

317 Meeting

Room 201,  
PCC / Cascade Campus  
Room assigned 2/27



# 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

## STAFF

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

## PUBLIC MEETING NOTICE

Wednesday, March 7, 1990  
7:00 p.m.

P.C.C./Cascade Campus  
Room 201

John Jackson Hall  
705 N. Killingsworth  
Portland, Oregon

(Directions and map on reverse side)

## AGENDA

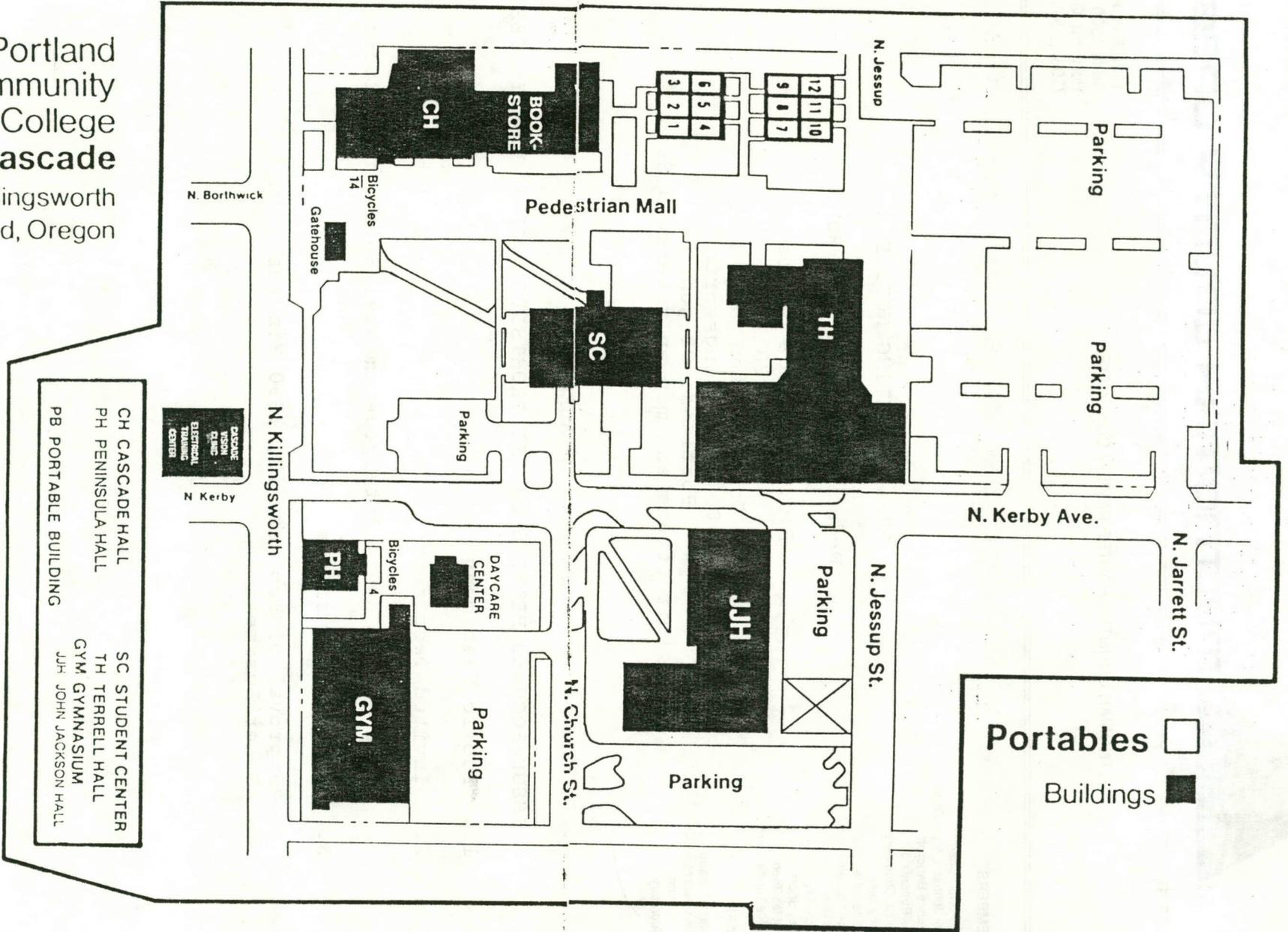
### ISSUE-FOCUSED HEARING ON THE PROHIBITION OF A COUNTY LOBBYIST

1. Public Testimony
2. Invited Testimony  
Fred Neal, County Intergovernmental Relations Officer
3. Committee Business  
Approval of February 17, 1990 Minutes  
Other Business

# CASCADE CAMPUS MAP

Portland  
Community  
College  
**Cascade**  
705 N. Killingsworth  
Portland, Oregon

**DIRECTIONS:** From Portland, drive North on I-5 to Killingsworth exit. Follow signs to PCC/Cascade Campus.





# MULTNOMAH COUNTY OREGON

## MULTNOMAH COUNTY CHARTER REVIEW COMMITTEE

1120 S.W. Fifth Avenue  
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### MINUTES MARCH 7, 1990

#### MEMBERS

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#### STAFF

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

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 PCC/Cascade Campus, Room 201, John Jackson Hall, 705 N. Killingsworth, Portland, Oregon. The meeting convened at 7:07 p.m.

