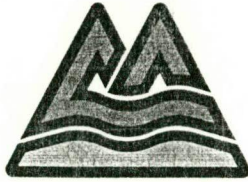


12/13 Meeting



# MULTNOMAH COUNTY OREGON

MULTNOMAH COUNTY CHARTER REVIEW COMMITTEE

1120 S.W. Fifth Avenue  
Suite 1500  
Portland, Oregon 97204  
(503) 248-3525

## MEMBERS

Ann Porter, *Chair*  
Mark Johnson, *Vice-Chair*  
Florence Bancroft  
Lana Butterfield  
David J. Chambers  
Liberty Lane  
Monica Little  
Bruce McCain  
Paul Norr  
Marcia Pry  
Casey Short  
Nicholas Teeny  
LaVelle VandenBerg

## PUBLIC MEETING NOTICE

Wednesday, December 13, 1989

7:30 p.m.

Multnomah County Courthouse  
1021 S.W. Fourth Avenue, Room 602 (Board Room)  
Portland, Oregon 97204

## STAFF

William C. Rapp  
*Administrator*  
Shirley Winter  
*Secretary*

## AGENDA

### 1. Invited Testimony

Arlene Collins, President, AFSCME #88  
Local Governments Experts:  
Jerry Orrick, Association of Oregon Counties  
Ken Tollenaar, Bureau of Governmental Research  
State Representative Ron Cease

### 2. Public Testimony

### 3. Committee Business

Approval of 11/29/89 Minutes  
Administrator's Report  
Other Business

## TENTATIVE FUTURE MEETINGS

December 20: Jack Horner, Mult. Co. Planning and Budget  
Manager  
Alan Purcell, Washington County Auditor

January 3: Charles Cameron, Washington Co. Administrator  
Mike Swanson, Clackamas Co. Chief Exec. Officer  
Gordon Tiffany, Clark Co. Executive

January 10: Multnomah County Department Heads  
Members of 1983-84 Charter Review Committee

January 17: City/Metro Representatives (at PCC/Cascade  
Campus-North Portland)





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### STAFF

William C. Rapp  
*Administrator*  
Shirley Winter  
*Secretary*

### MINUTES

DECEMBER 13, 1989

Pursuant to notice by press release to newspapers of local circulation throughout Multnomah County and on the mailing list of the Committee, a public meeting of the Multnomah County Charter Review Committee was held at the Multnomah County Courthouse Board Room, 1021 S.W. 4th Avenue, Portland, Oregon. The meeting convened at 7:33 p.m.

#### Members Present

Ann Porter, *Chair*  
Mark Johnson, *Vice-Chair*  
David J. Chambers  
Monica Little  
Paul Norr  
Marcia Pry  
Casey Short  
Nicholas Teeny  
La Velle Vanden Berg  
Florence Bancroft  
Paul Norr  
Casey Short

#### Members Absent

Bruce McCain

#### INVITED TESTIMONY:

Arlene Collins, President, AFSCME #88

President Collins stated that since Multnomah County employees were chartered by AFSCME as Local 88 in 1941, the county has had many different forms of government. The Local is very interested in the results of the Charter Review Committee and offers the following recommendations:

#### Invited Testimony

Arlene Collins, *President*  
AFSCME #88  
State Rep. Ron Cease  
Jerry Orrick, *Association*  
of Oregon Counties  
Ken Tollenaar, *Bureau of*  
Governmental Research

#### Staff Present

Bill Rapp, *Administrator*  
Donna Tucker, *Secretary*

1. The Local recommends at least five elected full-time commissioners with a cap of eight years' service elected from districts in which they have maintained a full-time residence for at least a year. The present districts should be redrawn by population by the PSU Population and Research Center. Their duties should be assigned by the chair.
2. The chair should be elected by the Commission on a rotating basis.
3. There should be a pooled staff for the entire commission, except that each commissioner should have a private secretary/administrative assistant.
4. The Local is concerned about the salary scale, but unless it is attached to other salaries, the voters will not be generous with an unpopular office.
5. The Local believes that the County Auditor should be a qualified auditor/CPA, elected to a maximum of two 4-year terms.
6. All contracts and departments of Multnomah County should be audited on a regular basis.
7. The sheriff should be elected with unlimited terms. The sheriff should manage the corrections unit, the primary drug investigations unit, any county-wide "sting" operation and a primary criminal investigation unit for major crimes for all police agencies.
8. When an office is vacated for any reason, the position should be filled immediately by following the state law for calling special elections or a regularly scheduled primary or general election, whichever comes first. The replacement candidate should be allowed to complete two full terms and to run in another election.
9. The district attorney is a state officer; the county charter does not affect him.
10. The Local would like to see Resolution A, prohibiting the county from performing urban services, eliminated, since smaller cities are contracting with Multnomah County to perform services anyway.

Liberty Lane asked why the Local recommends an 8-year cap for commissioners and none for sheriff. Collins responded that the sheriff's policies are guided by both the policies set by the commissioners and the vote of the people while the commissioners have only the voters to answer to.



Nicholas Teeny asked what the Local recommends regarding Resolution A. President Collins responded that by supplying sheriff support to Columbia Villa and contracting out road service to Wood Village and Troutdale, the county is contradicting Resolution A by providing urban services. Under further questioning from Teeny, she stated that she does not favor stopping or repealing annexations in the mid-county area. But she noted that people should be allowed to vote on those annexations.

Paul Norr asked if Collins likes the idea of the county contracting for urban services in some areas. Collins replied that it should be a unified concern; not "us against them." Services should be provided where they are needed.

Lana Butterfield asked if the elimination of Resolution A is within the jurisdiction of the Charter Review Committee. Collins said it is.

Ann Porter asked what the basis is for the Local recommending the duties of the commissioners include managing various departments, contrary to other recommendations received. Collins said that from past experience, the Local feels there would be better accessibility by structuring it this way.

Paul Norr asked why the Local didn't comment on the personnel section of the charter. Collins said her members are covered by the Employee Relations Act and don't go through civil service.

Ann Porter asked if the Local had discussed the idea of having a lobbyist. Collins said they definitely want a lobbyist.

#### State Representative Ron Cease

Representative Cease began by expressing some of his assumptions/biases. First, he feels there should be as few elected positions as possible; second, he prefers the elected, rather than management form; and, third, he prefers general purpose types of government (cities and counties), as opposed to special districts.

Representative Cease believes there should be as much cooperation as possible between the 3 counties and the cities. Metro should do more and eventually the three counties may not be needed.

Generally, he believes the committee is performing a useful function, but he warned the committee to only make those changes which are necessary; leave the rest alone.

Cease then addressed several specific issues relating to government structure:



1. The commission size is okay. The question of whether the commissioners should be full or part-time should be looked at closely. Most commissioners only want to deal with immediate problems and are not interested in setting long-term policies. Some questions to ask ourselves are: Do the commissioners have enough to do? Do they want to make long-term policy?
2. The issue of elections at large or by district should not be discussed again; the issue has been dealt with in the past.
3. Regarding the county executive, Representative Cease believes it is the person in the position and not whether an executive is elected or appointed. Since the public is used to the current form, he doesn't feel the committee should change it unless there are definite problems.
4. Representative Cease personally prefers an appointed sheriff, but the public prefers an elected sheriff, so it may not be worth tampering with. Again, he believes it depends on the person in the position.
5. The county charter needs to be changed to allow a lobbyist; no government of any size does itself a favor by not having a lobbyist.
6. The salary issue should not be on the ballot because the public doesn't understand what county officials do. Setting salaries should be done in another way.
7. The county should not perform urban services.

Casey Short asked if Representative Cease believes every five years is too often to review the county charter and whether there should be an automatic charter review specified in the charter. Representative Cease said an automatic charter review would be a useful requirement. He also said that a review every five years may be too often; possibly ten years would be better, if there is a way to review it partially in the interim.

La Velle Vanden Berg asked if Cease thinks the county auditor should be elected or appointed. Cease believes the auditor should be appointed, but if the auditor is elected, imposing specific requirements makes sense. If the auditor is appointed, he should be independent of the commissioners.

Florence Bancroft noted that if an auditor is appointed he might not be independent of the board. She asked whether there was some way to appoint an auditor and yet retain his independence. Cease said Multnomah County should look at ways it is done by other counties.



Bill Rapp asked Cease what he thinks about the prohibition against running for office during mid-term. Cease believes people should be allowed to do it, but the privilege should not be abused. If the privilege is being abused, or has been abused in the past, the committee might want to retain the prohibition.

Cease noted, in an aside, that he is strongly against having commissioners be administrators of specific departments as in the City of Portland.

Monica Little sought clarification on whether Cease recommends an elected chair position or an elected executive. Cease said that unless the committee feels strongly that an elected executive should not be on the commission, it should remain the way it is.

Paul Norr asked Cease if he had any concerns about the sheriff and auditor being elected county-wide, if the commissioners were elected by district. Cease responded that would be a concern; if the commissioners were elected by district, the argument for an executive elected county-wide becomes stronger.

Ann Porter asked if Cease had any suggestions for determining salaries for commissioners. Cease said the public has a problem with commissioners voting on their own salaries (although he personally does not); possibly an outside group of experts should make recommendations.

Jerry Orrick, Executive Director, Association of Oregon Counties

Mr. Orrick gave a brief outline of the types of county government structures within the state of Oregon.

He stated that Oregon counties can be grouped into two types, general law and charter; there are 28 general law counties and 13 of the smaller ones have retained the original county court form, consisting of a county judge and two commissioners. The county judge serves as both the elected chair and as the chief executive. The other 15 counties in this group have progressed to a three-member board of commissioners with a rotating self-elected chair.

There are eight charter counties with structural organizations ranging from Josephine, with a general law format, to Clatsop with five uncompensated, non-partisan, part-time commissioners, no elected department heads, and a strong county manager appointed by the Board.

Three counties have three full-time commissioners with self elected chairs; one has five full-time commissioners with a self-elected chair; one has five uncompensated commissioners with a self-elected chair; two have part-time commissioners with a popularly



elected chair; and one, Multnomah, has five full-time commissioners with a popularly elected chair/executive. All, except Multnomah, have full-time appointed administrators and all, except Multnomah and Clatsop, require the Board of Commissioners to set elected officials' salaries.

Mr. Orrick stated that Multnomah County has come full circle in its organization structure. It began as a general law county with a judge and two commissioners, moved to a three-member board of commissioners, adopted a charter with five commissioners, moved to a strong elected executive form, then to the present form with a popularly elected chair with executive powers.

1. Amend the charter to eliminate the prohibition against employing a lobbyist. He stated that the average citizen has little idea what a lobbyist does and that few legislators have a working knowledge of the functions and processes of county government, although they make hundreds of decisions that affect those functions and processes. Legislators are heavily dependent on information from the county in order to make knowledgeable decisions. By denying itself the ability to provide the information, the county is inviting costly mistakes. Orrick noted that some explanation to the voters of the function a lobbyist performs may be necessary.
2. Amend the charter to change the way elected officials' salaries are set. Allowing the voters to determine salaries sounds nice but it does not work in practice. Although voters have a demonstrated ability to make policy decisions, they do not have sufficient objective information to make operational decisions, nor should they be expected to. To avoid a state mandate, such as SB 1029 which was originally designed to force all counties to pay sheriffs 7% more than their second-in-command, Mr. Orrick suggests three options:
  - a. Establish a citizen compensation committee to make annual salary recommendations for determination by the board of commissioners;
  - b. Establish county elected officials salaries at a percent of some state officials' salary; or
  - c. Allow the board of commissioners or commission chair to set all salaries.



