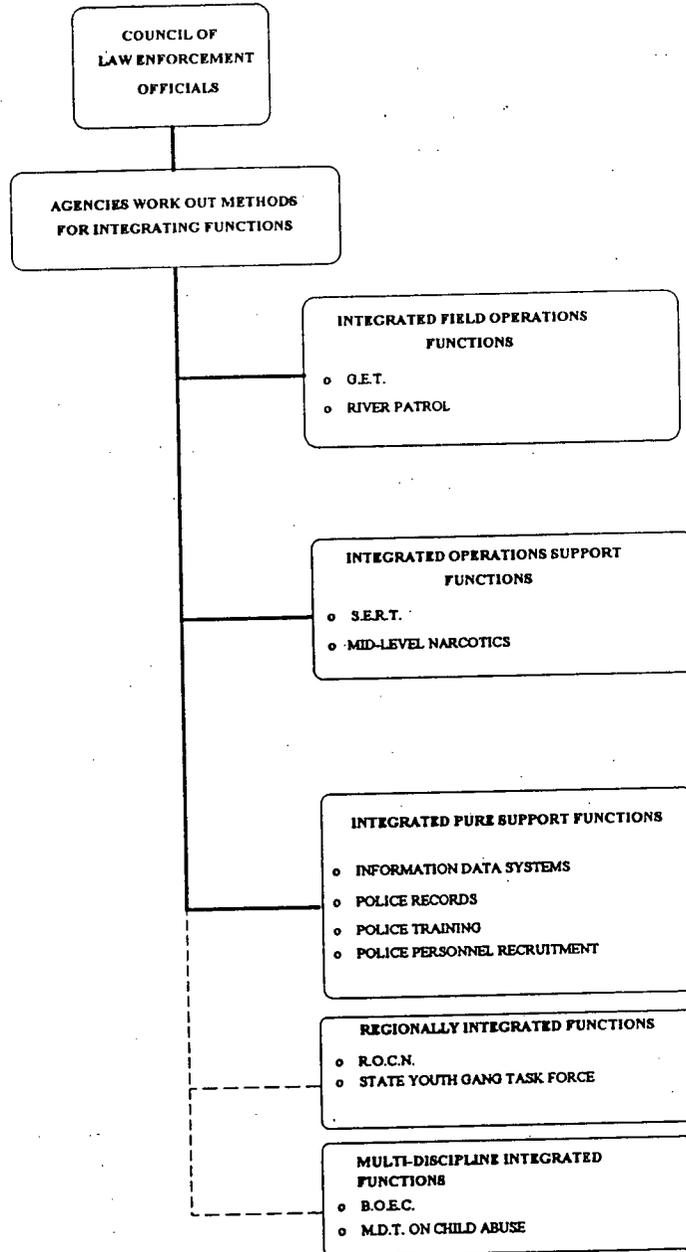
The **Public Safety 2000 Committee** recommends that the functions of Information Data Systems, Records, Training, Personnel Recruitment, River Patrol, Special Emergency Response Team (SERT), Gang Enforcement Team (GET), and Mid-Level Narcotics Investigations be integrated under a Council of Law Enforcement Officials. We believe this option provides the best opportunity to integrate police functions while ensuring accountability, control, and responsiveness to the agencies and jurisdictions served.

We believe CLEO and their technical staffs have the expertise and insight to best plan for feasible implementation of the recommended functions for integration. CLEO will be charged with developing specific plans for implementing the recommended integration of functions within 90 days of the Final Report of **Public Safety 2000**. We will review CLEO's implementation plan at the end of the 90-day period, and suggest continuing oversight by **Public Safety 2000** and the Citizen's Crime Commission to ensure that implementation achieves the desired outcomes.

6.3 IMPLEMENTATION OF FUNCTIONAL INTEGRATION

In this section, specific proposals are presented for each of the eight service areas suggested for integration. Included is a suggested allocation of responsibility and specific implementation plans. **Public Safety 2000** anticipates that CLEO will review these proposals and suggest alternative arrangements, if appropriate.

MODEL C



6.3.1 Integration of Information Data Systems

Suggested Agency: Multnomah County Sheriff's Office

Rationale: The transfer of PPDS to the County Mainframe opens the possibility of further integrating the Police Data System with other law enforcement and criminal justice data systems which are already running on the County Mainframe. These include the Sheriff's Corrections System and Criminal Warrants System, the District Attorney's Case Management System, and the Tri-County Juvenile Information System. As a County Official with Countywide Law Enforcement jurisdiction, the Sheriff is in a good position to undertake management responsibility for this function, on behalf of the other agencies.

Optional Agency:

New Regional Entity. A new regional entity, which would report to CLEO, could be established to manage a regional information and records center on behalf of all Law Enforcement Agencies, and others, in the Tri-County region.

Personnel Transfers/Changes: The Portland Police Data System (PPDS) Software and Database will be moved to the County Information Services Division Mainframe. The Data Processing Division of the Portland Police Bureau will be eliminated. Current PPDS Programmer Analysts and Database Administrator will be given the opportunity to transfer to the Sheriff's Office to continue maintenance of the PPDS Applications Software.

Funding: The One-Time-Only costs of moving PPDS to the County Mainframe, and the on-going operating cost of the service will be allocated to all user agencies on the basis of formulas developed by CLEO. These funds will flow into the Sheriff's Budget as Inter-Agency Fund Transfers.

Benefits: Moving PPDS to the County Mainframe will allow the Portland Police Bureau to close down its Data Processing Division entirely, with a savings of approximately \$500 thousand in recurring expenditures. Additional annual savings in the range of \$200-\$300 thousand will be realized through reduced costs of networks and other technical support, including interfaces with the new BOEC CAD System. In addition, the effectiveness of the system in support of Field Operations should be significantly improved.

Gresham will experience some added costs to move to the integrated Information Data System from its newly acquired Records Management System. However, these costs should be more than offset by the significantly greater capabilities which will be provided them by

the integrated system.

Records and Data Systems are very closely related. Integrating both of these key support functions under one authority will significantly improve both effectiveness and efficiency of the total information service to the user agencies and the community.

Agency Comments

MCSO

Concur it's an area that should be studied

PPB

DP manager questioned cost savings, but acknowledged that IBM 4300 used by department is virtually maxed out for capacity and the County Amdahl mainframe was a bigger machine with more capacity. City and County have hired a consultant to assess consolidation of City and County computers with report due in October.

GPD

Agrees. First choice is to link existing data bases. Second choice is a single county-wide data base; has prior successful experience with this in San Diego County.

TPD

Generally agree.

FPD

No LEDS terminal now; dependent upon Sheriff.

Staff Comments

City/county computer study is looking only at total usage capacity, not the applications being run. Key issue is that all other criminal justice systems police must interface with are running on County Amdahl computer. Most estimated costs savings would still be there, for example, 2 FTE systems analysts in PPB budget reside in city's computer department.

6.3.2 Integration of Police Records

Suggested Agency: Multnomah County Sheriff's Office

Rationale: Police Records and Police Information Data Systems are very closely related and interdependent. Therefore, the rationale for placing the Integrated Law Enforcement Data System under the Sheriff is, in large part, applicable to Police Records as well.

Optional Agency:

New Regional Entity. A new regional entity, which reports to CLEO, could be established to manage Information Data Systems and Records for all Law Enforcement Agencies, and others, in the Tri-County area.

Personnel Transfers/Changes: It is anticipated that the Records Function will remain civilianized under the Sheriff. With consolidation, there should be some efficiencies gained, particularly in the area of data entry. Therefore, the specific number of personnel to be transferred to the Sheriff's Office will have to be determined after more analysis. However, all "Records" positions should be under Sheriff. The Portland Police Bureau's Records Division employs 75 FTE non-sworn employees and has a budget of \$1.7 million for personnel only (excluding overtime and benefits). Many of these personnel are engaged in data entry into the Portland Police Data System (PPDS). The Sheriff's Records Function serves both Law Enforcement and Corrections activities. The Sheriff allocates approximately 15 FTE non-sworn employees to Law Enforcement Records, with a budget of \$0.5 million for personnel only (excluding overtime and benefits). The Gresham Police Department's Records Division performs several non-records-related functions, e.g., handling walk-in requests and access control. The GPD Records Division has 16 FTE non-sworn employees and a budget of \$0.38 million. Troutdale and Fairview Police Departments are very small and Records are part of general clerical support.

In the case of Gresham, because its Records staff do perform several other functions along with their purely "Records" function, an efficient division of responsibilities will have to worked out before making permanent personnel changes. No transfers of personnel are anticipated from Troutdale or Fairview.

Funding: Any One-Time-Only costs of Integrating Records, and the on-going operating cost of the service will be allocated to all user agencies on the basis of formulas developed by CLEO. These funds will flow into the Sheriff's Budget as Inter-Agency Fund Transfers.

Benefits: The major benefits of an Integrated Police Records Function are: 1) It will allow standardization of forms and coding for Police Records; 2) It will greatly enhance the feasibility of integrating the Police Information Data Systems; 3) It will reduce the cost of technical improvements in the future, e.g., use of Imaging Technology, Mobile Data Terminals; 4) It will allow a single common Document Identification System, e.g., Case

Numbering, which will enhance the ability of BOEC Dispatch Information to be tied to Reports; 5) It will allow Integrated Training on the use and preparation of Police Reports.

Agency Comments

MCSO

Concur it's an area that should be studied.

PPB

Agree PPDS should be the single county-wide system. Concern for non-data entry, public interaction and other functions that still need to be performed.

GPD

Agree, but concern for Gresham system just installed and user charges under PPDS not being greater than their costs. Similar concerns as PPB about non-data entry and public interaction functions.

TPD

Agree, but has own system just purchased running on City's VAX computer.

FPD

No comment; current records provided by MCSO.

Staff Comments

Integration proposal suggests a standardized report form and record system with optical disk storage medium. Departments can still create hard copy reports as needed. The actual files and staffs would be not necessarily be centralized; this would be an issue for CLEO and technical staffs to resolve.

6.3.3 Integration of Police Training

Suggested Agency: Gresham Police Department.

Rationale: While the Portland Police Bureau, with over 80% of all sworn personnel in the County, has by far the greatest vested interest in Officer Training of all of the Law Enforcement Agencies, the Gresham Police Department has taken the lead in getting the various police agencies in the region together to begin working on establishing a regional

training capability. Other agencies appear to accept this leadership and it should continue.

Optional Agency:

Portland Police Bureau. Largest Police Agency in the region.

Sheriff. Sheriff is a Countywide Official.

New Regional Entity. The desired new Regional Police Training Center, encompassing all common training needs, would become an entity reporting to CLEO, distinct from PPB.

Personnel Transfers/Changes: The PPB has a budget of \$1.5 million and 15 FTE positions in training which develops and administers a 40-hour in-service training program for all sworn officers as well as supervisory training, the coaches for recruit officers, and specialized training. The PPB training unit also serves as an ex-officio research and testing unit for new police equipment. The Sheriff's Office allocates one Sergeant and one Deputy position to training. Gresham has one full-time officer who coordinates their 80-hour in-service training and other training. Eventually, all resources would be consolidated, depending on how agencies choose to address training needs specific to their jurisdictions, e.g., city ordinances, policies & procedures.

The **Public Safety 2000** concept for Integrating Police Training is, in several ways, a radical departure from the current decentralized configuration. It includes establishing new training facilities in the region for not only generic police skills training, but also special training, e.g., SERT Training, tactical driving training, tactical weapons training. Therefore, while we can say that all training resources should be under the responsible agency, exactly what resources will be needed requires further analysis and planning.

Funding: Each agency will continue to budget for the training of its sworn personnel, but the delivery of training will be centralized. To this extent, the Training Function will be funded from the Training Budgets of each participating agency. In addition, however, CLEO will have to determine a formula for allocating the "Fixed Costs" of the Integrated Training Function to the participating jurisdictions. These funds would flow through one agency's Budget as Inter-Agency Fund Transfers, or eventually to the new Regional Training entity created.

Benefits: All agencies are in need of facilities for weapons training (Camp Withycomb is closing), field operations and tactics, SERT training and tactical driving training. Combining training units and creating a single regional BPST training facility would avoid future duplication of costs and effort in training activities and facilities. All agencies benefit from more frequent offerings of training and sufficient number to hold specialized training. Common training experiences promote sharing of ideas and problem-solving strategies

during and after training. There is a core content of skills and knowledge required for police officer, regardless of jurisdiction size and demographics. Standardization of this core training content ensures all citizens of high proficiency of police personnel.

Agency CommentsMCSO

Reasonable idea, but there are unanswered questions (not specified). Further study encouraged.

PPB

Strongly in favor. Agencies would need flexibility to customize some training to their particular needs and desires. Suggests Gresham lead agency in planning for new regional facility.

GPD

Agrees. Has already convened meetings in this area. Short term integration steps can be taken while planning for a new regional facility.

TPD

Agrees. Lack of firearms and driving training is approaching a crisis stage.

FPD

Concept good. Hope it would evolve to a BPST satellite facility with mix of BPST and agency sworn personnel as instructors.

Staff Comments

Most agencies very strongly endorsed this area.

6.3.4 Integration of Police Personnel Recruitment

Suggested Agency: Portland Police Bureau

Rationale: The Portland Police Bureau has a personnel budget of about \$550,000 with a Capt., Lt, Sgt, 4 officers, and 3 clerical assistants involved in recruiting, background investigation of applicants, and the overall hiring process. None of the other agencies have resources dedicated to the recruitment function. Less than 3 FTE positions are "allocated"

to the Enforcement Branch in the Sheriffs Personnel unit (75% of total department allocated positions are in corrections). Gresham has no full-time employees in personnel.

Personnel Transfers/Changes: Additional PPB resources might be required if additional background investigations are conducted for other agencies. Other agencies would be dependent upon PPB's pool of applicants which is tied to Portland's Civil Service, City Code and Bureau of Personnel rules.

Funding: CLEO would have to determine a level of additional funding to the Portland Police Bureau to support any additional costs of recruitment for other agencies.

Benefits: A sufficient pool of applicants is not always available during the cyclical nature of police hiring which hires through attrition replacements and new authorized positions. A combined recruitment and hiring process would ensure an ongoing pool of qualified applicants and enhance opportunities for recruitment of minority and women candidates to adequately reflect their representation in the general population. Primary benefits do not accrue to Portland, since they would be sharing their applicant pool with the other agencies.

Agency Comments

MCSO

Concern over who decides which values and desirable knowledge, skills, abilities and characteristics are sought. Concern about length of Portland hiring process. Currently tied to County Personnel Department. Sheriff's decision will be based upon cost effectiveness and responsiveness.

PPB

Agrees. Agency's different criteria would have to be worked out. Concerned pool has sufficient number of minority applicants.

GPD

Agrees. Benefits would be a bigger pool of applicants, especially for minorities; and elimination of duplication on applicant screening and background investigations. Currently tied to city personnel department.

TPD

Would not work well for them. Entire selection process and screening/assessment tools tailored to Troutdale's needs. Infrequent turnover; can advertise and complete hiring with 6 months elapsed time.

FPD

Not sure of benefit. Primarily concerned with candidates who will fit into community and desire a small department. Not clear they would surface in a larger pool primarily meeting larger agency needs.

Staff Comments

Clearly an area where the issues would have to be worked through by CLEO, but a proposal that still has many potential benefits to support their further analysis.

6.3.5 Integration of River Patrol

Suggested Agency: Multnomah County Sheriff's Office

Rationale: The Sheriff has traditionally and successfully provided this service and maintains a fleet of boats and specially trained deputies. Additional staffing would allow the unit to focus increased attention on criminal activity on rivers, marinas, and adjacent land areas.

Personnel Transfers/Changes: Increase staffing of River Patrol to 2 Sergeants and 10 Deputies, when additional sworn positions are freed up by patrol reductions and/or civilianization/privatization.

Funding: Need to renegotiate contract with State Marine Board to increase subsidy. Otherwise, funding remains with the County. That part of the funding which is not covered by the State Marine Board will be allocated equitably among all the jurisdictions served. CLEO will determine the allocation formula. The funds will flow into the Sheriff's Office Budget as Inter-Agency fund transfers.

Benefits: Sheriff will be able to increase River Patrol role in Law Enforcement, expanding active patrol beyond daylight hours in support of land-based police units. This should negate any rationale for other police agencies to form their own River Patrol units.