#### Members Present

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

#### Members Absent

Liberty Lane  
La Velle Vanden Berg

#### Invited Testimony

Fred Neal, *County  
Intergovernmental  
Relations Officer*

#### Staff Present

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

#### INVITED TESTIMONY:

Fred Neal, Multnomah County Intergovernmental Relations Officer

Mr. Neal was invited to speak before the committee to answer questions regarding prohibition of a lobbyist in Multnomah County.

Ann Porter began the question and answer session by asking Neal how the committee could best present repealing the prohibition of a lobbyist to the voters.

Neal said he believes the main stumbling-block to passage of repealing the prohibition of a lobbyist is the public's conception of the term "lobbyist." The last time the issue was on the ballot, the Voters' Pamphlet did not use the word "lobbyist"; however, it was used on the ballot. Neal believes that another factor may have been that the Voters' Pamphlet did not expand on why the committee recommended the county have a lobbyist and he suggested that this committee should consider expansion of that part of the explanation.

Porter asked Neal if he did, in fact, agree that the county needs a spokesperson in Salem. Neal stated that under its current operation, Multnomah County has not been able to effectively represent its interests to other government bodies; not just with federal and state governments, but also regional and other local governments.

Lana Butterfield asked Neal to list the benefits of Multnomah County having a lobbyist and the detriments of not having one. Neal stated that Multnomah County is unable to compete with other counties on certain issues, such as Lane County/Eugene and higher education, due to the lack of representation. Multnomah County also has a much broader range of issues than other counties that the county legislators need to be concerned with that dilutes their efforts.

Butterfield asked Neal if there are specific instances that this committee could relate that will enable them to explain why a lobbyist is needed. Neal said he is unable to approach legislators to explain why they should vote "yes" or "no" on a specific issue, rather, he must wait to be asked. The county charter does not allow anyone to lobby in excess of 16 hours per calendar quarter.

Bruce McCain asked Neal if his title is actually a euphemism for "lobbyist," and, if so, is he a registered lobbyist. He also asked Neal to address whether or not a lobbyist for Multnomah County would be a county employee responsible only to Multnomah County or if he would lobby for other entities also. Neal responded that the City of Portland has three full-time lobbyists and a contract lobbyist in Washington D.C. and he believes the county has a need to employ a full-time lobbyist with the option of employing contract lobbyists for special needs.

McCain stated that his concern is that a lobbyist who represents several organizations may have a conflict of interest. Neal stated that as a full-time employee a lobbyist would naturally have restrictions; a contract lobbyist has ethical considerations. For instance, as an attorney, Neal has to sign a statement that he has no outside interests; similarly, as a lobbyist for the county he would have no other clients or interests.

Florence Bancroft asked Neal if he believes a measure on the ballot repealing the prohibition of a lobbyist would suffice or whether there should be a specific statement in the charter allowing the county to hire a lobbyist. Neal said the words "may employ a coordinator of intergovernmental relations", a permissive statement, does indicate to the public there is a role to be played by the lobbyist or coordinator. However, there is still a problem with the public's perception of a "lobbyist" (especially public sector lobbying) which is not what the public perceives it to be.

Mark Johnson asked Neal how he would define public sector lobbying. Neal stated that it is not just conveying information but also being able to advocate on behalf of the citizens one is representing. Neal referred to previous comments that full-time commissioners have time to lobby; Neal stated that since they are each independently elected and have their own strong views, they may not be representing views of the county as a whole.

Marcia Pry asked Neal what issues, other than higher education, he has not been able to lobby for. Neal stated that equity for health and mental health dollars has been of concern. Because Multnomah County takes a very direct role in health and mental health provisions and has a greater need than other counties there has been discussion by the other counties to provide a base allocation for each county. This issue has caused tension between Multnomah and other counties and is one issue he has not been as effective on as he might otherwise be.

Casey Short asked if it is accurate to say that essentially the charter allows someone to act as a resource but does not allow someone to initiate and advocate legislation. Neal said that he agrees with that statement.

Bill Rapp brought up a recent proposal by Mark Johnson in which Johnson asked if it would be advantageous to specifically define the duties of the intergovernmental relations coordinator in the text of the proposed charter amendment. Neal said he understands why the committee would consider doing this but he doesn't believe it would be wise to be too specific because it's impossible to foresee everything that is needed. If it is rephrased, it should be kept simple.