In addition to the above, Mr. Orrick suggests the committee review the following issues:

- Evaluate the possibility of creating a county administrative officer position to serve at the pleasure of the board of commissioners and the chair. The administrator could be responsible for: (1) continually analyzing the internal functions and processes of the county to increase productivity and reduce waste; (2) coordinating and improving interdepartmental activities and communications and; (3) developing recommendations for county-wide budget, fiscal and public service priorities for board consideration.
- The value of having the current provision that limits an elected official to two terms and automatically requires resignation upon filing for another elective office. Orrick stated that "the advantage of getting rid of some people on a scheduled basis may not be worth the disadvantage of losing others. More importantly, relatively frequent turn-over of policymakers in any organization promotes short term expediency at the cost of long range problem solving."

Paul Norr asked Mr. Orrick to clarify his suggestion for a county administrative officer and to discuss the administrator's responsibilities.

Mr. Orrick said that an administrator is responsible for the day to day operation of the county; he is not involved in policy making at all. The administrator analyzes day to day operations of the county, develops procedures and processes and recommends to the board for their policy decision any change in organizational structure or long-term planning. The administrator provides expertise and provides a necessary communication link between labor and the policy makers and provides the necessary continuity throughout changes in political policy makers, who can rotate faster than problems can be solved.

Lana Butterfield said that a previous speaker asked the committee to change the method of staffing for the commissioners. She asked Mr. Orrick about his recommendations in that area. First, Mr. Orrick stated that a professional staff is needed to assist the county commissioners with research and analysis. Orrick then said that if a central administrative office is in place with a professional manager, the need for individual commissioners' staffs begins to decline. One way or another the staff needs to be there. He stated that it is difficult to compare Multnomah County with other counties in Oregon, but most of the larger ones provide their commissioners with a central administrative staff.



Nicholas Teeny asked Mr. Orrick if he had a recommendation as to the number of terms that should be served if the two-term limitation were repealed. Mr. Orrick replied that the public should decide that, because the public is aware of whether or not an elected official is acting inappropriately or "empire building."

Paul Norr asked if Mr. Orrick shares the concerns of some speakers who feel that there would be a problem with having a hired administrator answerable to 3 or 5 commissioners. Mr. Orrick said he did not and the administrator should serve at the pleasure of the governing body.

Ann Porter asked Mr. Orrick how the administrator relates to the sheriff and district attorney (both elected officials). Mr. Orrick stated that most counties that have an administrator have the full array of row officers. The elected officer is in charge of his or her department and the hired administrator must respect that. However, the administrator has more time and expertise to do some things within those departments. In addition, the administrator should be the one who makes the budget recommendations and develops all management recommendations and decides how they relate to public funding. The administrator looks at the county as a whole and he is the one who should do that. It is something of an adversarial relationship based on mutual respect and a different type of expertise.

Ken Tollenaar, Bureau of Governmental Research

Mr. Tollenaar gave the committee a brief outline of his professional background.

Mr. Tollenaar told the committee that there are no "experts" on local government structure and to remember that there is no right or wrong in terms of government structure. The committee should evaluate each issue, each structure option, with two values in mind: efficiency and accountability. The committee members should ask themselves to what extent does an option increase efficiency or accountability.

He stated that Multnomah County has come full circle in its type of government. A larger board of 7 or 9 tends to promote accountability but sacrifice efficiency, while a smaller board increases efficiency at the expense of accountability. A part-time board increases an ordinary person's chances to serve on the board.

Regarding the central administrative office (or county administrator), there are two options:



1. The strong manager model - The county administrator is given personnel responsibilities and makes contracts independent of the governing body. The board confines itself to policy-making. Clatsop County is a model of this type in Oregon.
2. Administrator model - The administrator functions as an agent of the board and does whatever the board delegates: broad (as broad as a strong manager) or narrow (almost more like an assistant to the board).

Row officers include elected officers, such as the sheriff and the auditor and hired department heads. The offices of sheriff and auditor are the ones most voters are likely to be concerned with; sheriff because of public familiarity and auditor because it requires more independence. It is Mr. Tollenaar's opinion that the concept of electing row officers is a very dysfunctional way to govern. Quoting Mark Twain, he advises the committee to "put all your eggs in one basket and then keep your eyes on the basket."

Mr. Tollenaar suggested the committee look at two provisions in the charter. (1) the constitutionality of the 30-day effective date for ordinances going into effect (the Oregon Constitution requires a 90 day effective date thus allowing more time for a referendum petition); and, (2) sections 9.10 and 9.20 regarding county service districts, which could be eliminated; these are already covered in ORS Chapter 451 or 198.

Ann Porter asked if Mr. Tollenaar would address the issue of whether the county should have a lobbyist. Mr. Tollenaar stated that it is essential to have day-to-day representation at the state legislature; the county needs a lobbyist.

#### PUBLIC TESTIMONY:

Eugene Collins, P.O. Box 3392, Portland, OR 97208

Eugene Collins gave the committee a brief outline of his background and qualifications.

Collins recommended that the committee eliminate the two-term limitation on holding a position in order to discourage those who only wish to use the office as a stepping-stone to another position. He also believes the high salaries of the commissioners should be eliminated; there should be five to seven part-time commissioners from separate districts of the county, thereby allowing each neighborhood to elect a commissioner. Salary should be based on the same pay-scale presently used by state senators and each commissioner would have one paid assistant. Commissioners would have policy-setting duties only, not administrative. If a



commissioner vacates his/her position for any reason, it should be declared vacant and an election held immediately. The current position of the chair should be abolished. Day to day operations of the county should be the responsibility of a paid professional administrator selected by the commissioners; the voters are not qualified to do so. Collins believes that the county should have planning sessions with individual public meetings chaired by a different commissioner; each committee would have 3-5 members each. He also believes that the county needs a lobbyist.

Regarding the position of auditor, Collins stated that performance auditing should be required and specified in the charter. The auditor should be fully licensed and degreed with experience in performance auditing and hired by the executive with no term specified. The charter should also state that all departments should be audited each year and sufficient funds should be provided for that function. Finally, the county should do its own auditing, and not rely on the state.

Mr. Collins was asked to give the committee a copy of his recommendations; he stated he would be happy to do so.

#### COMMITTEE BUSINESS:

##### Approval of Minutes

Bill Rapp stated that Blanche Schroeder's response to Monica Little's question on page 2 of the November 29 minutes should be changed to read: "The Chamber strongly supports having a hired professional manager, but she didn't have advice on how to achieve having 'strong executive leadership' and 'professional management.'"

With the above correction, the minutes were unanimously approved.

Rapp briefly reviewed the handouts; they are, (1) an updated membership roster, (2) November budget, (3) an article from the National Association of Counties on the report Mr. Tollenaar referred to earlier (the report has been ordered and will be available in the charter office for review or excerpted for the committee), and (4) the results of the Salary Commission survey which was performed in November to determine the kind of salaries the voters will accept for elected officials in Multnomah County.

The committee was reminded that there will be a meeting on the first four Wednesdays during the month of January. The next meeting will be Wednesday, December 20, at 7:00 p.m. in the Board Room.

The meeting adjourned at 9:42 p.m.



REPORT ID: MOBLA104  
RUN DATE: 12/09/89  
RUN TIME: 05:59:06

\*\* MULTNOMAH COUNTY \*\*  
DETAIL LISTING OF OBLIGATIONS VS. BUDGET  
FOR BUDGET FISCAL YEAR 1990  
AS OF 11/30/89

PAGE NO: 351

FUND: 100 GENERAL  
ORGANIZATION: 9305 CHARTER COMMISSION

ORG MGR: BUDGET

AGENCY: 050 NON DEPT  
ACTIVITY:

| CURRENT PERIOD    |      |              |              | FISCAL YEAR-TO-DATE |          |              |              | CURRENT     | UNOBLIGATED |
|-------------------|------|--------------|--------------|---------------------|----------|--------------|--------------|-------------|-------------|
| OBJECT            | I    | TOTAL        |              | I                   | TOTAL    |              | I            | BUDGETED    | BUDGET      |
| CODE-DESCRIPTION  | I    | ENCUMBRANCES | EXPENDITURES | OBLIGATIONS         | I        | ENCUMBRANCES | EXPENDITURES | OBLIGATIONS | I           |
|                   |      |              |              |                     |          |              |              |             |             |
|                   |      |              |              |                     |          |              |              | AMOUNT      | BALANCE     |
| 5100 PERMANENT    | 0.00 | 432.00       | 432.00       | 0.00                | 702.00   | 702.00       |              |             | 702.00-     |
| 5200 TEMPORARY    | 0.00 | 2,203.20     | 2,203.20     | 0.00                | 4,957.20 | 4,957.20     |              |             | 4,957.20-   |
| 5500 FRINGE BNFTS | 0.00 | 197.91       | 197.91       | 0.00                | 425.02   | 425.02       |              |             | 425.02-     |
| 5550 INS BENEFITS | 0.00 | 93.15        | 93.15        | 0.00                | 190.06   | 190.06       |              |             | 190.06-     |
| SUB TOTAL         | 0.00 | 2,926.26     | 2,926.26     | 0.00                | 6,274.28 | 6,274.28     |              |             | 6,274.28-   |
| 6110 PROF SVCS    | 0.00 | 64.75        | 64.75        | 0.00                | 157.25   | 157.25       | 43,000       |             | 42,842.75   |
| 6230 SUPPLIES     | 0.00 | 23.93        | 23.93        | 0.00                | 241.38   | 241.38       |              |             | 241.38-     |
| 6330 TRAVEL       | 0.00 | 30.95        | 30.95        | 0.00                | 30.95    | 30.95        |              |             | 30.95-      |
| SUB TOTAL         | 0.00 | 119.63       | 119.63       | 0.00                | 429.58   | 429.58       | 43,000       |             | 42,570.42   |
| 7150 TELEPHONE    | 0.00 | 81.58        | 81.58        | 0.00                | 171.17   | 171.17       |              |             | 171.17-     |
| SUB TOTAL         | 0.00 | 81.58        | 81.58        | 0.00                | 171.17   | 171.17       |              |             | 171.17-     |
| TOT APPR UNIT     | 0.00 | 3,127.47     | 3,127.47     | 0.00                | 6,875.03 | 6,875.03     | 43,000       |             | 36,124.97   |
| TOT ACTIVITY      | 0.00 | 3,127.47     | 3,127.47     | 0.00                | 6,875.03 | 6,875.03     | 43,000       |             | 36,124.97   |
| TOTAL ORGN 9305   | 0.00 | 3,127.47     | 3,127.47     | 0.00                | 6,875.03 | 6,875.03     | 43,000       |             | 36,124.97   |



# County government structure: Take a look

By Traci R. Eckert  
media relations assistant

Over the past two decades, county government has undergone dramatic change, largely as a result of an attempt to reduce barriers to service delivery.

"We're being asked every day to do more with less. More mandates and responsibilities are being shifted to our shoulders," said John Horsley, chair, Kitsap County (Wash.) board of commissioners, at a workshop on county government structure, July 17, during NACo's Annual Conference in Cincinnati.

According to "County Government Structure," a report released by NACo that documents the existing structure of counties on a state-by-state and county-by-county basis, efforts to reform counties for the sake of a clearer, more efficient form of government are taking place throughout the country.

Where success has been more prevalent has been in the area of establishing clear executive responsibilities, accountability and leadership, with major focus being on an elected or an appointed management leader. This book was initially released during the workshop.

"The fundamental question one must ask when looking at county government structure is: 'Is the form keeping up with the functions?'" Horsley said. "A commission form of government may be fine for some, but may be a total mess for others because of scandal, extreme disfunction and/or growth."

Horsley, representing the most common form of government, the commission form, said the advantage of this form is that everything is centralized while trying to streamline responsibility under the row officers.