Agency Comments

Agencies generally support this concept. MCSO is only agency now with a river patrol; Sheriff did not specifically endorse or reject proposal as a function under CLEO.

Staff Comments

Intent of proposal is to preclude establishment of additional river patrols. If some agencies have concerns about amount of law enforcement vs. boater safety & marine navigation emphasis by River Patrol, then placing it under CLEO would allow those issues to be addressed.

6.3.6 Integration of Special Emergency Response Team (S.E.R.T.)

Suggested Agency: Portland Police Bureau

Rationale: PPB has 20 trained SERT officers available for call-outs who train 4 days per month. PPB has extensive call-out experience which includes live hostage rescue, deadly force, and officer rescue under fire. Unit capabilities include all three major tactical areas: perimeter security, entry, and counter sniper intelligence and threat resolution. PPB has full-time staff support and logistics in place with an assigned Lt., Sgt., and officer. Unit also coordinates the metro area explosives disposal team.

Optional Agency:

Sheriff. Sheriff is a county-wide law enforcement agency.

Gresham. Gresham has experience operating a SERT Unit and will be provided a significant SERT contingent.

Personnel Transfers/Changes: No permanent transfers of personnel are required. SERT is not a full-time function. Portland will continue to have 1 Sergeant and 1 Officer permanently assigned to coordinate this function. There is a need to increase the number of officers in the County who are SERT-Qualified, so that there can be at least 5-6 SERT-Qualified Officers on duty in the County at any time of day. These Officers can and should be drawn from all departments, to ensure that there are SERT-Qualified Officers in all five police agencies. The coordination that will be required to ensure Countywide scheduling of SERT members may require the addition of a non-sworn coordinator.

Funding: The primary costs of a SERT are associated with Training and Equipment. Funding of this training and equipment will be allocated equitably among all the jurisdictions served. CLEO will determine the allocation formula. The funds will flow into the Portland Police Budget as Inter-Agency fund transfers.

Benefits: In addition to better coordination and effectiveness, the primary benefits of a larger and integrated SERT capability will be: 1) a more rapid mobilization and deployment

of SERT Teams when the need arises; 2) common and cost effective training; and, 3) broader call-out experience for officer in other agencies.

Agency CommentsMCSO

Satisfied with current SERT arrangement with Gresham PD; PPB, OSP and Clackamas County serve as back-ups. Sees no need for a full-time SERT team. Believes SERT team should reflect the shoot/no shoot policy of the agency they represent.

PPB

Generally agree with benefit of standardized training and ability to support one another. Have recently added additional personnel to their SERT.

GPD

Planned operations such as high risk search warrant entries should remain responsibility of current agencies. Benefit to be gained from common training and increased availability of on-duty officers call-outs to developing hostage and barricaded situations. A combined SERT unit on call-out should follow protocols of that jurisdiction.

TPD

Generally agree with stated benefits.

FPD

Generally a good idea, but could become unwieldy. Perhaps could expand concept to provide some general level of SERT tactic training to broader range of officers.

Staff Comments

General agreement on concept by all but Sheriff. Primary intent of proposal is to increase the number of SERT trained officers across all departments on each shift to ensure rapid mobilization for rapidly developing hostage and barricaded situations.

6.3.7 Expansion of ROCN Mission

Suggested Agency: ROCN

Rationale: Portland and the Sheriff maintain drug and vice units. Sworn officers in narcotics are: 31 in Portland, 10 in MCSO, and 2 in Gresham. PPB also has an investigative accountant. Each agency also has assigned resources to ROCN. There is some competition between units to make cases on "mid-level" drug dealers and to seize drugs and assets. The effort can overlap with ROCN.

Given the small population of the Unincorporated Area patrolled by the Sheriff, the Sheriff has a relatively large DVD Unit (Special Investigations Unit). Portland, with more than 10 times the population, has only 4 times as many officers in this function. It is therefore very likely that the Sheriff's personnel are often operating within the Cities of Portland and Gresham, overlapping the jurisdiction of the narcotics investigations in those cities.

ROCN has proven to be an effective and efficient regional narcotics enforcement unit. Given additional investigative resources, ROCN could establish a special unit to focus on Mid-Level Drug Traffickers, complimenting their existing focus on High-Level Dealers.

Personnel Transfers/changes: An additional 10 Officers and 1 Investigative Accountant will be assigned to ROCN to allow ROCN to expand its investigations to create a Mid-Level Dealers Unit. Five of the Officers and 1 Investigative Accountant will come from the Portland Police Bureau Drugs and Vice Division and the rest from the Sheriff's Office Special Investigations Unit (SIU). Gresham will reassign its 2 SIU officers to ROCN.

This would allow ROCN to focus on the mid- and upper-level channels of drug distribution which require a different set of skills, experience, tactics and strategies. The remaining drug investigation resources should be reallocated within each agency to assist the precincts and other agencies in disruption of street-level drug trafficking, closing drug houses, and responding to community/neighborhood complaints of visible illegal drug activity. When potential large quantity cases develop, the initiating officers would be able to attach to ROCN to assist in completion of the investigation.

Benefits: Strengthening ROCN's capabilities to investigate Mid-Level as well as High-Level Drug Dealers on a regional basis will allow the Drugs and Vice Division and Special Investigations Unit to focus on drug houses and the high-visibility Street-Level drug problems in all the participating Jurisdictions. It will greatly improve coordination and effectiveness of investigations. The differentiation of responsibilities and integration of

resources mitigates against the possibility of different drug investigating units competing for informants, cases, seizures, and asset forfeitures.

Agency CommentsMCSO

Opposes. ROCN high-level investigation focus would be diluted. Sheriff will not discontinue MCSO Special Investigations Unit (SIU). Hesitant to endorse any proposal that would diminish effectiveness of this unit.

PPB

Agrees but should match Regional Drug Initiative (RDI), Law Enforcement Committee's evolving policy statement.

GPD

Agrees, but feels recommendation should go further to put all narcotics resources under ROCN. Disband agency units and create distinct units for inner city, transportation, and rest of county.

TPD

Agrees. Too much emphasis on getting larger cases and not supporting lower level problems that create eyesores and affect quality of life in neighborhoods.

FPD

Agrees. Better coordination of investigations and central intelligence data base would eliminate any tendencies for competition.

Staff Comments

Proposal does not disband units nor dilute ROCN mission. A distinct mid-level dealer unit would be created in ROCN by transferring some officers and an investigative accountant from DVD and SIU. We believe ROCN Director, Board and key staff could support proposal. Proposal is very consistent with draft enforcement policy statement discussed at 9-11-92 meeting of RDI Law Enforcement Committee.

6.3.8 Integration of Gang Enforcement Team

Suggested Agency: Portland Police Bureau

Rationale: PPB currently has 29 sworn officers and 5 non-sworn personnel assigned to GET and has experience running a multi-agency unit which includes a State Police supervisor and detective. The PPB GET Unit is co-located with the State Youth Gang Task Force; maintains a Tri-County area gang member data base; has established gang intelligence relationships with other regional and national law enforcement agencies; and has developed specialized resources for each of the four major gang types, i.e., black, Hispanic, Asian, white supremacist.

Personnel Transfers/Changes: No Permanent Transfers. Gresham would assign 2 Officers to GET; Sheriff would assign 2 Deputies to GET.

Funding: Personnel assigned to GET would be funded by their respective parent agencies.

Benefits: Increased Gang Enforcement Effectiveness through better coordination of information and action, more resources, Countywide perspective.

Agency Comments

MCSO

No specific comment. Noted MCSO performs gang enforcement activities in a different form with their Safety Action Teams.

PPB

Agree.

GPD

Favors cooperation and continues to participate in Youth Gang Task Force monthly meetings and intelligence exchange. Additional protocols could probably clear up confusion and provide better cooperation. Wants to retain proactive role of gang officers in Gresham with the DARE and school resource officers.

TPD

Believes Gresham approach is correct and will see long term benefit.

FPD

An officer assigned to attend Youth Gang Task Force Briefings.

Staff Comments

Integration Proposal is not to take Gresham resources away, but ensure that there is a common intelligence data base and sharing, that the more specialized resources of PPB are available as needed to assist other departments, and that new units are not established. It may simply require more explicit protocols as suggested by Gresham, but should probably be discussed by CLEO.

SECTION VII

CIVILIANIZATION AND PRIVATIZATION

7.1 CIVILIANIZATION AND PRIVATIZATION OPPORTUNITIES

The Public Safety 2000 Committee has identified opportunities for civilianization and privatization that:

1. Are not dependent upon any decision regarding integration or consolidation of functions;
2. Could potentially free up 70 sworn officers for street duty or other assignments requiring sworn officers;
3. Could potentially result in annualized savings of \$2.4 million; and,
4. Could be initiated in the current FY 92-93.

Civilianization savings are based on freeing up sworn officers from positions and job tasks that do not require the sworn authority, skills, and training of police officers. Privatization involves outside contracting to lower unit costs, e.g., Fleet Maintenance and Building Security.

The Committee recognizes that positions need to be available for limited-duty/injured officers, but these officers should not be placed in permanent positions, e.g., Precinct Desk Officers.

The Committee strongly recommends that these opportunities for civilianization and privatization be vigorously analyzed and implemented as appropriate by the respective agencies, and that the resulting dollar savings and sworn personnel availability be applied to increasing the number of sworn officers on the street. **Subsection 7.3** addresses potential areas for reallocation of resources.

7.1.1 Sheriff's Office

In the interview with the Sheriff and Chief Deputy they believed the department had a good history of civilianization and agree with the concept; they just did not agree with the positions/areas identified by **Public Safety 2000**.

Recommend

- o Civilianize civil process manager (Lt.)
- o Civilianize eqpt./evidence/property Supervisor (Sgt.)
- o Corrections Sgt. for prop./commissary/laundry (Sgt.)
- o Corrections Capt. for Support Div. Corrections (Lt.)
- o Civilianize criminalists (2 Deputies)
- o Privatize facility security (1 Sgt., 24 security guards)
- o Privatize court security (19 Deputies)
- o Privatize prisoner transport (11 Deputies)
- o Privatize fleet service

Sworn Positions Freed Up

3 Lts.

3 Sgts.

32 Deputies

Estimated Annual Savings: \$1,047,000

7.1.2 Portland Police Bureau

The general position of the Portland Police Bureau was threefold: 1) a new Bureau of Personnel Services study would create higher salaries/benefits for civilianized positions, 2) officer pension costs can not be counted as savings since the Police Pension Fund costs are not in the actual police budget, and, 3) equal pay laws would keep them from mixing police officers with nonsworn personnel in the same positions. They were open to civilianizing some positions in the future. Staff consultants prepared a spreadsheet using the Portland Police Bureau's estimates of a civilianized classification and still came up with substantial savings.

It is interesting to note that faced with the budget constraints of Measure 5, the Oregon State Police (similar in size to the Portland Police Bureau) have been able to downwardly reclassify 56 management positions and civilianize 49 trooper positions. They were able to attain projected savings despite a state personnel system equally as cumbersome as the Bureau of Personnel in Portland. These reclassified positions were identified in a State Police internally conducted efficiency study with the goal of increasing their performance, efficiency and effectiveness.

Recommend

- o Civilianize facility safety coordinator (Lt.)
- o Civilianize neighborhood resource specialist (Ofc.)
- o Partially civilianize training (1 Sgt., 3 Ofc.)
- o Civilianize crime prevention supervisor (Sgt.)
- o Civilianize precinct desk officers (20 Ofc.)
- o Civilianize asset forfeiture (1 Sgt., 1 Ofc.)
- o Civilianize criminalist (11 at Sgt. pay)
- o Eliminate Detective differential pay
- o Privatize fleet service
- o Privatize mayor's security (1 Ofc.)

Sworn Positions Freed Up

- 1 Capt.
- 2 Lts.
- 3 Sgts.
- 26 Ofcs.

Estimated Annual Savings: \$1,373,910

7.2 CIVILIANIZATION AND PRIVATIZATION SAVINGS

7.2.1 Sheriff's Office

CIVILIANIZATION

Rationale:

- 1) Freeing up sworn deputy positions for use in other law enforcement functions requiring their sworn authority, skills, and training.
- 2) Using corrections deputies and supervisors in the corrections branch rather than sworn Law enforcement functions. Maintaining a clear delineation of functions.
- 3) Lower cost.

Cost Basis:

- 1) Assumption of 30% savings in salary and benefits replacing sworn deputy with civilian
- 2) Pay differential for corrections deputies is only about 5%; but sworn deputy gets freed up

Positions Identified:

<u>Position/Function</u>	<u>Rank</u>	<u>Annual Savings</u>
Mgr., Civil Process Unit Enforcement Branch	1 Lt.	\$20,000

Position manages the civil deputies who serve civil process papers throughout the county

Agency Comments:

This position also manages the Police Records Function, and directs and assists Civil Deputies in incidents as a sworn Deputy.

Staff Comments:

The issue is whether a sworn officer is required to supervise non-sworn personnel. Incidents involving Civil Deputies are responded to by Deputies or Police Officers in the field. Both Civil Process and Police Records Units have civilian supervisors (Operations Supervisor II and Program Supervisor, respectively). This position should be civilianized or eliminated as redundant.

Mgr., Asset Forfeiture Unit Enforcement Branch	1 Lt.	\$20,000
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Position manages the asset forfeiture function which generates the paperwork and takes physical custody of assets being seized as part of illegal profits and physical assets from criminal operations.

Agency Comments:

Factually incorrect. This Lieutenant is the manager of the entire Special Investigations Unit and the Detectives.

Staff Comments:

Lieutenant is apparently not the immediate manager of this unit. The Sheriff's budget does show 2 sworn positions (Deputies) in this unit, but their actual functions seems to be more investigative than administering asset forfeitures, which can be civilianized.

Crime Prevention Unit	1 Sgt.	\$58,000
Enforcement Branch	2 Dep.	

Unit provides a public information and marketing effort for citizens and businesses on personal protection (rape awareness, etc.), target hardening of premises (locks, lighting, security devices), and organizing/liaison with neighborhood watch groups. Also performs some crime analysis functions and has civilian management analyst.

Agency Comments:

Factually incorrect. After the budget process, the Sergeant was transferred to Detectives to fill a vacancy in Sex Crimes. The Deputies are the members of the D.A.R.E. Unit.

Staff Comments:

Apparently the Sheriff is no longer staffing this unit with sworn personnel and has reduced the total staffing from 5 to 2 FTE's. We agree with this change.

Supv., Equip/Property/Evidence Services Branch	1 Sgt.	\$7,000
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Position supervises procuring, storing, maintaining & distributing equipment, supplies and vehicles; storage of seized & evidence property; procuring uniforms & accessories.

Cost savings based on at least using a corrections position.

Agency Comments:

A Corrections Sergeant is also part of this unit. management of the unit requires someone familiar with police operations to guide equipment testing, selection, patrol car setup, facility key control, etc.

Staff Comments:

The activities described above do not indicate the need for a sworn supervisor who otherwise could be assigned to law enforcement duties.

Supv., Property/Equipment/Laundry Corrections Branch	1 Sgt.	\$7,000
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Position supervises inmate property control, laundry & commissary services for the inmates.

Agency Comments:

This position supervises a number of functions, but is also responsible for conducting criminal investigations inside the correctional facilities to prosecute inmates who damage or steal jail property.

Staff Comments:

This position supervises a support (not enforcement) functions in the Corrections Branch. We believe that the volume and severity of incidents of petty theft and property damage caused by inmates do not justify the full-time assignment of a sworn Sergeant to supervise these support functions.

Mgr., Support Division Corrections Branch	1 Capt. or Lt.	\$3,000
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Policy and operational direction for Corrections Branch support units, i.e., property control, laundry & commissary, court room and facility security, prisoner transportation.

Cost savings based on at least using a corrections Lt.

- 4) **Public Safety 2000** recognizes that positions need to be available for limited-duty/injured officer, but maintains that these officers should not be placed in permanent positions, e.g., court security, prisoner transport. Rather, they should be used to job load, overfill or supplement positions or units needing operational support for limited periods of time.

Cost Basis:

Assumption of 30% savings in salary and benefits replacing sworn deputy with civilian/private contract.

Cost Estimates:

Cost estimates provide an upper range of savings for civilianization of the entire function. In some cases there may be a sound basis for maintaining some of the sworn positions interacting with civilians/contracted employees.

<u>Position/Function</u>	<u>Rank</u>	<u>Annual Savings</u>
FACILITY SECURITY	1 Sgt. 24 Security Officers	\$280,000

Unit provides general building security and access control in County-owned buildings and facilities: County Detention Center (MCDC), County Courthouse, Justice Center, old J.K. Gill Building (county social services), Library Main Branch. Most positions are "security guards." Contract Revenue of \$84,633 from library and MCDC. Security Officers are paid \$21,165.

Agency Comments:

Private guards have been tried before and it doesn't work because of poor quality personnel and turnover.

Staff Comments:

State and City of Portland office buildings, banks and corporations largely use contracted private security guards for these functions. Quality and background of personnel can be stipulated in contract language. Security officers are being paid the same as armed court facility guards at Federal Courthouse in Portland who all have minimum 3 yrs. law enforcement experience. Savings estimated at 30%.

COURT SECURITY

19 Dep.

\$421,000

Unit provides courtroom security by guarding prisoners and transporting them to County Courthouse and Juvenile Court from custody. Sergeants could supervise privately contracted court security personnel and oversee selection and training.

Agency Comments:

The vast majority of persons escorted, arrested, extradited and transported by these units (Court Security and Prisoner Transport) are dangerous repeat offenders. The presence of skilled, armed police officers is the major deterrent to potential incidents, and helps to ensure coordination, vigilance and exact plan execution. The Sheriff is responsible and liable for prisoner movement. Previously, court security was provided by private security, but problems with qualifications and turnover. More deputies are needed in court security, since judges have requested more security.

Staff Comments:

Sheriff's comments address both court security and prisoner transport. U.S. Marshall's Service has privatized all or parts of these functions. Federal Courthouse security in Portland is entirely privatized using largely former and retired law enforcement personnel. Beginning on a trial basis in 1983, the U.S. Marshall's Service has successfully privatized court security in all federal court circuits throughout the country. All personnel are armed and deputized U.S. Marshals for the limited functions of their assignment. In Portland, the majority of contracted personnel are retired officers from the Oregon State Police, Portland Police Bureau and other area departments. Background of personnel are stipulated in the contract. Another example is Harris County's (Houston, Texas) County Court buildings security (**Reference 26**).

PRISONER TRANSPORT

11 Dep.

\$235,000

Provide transport of prisoners throughout local jail system, state correctional facilities, other counties on warrants, extradition from other states; transport to medical appointments, state hospital, etc. Two Sergeants could supervise privately contracted prisoner transport personnel.

Agency Comments:

See comments under court security.

Staff Comments:

The U.S. Federal Marshall's Service uses part-time and private contract deputized positions to supplement U.S. Marshall's in prisoner transport. Nationally, 135,000 prisoner movements are scheduled on an annual basis. In Portland, all cell block and inner courthouse prisoner movement is handled by part-time deputized positions. These positions also assist on external prisoner movements. Paid at a GSA 5 pay scale as opposed to full-time Deputy Marshals at GSA 9,10 & 11 pay scales, the savings are over 50%.

There are seven private national security companies that provide deputized or commissioned officers for contracted police and sheriff functions. The Wackenhut Corporation, for example, has been providing corrections facility management and prisoner transport services since 1986. Currently, these services are provided for local and county facilities in Texas, New York, Colorado, and California. In San Diego, California, there have been no prisoner escapes or major incidents at the Wackenhut-managed City Jail, and the City estimates savings in annual operating costs approaching 40% over using City police or corrections personnel.

FLEET SERVICE**\$138,000**

Maintenance and repair costs for enforcement and corrections branch vehicles of deputies, civil deputies, and prisoner transportation. Savings estimated at 15%. National studies reflect average privatization savings of 25%.

Agency Comments:

As recently as last year, Sheriff investigated this possibility and found that costs were greater, and timeliness could not be assured to their satisfaction.

Staff Comments:

Investigating the possibility is different from developing specific contract performance specification and conducting a bid process to determine if savings are in fact achieved. Data elsewhere suggests savings are achieved.

ALARM PERMITS**\$259,000**

Unit processes burglar alarm permits for county, issues false alarm warning letter and fines, false alarm education/reduction. Supported by alarm permit fees and fines under county ordinance; excess funds beyond costs to be returned to jurisdictions. Total budget of \$648,000; \$322,764

personal services and \$307,237 materials & supplies. Permit fees also fund PPB Officer in alarm reduction education (on civilianization list for PPB). Proposal of \$150,000 has been offered by a California firm for the permit processing, warning letters, and file management aspects.

Agency Comments

There are unanswered questions about the legality of a private organization obtaining the BOEC information that is used to regulate alarms.

Staff Comments

Civilians are currently using the BOEC data; it is not highly confidential information. The unit budget comes from alarm users (permits and fines). If a \$150,000 private contract would cover administrative/clerical function costs, \$239,000 would be available to local departments for alarm reduction programs, while pro-rated savings of \$259,000 could be returned to the departments as provided by the alarm ordinance.

7.2.2 Portland Police Bureau

CIVILIANIZATION

Rationale:

- 1) Freeing up sworn police officer positions for use in other in patrol and other law enforcement functions requiring their sworn authority, skills, and training.
- 2) Lower cost
- 3) **Public Safety 2000** recognizes that positions need to be available for limited-duty/injured officer, but maintains that these officers should not be placed in permanent positions, e.g., Precinct Desk Officer. Rather, they should be used to job load, overfill or supplement positions or units needing operational support for limited periods of time.

Cost Basis:

- 1) Savings in salary and benefits by replacing officers with civilians are in **Table 7.1**, using Police Bureau estimates of civilianized position equivalent under the city Bureau of Personnel Services. Except where footnoted, the above SALARY

CIVILIANIZATION AND PRIVATIZATION

and OTHER BENEFITS figures were derived from the Approved FY92-93 Budget of the Portland Police Bureau. The estimates of Civilianization Costs, except where footnoted, are those of the Portland Police Bureau. Because the PPB used a future compensation table, rather than current civilian rates, we believe that their estimates are generally high. We also found that the PPB, in commenting on the PS2000 estimates of savings, had generally used pay rates for sworn positions which were lower than those shown in their FY92-93 Budget for these positions.

This table adds an estimated cost of 39% of salary for Retirement Benefits, which do not appear in the PPB Budget, but which is a real cost to the City of sworn personnel. This estimate is based on information presented to the PS2000 Finance Task Force by the administrators of the Fire and Police Disability and Retirement Fund, which indicated that ... "The current yearly payment represents approximately 39% of gross payroll."

- 2) On paper in PPB budget, civilianization can look the same or more expensive due to peculiarity of budgeting system. Police Pension and Disability Fund debt service is shown only in the overall City budget but not in the Portland Police Bureau budget, thus distorting or understating actual costs. The actual benefit costs are benefits (12% of salary) and the Police Pension and Disability Fund (39% of salary). Annual savings have been calculated on base + 51% total benefits.

Positions Identified:

SHORT TERM (CAN INITIATE IN FY 92-93)

<u>Position/Function</u>	<u>Rank</u>	<u>Annual Savings</u>
Personnel Division Manager	1 Capt.	\$20,658

Position provides overall management direction for the recruitment and hiring, minority recruiting, and development of a performance evaluation system. Suggested by ILJ.

Table 7.1: Calculation of Cost/Savings from Civilianization of Functions in the Portland Police Bureau

POSITION	RANK	FY92-93 COSTS				TOTAL	PPB EST. OF CIVILIANIZATION COSTS	EST. SAVINGS (COSTS)
		SALARY	OTHER BENEFITS	39% RETIR'MT BENEFIT				
PERSONNEL DIVISION MANAGER	CAPT	\$61,680	\$4,898	\$24,055	\$90,633	\$69,975	\$20,658	
FACILITY SAFETY COORD.	LT	\$53,662	\$6,483	\$20,928	\$81,073	\$59,819	\$21,254	
NEIGHBORHOOD RESOURCE SPEC.	OFF'R	\$61,680	\$5,072	\$24,055	\$90,807	\$69,183	\$21,624	
TRAINING DIVISION	SGT	\$48,024	\$6,038	\$18,729	\$72,791	\$66,492	\$6,299	
TRAINING DIVISION (3)	OFF'RS	\$125,406	\$24,280	\$48,908	\$198,594	\$129,357	\$69,237	
SUPERVISOR CRIME PREVENTION	SGT	\$48,024	\$6,038	\$18,729	\$72,791	\$48,631	\$24,160	
PRECINCT DESK OFFICERS (20)**	OFF'RS	\$836,040	\$157,600	\$326,056	\$1,319,696	\$778,692	\$541,004	
ASSET FORFEITURE	SGT	\$48,024	\$6,038	\$18,729	\$72,791	\$66,492	\$6,299	
ASSET FORFEITURE	OFF'R	\$41,802	\$7,880	\$16,303	\$65,985	\$60,428	\$5,557	
CRIMINALISTS (11)***	"SGTS"	\$528,264	\$66,418	\$206,023	\$800,705	\$680,130	\$120,575	
TOTALS		\$1,832,684	\$293,553	\$714,764	\$2,841,045	\$2,003,135	\$ 837,910	

* Number increased by 6 on basis of PPB information.

** Number increased by 9 on basis of PPB information.

*** Cost of Civilian estimated by PS2000 on basis of Police Identification Technician II salary & benefits.

Agency Comments:

Necessary to have someone occupying position that will balance the personnel issues and the needs of the Portland Police Bureau in meeting diversity and affirmative action goals. There are plans to replace the Lt. with a civilian manager.

Staff Comments:

Concur. Key issue is to inject a professional human resources manager.

Facility/Safety Coordinator	1 Lt.	\$21,254
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Recommended by ILJ

Agency Comments:

Bureau is looking at possibly civilianizing this position.

Staff Comments:

Equivalent position is building maintenance supervisor.

Neighborhood Resource Specialist	1 Officer	\$22,866
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Agency Comments:

This position assists in mapping for Neighborhood Deployment Program which also helps Office of Neighborhood Associations. Current officer has invaluable street experience and expertise in program.

Staff Comments:

While current assigned officer may be invaluable to momentum of program, as stated, these job skills could be performed by a management or statistical analyst.

Training	1 Sgt.	\$75,536
	3 Officers	

Civilianization based upon those sworn positions involved in training logistics of scheduling, some curriculum development, and firearms training that could be replaced by outside training

coordinators and firearms experts (ex-law enforcement/military).

Agency Comments:

Police Bureau is evaluating the introduction of civilian instructors into the Training Division through a gradual phase-in process that could complement and/or replace some of the sworn personnel.

Staff Comments:

Essentially, they are agreeing with the recommendation.

Supv., Crime Prevention	1 Sgt.	\$24,160
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Position supervises a Unit of civilians involved in providing a public information and marketing effort for citizens and businesses on personal protection (rape awareness, etc.), target hardening of premises (locks, lighting, security devices), and organizing/liason with neighborhood watch groups.

Agency Comments:

Position is incorrectly stated in budget. This is the single supervisory position in the Planning and Support Division.

Staff Comments:

Supervisory position is probably needed. But should have civilian if it is merely overseeing crime prevention.

Precinct Desk Officers	20 Officers	\$541,004
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Answer direct calls to precinct, walk-ins, general reception, and other miscellaneous duties. Recommended by ILJ.

Agency Comments:

Limited-duty and short-term disability officers used to staff these positions. During evening hours they are often the only police personnel at the precinct to accommodate walk-ins.

Staff Comments:

Positions could be filled by civilians. Limited-duty and short-term disability officers could be used to reduce workload of other officers, e.g., witness recontacts and paper work in detective division, background investigations in personnel, etc.

Asset Forfeiture	1 Sgt.	\$11,856
	1 Officer	

Position manages the asset forfeiture function which generates the paperwork and takes physical custody of assets being seized as part of illegal profits and physical assets from criminal operations. Balance of unit is already civilianized.

Agency Comments:

Bureau is not considering further civilianization in this unit.

Staff Comments:

All other positions in the unit are civilianized. No basis is provided for sworn supervision of these positions.

LONG TERM (SUBJECT TO LABOR NEGOTIATIONS)

Civilianize Criminalists	11 "Sgt" Pay	\$120,575
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These positions do crime scene processing, latent fingerprints and evidence analysis.

Agency Comments:

36% of position incumbents are females and/or minorities. Position is viewed as an alternative career path for sworn officers.

Staff Comments:

Oregon State Police, for example, are now civilianizing all new hires in these positions because it primarily requires technical and scientific skills.

Drop Differential Pay for Detectives	\$600,000
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ILJ recommended this change and PS2000 concurs. This change is subject to Labor Negotiations and is therefore seen as a Long-Term recommendation rather than one to be implemented immediately. This change would eliminate "Detective" as a permanent rank. It would allow the adoption of a "rotation" policy, similar to that of the Sheriff, which gives more Officers the experience of working in the Investigative Function. PS2000 again agrees with ILJ, that "rotation" would be a very useful way to increase the ability of all officers to engage in investigations and be more effective in a "Community Policing" environment.

Agency Comments:

Chief Potter opposes declassification of Detectives. He has been assigning some Detectives to the Precincts to support community policing.

Staff Comments:

Cost savings on an annual basis are substantial. Chief's increased assignment of detectives to Precincts do not address issue of rotational assignment to increase investigative skill levels of officers.

PRIVATIZATION

	<u>Annual Savings</u>
FLEET SERVICE	\$517,000

Maintenance and repair costs for police vehicles. Savings conservatively estimated at 15%. National studies of privatization reflect average savings of 25%.

Agency Comments:

Bureau is open to a detailed cost comparison, but Police are part of overall city fleet services. They are aware of no other major West Coast police department with privatized fleet service.

Staff Comments:

The greatest savings would likely occur with city-wide privatization of fleet services. A detailed study or bid would provide the answers.

MAYOR'S SECURITY

\$19,000

Position monitors activities in reception area of Mayor's Office, answers police procedure questions for walk-ins, "sergeant-at-arms" for boisterous persons at city council meetings/hearings. No driver or bodyguard functions for Mayor.

Agency Comments:

Assigned job duties vary from Mayor to Mayor; would be presumptuous to civilianize since next Mayor might mandate services of a police officer.

Staff Comments:

Private contract language could specify an ex-Portland Police Officer for the position who could maintain any required liaison with Police Bureau personnel.

7.3 SAVINGS FROM CIVILIANIZATION AND PRIVATIZATION SHOULD BE REALLOCATED TO PRIORITY CRIME PROBLEMS IN MULTNOMAH COUNTY

The sworn officers and deputies freed up from privatization and civilianization are a valuable resource which should be reallocated to priority law enforcement problems and service needs in Multnomah County. It is important to remember that the "savings" are annualized cost differences between civilian or contracted labor and sworn personnel. Funds must be secured to reallocate these positions. However, these officers and deputies are a highly trained and experienced labor pool that is far less expensive than the recruiting, training and probationary cycle for new police hires.

We believe it is essential that these resources be reallocated into areas that will have measurable and positive impacts on crime in Multnomah County. The following list of potential areas are offered as a starting point for deliberations by CLEO. This list is not intended to prescribe or limit what CLEO must decide. Rather, the list indicates areas which, at this time, probably should be considered by CLEO and the public. The Committee expects that additions to and deletions from this initial list will result from further study and deliberations of CLEO.

o Community Policing

The Portland Police Bureau is currently seeking additional officers to complete a five-year transition plan to implement community policing. Some of the savings achieved can be deployed to meet these needs.

o **Increased Police Service in High Crime Areas**

The Multnomah County Sheriff's Safety Action Team concept has been highly successful in Columbia Villa and other areas of the county. The Committee suggests that the heads of police agencies consider ways in which additional police resources might be directed to specific high crime areas using a community policing model such as this with integrated forces from the county.

o **Specially Targeted "Strike Forces"**

Certain areas of criminal activity, such as car theft, are currently receiving inadequate attention. To the extent additional officers can be committed to specific areas of criminal activity such as this, measurable improvement in police delivery will be realized.

o **East Multnomah County Patrol Service**

Patrol service currently provided to East Multnomah County is frequently diverted to unincorporated areas in Mid-County where increased Calls-For-Service occur. As a result, citizens in East County have been concerned about the adequacy of committed patrol officers. Additional service could be provided to East County by establishing a sub-station and increasing deployment in this area.

o **River Patrol**

Concerns currently exist as to the adequacy of River Patrol in Portland areas. This involves both the size of the police presence and its focus. Much of the concern is that too much attention is being given to licensing and minor infractions, with too little focus on actual criminal conduct. Additional resources may be appropriately committed to this area.

o **Service of Warrants**

There remain outstanding a large number of unserved warrants. While these generally do not involve major offenders, the failure to serve outstanding warrants reflects on the credibility of orders from the bench. Some service of warrants with a minimal commitment of additional resources might provide major improvements in this area.