The commission form of government consists of a plural executive board with, generally, three to five members elected to four-year terms from single-member districts, or at-large.

The board possesses both executive and legislative powers and may be referred to as a council, board of commissioners or a board of supervisors.

"In the case of collective leadership, though, people don't know who made the decision—who to put the blame on—and its confusing to our citizens," he said.

"In the executive form, you can't duck responsibility," Dan Murphy, county executive, Oakland County Mich., said. "You must feel you're right 98 percent of the time. You have to be the one who says 'Yes, that's what is best for the public,' and you must stand on your record if you want to be re-elected," Murphy stressed.

The elected executive position represents a political leader elected at-large and charged with executive authority in county government. It is similar to a mayor and is responsible for working with the county legislative body.

Generally, elected executives are strong partially due to their veto authority over the legislative body. Use of an elected executive represents a formal separation of powers, "County Government Structure" explains.

The executive form, accounting for 383 of the 3,107 county governments in the United States, gives to county operation something a commission form doesn't have—the power to veto a legislative decision.

Murphy stressed the importance of this veto power: "If a decision is vetoed, it forces the board to look at what they're about to do," he said.

Thomas C. Kelly, county manager, Volusia County, Fla., seems to think the county manager type of structure, adopted in 786 counties throughout the country, is more efficient and more effective.

"I believe in the system, and I haven't met many who don't," Kelly said.

The county administrator is usually appointed by and formally accountable to the governing board or legislative body. Administrators are in charge of the daily administration of county affairs and are looked to for their professional

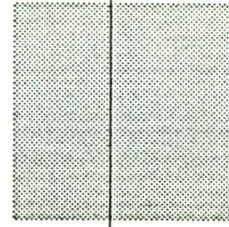
skills capacity.

County administrators reflect many levels of authority from county to county and are represented by numerous titles, "County Government Structure" states, including chief administrative officer, appointed administrator or simply administrator. County manager is also a title used, but the manager generally represents a greater level of autonomy and authority in managing county affairs than the other titles listed, depending on the legal and board-given powers.

"Unlike the other two forms of county government, a county manager has no political power. But a manager ought to set a tone of professionalism that runs all down the line," Kelly said. "We should make a county run like a business. Innovation is the key," he said.

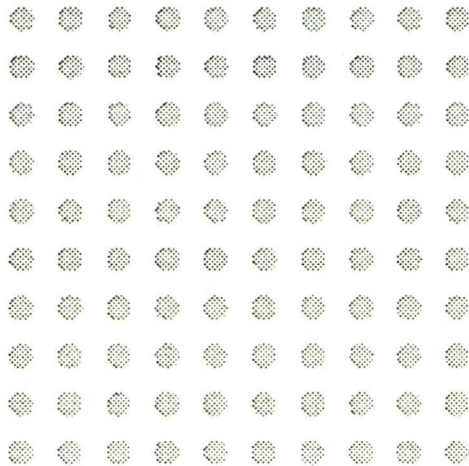
While all three county officials agreed that no specific county structure would work for everyone, "... each county must look at its own problems to decide which form is best for it. But, in county government," Kelly said, "we have the ability to have the leadership in progress."





# Voters View the Salaries of Multnomah County Elected Officials

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BARDSLEY  
&  
NEIDHART INC.

MARKET  
&  
OPINION  
RESEARCH

503 • 248 • 9058

## ***INTRODUCTION***

This is a report on voter attitudes toward the salaries of Multnomah County elected officials, whose pay scale has not increased during the past eight years.

The study was conducted for the **Multnomah County Salary Commission** by Bardsley & Neidhart, Inc., an independent and impartial research organization with headquarters in Portland, Oregon.

### **Objectives**

Overall objective of the project was to provide strategy and guidance for framing salary increase ballot measures which have a high potential for passage in the 1990 primary election.

More specifically, the study was designed to:

- Measure voter knowledge of the jobs performed by elected officials;
- Determine if the electorate would approve annual cost of living increases, even if no raise in base salary is approved;
- Identify the incremental amount voters would most likely approve for a one-time increase and for annual increases phased in over a three year period;
- Target demographic attitudes toward salaries (by age, gender, income, party affiliation, etc.);
- Tap perceptions of the job performance of elected officials; and
- Measure awareness of the disparity between salaries of Multnomah County officials and those in other jurisdictions.



## **Methodology**

Survey data were collected from the research organization's in-house telephone bank during the period between November 15 - 19, 1989. All field personnel were personally trained for the project, which was conducted under constant supervision of research principals.

Sample for the study consisted of 501 interviews with registered voters who voted in the 1988 general election. This size sample (501 cases) has a **maximum** standard error range of 4.4% at the 95% confidence level.

The sample was designed through application of a standard table of random numbers which selected pages, columns and residential numbers in telephone directories. A Random Digit Dialing technique was employed to insure integrity of the sample through inclusion of new and unlisted telephone households.

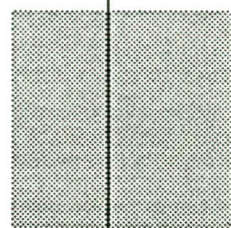
A detailed accounting of methodology and standard error ranges will be found in "Appendix A."

## **Report Format**

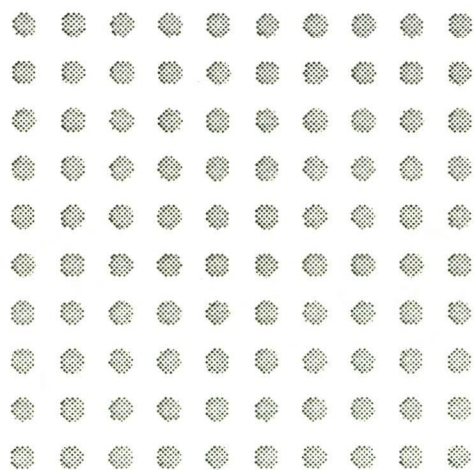
The report is organized into four major sections:

- The **Introduction** presents the background of the project, states the objectives and outlines the methodology.
- The **Executive Summary** reviews salient findings of the survey in both editorial and graphic form.
- The **Analysis** presents a detailed evaluation of each survey topic in terms of project objectives.
- The **Appendices** include the complete statistical abstract of results, a detailed description of survey methodology and a copy of the questionnaire.





# **Executive Summary**





## ***EXECUTIVE SUMMARY***

A sustained and effective educational campaign must be mounted before Multnomah County voters can be expected to grant its elected officials an equitable salary increase.

There is both misinformation and lack of information concerning salaries and competence of officials, and significant opposition to any increase for Multnomah County "politicians."

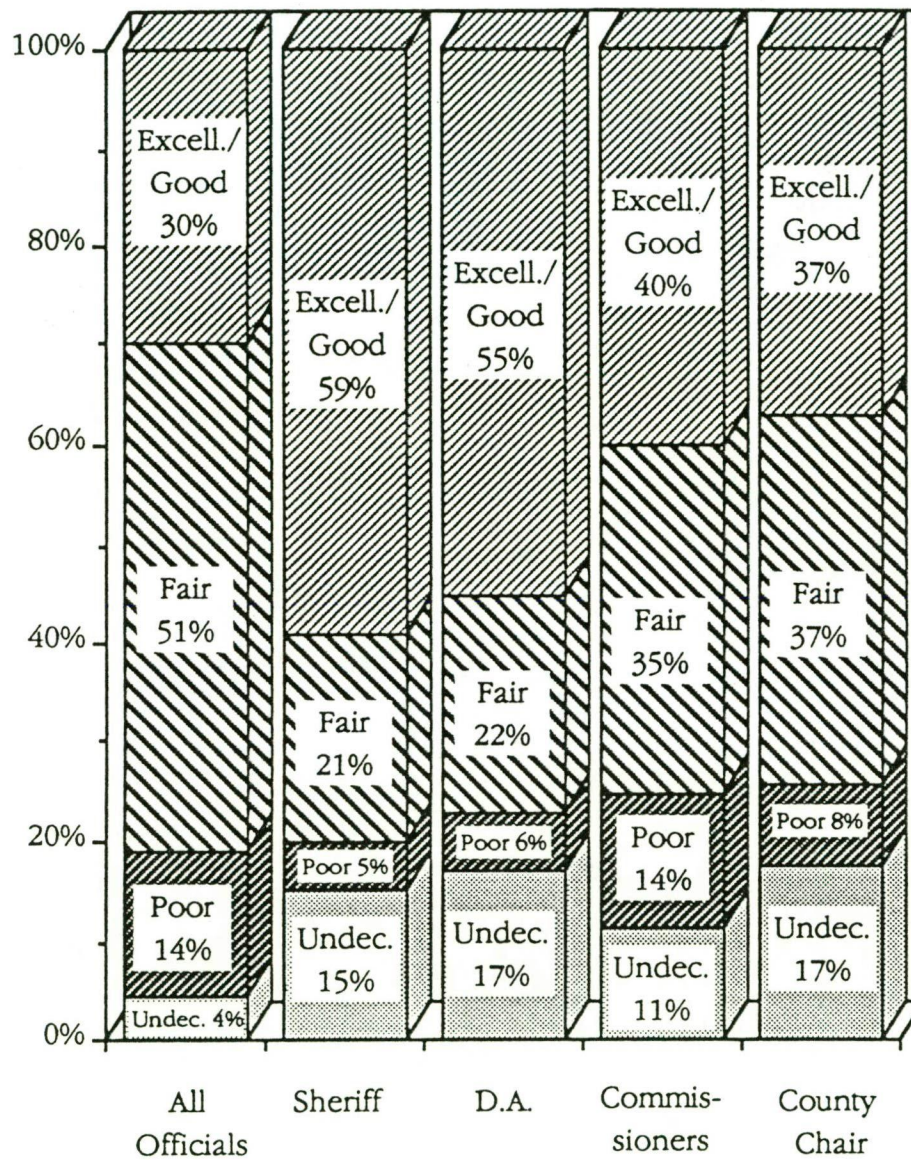
Here is the evidence:

- There is a marked lack of knowledge of the job responsibilities of Multnomah County Commissioners, particularly the "Chair."
- Voters characterize the job performance of elected officials as "fair-to poor," although they are complimentary of accomplishments of the County Sheriff and District Attorney.
- There is little distinction drawn between the job performance of county and city/state officials. Most "politicians" are placed in the "same" performance category.
- There is both ignorance and lack of information concerning the salaries of elected officials. Over nine out of ten are not aware that the Multnomah County pay scale has not kept pace with other counties in the Pacific Northwest. For most positions, about half feel salaries are either higher or the same, while the other half have no idea of the disparity which currently exists.

These perceptions and misperceptions are graphically illustrated on the ensuing pages, after which salary increases are addressed.