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18. Bob Skipper, Sheriff, Options Toward a Unified Public Safety System, June 30, 1992.
19. Bob Skipper, Sheriff, Proposal to Public Safety 2000 for a Metro Law Enforcement Agency, October 20, 1992.
20. Multnomah County Sheriff's Office, Proposal to Provide Law Enforcement Services to Gresham, Oregon, February 1992.
21. Portland Police Bureau and Gresham Police Department, "Proposal for Consolidation of Sheriff's Law Enforcement Functions", February 1992.
22. Public Safety 2000, Finance Task Group Report, July 21, 1992.
23. Multnomah County Sheriff's Office Memorandum to Public Safety 2000, September 3, 1992. Response to initial set of PS 2000 recommendations.
24. CITIZENS CRIME COMMISSION, Police and Law Enforcement Task Force, A Report to Public Safety 2000: View of Police Services in Multnomah County, Interviews With Law Enforcement Leaders, April 1992.
25. Rian Hamby, Portland State University, Consolidation Case Studies, July 1992.
26. Bill Zarud, "Making Justice Safe," *Security*, August 1992, p.16.
27. Governor's Task Force on Local Government Services, Report of the Committee on Metropolitan Law Enforcement Services, August 1992.

GLOSSARY OF ACRONYMS

ATF	Federal Bureau of Alcohol, Tax, and Firearms.
BOEC	Bureau of Emergency Communications. On a contractual basis, this City of Portland Bureau provides the E-9-1-1 emergency dispatch for police, fire, and emergency medical assistance services in Multnomah County.
BPST	Board of Police Standards and Training. State of Oregon agency responsible for certification and training of sworn law enforcement personnel.
CAD	Computer Aided Dispatch. A technology used to enhance the dispatch of emergency units.
CCSO	Clackamas County Sheriff's Office
CLEO	Council of Law Enforcement Officials. Council is proposed by Public Safety 2000 to oversee functional integration of major police support services within Multnomah County.
DARE	Drug Abuse Resistance Education. Drug abuse prevention education program which places police officers and deputies in elementary and secondary schools.
FBI	Federal Bureau of Investigations.
FPD	Fairview Police Department.
FTE	Full Time Equivalent. A standard measure of personnel representing the equivalent of one full-time employee.
GET	Gang Enforcement Team. A specialized unit of the Portland Police Bureau, closely related to the State Youth Gang Task Force. Team includes members of other police agencies, including the Oregon State Police.
GPD	Gresham Police Department.
GSA	General Services Administration. Federal agency which administers support services, including transportation, buildings, office equipment, for Federal agencies.

ILJ	Institute for Law and Justice. A national non-profit organization.
LEAA	Law Enforcement Assistance Administration. A Federal program, since replaced by several new programs, to fund a broad range of efforts to improve law enforcement and criminal justice nationwide.
LEDS	Law Enforcement Data System. State of Oregon Data System supporting police functions throughout the State.
MCDC	Multnomah County Detention Center. Central Jail facility operated by MCSO.
MCIJ	Multnomah County Inverness Jail. Jail facility operated by MCSO.
MCSO	Multnomah County Sheriff's Office.
MDT	Multi-Discipline Task Force on Child Abuse. A regional multi-agency task force for establishing and enforcing adopted protocols on handling of child abuse cases.
METRO	Metropolitan Service District. Special Service District responsible for several Tri-County service functions including: Planning, Urban Growth Boundary Management, Solid Waste Disposal, and other functions.
OSP	Oregon State Police.
OUCR	Oregon Uniform Crime Reports. State-run mechanism for reporting and analyzing crime statistics Statewide.
PAINT	Portland Airport Inter-Agency Narcotics Team. An inter-agency team concentrating on narcotics trafficking and smuggling.
PERS	Public Employees Retirement System.
PIIAC	Police Internal Investigations Audit Committee. Citizens committee charged with reviewing internal investigations conducted by the Portland Police Bureau.
PPDS	Portland Police Data System. Automated police records and information system of the Portland Police Bureau.
PPB	Portland Police Bureau.

RDI	Regional Drug Initiative. A multi-discipline public and private agency organization which is developing and coordinating efforts to reduce the illegal use of drugs and associated problems.
ROCN	Regional Organized Crime and Narcotics Task Force
SAT	Safety Action Team. A form of multi-disciplinary community policing program combining law enforcement officers with social service providers and other disciplines to focus on law and order problems in specific defined areas of the community, e.g., large multi-family housing areas.
SERT	Special Emergency Response Team. Special units trained to respond to such emergencies as: hostage situations, high risk entries, etc. Sometimes known as "SWAT" Teams.
SIU	Special Investigations Unit. Drugs and Vice unit of the Multnomah County Sheriff. Includes members of other law enforcement agencies.
TPD	Troutdale Police Department
TRI-MET	Tri-County Metropolitan Transportation District of Oregon. A special services district which manages and provides public transit services to the Tri-County region.
TRU	Telephone Reporting Unit. A unit of the Portland Police Bureau which receives incident reports by telephone directly from citizens and which also handles mail-in reporting.
UCR	Uniform Crime Reports. Federal function managed by the FBI for reporting and analyzing crime statistics Nationwide.
WCSO	Washington County Sheriff's Office

Meeting Date: FEB 03 1993

Agenda No.: W-1

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: CITIZEN CONVENTION RECOMMENDATIONJ

BOARD BRIEFING 2-3-93 REGULAR MEETING _____
WORK SESSION (date) (date)

DEPARTMENT BCC DIVISION _____

CONTACT BILL FARVER TELEPHONE 3740

PERSON(S) MAKING PRESENTATION _____

ACTION REQUESTED:

INFORMATIONAL ONLY POLICY DIRECTION APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 1 HOUR

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):

TIME CERTAIN 9:30 - 10:30

CONTINUED FROM 1-27-93. PLEASE PULL BACK UP MATERIALS FROM THIS SESSION.

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL _____

Or

DEPARTMENT MANAGER [Signature]

(All accompanying documents must have required signatures)



MULTNOMAH COUNTY OREGON

BOARD OF
COUNTY COMMISSIONERS

1993 FEB -3 PM 3:32

MULTNOMAH COUNTY
OREGON

NEWS

CONTACT: Teri Duffy, Public Information Officer, 248-3308

PHOTO, VIDEO, AUDIO OPPORTUNITY: YES

IMMEDIATE RELEASE

PUBLIC HEARINGS TO BE HELD
ON MULTNOMAH COUNTY'S \$31 MILLION BOND ISSUE FOR LIBRARIES

The public will have three opportunities to testify on the proposed \$31 million general obligation bond to fund library capital improvements at both Central and Midland libraries.

Testimony will be heard at the following times:

1. Tuesday, February 9, 1993 at 11:00 A.M. before the Tax Supervising and Conservation Commission.
2. Thursday, February 11, 1993 at 9:30 A.M. at the Board of County Commissioner's formal meeting.
3. Thursday, February 18, 1993 at 9:30 A.M.

All three public hearings will be held in Room 602 of the Multnomah County Courthouse at 1021 S.W. 4th. Avenue, Portland.

Final decision to place the revenue issue on the ballot for a May 18, 1993 election is expected to be made by the Multnomah County Board of Commissioners after all public input is heard on February 18, 1993.

#

Refugee Health Services

(REEP Agreement)
BCC Informal 2-2-93

Presented by:

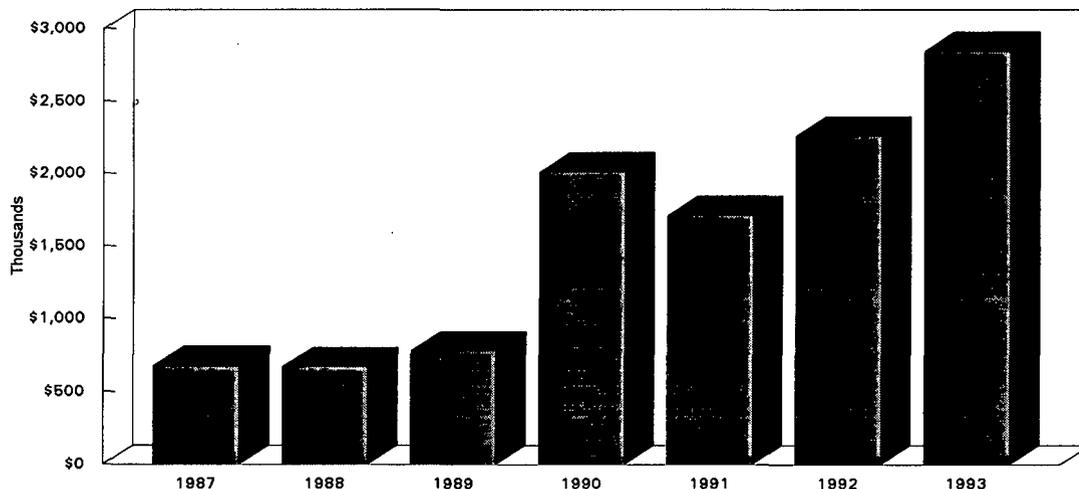
Ron Spendal, State Refugee Coordinator
Jan Sinclair and Tom Fronk, Health Department

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Risk Risk is generated from three sources:

- a) a single or group of catastrophic events may occur. The County purchases insurance, called stop-loss insurance, to protect against this type of loss.
- b) should the agreement terminate, outstanding claims for outside referrals incurred but not realized (IBNR's) would need to be paid after the revenue stream ends.
- c) the continuing out of pocket expense could exceed the negotiated capitation revenue.

The County has been the local provider of refugee health services since 1975. The current capitated agreement has been in place seven years. Since its inception, revenues have grown significantly:



Current Budget:

The current budget of \$2,843,500 is projected based on the current cap rate of \$207 and the current average enrollment of 1,145 clients. The revenues fund the International Health Center; specialty referrals and hospital care for refugees; dental services for refugees at County dental clinics; and support from the MultiCare and Medical payables unit.

Proposed Changes:

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The federal government has let a medical care RFP but has been enjoined by the federal court system from pursuing this model at this time. There is not prediction how the Clinton administration will deal with the outstanding issue.