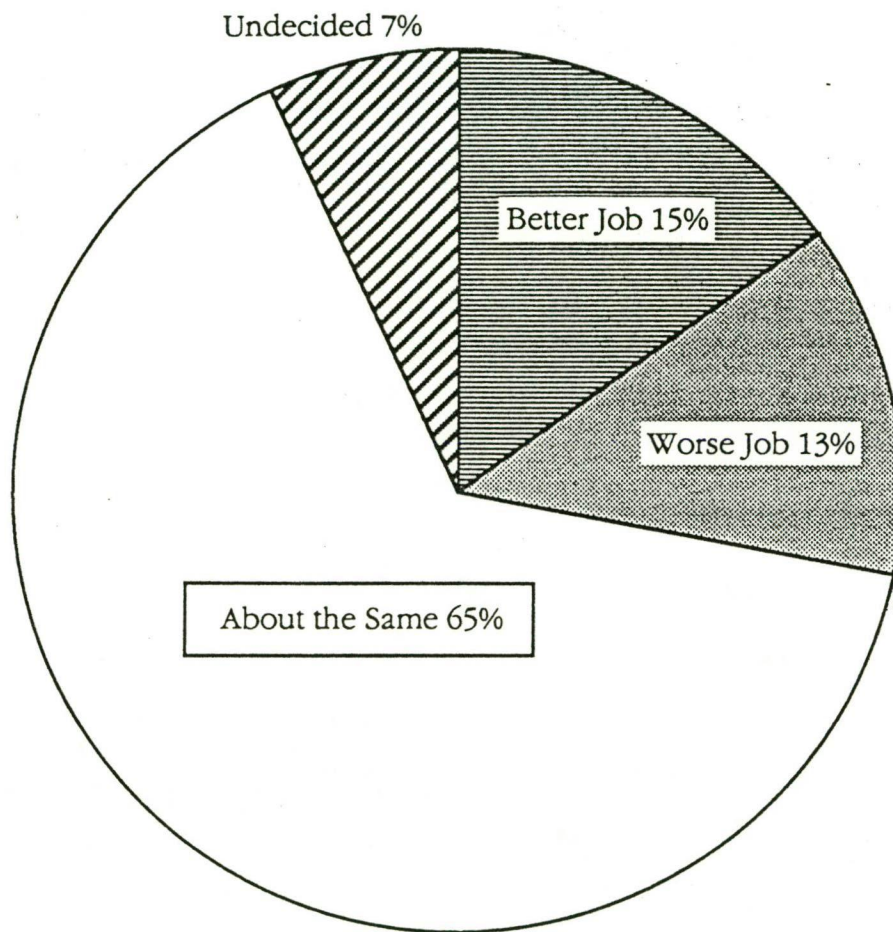
# Perceptions of Job Performance of Multnomah County Elected Officials



(Results may not total 100% due to rounding)

# Multnomah County Performance Vs. State and City Elected Officials

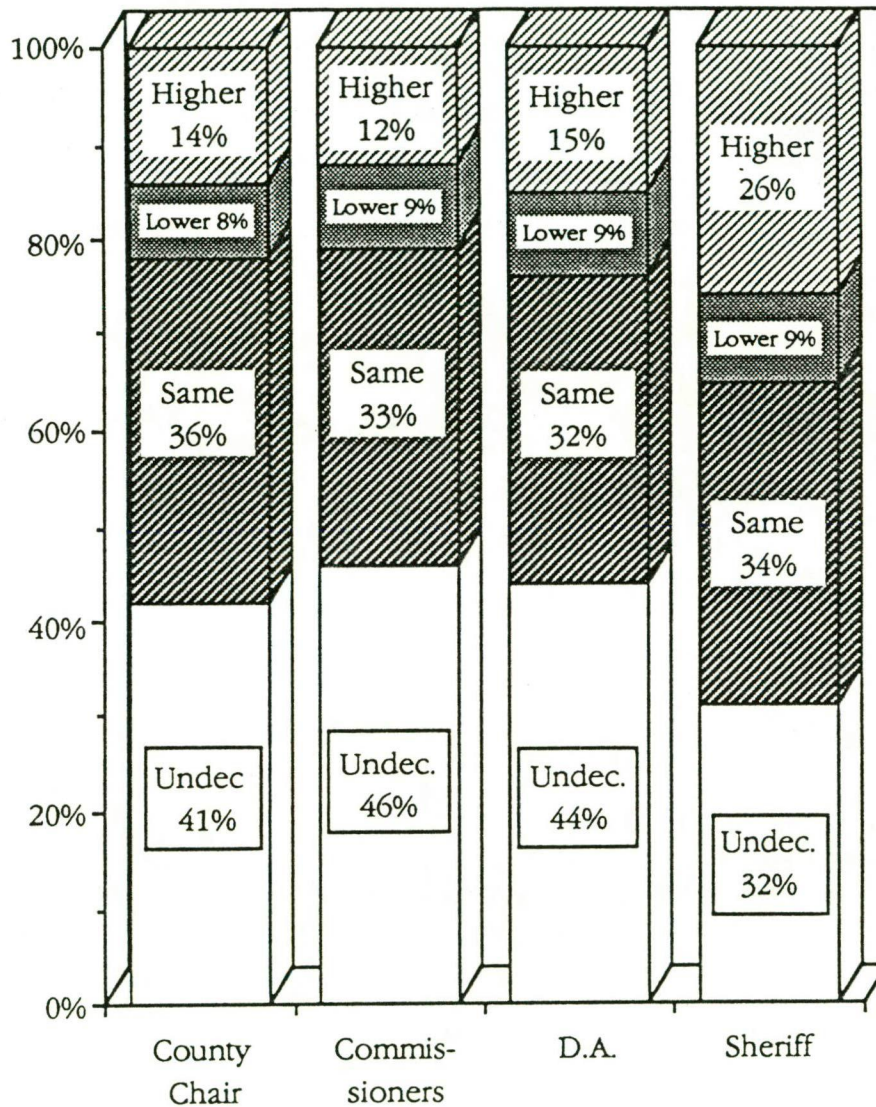
Multnomah County Officials Are Doing:





# Multnomah County Salary Scale Vs. Other Counties in Pacific N.W.

Multnomah County Salary Scale is:



(Results may not total 100% due to rounding)

## Salary Increases

Support for a salary hike was studied both on a conceptual basis and in terms of specific percentages or increments to the present pay scale.

First, voters were asked if they would approve an annual cost of living increase for elected officials.

**The answer was NO.**

Then, respondents were informed that officials do not receive an annual cost of living adjustment and, in fact, have not received a salary increase for eight years. After imparting this information, the question was repeated to chart the effect of "education." Would voters now approve an annual cost of living increase?

**The answer was YES.**

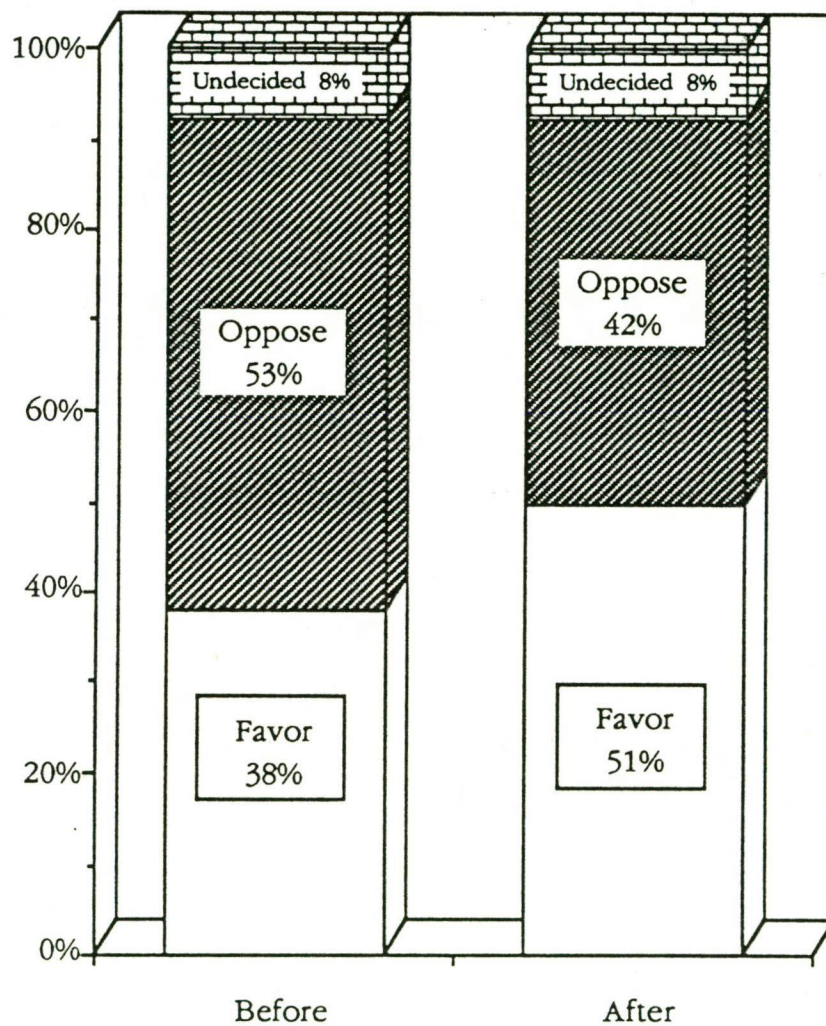
The change in climate "before" and "after" education is graphed on the following page.

Not shown in the illustration is the fact that 70% of those who praised the performance of elected officials were willing to grant an annual cost of living increase "after" education, as opposed to 41% of critics.

In other words, upgrading the job performance image improves the odds for passage of a salary package.



## Support for Cost of Living Increase “Before” and “After” Education



(Results may not total 100% due to rounding)

## **Incremental Increases**

The primary focus was on increments to the salary scale which voters would support in a ballot measure and how it should be structured.

Two plans were tested for potential approval:

- A phased-in salary increase of 3-5-7 or 10% per annum over a three-year period.
- A one-time salary hike of 5-7-10 or 12 percent.

Before the tests were conducted, respondents were told that salaries of elected officials are 20 to 30% lower than the prevailing rate in other counties of the Pacific Northwest.

A majority of voters supported the smallest increase in both plans, but rejected the three larger increments.

Approximately 40% opposed any salary increase.

If the Commission should elect to go for a larger increase (a 5% phase-in, or a 7% one-time), chances for passage would be best under low voter turnout conditions.

Support for a salary increase at each level is charted on the following pages. It should be pointed out that results reflect the current climate, which could change prior to the 1990 primary election. Education should improve the situation but unknown negative variables (such as intensity of opposition) could also impact the picture.

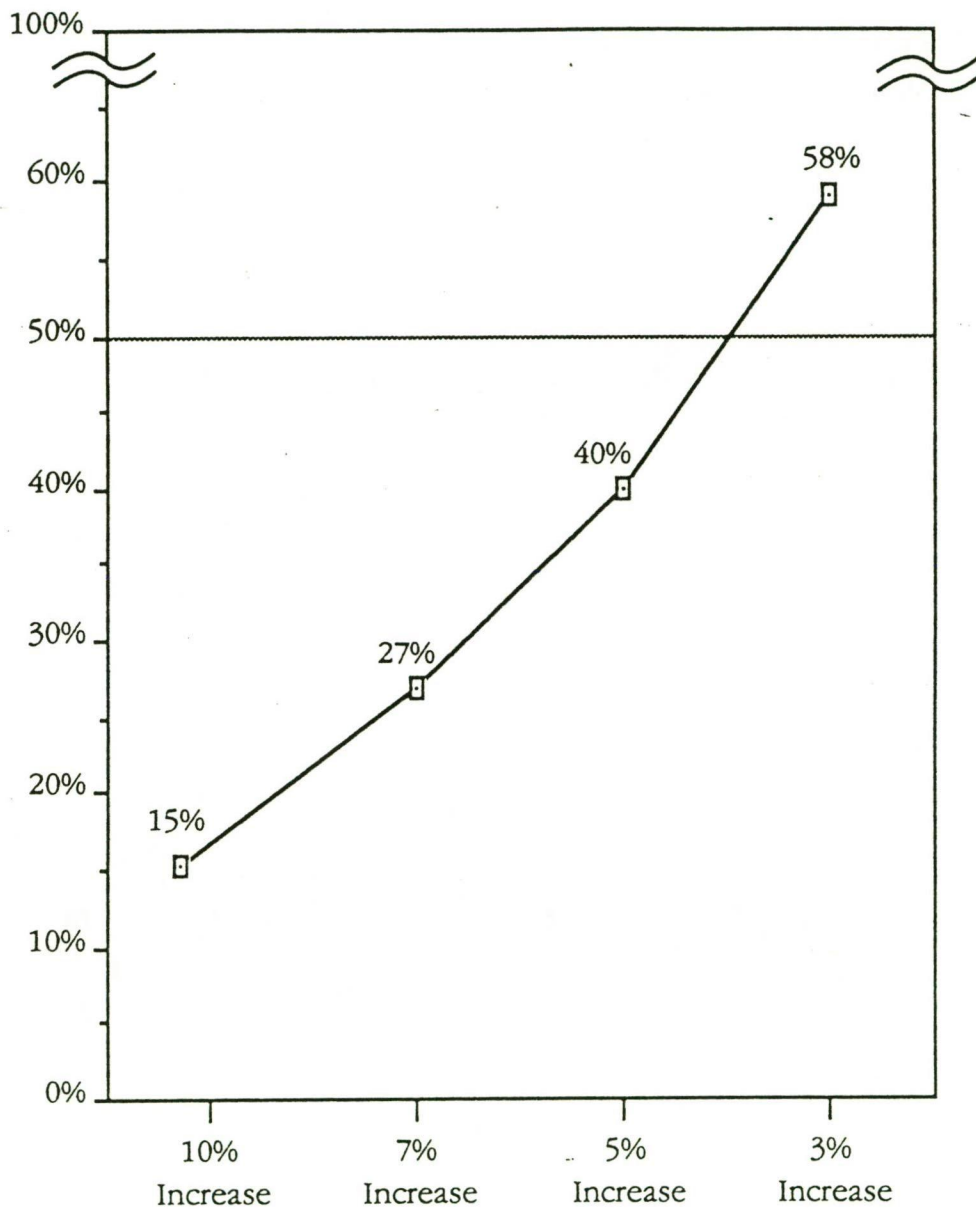


## VOTERS VIEW THE SALARIES OF MULTNOMAH COUNTY ELECTED OFFICIALS

Speaking of educational possibilities, respondents who believe officials are doing a good job would support a phased-in increase of 5% and a one-time increase of 7%.

# Support For Annual Salary Increase Phased In Over Three-Year Period

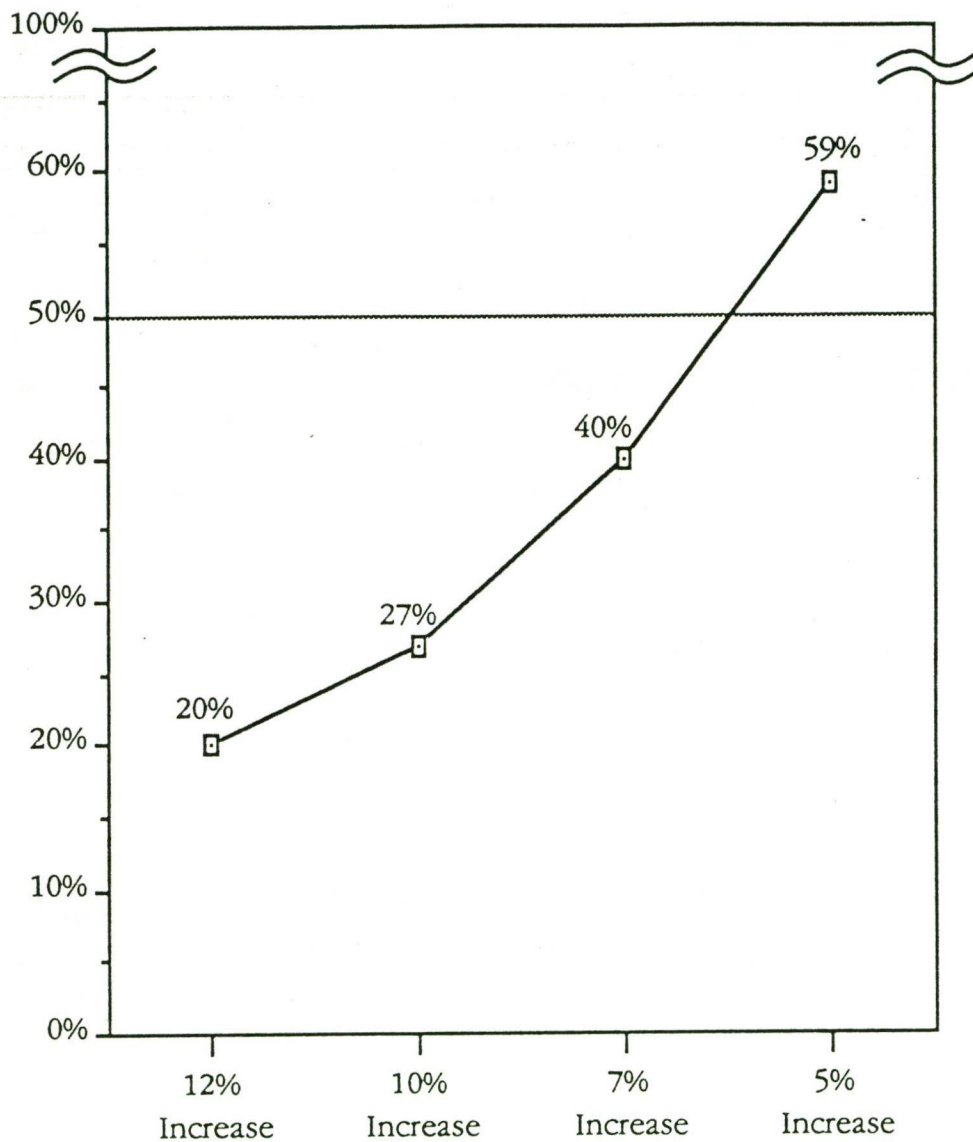
Support Level





# Support For One-Time Salary Increase

Support Level



## ***SUPPLEMENTAL DECISIONS***

A separate series of questions on composition of the County Commission and selection of elected officials produced decisive results.

- A heavy majority of voters (69%) prefer a full-time County Commission.
- It is the consensus (72%) that the Commission retain its five membership status.
- Nearly two-thirds (62%) opt for the current system where managerial responsibility rests with the County Chair rather than a hired executive.
- Seven in ten (70%) say the County Sheriff should be elected rather than appointed.
- Six in ten (61%) also say that the County Auditor should be elected.
- An overwhelming majority (82%) maintain that salaries should be set by voters rather than granting authority to the Multnomah County Salary Commission.

### **A Lobbyist?**

Voters have more divergent views on whether a "representative" should be hired to protect the County's interests in the Legislature.

- 52% approve,
- 38% oppose, with
- 10% "undecided."

Semantics play a part in the decision, since "representative" carries a more favorable connotation than "lobbyist."



- 
- |     |                                    |   |
|-----|------------------------------------|---|
| 14. | 1 Full-time<br>2 Part-time<br>9 DK | Now, we're going to give you a chance to play the role of "management consultant" to Multnomah County. Please tell me if you think county commissioners should be full- or part-time officials? |
|-----|------------------------------------|---|
- 
- |     |  |   |
|-----|--|---|
| 15. | 1 Increased to 7<br>2 Decreased to 3<br>3 Remain same at 5<br>9 DK | Should the number of County Commissioners be increased to 7, decreased to 3, or remain the same at 5? |
|-----|--|---|
- 
- |     |  |   |
|-----|--|---|
| 16. | 1 Elected Sheriff<br>2 Appointed Sheriff<br>9 DK | Do you think the County Sheriff should be elected by the public, or should the County Board of Commissioners appoint the Sheriff? |
|-----|--|---|
- 
- |     |  |  |
|-----|--|--|
| 17. | 1 Elected Auditor<br>2 Appointed Auditor<br>9 DK | What about the County Auditor? Should the Auditor be elected by the public, or appointed by the County Board of Commissioners? |
|-----|--|--|
- 
- |     |   |  |
|-----|---|--|
| 18. | 1 Manager/administrator<br>2 County Chair<br>9 DK | Should the Board of Commissioners hire a manager to oversee county departments, or should those responsibilities remain with the elected County Chair? |
|-----|---|--|
- 
- |     |                       |   |
|-----|-----------------------|---|
| 19. | 1 Yes<br>2 No<br>9 DK | Should the county be permitted to hire a representative to protect the county's interests in the State Legislature? |
|-----|-----------------------|---|
- 
- |     |   |  |
|-----|---|--|
| 20. | 1 Set by Salary Commission<br>2 Set by Vote of Citizens<br>9 DK | Should the Multnomah County Salary Commission be authorized to set salaries of elected county officials, or should salaries continue to be set by a vote of County citizens? |
|-----|---|--|
- 
- |     |   |   |
|-----|---|---|
| 21. | 1 A lot<br>2 Quite a bit<br>3 A little<br>4 None/DK | On the subject of politics, some people are interested in elections while others could care less. How about you, how much interest do you have in next May's Primary Election ... a lot, quite a bit, just a little, or practically none? |
|-----|---|---|
- 
- |     |  |   |
|-----|--|---|
| 22. | 1 Absolutely vote<br>2 If found time<br>3 Skip it<br>4 Wouldn't/DK | Now, suppose the next election day was miserable and stormy and you had a lot of important things to do...How likely would you be to vote...Absolutely certain, only if you found the time, or would you maybe skip it? |
|-----|--|---|
- 
- BN #53
- Page3
- 11/15/89
- © 1989 by Bardsley & Neidhart, Inc.

DATE: December 13, 1989

TO: Multnomah County Charter Review Committee

FROM: Eugene P. Collins, Independent Researcher

SUBJECT: Comments on various aspects of the Charter Review

INTRODUCTION:

When Arlene Collins, who has just spoken to you, joined the staff of the County District Attorney about 18 years ago she was given a desk piled high with file folders of information on those charged with some criminal act. Her desk is still piled higher today with an increasing load of cases, the D. A.s office keeps expanding, we constantly increase the number of Judges in the County, the Sheriff increases his activities and the jails grow bigger each year. And our social services are out of control.

Most people in the County are unaware of the presence of the County Commissioners and its government even though they live in the City of Portland, or Gresham and other east side cities. Taxpayers pay property taxes for running the County activities in addition to any city taxes and a high percentage of taxes to the school system in which they reside.

Revenues to the County also include monies for Federal or State projects for programs, especially those involved in health or social services. The tax base has not been increased for many years, but with the increased private office building, shopping malls, and residential construction, the appraised value of the County has continually increased and together with the statutory 6% yearly increase in rates, the County has had adequate money. If not, they always appeal to the voters for an additional serial levy and fund the library or build and run a new jail, which becomes an additional item on your property tax bill.

WHAT THE CHARTER REVIEW COMMITTEE CAN FIX

I realize that this charter committee cannot fix or change some of the above situations, but hopefully can fix the charter so that the County is run in a more business like manner.

At the end of this paper, I have listed a number of things that need to be fixed before the charter can be fixed.



County Charter Committee  
December 13, 1989  
Page Two

#### MY QUALIFICATIONS

I am going to talk about business operations, on auditing and internal financial control, and on the problems of getting the people who can do the job.

I have been a Certified Public Accountant in both Washington and Oregon states for many, many years and have served many business and individual clients, so I have a broad background.

I was also a supervisory auditor in the United States General Accounting Office, which reports to the Congress on the activities of the entire U. S. Government, the biggest client in the world. They, of course, check the performance of the administrative departments and discover the purchase of nuts and bolts for \$5 each, which can be obtained in the local hardware store for a dime each.

When my wife, Arlene, joined the County about 18 years ago, we decided to promote the welfare of the County employees, and that I would monitor the activities of the County by attending Commissioner meetings and review all of the budget documents together with following the development of a growing and complex computer system in all departments.