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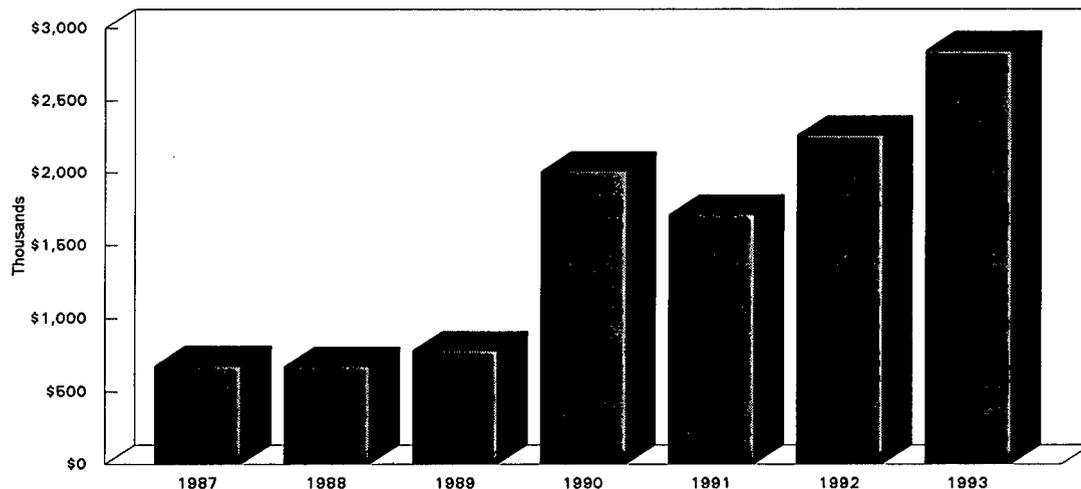
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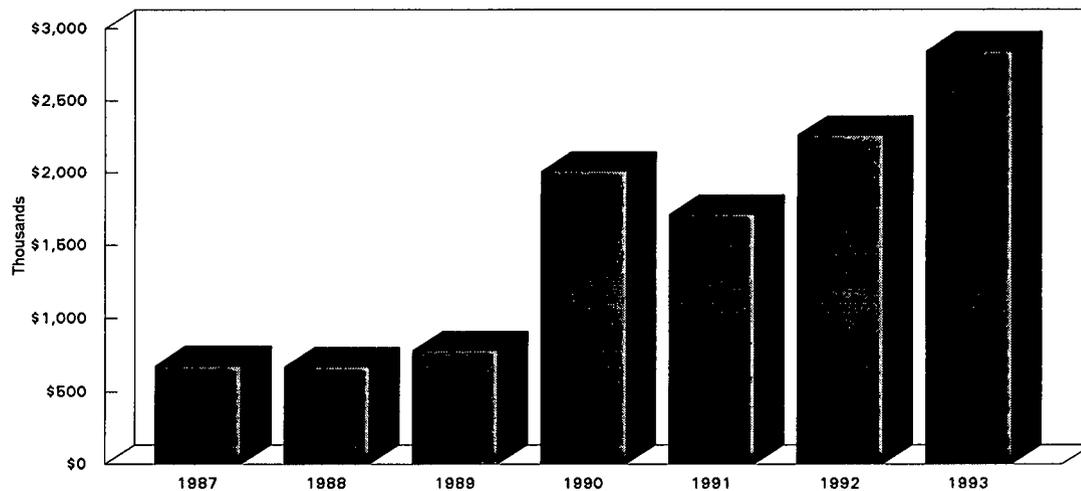
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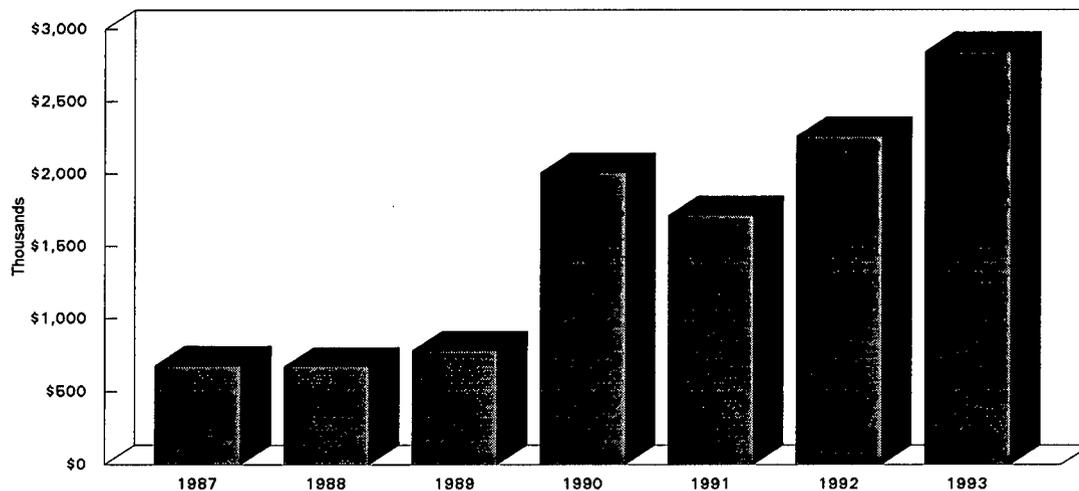
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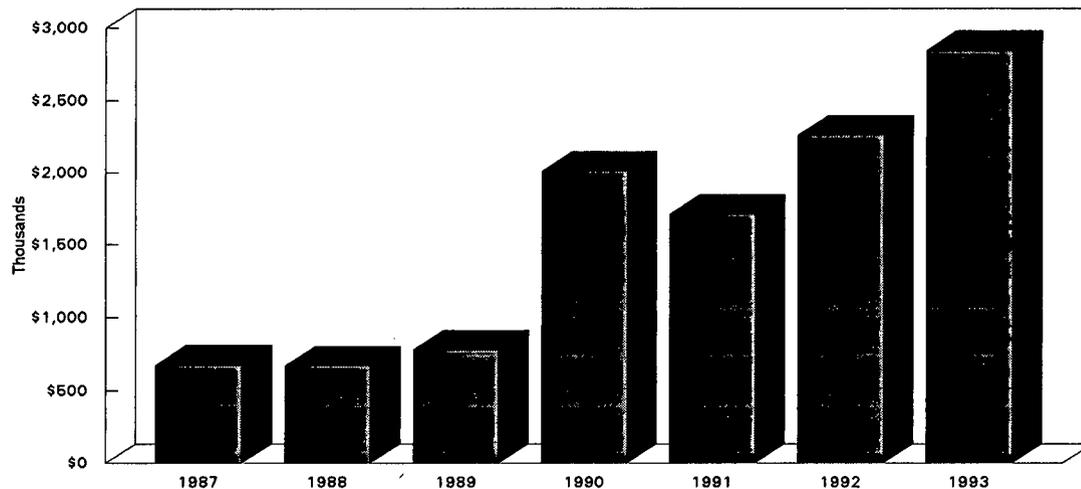
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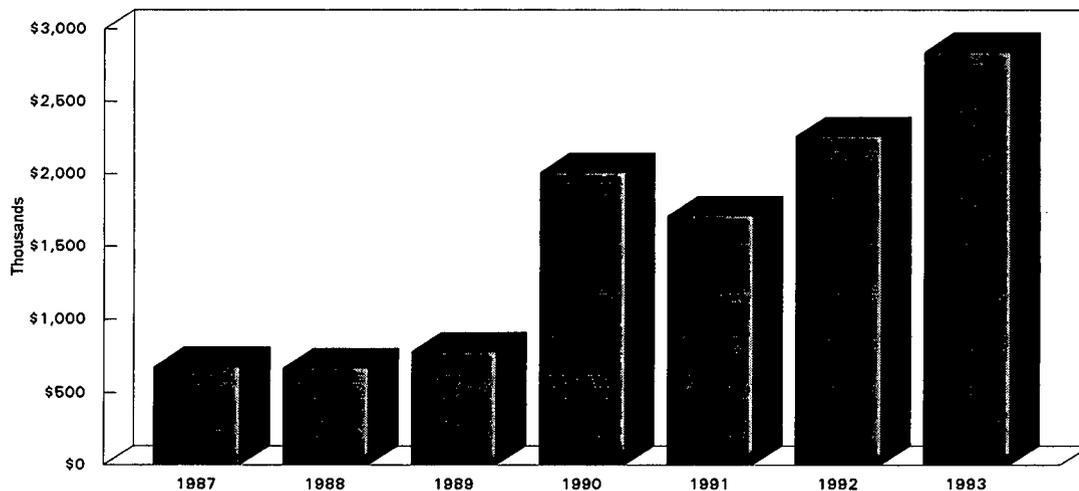
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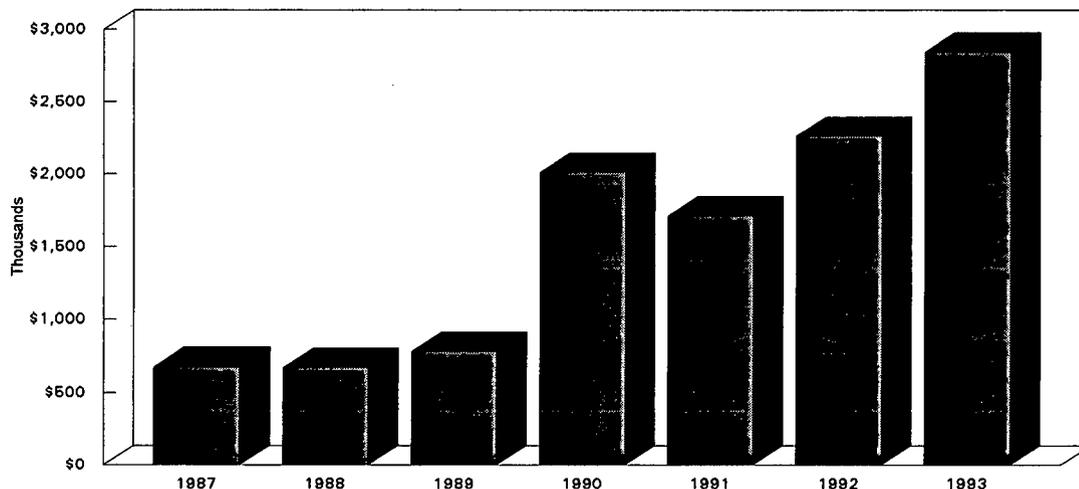
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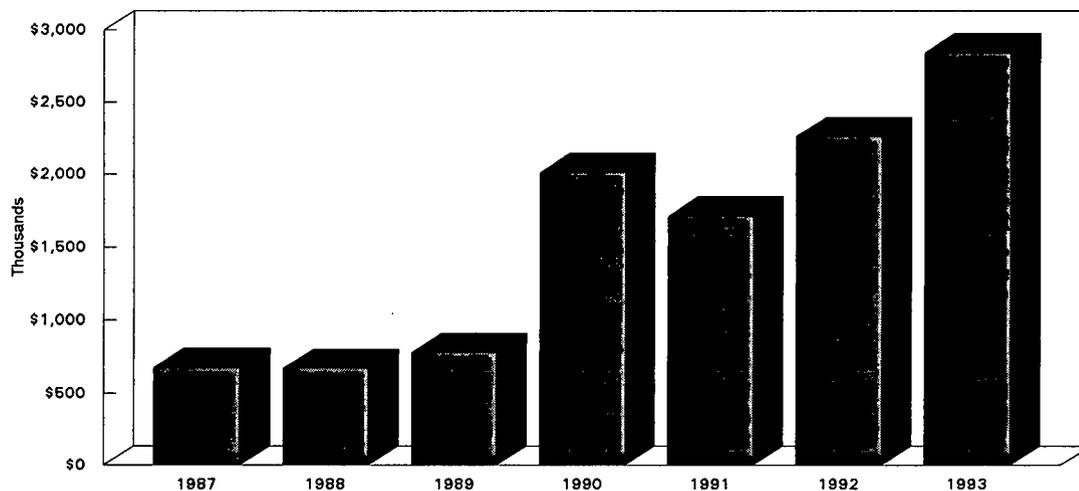
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SHARRON KELLEY
Multnomah County Commissioner
District 4



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

MEMORANDUM

TO: Clerk of the Board
Board Commissioners

FROM: Sharron Kelley

RE: Absence from Board

DATE: January 30, 1993

I will not be able to attend the afternoon session of the Board meeting on February 2nd as I will be in East County attending a HSI Forum.

1701L-2

GARRIE - FOR
2/3 - Bill
HANDED OUT
TO BCC
WEB

BOARD OF
COUNTY COMMISSIONERS

February 2, 1993

1993 FEB -2 AM 11:08

MULTNOMAH COUNTY
OREGON

To: Board of County Commissioners
From: Bill Farver
Re: Public Safety 2000 *Bill*

This memo is to highlight the major decisions the Board must make and provide some suggestions as to how to proceed. I have only addressed the parts of the report that deal with the County. Some recommendations require actions by several jurisdictions in concert; others can be addressed unilaterally by the County.

The Public Safety 2000 Committee entered controversial territory. There have been numerous complaints or concerns raised about their process, their specific findings, and personal frictions generated. I have avoided these, except insofar as they might have colored the final recommendations.

As you read the report and this analysis, keep in mind that law enforcement is one aspect of a larger criminal justice system. We need to integrate these ideas into that larger context.

To help understand the implications of continuing the process, I will discuss the report's six major recommendations. (p. E-7)

- *I. Consolidate major non-patrol functions among five police agencies
- *II. Not pursue full consolidation at this time
- *III. Realign patrol functions
- *IV. Civilianize and privatize functions
- *V. Reallocate savings to priority crime problems
- *VI. Other concerns

The total savings from all of these actions is supposed to save \$3.7 million per year and free up 70 sworn officers for line police duty. (These numbers are savings for all jurisdictions, not just Multnomah County). I will try to identify how those numbers impact recommendations relating to the County.

PART I. CONSOLIDATION OF MAJOR NON-PATROL FUNCTIONS AMONG FIVE POLICE AGENCIES

The report identifies eight functions (page E-8) and recommends that a Council on Law Enforcement Officials (CLEO) be established to provide initial and ongoing oversight to the analysis of functional integration. (p. 65) Nothing can go forward in this area without a consensus of the jurisdictions. Cost savings: estimated \$1.3 million (P. 59)

PROCESS TO CONSIDER FUNCTIONAL INTEGRATION

A key threshold question for the Board is whether the County should participate in the continuing consolidation/integration question in the manner suggested by the Report.

In the past, the Board has endorsed the concept of a single, consolidated law enforcement agency. The report stops short of calling for such a consolidation. Instead, the Report recommends that a Council on Law Enforcement Officials (CLEO) be established to provide oversight to the analysis and have the responsibility to ensure that implementation takes place. (p. 65) CLEO would be comprised of the Sheriff, DA, Mayor or Council President of each City, and the County Chair. An alternative suggestion is for the Public Safety Council to perform this function.

****QUESTION 1:** Are the functional integration recommendations of Public Safety 2000 worth pursuing through CLEO or PSC?

SUGGESTION: Several discussions and proposals preceeded the effort by the Citizens Crime Commission to take an outside, independent look at this issue. A great deal of time, money, and effort went into the PS 2000 process. I would suggest the Board use the report as a vehicle for continuing the discussion of consolidation/integration of police agencies.

Whether the group selected is CLEO or PSC does not seem as important as the need to use one of them and renew the discussion. CLEO has the advantage of being smaller and more law enforcement focused. PSC brings a broader criminal justice system perspective and is an established group. Perhaps a middle ground would be to establish CLEO as a subcommittee of the PSC.

Accepting the recommendation could defer/delay the potential for moving ahead on complete consolidation. Given the obstacles presented by the Report (See Section II) and the support the Report enjoys from the leadership in the cities, such a delay may be inevitable.

CLEO/PSC can recommend which areas can be functionally consolidated and under what agency, implement those areas of agreement, and work politically with other jurisdictions where there is disagreement. Using this process will help test the feasibility of a fuller integration under a single agency (Model A p. 60). If cooperative relationships are built and proposals implemented, CLEO/PSC will have the appropriate people at the table to discuss consolidation if the participants so desire.

Many of the chief law enforcement officers seemed in agreement in principle on the need for a consolidated approach to law enforcement at the start of the Public Safety 2000 process. All jurisdictions need a process that can continue the dialogue in a less contentious arena. By having all the affected parties at the table, the opportunity to begin to reach consensus on more fundamental change will be given another chance.

FUNCTIONAL INTEGRATION AREAS

The report recommends consolidation of eight functional areas and suggests what jurisdiction should be the lead agency in each area, but anticipates that CLEO will review these proposals and suggest alternatives (p. 67)

****QUESTION 2:** Assuming the Board wants to participate in the functional review process, does the Board want to give specific direction to the County's representatives on CLEO/PSC and/or ask County staff to assist in the analysis of some of the areas of functional integration?

SUGGESTION: While the CLEO/PSC process is beginning, there may be some groundwork for the Board and staff to complete. The Integration of Information Data Systems lends itself to some advance analysis. Others functional areas could benefit from some direction from the Board to the Chair and Sheriff. The Board could schedule a separate briefing to discuss each area in more detail. I have included a few observations to indicate example of direction that could be given.

6.3.1 Integration of Information Data Systems (p. 69)

The major area of identified savings (\$700 - \$800 thousand).

SUGGESTION: The Board could ask the Budget Office and ISD to review Report's assumptions, the recent consultant's study, and brief the Board on their assessment of potential savings and how the savings would be realized.

6.3.3 Integration of Police Training (p. 72)

Potentially very important, assuming agencies have a shared vision of community policing and therefore, how officers should be trained. Seems difficult to separate from recruitment and hiring standards. The report identifies Gresham as the "lead agency", but seemingly only for facilitating the discussion.

6.3.4 Integration of Police Personnel Recruitment (p. 74)

This is difficult to separate from training. The group needs to come to a common understanding of what community policing is. In that analysis, current community policing projects from all agencies should be analyzed so that agencies can learn from each other. Once that definition is in place, the group needs to recommend what type of person should be recruited and with what qualifications.

Also, The report praises the Sheriff for being "one of the first police agencies in the US to require a four-year college degree", but does not pursue the issue. Paul Lorenzini's letter of 1-4-93 indicates the degree requirement raises concerns over the ability to achieve affirmative action goals. This issue needs to be directly addressed before uniform recruitment is possible.

SUGGESTION: Ask CLEO/PSC to link discussions of 6.3.3 and 6.3.4. Discuss different standards used by agencies in hiring officers and which are most appropriate for community policing. Ask CLEO/PSC to clarify common vision of community policing.

6.3.5 Integration of River Patrol (p. 76)

The Report recommends increased staffing of river patrol as a priority use for potential savings (See Section V.) Furthermore, it suggests allocating funding for river patrol (above that provided by the state) among all agencies.

SUGGESTION: River Patrol is already an integrated, county wide function. CLEO/PSC should not make recommendations about increased services in any area of law enforcement without a larger discussion about the most pressing needs in the entire criminal justice system, not just law enforcement. Finally, if other jurisdictions could or should be paying a percentage of the costs of the Sheriff's river patrol function, why should that rationale not also apply to other countywide law enforcement functions?

6.3.6 Integration of SERT - Special Emergency Response Team
(p. 77)

No identified savings.

SUGGESTION: Have CLEO/PSC attempt to document how functional integration will increase coordination and effectiveness.

6.3.7 Expansion of ROCN (p. 79)

There appears to be some confusion over the exact proposal.

SUGGESTION: Ask CLEO/PSC to explore the possible realignments and explore MCSO reservations.

FINAL NOTE

CLEO/PSC should review other potential areas of consolidation to ensure that other areas were not missed or avoided that might be consolidated also.

II. NOT PURSUE FULL CONSOLIDATION AT THIS TIME

As noted earlier, the report stops short of calling for full consolidation, the preferred solution of the Sheriff and of the Board when they considered the issue last year.

The report identifies a principle obstacle to full consolidation at this time as the mandated increase in wages and benefits to the highest prevailing standard would be at least \$3.5 million, which would negate the estimated cost savings. (p. 52)

**QUESTION 3: Should this issue be further researched and specific suggestions made concerning how to eliminate the barrier?

SUGGESTION: The Board could ask County Counsel, Labor Relations, Intergovernmental Relations staff, and the Budget Office to identify the statutory impediment which causes wage equalization, determine implications of changing the law, and whether the County should join the cities in asking the state legislature to amend the law. A factor in their consideration should be whether, as the Report claims, wages increased in every consolidation effort regardless of the legislation. (p. 50) If the research is accurate, even changing the statute may not be enough to realize the savings.

III. REALIGN PATROL FUNCTIONS

The report suggests that the Sheriff's patrol functions be re-assessed considering the following: (P. E-10) (p. 56-57)

A. Have PPB and other agencies serve the area currently served by the Sheriff on the west side

****QUESTION 4:** Does the Board want to revisit the patrol swap proposal with the City of Portland?

SUGGESTION: The Sheriff and Chief of Portland Police discussed a proposal to swap patrol areas some months ago involving the west side and parts of unincorporated mid-county. That proposal should be revisited.

B. Complete annexations

COMMENT: The Sheriff will discontinue patrol in areas as they are annexed. The current policy of both the City and the County is to encourage annexation. In recent years, the pace has slowed and the process will probably take longer than 2 to 3 years, unless a new policy or approach is used by Portland. In the past couple of years, the small losses in populations through annexations have been offset by increasing population in the remaining unincorporated areas and the Sheriff has not redeployed officers. (See Board Resolution 91-119 relating to the Countywide role of the Sheriff in law enforcement - attached)

C. Sheriff continues to patrol unincorporated East County

COMMENT: No other options have been suggested.

D. Increase plans to increase patrol in unincorporated East County

COMMENT: As with the suggestion to increase River Patrol, this suggestion, however worthy, seems premature. The needs of the entire criminal justice system needs to be assessed before committing to this redeployment.