So I feel confident that I am qualified to speak on these subjects.

#### WHO HAS SERVED THE COUNTY GOVERNMENT.

I cannot recall the names of all of the elected officials of the County in the last eighteen years. But some come to mind:

DAN MOSEE, who mostly slept through meetings, is remembered for his promotion of the purchase of the Hoyt Hotel property, which was eventually demonished and the property given away. It would have made a nice government site plus parking on the Greyhound site.

DON CLARK, who has been Sheriff, Commissioner, and Executive and is now Director of the Housing Authority. He was County Executive, when the County Employees Union went on strike against the County, the only time in its existence. He pleaded that managers lied to him about the facts, but he lost the strike anyway.

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Page Three

GORDON SHADBURNE, whose only interest in the County was some athletic group in East county. When he got the funds for it, he skipped the rest of the budget hearings. He was caught taking money out of the travel budget and had to resign.

EARL BLUMENAUER, who has been the only Commissioner to understand the budget, controlled the budget hearings, and allow each Commissioner to add their favorite health services item before he closed the books. Earl now has moved to the City to dominate their budget.

DENNIS BUCHANAN was both a Commissioner and Executive. He tried to open some jail space in his budgets when the overcrowding began, but his budgets were torn up by the mother hen commissioners, who took the jail money for social programs.

GLADYS MCCOY who was on the Commission when the infamous Proposition A was passed to get the County out of supplying urban services to the unincorporated areas of the County. This was to slap the face of the Sheriff who had to patrol the areas. She is now Chair of the County acting as both administrator and is allowed to vote on policy matters. She is so inefficient that she has about 13 personal staff assistants to help her manage the day to day work.

PAULINE ANDERSON has been elected to the Commission for two terms from the Southwest district, but avid for annexation of the East County to the cities. But in her own district, Dunthorpe, a section of affluent homeowners, Hayden Island, and Sylvan, on top of the hill past the Zoo refused to annex to the cities. Even though she has added a couple of people to the budget each year to promote annexation, annexation has really slowed down recently. Dunthorpe finally gave in, but they get no better Portland Police coverage than the Sheriff gave them. But they can afford to hire their own security police. Pauline's husband, Lloyd, on the Port of Portland made a try for the Portland council, but he finished low in the votes. Pauline is also co-sponsor to a gun control law which has angered the gun lobby.

GRETCHEN KAFOURY, was in the State legislature, and was married to Steve Kafoury, also in the legislature. She is now married to Eric, the brother of Carl Hosticka who is in the legislature. She was a part of the anti jail group, but recently she supported a compromise to add beds and funding the Inverness jail.



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Page Four

Her terms as Commissioner are up, so she is eyeing a position in the Portland City Council. She wants to leave the divisive County commission and work in the divisive City Council.

RICK BAUMAN, is a former member of the State Legislature, and was formerly married to Judith Bauman who is now in the State Legislature. He has an unpredictable voting record, because of his reluctance to support anything until the complete picture is fully developed. Thus he opposed the jail levy, because we had not provided for the rest of the package, sanctions, treatment, and alternatives. Now he is off to study an individual income tax, and has co sponsored a gun control law for the County which filled the meeting room with hundreds of angry fists raised.

SHARRON KELLEY is the newest Commissioner, formerly with the Metro Service District, from the Gresham area. She angered many by supporting the garbage trucking contract through the Gorge. She is torn between the demands of her divided constituents who want things that are not in the best interests of the whole county. She is trying to find a niche for her expertise, but it takes a full year before you can understand the County.

CAROLYN MILLER, a former school teacher and member of a teacher labor union, spent time nit picking the County budget on her two terms as Commissioner, on little \$25 items but was willing to sink millions into the Gill Building to house social programs. She was anti jail and often locked horns with the Sheriff. She often gave lectures on words, such as the difference between "consensus" and "majority". During the last budget session, she left her seat and refused to join the rest of the Commissioners in spending the last dollar of General Fund dollars. She was glad to finish her term and is now happily writing for a good market in children's books.

FRED PEARCE who has a voice like a bull horn and does not need a microphone was the elected Sheriff. He fought every week for funds for additional officers and for additional jail space that the anti jail mother hens would not vote. He was under court order to reduce the jail population, so he finally made his point when he opened the back door of the Justice center and released dozens of inmates onto the street. Subsequently he got the courthouse jail and other facilities opened and promoted the levy for the Inverness jail. After years of buying ineffective systems and computers, he almost clobbered the main County computer system by plugging ~~his~~ all of his terminals and dumping  
IN

COUNTY CHARTER COMMITTEE  
December 13, 1989  
Page Five

his computer out. He was appointed by the Governor to be head of the State prison system which is seriously overcrowded and lacks rehabilitation programs and facilities.

MICHAEL SHRUNK has been elected District Attorney for the County and is heavily mandated by both the State and County charters and laws to use the necessary funds to prosecute all crimes and is a part of the State justice system. By some not fully understood reasoning, the State pays half of his salary, and all of the Judges and their staff, but the County is expected to furnish the facilities and staff for the District Attorney. Even though he should be given whatever money necessary, he submits his budget to the County budget office and/or Executive who trim it to their liking, so he is constantly asking for additional space, deputies and clerical staff to handle cases that are becoming more complicated and violent day by day.

Terry Shrunk, his father, was Fire Chief for Portland, as well as Councilman and Mayor of Portland and Sheriff for the County. So once again name familiarity plays a part when citizens vote.



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JEWEL LANSING, a Certified Public Accountant, was probably the first professional person to my knowledge to be elected to be the County Auditor. While some of her work was worthwhile, she saw that the office was greatly understaffed and that she could not audit the entire County as required. She got discouraged and then ran for Portland city auditor which has a slightly different function. After a term in that office she has at this time at least, gone into other activities.

She was very supportive in passing a County Charter revision which requires the County Auditor to have an accounting and auditing degree and be licensed by the State.

ANNE KELLY FEENEY, the daughter of a local remodeler and the wife of ---Feeney, an executive of the Tri Met Transportation System, was next to succeed Jewel Lansing as County Auditor. While running for office she called me one day and said, "Let's have lunch and you can tell me all about the County finances and budget." Well, I declined, not having that much time just for lunch. Using the name familiarity of using two names, she was elected. Having absolutely no knowledge of accounting, she signed up for a bookkeeping course at Portland State University. Her staff did the work on a few minor auditing reports and she realized that the work was not that glamorous, left to direct the Loaves and Fishes program, perhaps more suited to her talents.

DAN IVANCIE, son of Frank, former Portland commissioner and Mayor, using the name trick again, ran for County Auditor and won the election against a bunch of unknowns. He probably has less ability than Anne Kelly Feeney, and certainly less personality. Now, however, Dan has the problem of studying accounting and auditing, and in accordance with the new charter provision, he must pass the State and National exams, serve an apprenticeship with a public accounting firm and get a State license. I doubt that he can make it in time for the next election. All of the existing staff left the auditors office for lack of direction, so now Dan has to train a new staff.

He got himself between a rock and a hard place when he suggested that the Library Association of Portland be referred to the State Attorney general for audit of the endowment funds.



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His only other accomplishment to date has been to suggest that the County develop a golf course on the County farm property located in Troutdale. He probably got the idea from the Glendoveer Golf Course owned by the County which makes money.

The only trouble is that the 330 acre property at Troutdale is hilly, bisected by two streets, railroad tracks, and occupied by a prison, an empty poor house, and other buildings.

PETER VOORHEES. He is not an elected County official, but he is just as close to the County funds as possible. He was the Secretary-Treasurer of the Library Association of Portland, and spent up to 12 million dollars a year of County levies and general funds monies. The County lacks the jurisdiction to audit these books and never even tried. What's wrong? Voorhees was recently disbarred from practicing as an attorney for mishandling his clients money. So he has endowment funds that were given to the Library in a separate account around \$6 million dollars and he wants to keep them and not turn them over to the County with the library assets. Are these the kind of individuals the County should be dealing with?

There are many more that I have omitted like Bonnie Morris, Polly Casterline, Arnold Biskar, but this is enough to make my point:

We are being governed by a group of professional politicians who are constantly being recycled from State to County to City positions by voters who choose by name familiarity and by negative advertisements paid from well funded contributions.

The term of office is no deterrent to these people, they simply spend their time in office, caring little about the long term effect of their decisions and move on to the next vacancy.

If the pay of these positions is around \$65,000, the total for eight years comes to \$520,000. And that's doesn't look too bad for some of us with considerably less.

The Charter committee cannot control the voters, but they can perhaps make it less attractive for the politicians to want these positions.

We have heard from others who say that any system of election or control CAN work, and that they all happily get together and agree regardless of 3, or 5, or more Commissioners.



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I disagree and the history of Multnomah County is full of disagreement, gridlocks, ineffectiveness and bad policy.

So while we cannot control the voters putting in the bad guys, we should make the system as responsive to getting them out as quickly as possible. And my recommendations are designed to accomplish that.

#### M Y R E C O M M E N D A T I O N S

I will just state my recommendations in brief form, because they have all been discussed and are familiar to you:

1. Eliminate the two term limitation on holding a position. It is ignored by these office hopping polititans who simply go on to the next office. The limitation also discourages those that are chosen to fill a vacancy, because they cannot run for the position.

If the 2 term limitation gets the bad guys out, eight years is still a long time to suffer. On the other hand, if we get some good guys in, we might want to keep them around a long time.

2. Eliminate the profit motive by eliminating the high salaries of the Commissioners.

3. We should elect from 5 to 7 or so PART TIME commissioners from separate districts of the County which would be roughly the size of the State senator districts now existing. This would allow each neighborhood to elect a commissioner which would be responsiveness to its problems. It would make it much easier to run for election and much less expensive for an average citizen.

4. The salary would be based upon the same pay schedule that is paid for the State Senators, and eliminate the present gridlock.

5. Each Commissioner would establish an office in the district from which he was elected, and be available to his residents.

6. Each Commissioner would be permitted one paid assistant to keep his office open and to perform necessary clerical duties.

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Page Nine

(With satellite communication, and FAX equipment, communication between departments, commissioners, and others would be very simple.)

7. Commissioners would have legislative functions of setting policy only, and would not have any administrative functions.

8. For the purpose of running meetings, a Chairman could be rotated monthly by Commissioners but without any special powers.

9. If a Commissioner dies, is sick, or is convicted of a crime, or fails to attend board meetings, his position should be declared vacant and an election should be scheduled as soon as possible. (Recently, we have had vacancies on the Board with 4 commissioners who could not agree on filling a vacancy nor on many times fail to pass essential legislation. With a larger board, a vacancy would not so likely create such a gridlock until the vacancy was filled.)

10. The position of elected Sheriff is one of tradition from the days of riding on the range. On the other hand, we need only to look at the City of Portland, where Bud Clark has had constant turmoil and lack of direction from an appointed Chief.

While it causes confrontation and budget problems, I would stick with the elected Sheriff until his role in the County has been greatly reduced from its present major activity.

11. Similarly, the position of elected District Attorney is mandated, although the duties are largely administrative and greatly controlled by the State justice system.

At present the conflict arises at budget time, when the Commissioners want to mess with his operation.

The solution is to get the State to pay all of the expenses of the District Attorney and get the County out of the problem. He could be appointed by the Governor like Judges.



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12. The administration of the County and its actual day to day operation should be run by a paid professional County Executive that is selected by the Commissioners. The position should be continuing. If he could be removed by a vote of the Commission, it would be a very responsive method to get rid of a bad one, but vulnerable to attack and removal by Commissioners with a grudge.

I have seen both elected and appointed Executives. Both have been good and bad, but both will work. However, I do not see why a professional business oriented individual has to turn political and run for election. The voters are absolutely not qualified to choose an Executive.

13. The present position of Chair should be abolished, because you cannot mix administrative and legislative duties in the same position.

14. The duties of the Commissioners should be patterned on the structure of both the Federal Congress and the State Assembly where the Chairman and members of many committee and sub committees are selected to specialize on specific activities of the government. While cumbersome and sometimes manipulated by politics, parties, and chairmen, these Committees can be very responsive to the public by holding public meetings and taking testimony while developing legislation and budgets.

The County similarly needs to open up its planning sessions with public meetings and hear testimony from the Executive, from its department heads, from its employees and from the public before suggesting legislation or policy.

The Executive of the County would appoint about 5 or 6 Commissioners to chair the committees on each of the various departments of the County.

All Commissioners could select the Committees of their choice, preferable those where they have expertise and interest.

These committees would be limited to 3 to 5 members each.

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#### 15. THE COUNTY AUDITOR

For a long time the County has had an Auditor. But for a long time the County has never had an audit, a long time being never.

The County Auditor is an elected position and for a long, long, time who ever was elected did not have to have any knowledge of accounting, auditing or even bookkeeping, so any meaningful work from the office is very meager.

Funds for this activity are always limited, so that even if the persons elected or hired were competent, there is not enough of them to go around.

The Charter says that ALL of the County shall of audited. To me that means every department, every year. I doubt if any one of the department have ever been fully audited, let alone the whole County departments.

Instead, bits and pieces have been done with small operations within some department.

In the past, an audit simply meant that the funds have been accounted for, and no one wrongfully took any of it. This was true on the Federal, State level as well as the County.

As long as you had a bill from a vendor or some other document and accompanied by the required signatures and authorizations, the expenditure was approved, no matter if the bill was for 5 barrels of used dishwater.

Today the emphasis is on "performance audits" a high tech term which means, "did you really need this" and then "did you get the best bang for the buck?"

To do these audits, requires looking beyond the expenditure and examining the basis used for spending the money, and there is a certain talent needed like the search dog following a scent.

In addition to the money spent directly for supplies, payroll, and ribbons, the County contracts with private outside vendors to perform a service for a fee, or to provide funds to operate



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Page Twelve

an operation not included in the regular operating budgets.

The most obvious and controversial example is the Library system in Portland, where sums of \$5 million, \$12 million, are handed over the the Library Association of Portland to run the Library System, payroll, books, repairs, utilities, and you name it.

The County does not and never has audited either the funds or the "performance" of the Library, and now disturbing rumors have surfaced that the LAP has diverted several million dollars of cash and art to their own purpose and not the Library.

In addition, there is estimated that over 250 separate vendors are supplying services in the health and social services areas for care of children, operating senior centers and a host of small activities. None of these activities have been audited. In the past a number of these organizations have either squandered the funds and gone broke, or some individuals used the money for their own personal use. In many cases the money is simply thrown to the winds because the results, regardless of the worthy purpose, are just too costly and the County should not be involved.

Therefore the County auditor should be:

- A. A fully licensed and degreed accountant with experience in performance audits. (add the performance audit.)
- B. The auditor shall be hired by the Executive on a continuing basis and no term should be specified.
- C. The Charter must specifically say that ALL departments must be audited EACH year and that sufficient funds be provided for the work. (It is possible and feasible to spend audit time in each department, say a month, review the overall operation and devote another month toward analyzing some specific activity that needs review.)
- D. The Charter must state specifically that all monies spent on all outside contracts must be reviewed and that such organizations keep adequate records. (Obviously we would except

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Page Thirteen

such organizations as PGE which is simply supplying electricity. But it would include the Library who must show documents and performance.

E. Some comments have been made that the auditing could be done by the State or by independent CPA firms, or by a group to audit all regional government operations. This is not practical, since the time involved is the same whether you do it in little bunches or big bunches.

F. The most effective audits will be made by the County doing its own audits, because a competent auditor will, over time, become intimately familiar with the departments and be able to sniff out the trouble spots. An outside CPA firm would spend much time to just get acquainted with the operation.

G. The Charter must contain language that these audits are not to be ignored, and that the Auditor must be free of any retaliatory actions by the Executive or the Commissioners.

16. Finally, I recommend that the Charter should permit the employment of a State legislative lobbyist and related expenses.

\* \* \* \* \*

#### PROLOG

While the Charter review committee is only charged with revising the charter, I believe that it would be in the best interests of the County for this committee to continue meeting and develop a realistic plan for the future of the County. Your committee having been appointed by the Legislators of the County represent all of the districts of the County both urban and rural.

When Proposition A was passed by the Commissioners about five years ago, it was principally aimed at limiting the Sheriff's patrols of unincorporated areas that had become urban in nature because of growth in housing. Some others also say that it was done to force those areas to install sewers and other utilities and to annex them to Portland and/or Gresham. But we still have areas that have resisted annexation in spite of continued effort and money spent by the County and Portland.

What happened after Proposition A, was the transference of Sheriff deputies to the Portland Police who promptly fired the deputies because of money problems, so residents got back their rural patrols and nothing for their new City property tax.



County Charter Committee  
December 13, 1989  
Page Fourteen

We now have a number of incorporated areas: Maywood, Parkrose, Wood Village, Troutdale, Fairview, as well as Gresham and Portland. All of them are hard pressed to supply utilities, roads, health services, libraries, police protection and other so-called urban services. A reverse of Proposition A is the situation where the Sheriff is patrolling Columbia Villa, an area with crime problems.

However, in many cases of the smaller Cities, it makes sense to have the Sheriff supply the patrols.

In the case of roads, the County has the equipment and manpower, and it makes sense to supply the smaller cities on a contract basis.

On the other hand, contrary to Proposition A, why does the County furnish alcohol treatment facilities, senior centers, rehabilitation of prostitutes, health and dental services, maintenance of Willamette River bridges, many child care programs, homeless, pregnant teen agers, single unmarried mothers, and other services to Portland residents.

Why does the County  
furnish teen clinics to the Portland School District?

Why is the County saddled with castoffs from the State from McLaren, Fairview, Dammasch, and State Hospital.

Why is the County saddled with the Portland Library Association?  
Why do we furnish a library to Gresham?

Are not all of these URBAN activities?

In "Multnomah County Visions" the CIC groups have come up with a document containing many contradictions. On one hand, they extoll the concept of filling in all of our land with housing. On the other hand, they mourn the use of agricultural land to factories and shopping malls.

Are we any better off to build an electronics plant, pollute the air and water, hire \$3.50 an hour assembly people to replace the \$3.50 an hour farm workers who picked the berries and the tomatoes from the lost land??

County Charter Committee  
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Page Fifteen

If you really want to downsize the County and get out of urban services, then you must perform only mandatory services:

1. District Attorney
2. Control of contagious diseases only
3. Assessment and taxation of property
4. Corrections facilities
5. Voting and registration

If you don't want just this, then Proposition A is a lie and must be eliminated.

Before you attempt to put a few band-aids on the County Charter, you should develop a plan to define what the County is to do.

I believe you are in a very important position and that you should take your concerns back to your Senators and Representatives to discuss this before you present anything to the voters.



PRESENTED TO  
MULTNOMAH COUNTY CHARTER REVIEW COMMITTEE

by

JERRY ORRICK, EXECUTIVE DIRECTOR  
ASSOCIATION OF OREGON COUNTIES

Let me say at the outset that I feel rather uncomfortable in my assigned role as a formal witness with prepared testimony. I would probably be more useful in an informal advisory role helping you sort through the pros and cons of specific charter amendments that you may be considering.

My discomfort is twofold. First, no one has yet devised the best organizational structure for county government, so "expert" testimony on the subject is little more than a collection of personal opinions. And secondly, the most appropriate provisions for Multnomah county are those that county residents prefer, not those promoted by some "out-of-town expert". But I have been assigned a specific format, allotted fifteen minutes, and requested to cover three general areas, all of which I will attempt to accomplish, my comfort level notwithstanding.

1. County Government Structure

Oregon is blessed with a wide variety of county organizational structures, all of which seem to work just fine. I have been unable to identify any one type that works much better or worse than any other. The key to any successful organization, of course, is its people more than its structure, and the basic elements for attracting and retaining good people are pretty much the same for any organization.

Oregon counties can be grouped into two types, general law and charter. Within the 28 general law counties, 13 of the smaller ones have retained the original county court form, consisting of a county judge and two commissioners. The county judge serves as both the elected chair and as the chief executive.

The other 15 counties in this group have "progressed" to a three member Board of Commissioners with a rotating self elected chair. All 15 have full time commissioners and the larger ones also employ a full time county administrator.

Charter counties, of which there are now eight, have branched into a wide spectrum of structural organizations ranging from Josephine, which retained the general law format, to Clatsop with five uncompensated, non partisan, part-time commissioners, no elected department heads, and a strong county manager appointed by the Board.

Three (Jackson, Josephine & Benton) have three full time commissioners with self elected chairs.

One (Lane) has five full time commissioners with a self elected chair.

One (Clatsop) has five uncompensated commissioners with a self elected chair.

Two (Hood River & Washington) have part time commissioners with a popularly elected chair.

One (Multnomah) has five full time commissioners with a popularly elected chair/executive.



All, except Multnomah, have full time appointed administrators.

All, except Multnomah and Clatsop, require the Board of Commissioners to set elected officials salaries.

Multnomah county has experienced about as many organizational structures as any county in the nation. It started as a general law county court with a judge and two commissioners, moved to a three member board of commissioners, then adopted a charter with five commissioners, then moved to a strong elected executive form, and then to the present form with a popularly elected chair with executive powers.

Perhaps what we can learn from all this experience is that organizational structure in and of itself is not a panacea for institutional success.

As an interesting aside, Multnomah county, with all its organizational experience, has come nearly full circle to its original form. The current structure bears many similarities to the county court system, which still exists in the smaller eastern Oregon counties. Let me hasten to add that I am not suggesting that this is inappropriate in any way. Quite the contrary, the more I learn about county government the more I personally tend to prefer the old "court" form, with a few modifications.

## 2. Specific Charter Changes

My second assigned task is to offer specific recommendations for charter changes. At the risk of telling someone else how they should govern themselves, I will hazard two suggestions.

First, I think the charter should be amended to eliminate the prohibition against employing a lobbyist. I know from years of first hand experience that the average citizen has no idea what a lobbyist does. And those that are willing to venture a guess usually describe something pretty negative. I presume that the charter prohibition is a well intentioned product of that ignorance and bias. I can think of no other reason for county voters to place themselves bare and mute before the legislative altar. Even the most elementary knowledge of the legislative process would dictate a totally different posture.

Probably not one legislator in a hundred has a working knowledge of the functions and processes of county government. Yet each session, legislators make literally hundred of decisions that affect those functions and processes. And many of those decisions can affect millions of dollars in expenses or revenues. Legislators would be the first to admit that they are heavily dependent on factual and timely information from the county in order to make knowledgeable decisions. By denying itself the ability to provide that information the county is inviting costly mistakes.

Lobbying, particularly in the public sector, is not a matter of fun and games and crooked deals as many people probably suspect. Rather, it involves long hours of hard work by well educated, trained professionals analyzing complex issues, developing appropriate and accurate information and providing that information at the right time and place for legislative consideration.

Multnomah county has a patchwork system in place to comply with the charter prohibition and avoid much of the downside risk of an uninformed legislature. But the system is slow, cumbersome and frustrating for all involved. A more direct, coordinated approach through repeal of the prohibition would be of better service to the public.