IV. CIVILIANIZATION AND PRIVATIZATION

The Report recommends the civilianization or privatization of a number of positions resulting in savings of \$1,047,000 and the freeing up of 38 sworn positions. (p. 83-84) The report notes these decisions are independent from decisions regarding integration or consolidation. However, it does not address the potential labor or management issues.

****QUESTION 5:** How should the County respond to the civilianization and privatization recommendations?

SUGGESTION: Schedule a separate briefing session with the Sheriff asking for a response to each of the suggestions. The Sheriff is already exploring the recommendations and is ready to respond in the near future.

V. REALLOCATE SAVINGS TO PRIORITY CRIME PROBLEMS

The Report lists potential areas for using the reprioritized resources and suggests that CLEO/PSC use this list as a starting point in making their recommendations to the jurisdictions. (p. 100) However, all of the recommendations (with the exception of warrants) address law enforcement needs only.

****QUESTION 6:** How should identified savings be reallocated?

SUGGESTION: The Public Safety Council has already been charged with doing a comprehensive Criminal Justice Plan. If the CLEO/PSC is asked for recommendations, the PSC should consider the needs of prosecution, corrections, and community corrections also. It may make little sense to continue to add police officers in any law enforcement area when offenders are being routinely released under the Sheriff's matrix release system and the state continues to reduce funding for parole officers.

After consideration by the PSC, the suggestions for reallocation must go to the local jurisdictions. The elected boards of the jurisdictions must then decide whether reallocation of money within the criminal justice system is their highest priority or whether, given declining revenue, they even have that choice.

VI. OTHER CONCERNS

The Report (p. E-13) lists six other concerns, some requiring Board response.

COMMUNITY POLICING

Need for a common definition of community policing.

CULTURAL DIVERSITY AND AFFIRMATIVE ACTION

Need for increased recruitment and appropriate training of minorities, women and other protected classes.

COMMENT: Assuming the CLEO/PSC process goes forward, these issues can be discussed there.

PORTLAND BUREAU UNFUNDED PENSION LIABILITY

COMMENT: The unfunded liability of the city is not a direct concern of the County, but it will become more problematic in the long term if the City needs to assess a greater amount for its pension liability. (p. 29) CLEO/PSC should consider whether one approach to addressing this issue would be central recruitment and hiring under a new agency or the Sheriff's office. In any event, CLEO/PSC may want to consider recommending that the Portland Police not be given authority in functional areas until the Council addresses the issue. Indeed, the Report recommends that the city cease adding new employees to the current Disability and Retirement program and shift to a funded program.

ORGANIZATIONAL ANALYSIS OF THE SHERIFF'S OFFICE

The rationale for this recommendation grew out of the Report's observations about the Sheriff's Budgeting and Staffing Practices (p. 30 and 31).

****QUESTION 7:** How should the Board and Sheriff respond to the recommendation that an organizational analysis of the Sheriff's office be commissioned?

SUGGESTION: As noted in section II, the Report discusses in general terms questions raised about the Sheriff's budgeting and staffing practices.

The first task is to define the purpose of the analysis. Staff should meet with Public Safety 2000 staff and Sheriff's staff to discover the specifics behind the observations on p. 30 and 31 and ensure they are addressed.

Once the specific concerns are identified and the purposes for additional study clarified, the Board has several options:

A. Exercise its budget oversight with the assistance of its new program budget format to explore these issues with the Sheriff's office during Board budget review and beyond.

B. Have an outside group do an "organizational analysis" of the Sheriff's office commissioned by the Citizens Crime Commission or the County itself.

C. Ask the County Auditor to address the concerns raised.

The Report recommends Option B - the "organizational analysis". The key questions here seems to be who would do it and who would pay for it. If parties could agree to use the same approach that was used with the City of Portland's Police Bureau, the perception of a level playing field would exist. Under that arrangement, the Institute for Law and Justice (ILJ - a consulting firm from Los Angeles) would do the analysis and the Citizens Crime Commission would pay for that analysis. Recommendation 3.3.5 (p. 38) seems to indicate that the CCC is willing to follow its past example.

The CCC earlier asked the Board to pay for the study and reimburse itself from the savings the CCC felt would result. If the Board wanted to move quickly it could opt to pay for the study from contingency (and seek reimbursement from identified savings). In either event, the Board and Sheriff should help shape the scope of the review.

Whatever option is chosen should address the concerns about the Sheriff's budgeting and staffing practices. These concerns may have played a role in the Committee's rejection of a single agency at this time. (see p. 55 in which the Committee discusses the conditions which need to change before full consolidation can be attempted). If so, the concerns need to be resolved if the full consolidation potential can be explored.

CHART SHOWING MCSO DEPUTY RATIO (Board Concern)

Concerns have been raised about the Chart on p. 7 showing the Sheriff's deputy ratio as 1.44 per 1000 people. As explained in the Chart, (Note 1) deputies used in corrections or civil functions were excluded. However, the chart does include deputies used for county wide law enforcement (e.g. river patrol), not just used for patrol and patrol support. Therefore, it is misleading to use it as a basis of comparison with other jurisdictions who do not perform county wide functions.

This chart has caused concern about the objectivity of the report. While it is difficult to pinpoint its exact impact, the Report notes "by several different indicators, the Sheriff's office seems to have a greater number of resources than necessary to meet its primary law enforcement responsibilities. Also, unlike neighboring counties which tend to use sworn deputies only in law enforcement functions, rather than in Corrections and Civil Functions, 50 of the Sheriff's 143 sworn officers are assigned to the Corrections Branch and others are involved in basically Civil Functions". (p. 31)

If the Board pursues an organizational analysis or audit of the Sheriff's office, they could ask for a uniform measure to compare the ratio of deputies to citizens among member agencies.

BEFORE THE BOARD OF COUNTY COMMISSIONERS
OF MULTNOMAH COUNTY

In the Matter of the Sheriff's)
Countywide role in law)
enforcement)

RESOLUTION 91-119

WHEREAS, in the fall of 1990, the Multnomah County Sheriff's Office developed a position paper, "A View to the Future", describing its vision of the future of the Sheriff's Office in law enforcement.

WHEREAS, on March 15, 1983, Multnomah County issued a resolution which states in part, "Therefore, be it resolved, that County services generally described as 'municipal services' at a level considered 'urban' rather than 'rural' shall be proportionately reduced starting FY 1983-84 through FY 1986-87 to establish a minimal and essentially rural level of municipal services throughout Multnomah County".

WHEREAS, this proclamation resulted in a reduction of the Sheriff's Office law enforcement from two hundred-twenty sworn positions to eighty-seven sworn positions; reduced patrol ratio* strength from 1.09 deputies per 1,000 population in 1982 to 0.70 deputies per 1,000 in 1990, and the direct service ratio* in urban mid-county from 0.76 deputies per 1,000 to 0.50 deputies per 1,000.

* "direct service ratio" refers to the number of sworn officers per 1,000 population assigned to street or neighborhood patrol (also known as "pure patrol"); "patrol ratio" refers to the number of direct service officers, plus any sworn support personnel such as detectives.

WHEREAS, the City of Portland has experienced difficulty in providing an urban level of police services in the annexed urban areas of mid-county, anticipates the replacement of 50 sworn officers per year for the next five years and, due to the impacts of Measure 5, at least in the near future, may be unable to fund the additional 200 sworn positions believed to be needed to meet public safety requirements and a citywide transition to community based policing.

WHEREAS, County officials, staff and citizens need to know the future direction of the Sheriff's Office law enforcement services and the future direction of the City/County policy on annexation.

THEREFORE, BE IT RESOLVED, that the Multnomah County Board and the Sheriff will explore implementing the position paper, "A View to the Future", in order to transition the Sheriff's Office into a service provider of countywide law enforcement services to citizens.

THEREFORE, BE IT RESOLVED, that the Multnomah County Board of Commissioners endorses the following policies concerning the Sheriff's Office in Law Enforcement:

1. As an interim measure to provide better service to all County and City residents in a cost and time-efficient manner, implementation of the proposal presented by Sheriff Bob Skipper and Chief Tom Potter, to exchange police service responsibilities in the territories east and west of NE/SE 122nd Avenue.
2. The Cities of Portland and Gresham are requested to determine and announce their future annexation policies, particularly as they relate to the urban mid-county area, and to implement a process which will assure the delivery of an adequate and equitable level of municipal services, including direct police services, in any annexed urban area they intend to serve.
3. In order to ensure life safety issues to both the citizens of unincorporated Multnomah County and Sheriff's Office patrol deputies, as annexations continue or resume in urban mid-county, no redeployment will be made in the Sheriff's Office eastside patrol strength, until the reduction of the size and population in its eastside service area produces a direct service ratio above 0.55 deputies per 1,000 population.
4. The County and City Auditors are requested to issue a joint report, on August 1 of each year, affirming the number of annexations by Portland and Gresham during the previous fiscal year, and the direct service ratios of the Multnomah County, Portland and Gresham law enforcement agencies in the annexed and unincorporated service areas, as of July 1 of each year.
5. A matrix based upon annexation rates will be developed by the Sheriff's Office which will define an orderly transition of patrol into countywide law enforcement services.
6. As transition takes place, the existing sworn law enforcement positions will be considered the minimum number of sworn positions for reallocation to other law enforcement activities.
7. The Sheriff and Board will encourage responsible annexation to residents of unincorporated Multnomah County.

THEREFORE, BE IT FURTHER RESOLVED, that the Sheriff and County Board focus countywide law enforcement efforts on functions that address a countywide law enforcement activity which crosses jurisdictional boundaries and can most efficiently be provided by a single agency.

THEREFORE, BE IT FURTHER RESOLVED, that the County Chair request the Sheriff to make recommendations on the following issues after consultation with other county law enforcement agencies:

- What enforcement services should be offered countywide.
- What level of countywide service should be offered given the SHERIFF'S CURRENT resources. How would questions of staffing and deployment be handled.

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

Also special attention is requested for the following issue:

How the various law enforcement agencies, working together, may best provide child abuse response and investigation, with the goal of investigating every reported case of child abuse in Multnomah County.

THEREFORE, BE IT FURTHER RESOLVED, that the Sheriff should report to the Board by November 1, 1991.

ADOPTED THIS 15th DAY OF AUGUST, 1991

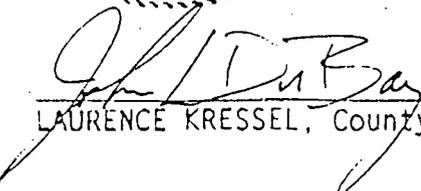
(SEAL)

BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

By


Gladys McCoy, Chair

REVIEWED


LAURENCE KRESSEL, County Counsel

902-ASOA



GLADYS McCOY, Multnomah County Chair

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

M E M O R A N D U M

TO: Office of the Board Clerk

FROM: Gladys McCoy
Multnomah County Chair

DATE: February 1, 1993

RE: Absence from Work Session

I will not be attending the joint Planning Commission, Board of County Commissioners work session on February 1, 1993.

BOARD OF
COUNTY COMMISSIONERS
1993 FEB - 2 PM 3:07
MULTNOMAH COUNTY
OREGON

GM:mrj
9824G

GARY HANSEN
Multnomah County Commissioner
District 2



1120 S.W. Fifth Avenue, Suite 1500
Portland, Oregon 97204
(503) 248-5219

TO: Chair Gladys McCoy
Commissioner Sharron Kelley
Commissioner Tanya Collier
Commissioner Dan Saltzman

FROM: Commissioner Gary Hansen

RE: meeting with MC Planning Commission

DATE: January 12, 1993

To help understand and foster a better relationship between the BCC and the MC Planning Commission, Scott Pemble has invited the BCC to join them at their next meeting, Monday Feb.1, 6:00 at the Courthouse, room 602. They meet on the first Monday of every month, so please let me know if this time is available.

Scott proposes an agenda of:

1. An overview of state planning requirements.
2. A discussion of common values.
3. A discussion of how MC planning fits into Greenspaces, the 2040 plan, Liveable Cities and Westside light-rail plans.
4. Legal requirements as county commissioners.

If you have any suggestions or comments, please contact me at your earliest convenience.

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BOARD OF
COUNTY COMMISSIONERS
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Multnomah County Planning Commission

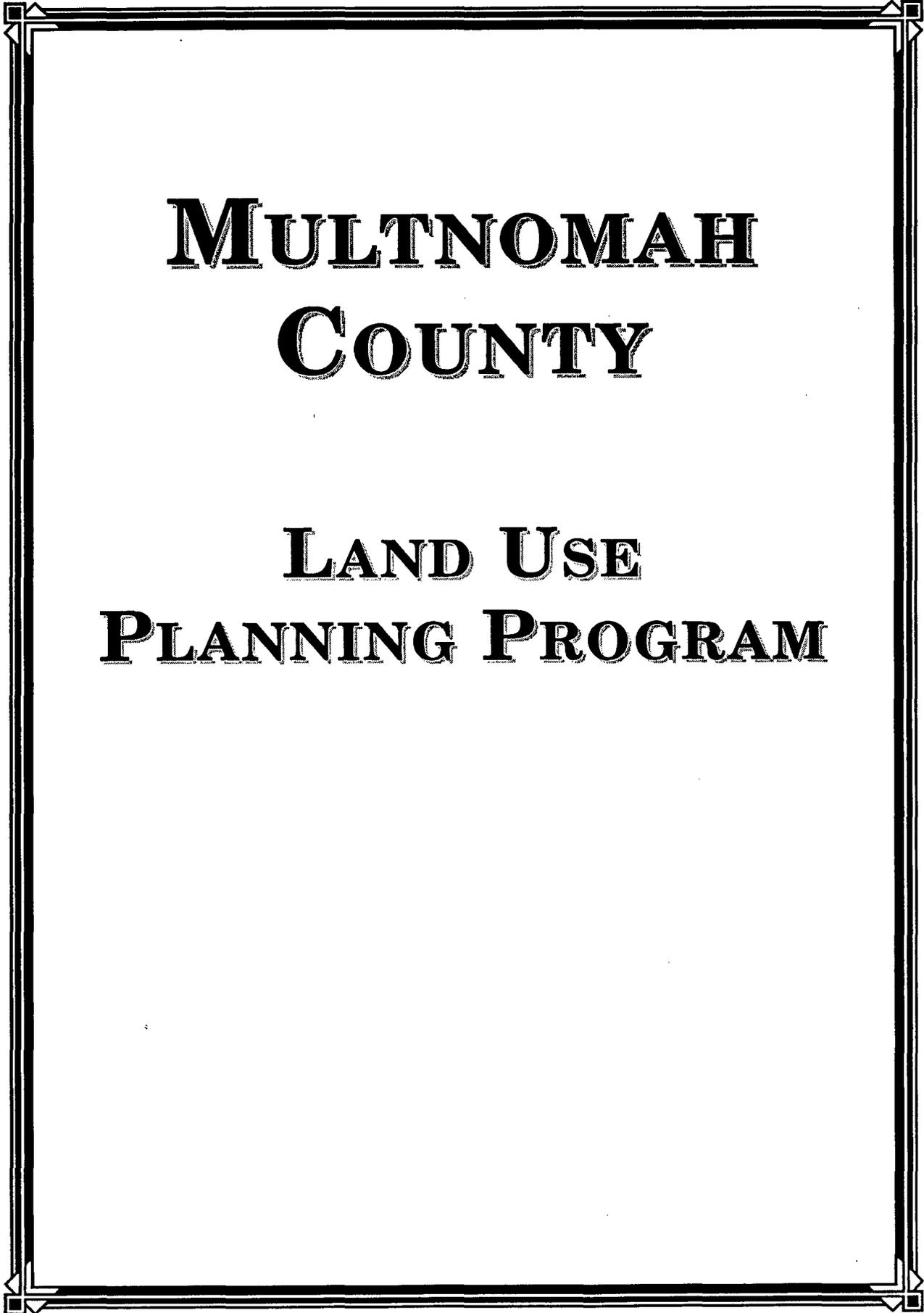


AGENDA

**Multnomah County
Board of Commissioners
and
Planning Commission
Joint Work Session
on
Land Use Planning Matters**

**February 1, 1993
Multnomah County Courthouse, Rm 602
6:00 P.M.**

1. Overview of Multnomah County (slide presentation)
2. Multnomah County Land Use Planning Program
3. Federal, State, Local Planning Requirements
4. Work Program Fy 1992/93
5. Other Planning Projects in the Portland Metro Region
6. Future Focus, Interest, Issues, and Projects



**MULTNOMAH
COUNTY**

**LAND USE
PLANNING PROGRAM**

Multnomah County Land Use Planning Program:

□ Description:

1. The Multnomah County Planning program has four primary missions.

In accordance with Federal and State land use laws:

- a) Provide both long range and current 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 , the region , and the state;*
- b) Assist the Portland Metropolitan region in the development and implementation of growth management policies , strategies and programs;*
- c) provide current land use planning service to urban unincorporated areas until responsibilities are transferred to urban land use planning service providers.; and,*
- d) establish and maintain a code enforcement program to insure the neighborhood, community and regional values realized through the implementation of the county's land use policies and ordinances can be achieved.*

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.