The second sensitive area I would like to tread upon is elected official salaries.



While the concept of allowing voters to determine compensation levels of elected officials has a nice theoretical ring, it simply doesn't work well in practice. Although Oregon voters, in my judgment, have a demonstrated ability to make good policy decisions at the polls, they simply do not have sufficient objective information available to make operational decisions. They shouldn't be expected to know prevailing wage rates for specific, unusual job classifications for which they have little or no knowledge.

If voters continue to reject salary increases, particularly for the sheriff and auditor, I submit that it will only be a matter of time before the legislature mandates a new statewide system to override the charter provision. A case in point is SB 1029 in the last session. It was originally designed, among other things, to force all counties to pay sheriffs 7% more than their second-in-command. Much of the supporting testimony focused on the Multnomah county sheriff, who was reportedly being paid \$10,000 less than the undersheriff. SB 1029 passed the Senate in its original form but was substantially altered before receiving House passage. I have reason to believe that the issue will be back again next session with even greater support.

To avoid an unwanted state mandate, to provide more equitable compensation for elected officials and to be more responsible in our expectations of voters, I suggest that you develop a better system for setting salaries. Three obvious options come to mind:

1. Establish a compensation committee of county citizens to annually analyze and recommend salaries of elected officials for determination by the Board of Commissioners.
2. Establish county elected officials salaries at a percent of some state officials salary.
3. Allow the Board of Commissioners, or Commission Chair to set all salaries.

### 3. Issues For Committee Attention

My third and final assignment is to suggest issues deserving your further attention.

First I would suggest that you evaluate the pros and cons of creating a county administrative officer position to serve at the pleasure of the Board of Commissioners and the Chair. Such a position could be responsible for: 1) continually analyzing the internal functions and processes of the county to increase productivity and reduce waste; 2) coordinating and improving interdepartmental activities and communications and; 3) developing recommendations for county-wide budget, fiscal and public service priorities for Board consideration.

Secondly, it might be of some value to look at the two term limitation for elected officials and the automatic resignation upon filing for another elective office provisions. The maximum time a person could serve is eight years, which is reduced to about seven if they are willing to run for another public office toward the end of their second term. Since it probably takes a bright, active commissioner at least two or three years to comprehend an organization as large and complex as a county, they are left with only four or five years of productive service before the training process starts again. The advantage of getting rid of some people on a scheduled basis may not be worth the disadvantage of losing others. More importantly, relatively frequent turn-over of policymakers in any organization promotes short term expediency at the cost of long range problem solving.



# MULTNOMAH COUNTY EMPLOYEES UNION LOCAL 88

AFFILIATED WITH  
American Federation of State,  
County and Municipal Employees  
Oregon AFSCME Council 75  
OREGON AFL-CIO  
Multnomah Co. Labor Council

Chartered by American Federation of State, County and  
Municipal Employees A.F.L.-C.I.O.  
2325 E. Burnside  
Portland, Oregon 97214  
(503) 233-8817



TO: The Charter Review Committee

FROM: Arlene Collins,  
President, AFSCME Local 88

DATE: December 13, 1989

SUBJECT: Suggestions for the Charter of Multnomah County

Forty-eight years ago, in December of 1941, Multnomah County employees were chartered by AFSCME as Local 88. Over the years, our officers and members have observed many forms of governance, commissioners, sheriffs, auditors and managers.

Our immediate past president and myself have both been with the county just under twenty years apiece and we have seen the county go to a home rule charter and we have also seen a hired manager, Jerry Justice, now with Clackamas County as a manager, elected executives as Don Clark and Dennis Buchanan and an elected permanent Chair, Gladys McCoy. We have also seen commissioners who were elected by using the office as a stepping stone, commissioners in trouble who resigned, commissioners who died while serving in office and commissioners who did not get reelected.

We have seen qualified auditors and auditors who were also using the office as a stepping stone.

And we have seen all kinds of sheriffs, good, bad, indifferent, elected and appointed.

The members of our Local are extremely interested



in the results of your work here. How you decide the functions of county government is important to us as our relationship with the governing body is of paramount concern to us, as our contracts are with the governing body of Multnomah County.

We do have our own opinions about the Charter. They are based on our considerable interactions with county government over the last few years.

COMMISSIONERS:

~~There~~ There should be at least five (5), elected with a cap of eight years. We also believe that they should be full-time. They should be elected from districts in which they have maintained a full-time residence for at least a year.

[Definition: The present districts should be redrawn by population by the PSU Population and Research Center.]

Their duties would include managing the various departments which would be assigned to them by the commission elected chair. The chair would be rotating by election of the Commission.

The staff of the Commission would be a pooled staff, except each commissioner would have a private secretary/administrative assistant.

As you can tell, we do not subscribe to the theory of an elected chair or executive. We believe that the commissioners are elected to serve and should be managers as well as policy makers.

The salary scale is also of concern to us, but unless the scale is attached to other salaries, we do not believe that the voters will be generous with an unpopular office.

AUDITOR:

An elected office that is of grave concern to us is the Auditor. For years, the auditor was a position that had little credibility. Then Jewel Lansing, a CPA, became auditor and was a good watch dog for the County. Recently, though, the office has become a political one and although good auditors have been employees,

they have been directed by unqualified elected officials. This concerns us a great deal as the County has acquired many programs and departments with audit functions unavailable.

Recently, the Director of Human Services announced that he alone had 276 separate contracts with social service agencies. The County does not have a contract auditor nor is the elected auditor equipped with funds to properly audit these contracts. I would like to draw your attention to two recent problems. The Library Association of Portland is being audited by the Attorney General, among others. The County never, ever audited their finances, even though we give them currently \$12 of tax monies a year. Another example is Central Cities Concerns. Since Don Clark's administration, there have been many problems, particularly in the accounting areas. A good auditor's office would have pinpointed the problems before greater problems in administration began. We are speaking of over \$1 million in tax monies going to a single agency.

SHERIFF:

We have many members who work in functions administered by the Sheriff. Most of them have worked under both a non-elected or an elected sheriff. It is our opinion that an elected sheriff, with unlimited terms, is the best solution for our County. The sheriff should be the primary peace-keeper of Multnomah County. We would envision that the Sheriff not only manage the Corrections unit, but the primary drug investigations unit, any county-wide "sting" operation and a primary criminal investigation unit for major crimes for all police agencies. We believe that an elected official will respond more quickly to the will of the people than a sheriff who is appointed.

Another area of concern is replacing any elected official who leaves office by any manner. We believe that the position should be filled immediately by following the state law for calling special elections or a re-



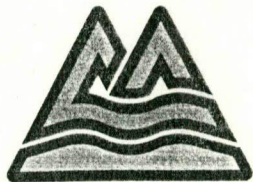
gularly scheduled primary or general election, whichever comes first. We also do not believe that a replacement candidate should be precluded from completing two full terms or not being allowed to run in another election.

In conclusion, we would respectfully suggest the following:

|                |  |
|----------------|--|
| COMMISSIONERS: | Five members from five new districts<br>for two 4-year terms   |
| CHAIR:         | Elected by commission  |
| MANAGEMENT:    | Commissioner managed departments or<br>areas of responsibility.  |
| REPLACEMENT:   | Specially called or next schedule<br>election  |
| AUDITOR:       | Elected, two 4-year terms,<br>Qualified auditor/CPA,<br>Provide for program audits of ALL con-<br>tracts and departments of Multnomah<br>County.<br>Replacement same |
| SHERIFF:       | Elected, no cap on terms.<br>Replacement same as above   |

Our members are very concerned about the state of County government. Please consider our concerns and suggestions as we have a great deal of experience with our government.

Thank you for your attention. I will be glad to answer any questions.



# MULTNOMAH COUNTY OREGON

## MULTNOMAH COUNTY CHARTER REVIEW COMMITTEE

1120 S.W. Fifth Avenue  
Suite 1500  
Portland, Oregon 97204  
(503) 248-3525

### MEMBERS

Ann Porter, *Chair*  
Mark Johnson, *Vice-Chair*  
Florence Bancroft  
Lana Butterfield  
David J. Chambers  
Liberty Lane  
Monica Little  
Bruce McCain  
Paul Norr  
Marcia Pry  
Casey Short  
Nicholas Teeny  
LaVelle VandenBerg

December 14, 1989

Ken Tollenaar  
Bureau of Governmental Research  
P.O. Box 3177  
Eugene, Oregon 97403

### STAFF

William C. Rapp  
*Administrator*  
Shirley Winter  
*Secretary*

Dear Mr. Tollenaar:

Thank you very much for your presentation to the County Charter Review Committee on December 13th.

Your recommendations will receive serious consideration as we gather information about Multnomah County government.

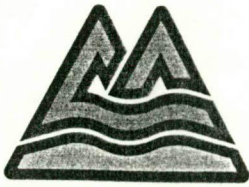
Your time and effort on our behalf are appreciated. Please feel free to come to our meetings or call Committee Administrator Bill Rapp at our office at any time. Thank you again.

Sincerely,

Ann Porter, Chair  
Charter Review Committee

AP:saw





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William C. Rapp  
*Administrator*  
Shirley Winter  
*Secretary*

December 14, 1989

Jerry Orrick  
Association of Oregon Counties  
P.O. Box 12729  
Salem, Oregon 97309

Dear Mr. Orrick:

Thank you very much for your presentation to the County Charter Review Committee on December 13th.

Your recommendations will receive serious consideration as we gather information about Multnomah County government.

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*Administrator*  
Shirley Winter  
*Secretary*

December 14, 1989

Arlene Collins  
AFSCME #88  
P.O. Box 3392  
Portland, Oregon 97208

Dear Ms. Collins:

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William C. Rapp  
*Administrator*  
Shirley Winter  
*Secretary*

December 14, 1989

Representative Ron Cease  
2625 N.E. Hancock  
Portland, Oregon 97212

Dear Representative Cease:

Thank you very much for your presentation to the County Charter Review Committee on December 13th.

Your recommendations will receive serious consideration as we gather information about Multnomah County government.

Your time and effort on our behalf are appreciated. Please feel free to come to our meetings or call Committee Administrator Bill Rapp at our office at any time. Thank you again.

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### STAFF

William C. Rapp  
*Administrator*  
Shirley Winter  
*Secretary*

December 4, 1989

Arlene Collins, President  
AFSCME #88  
P.O. Box 3392  
Portland, OR 97208

Dear Ms. Collins:

Thank you for agreeing to testify before the Multnomah County Charter Review Committee at its December 13th meeting. The meeting will commence at 7:30 p.m. in the Board Room on the sixth floor of the Courthouse.

The Committee would appreciate a presentation of up to 15 minutes on your suggestions as to issues the Committee should direct its attention to and any specific recommendations you have regarding changes in the County Charter. It would be appreciated if you could submit 20 copies of a prepared statement.

Thank you for your willingness to participate in the Committee's review of the current charter. I look forward to seeing you on Wednesday, December 13th.

Sincerely,

William C. Rapp  
Administrator

WCR:saw





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Shirley Winter  
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December 4, 1989

The Honorable Ron Cease  
2625 N.E. Hancock Street  
Portland, Oregon 97212


Dear Representative Cease:

Thank you for agreeing to testify before the Multnomah County Charter Review Committee at its December 13th meeting. The meeting will commence at 7:30 p.m. in the Board Room (Room 602) on the sixth floor of the Courthouse (1021 S.W. Fourth Avenue).

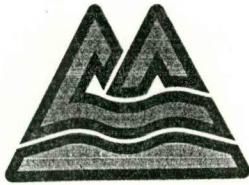
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December 4, 1989

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Bureau of Governmental Research  
P.O. Box 3177  
Eugene, Oregon 97403

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December 4, 1989

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