The **Long range planning** program develops plans that establish land use policy for the long term, usually 20 years. Most of these plans are mandated by both state (ORS. 197) and federal (NSA and NEPA) laws. Also, Some long range plans are initiated by the Board and the Planning Commission in response to community needs and interest. Long range plans are adopted via a local legislative process and typically require either state and/or federal government(s) review. Examples of long range plans include: the Multnomah County Comprehensive Framework Plan, plan amendments required by Periodic Review or new OAR's, the Columbia River Gorge National Scenic Area Management Plan, and Community and Rural Area Plans (Sub-Regional Plans). Long range planning services are typically identified in a annual work program and require the support of planners, consultants, support staff, neighborhood/community groups, planning commission and the board.

The **Current planning** program provides service(s) required to implement adopted land use

policy, policy typically established within the context of long range plans. Zoning, land divisions, and design review services constitute the current planning program. All current planning services require strict adherence to procedures (public notice and quasi-judicial) mandated by state land use laws. These services are provided on a demand/response basis and are supported by planners, support staff, county council, hearings officer and/or planning commission and the Board.

The **Code enforcement** program investigates and initiates corrective actions to insure compliance with land use policy and code requirements. Code enforcement work requires investigative, legal, and judicial services. This service is provided on a complaint/response basis and is supported by a code enforcement planner, county council, hearings officer and the courts.

Special studies are individual projects requested by planning commission and/or the board. These studies provide the basis for considering new or revised land use policy and/or implementing measures. Examples of Special studies are the West Hills Wildlife Study, Rural Center Study, Corbett Community Tourism Strategy, Multnomah Channel Study, Sandy River SEC, and Golf Course Needs Assessment. This service is general identified in a annual work program and is supported by planners, support staff, consultants, neighborhood/community groups, planning commission, and the board.

3. The Multnomah County planning service area is uniquely different from areas served by other planning providers.

There is no duplication of service area. Multnomah County serves all unincorporated areas within Multnomah County, both rural and urban areas. City planning agencies serve all the incorporated urban area. The majority of the county's planning area, however, is rural, representing approximately 58 percent of the total county land mass. (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 are transferred to cities as urban areas are annexed. The entire urban service area for the city of Gresham has been annexed. Relatively small parts of the city of Portland's urban service area (mid-county, Dunthorpe, west slope, and northwest hills) and a small part of the Troutdale/Wood Village/Fairview urban service area remain in urban unincorporated Multnomah County. (See Exhibit 2 for delineation of urban unincorporated planning areas.) The mid-county area, Portland's largest unincorporated urban area, is expected to be annexed by 1997. The remaining two smaller unincorporated areas within Portland's urban service boundary and the Troutdale/Wood Village/Fairview urban service boundaries 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) and rural areas (resource, secondary, and exception lands).

4. Multnomah County provides limited planning services to residents of urban unincorporated areas.

Current planning, code enforcement and special planning studies constitute the planning services provided urban unincorporated residents. Since Resolution A, approximately 40 percent of the Multnomah County current planning program is consumed by urban unincorporated residents.

Most of the cost for current planning services (land use permits, land division approvals and design review) is paid for by the public requesting the service via user fees. Through annual adjustments to the Multnomah County Fee ordinance, 75 percent of the service cost for current planning programs are intended to be recouped through user fees.

Unlike current planning programs, however, the cost of providing the code enforcement service is totally dependent upon the support of the General Fund. Even though the county has established fines for zoning violations, the ability of the county to collect fines is limited by effectiveness of liens and the willingness of the courts to levy fines. Courts have been unwilling to levy fines in addition to mitigation cost.

The few special planning studies done in the urban unincorporated areas have been initiated by cities, the eventual planning service providers. Typically, the role of county planning staff is to support special planning studies by providing background information. Fano and Johnson creek drainage basin studies are two examples of planning studies where county staff has provided technical and background information.

5. Multnomah County provides both current and long range planning services to rural county residents and most of county's land use planning resources are spent within rural planning areas.

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 within the county. A relatively small percentage of land in the urban county remains unincorporated, approximately seven (7) percent.

Multnomah County is mandated to adopt a Comprehensive Plan and land use regulations for all areas within its jurisdiction. (See Appendix for a list of County Planning Mandates.) Consistent with state requirements the County has an adopted a comprehensive plan, community plans, zoning code, subdivision code, and design review and code enforcement ordinances which apply to all unincorporated lands within the county, both urban and rural. Most of the county's planning resources, however, have been spent on rural county areas and/or consumed by rural county residents.

Since 1983, long range planning programs and special studies have only been provided for rural areas of the county. No urban unincorporated area has received these county funded planning services.

In terms of demand, rural residents have consumed 60 percent of current planning services, approximately 50 percent of the code enforcement service, and 100 percent of the long range planning and special studies services.

Another measure of resource utilization, the Multnomah County planning staff consist of 10 1/2 planners and support staff. (This includes the Senior Planner position responsible for the Rural Area Planning program which has not yet been filed.). Staffing commitments to urban unincorporated work represents 1.6 FTE (parts of a Code Enforcement Planner, Current Planner and OAI positions).

□ Requirements:

1. Both Counties and Cities have land use planning requirements that cannot be transferred to other authorities.

State laws require counties to prepare and adopt a comprehensive plan and land use regulations to implement the plan. The responsibility for adopting policy can not be conveyed to another jurisdiction. The County may choose to contract for the administration of land use regulations and long range planning services. The County Board cannot, however, assign its legislative mandates (plan and policy adoption requirement) to other units of government.

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 - 3 1/2 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 a different requirements. Multnomah County must apply 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 preservation role of the county planning program from the urban development emphasis placed on the city planning programs. 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 uses. These differences in mandates distinguish county and city planning programs.

3. The county must adopt a Comprehensive Plan and administer the Columbia River Gorge National Scenic Area Management Plan.

In 1983 The county's Comprehensive Framework Plan was acknowledged by the Oregon Land Conservation and Development Commission as being consistent with state lands use laws. This mandated plan serves as the basic land use policy document for all unincorporated areas of the county. As required by state land use law, this plan must be periodically reviewed by the county to insure the plan reflects current conditions, values and legal requirements. Also, the plan must be amended as new state land use laws are adopted (e.g., OAR 660 - new Forest Rule).

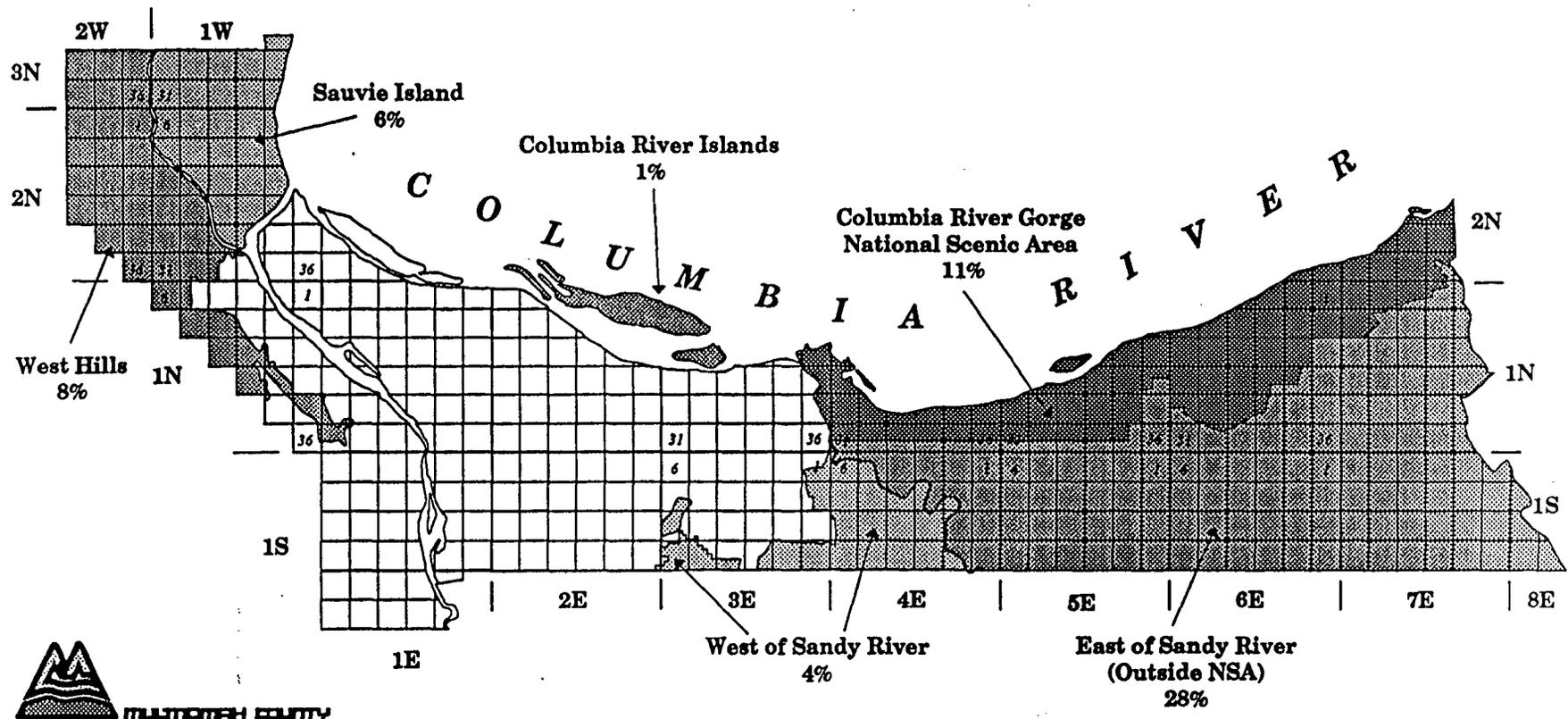
Since 1983 the county has amended parts of the plan as the state has adopted new administrative rules (OAR's) pertaining to housing, natural resources, and forest lands. No comprehensive review of the plan has been undertaken since 1983. The Rural Area Planning project is part of the county's long range planning program and 1992 was funded by the Board for the purpose of comprehensively reviewing and updating the plan on an area-by-area basis. Some of the assumptions used to develop the original plan policies are no longer valid and some new administrative rules require changes and additions to the plan. (See Appendix "State Mandate: Comprehensive Plans for a summary of ORS 197, the state law requiring adoption of comprehensive plans.)

By Federal law, Multnomah County, along with two other Oregon counties - Wasco and Hood River counties, must adopt and implement zoning ordinances consistent with the Columbia River Gorge National Scenic Area Management Plan. The management plan responds to guideline established by a federal act, not the state's land use law. The federal act and the statewide land use law have different purposes and procedures which are not always compatible. Because of differences, Multnomah County and the two other Columbia River Gorge counties must administer two long range planning programs. Multnomah County has recently amended its zoning code, adding approximately 100 pages of new provisions representing a 20 percent increase to the existing zoning code. Provisions in the federal act require the Gorge Commission and the U.S.D.A. to review and approve proposed changes to the Columbia River Gorge National Scenic Area Management Plan.

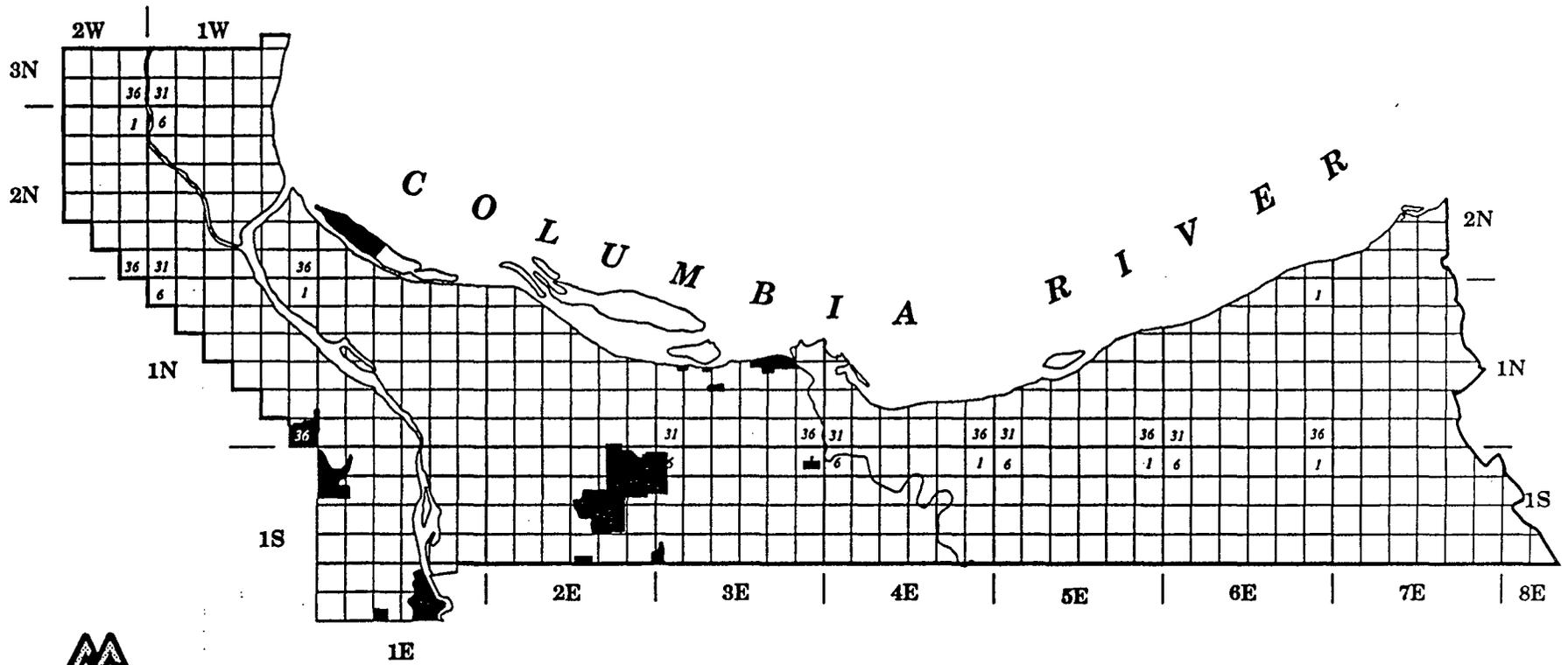
4. The county's current planning program must adhere to state requirements for making limited land use decisions and conducting quasi-judicial proceedings.

The county's current planning program complies with all state requirements and procedures. The county's zoning and land division ordinances establish review and approval procedures consistent with ORS § 215 and 92 respectively. (See Appendix "State Mandate: Planning and Zoning" and "State Mandate: Land Division.") In general these procedures require notice of pending deliberations, establishment of clear and objective approval criteria, adoption of hearing rules for the conduct of hearings and adoption of an appeal procedure. In most cases the county must complete its deliberation within 120 days. (See Exhibits 3 and 4 for an outline of steps required to complete a typical quasi-judicial proceeding and the types of information required for each phase of a quasi-judicial process.)

Rural Planning Areas in Multnomah County

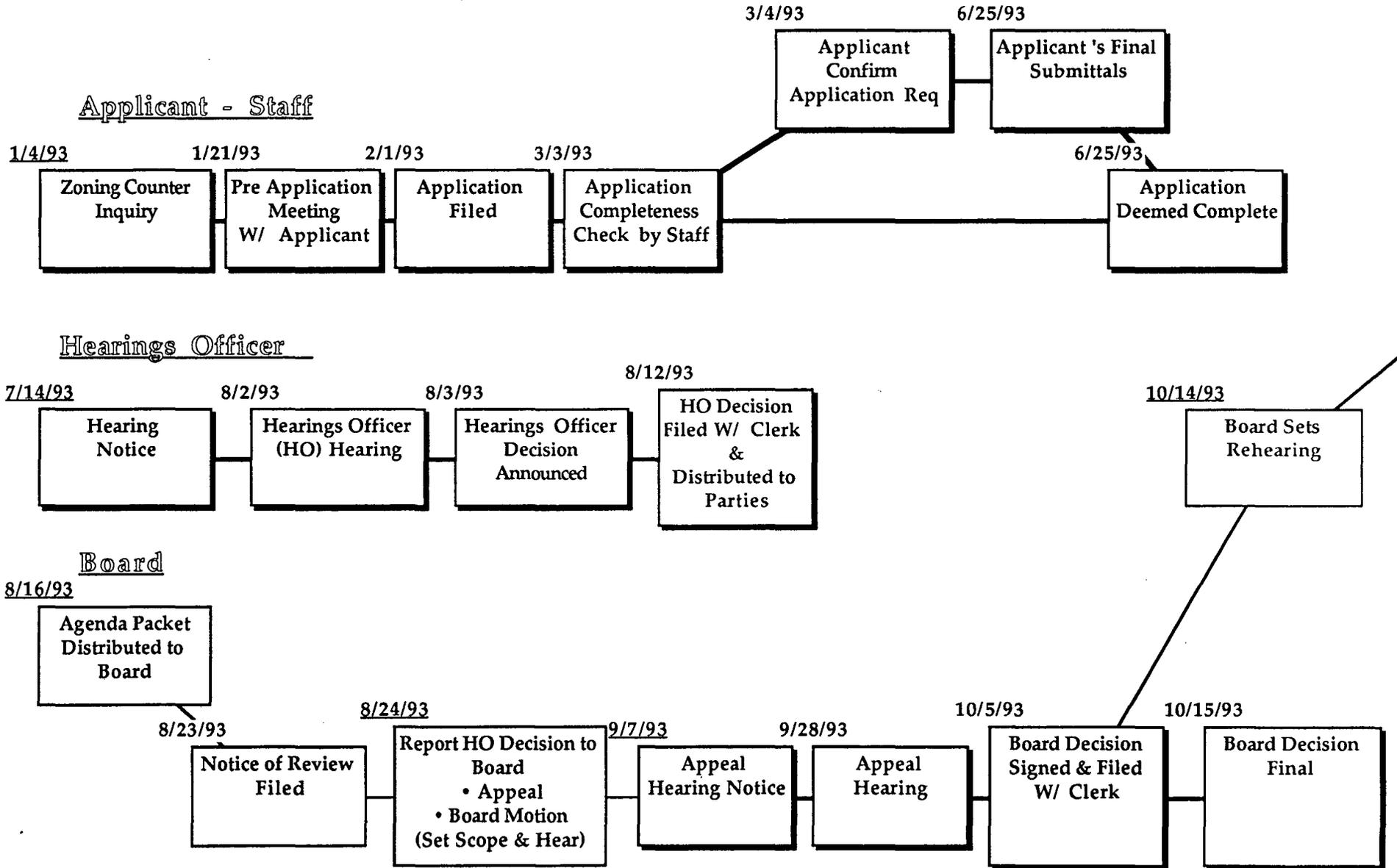


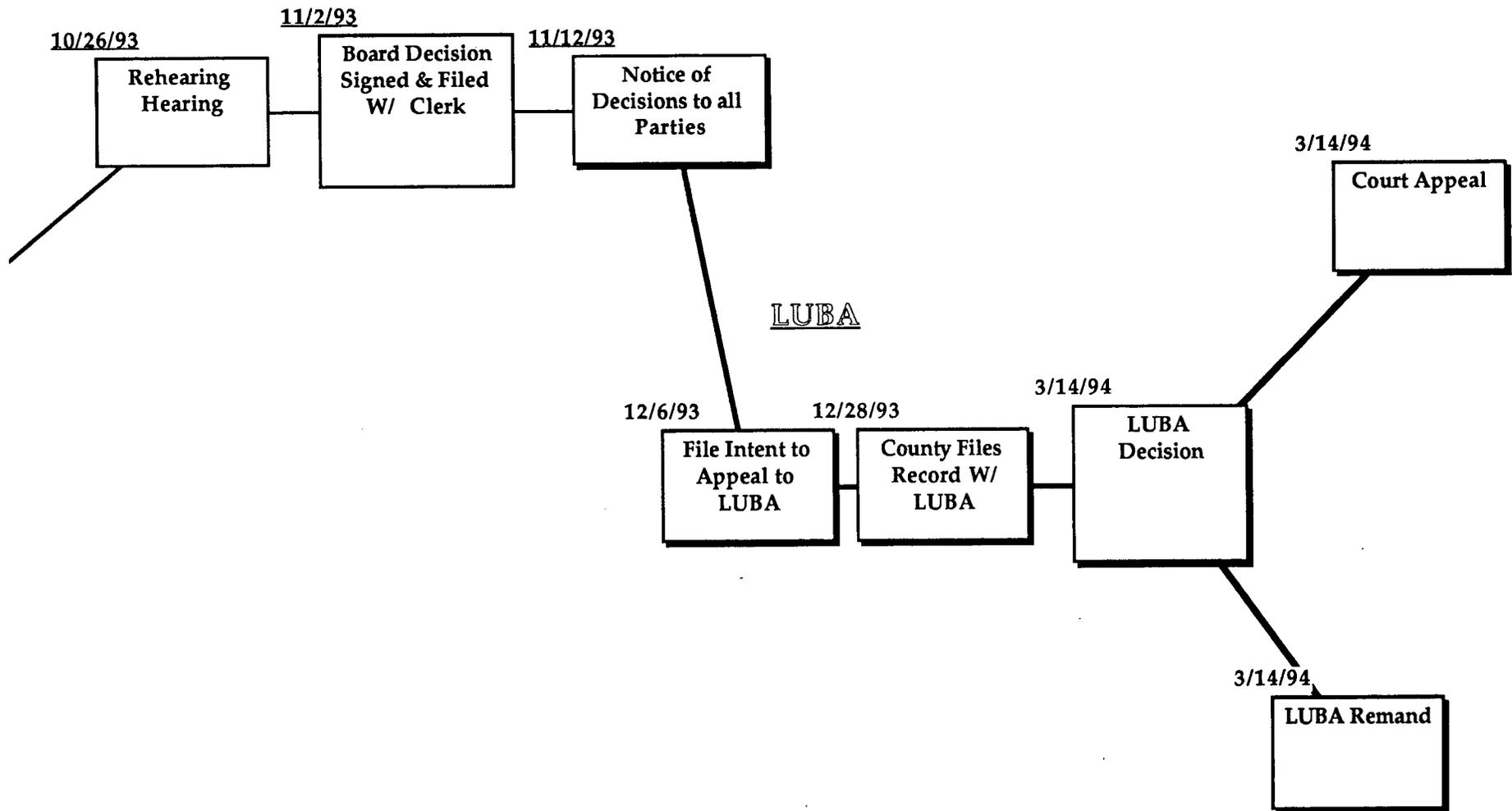
Urban Unincorporated Planning Areas in Multnomah County



Current Planning Program:

Quasi Judicial Process - Typical Case

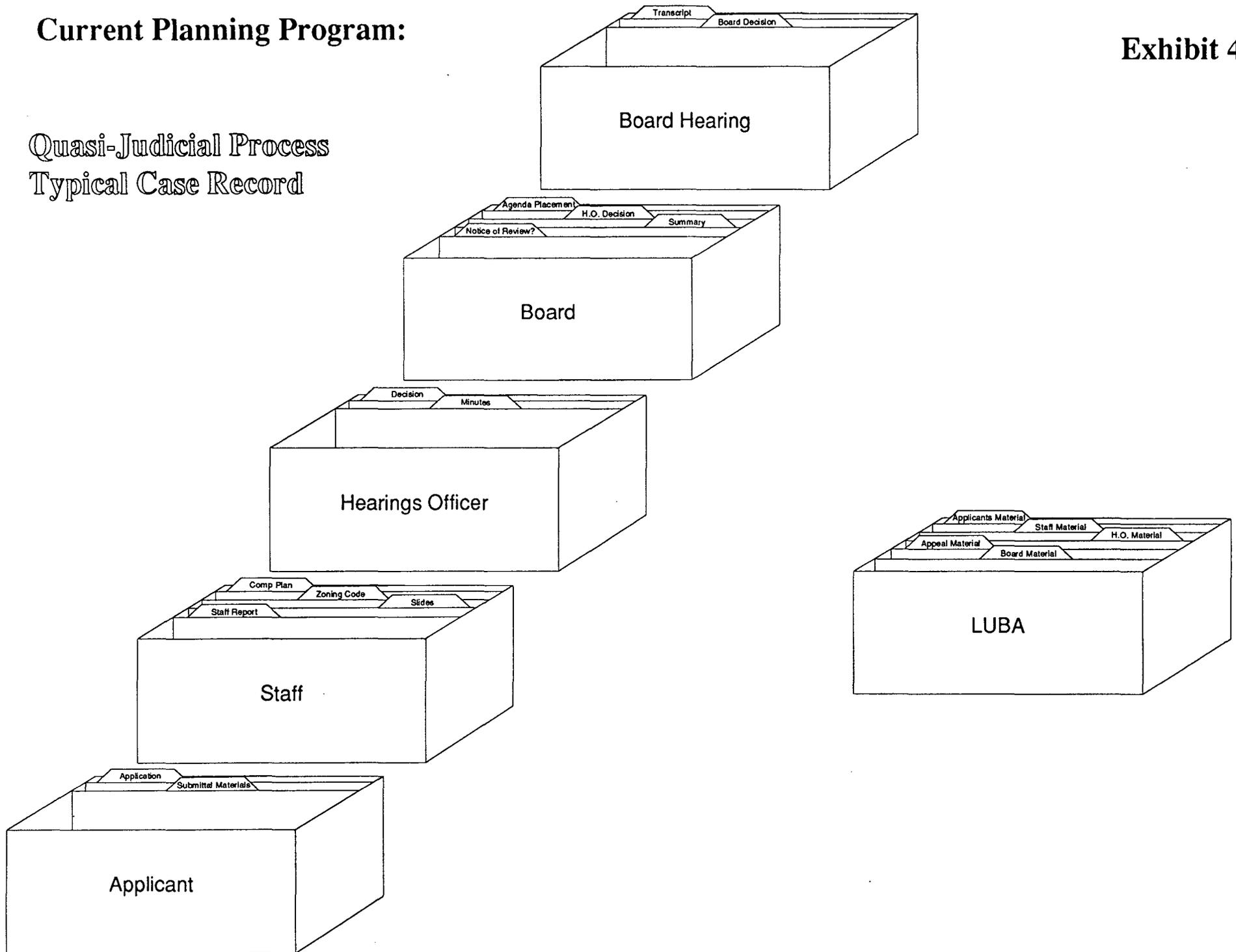




Current Planning Program:

Quasi-Judicial Process Typical Case Record

Exhibit 4



APPENDIX

STATE MANDATES:

- ✓ **COMPREHENSIVE PLAN**
- ✓ **COUNTY PLANNING & ZONING**
- ✓ **LAND DIVISIONS**

STATE MANDATE:

**COMPREHENSIVE
PLANS**

Chapter 197

1989 EDITION

Comprehensive Land Use Planning Coordination

GENERAL PROVISIONS

- 197.005 Legislative findings
- 197.010 Policy
- 197.013 Implementation and enforcement of state-wide concern
- 197.015 Definitions for ORS chapters 196 and 197
- 197.020 Land use decision considerations

LAND CONSERVATION AND DEVELOPMENT COMMISSION

- 197.030 Land Conservation and Development Commission; members, appointment, confirmation, term, vacancies
- 197.035 Commission officers, selection; quorum; compensation and expenses
- 197.040 Duties of commission
- 197.045 Powers of commission
- 197.050 Interstate agreements and compacts; commission powers
- 197.060 Biennial report; draft submission to committee; contents
- 197.065 Annual report analyzing uses of certain land; local government reports

DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT

- 197.075 Department of Land Conservation and Development
- 197.080 Department monthly report required
- 197.085 Director; appointment; compensation and expenses
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Chapter 215

1989 EDITION

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LAND DIVISIONS

Chapter 92

1989 EDITION

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Forest Goal Amend

CRGNSA ORD

Comp Plan Periodic Review

Bridal Veil ESSE

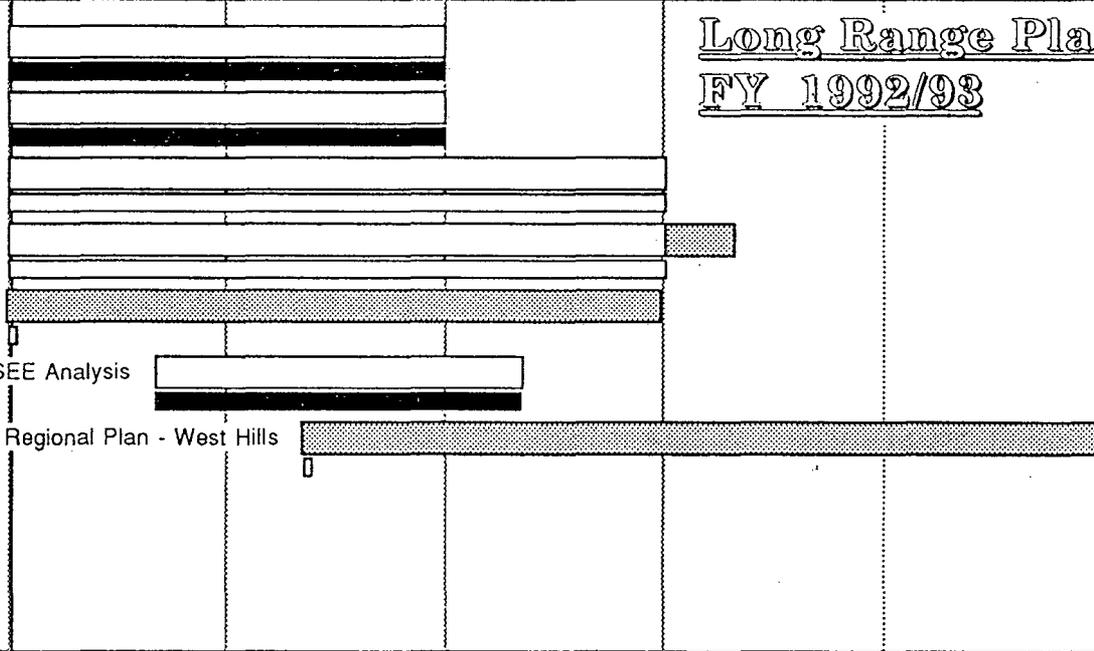
Transportation Rule Amend - phase 1

Angell Bros ESEE Analysis

Sub Regional Plan - West Hills

Long Range Planning

FY 1992/93



LONG RANGE PLANNING PROGRAM FY 1993/94

Mandated Projects:

- 1. Transportation Rule - Phase 2**
- 2. Agricultural Lands Designations**
- 3. Rural Center Designations**
- 4. Urban Reserve Designations**
- 5. Periodic Review?**
 - a) Mineral Aggregate**
 - b) Historic Preservation Designations**

Necessary Projects:

- 1. Rural Area Plans (Sub-Regional Plans - Includes all mandated planning work)**
- 2. Geographic Information System (GIS)**

Important Projects:

- 1. Multnomah Channel Study (Part of the Sauvie Island Rural Area Plan)**
- 2. Forest Practices Act and Goal 5 interface**
- 3. Sauvie Island Recreation Plan**
- 4. Scenic Resources Inventory and Policy Development**
- 5. Balch Creek Protection Plan (Some of this will be addressed as part of the West Hills Rural Area Plan)**
- 6. Corbett Rural Center Design Plan**
- 7. Sandy River SEC Designation - West Bank (Part of the West of Sandy River Rural Area Plan)**
- 8. Site Development Standards**
- 9. Golf Course Study**
- 10. Fairview Lake SEC Designation**
- 11. Dunthorpe Land Use Policy/Zoning Code Review**
- 12. Zoning Code Update/Revisions**
- 13. Others**