Paul Norr asked if Multnomah County is the only county in Oregon not represented by a lobbyist. Neal answered that it is not the only county but is the only urban county not represented by a lobbyist. Norr asked further if Neal is aware of any other county in Oregon having a restriction on a lobbyist. Neal stated he is not aware of any; however, the state of Texas has a restriction on any governmental bodies having a lobbyist. To his knowledge, no other state has that restriction.

WORK SESSION:

Approval of Minutes

Paul Norr asked that the minutes of the February 17 meeting be clarified on page 9 to indicate that even though his least favorite choice would be to allow the salary commission to set the salary, he also does not want the public to be allowed to set the salary by vote. This is the pay raise which would not be approved. The minutes were approved as corrected.

Lobbyist Discussion

The committee discussed ways of educating the public regarding Multnomah County's need for a lobbyist.

Ann Porter stated that the county cannot spend money to support a ballot measure. Furthermore, during the last election members of the committee made themselves available for questions, but there was no response from the public.

Paul Norr asked if the committee could do a survey of elected officials, the state legislators in particular, asking whether they believe a lobbyist is necessary and possibly list those who are in favor of a lobbyist in the voters' pamphlet.

Lana Butterfield suggested the appointment of a subcommittee to pursue different options and ideas for educating the public. Discussion ensued as to how best to proceed.

Bruce McCain expressed concern that the committee, by appointing a "legislative advocacy" subcommittee, is "advocating" for a ballot measure which may not be allowed.

Florence Bancroft moved that the committee take a position in favor of repealing the prohibition of a lobbyist in Multnomah County. Paul Norr seconded the motion. The motion passed unanimously.

Mark Johnson moved to form a subcommittee to educate the public regarding the need for a county lobbyist per Lana Butterfield's proposal. Florence Bancroft seconded the motion. The motion passed 10-1 with Bruce McCain voting "no."

Ann Porter appointed Lana Butterfield as chair of the subcommittee and David Chambers, Paul Norr and Casey Short as members.

Other Business

Bill Rapp explained the draft work plan previously given to the committee and invited discussion regarding any changes. The

committee decided to follow the plan during the month of March while possibly consolidating some of the later meetings.

The meeting adjourned at 8:24 p.m.

**MULTNOMAH COUNTY  
CHARTER REVIEW COMMITTEE  
1120 S.W. 5th AVE., SUITE 1500  
PORTLAND, OR 97204**

# Measure No. 19

MULTNOMAH COUNTY

1984 General Election Voters Pamphlet

PROPOSED CHARTER AMENDMENT—Referred to the Electorate of Multnomah County by the Board of County Commissioners to be voted on at the General Election, November 6, 1984.

## BALLOT TITLE

19

### MULTNOMAH COUNTY CHARTER REVIEW COMMITTEE'S RECOMMENDATIONS ABOUT INTER-GOVERNMENTAL RELATIONS COORDINATOR

YES

NO

QUESTION—Shall the county be permitted to employ a coordinator of intergovernmental relations to represent its interests before other governmental bodies?

PURPOSE—If this measure is approved the county charter will be amended: to repeal the prohibition on employing or hiring a paid lobbyist; and, to authorize the county to employ a coordinator of intergovernmental relations to represent the county's interests before other bodies of government.

Text of amendments for Ballot Measure No. 19, relating to:  
INTERGOVERNMENTAL RELATIONS COORDINATOR

6.50 The people of Multnomah County shall elect:

- (1) A County Sheriff for the function of said office as prescribed by State Law and he shall have sole administration of all county jails and correctional institutions located in Multnomah County.
- (2) A County Clerk, a District Court Clerk, and a County Assessor, as prescribed by State Law.
- (3) [*Multnomah County shall not employ or hire a paid lobbyist.*] The county may employ a coordinator of intergovernmental relations who shall represent the county's interests before other bodies of government.
- (4) That no elected official of Multnomah County may serve more than eight years. This amendment to be retroactive to 1976.
- (5) No elected official of Multnomah County may run for another office in mid-term. Filing for another office shall be the same as a resignation, effective as of date of filing.

NOTE: Boldface type indicates new language; [*bracketed and italicized*] words are deletions or comments.

## EXPLANATION

This measure amends the county charter provision concerning a lobbyist.

This measure repeals the prohibition on the county's employing or hiring a paid lobbyist. This measure also authorizes the county to employ a coordinator of intergovernmental relations who shall represent the county's interest before other bodies of government.

The Charter Review Committee found that the state and federal governments mandate services which the county must provide. The Committee also found that under present charter provisions, the county has not been able to adequately represent its interests before other government bodies making decisions impacting Multnomah County and its residents. The Committee further found that public sector lobbying is the conveying of information of a managerial or public policy nature.

The Committee concluded that since the state and federal governments mandate services which Multnomah County must provide, it is in the best interests of the citizens of Multnomah County for the county to be able to represent its interests before other bodies of government.

Submitted by: Rev. Frank Shields, Chair  
Ann Porter, Vice Chair  
Multnomah County Home Rule  
Charter Review Committee  
c/o Jane McGarvin, Clerk of the Board  
Multnomah County Courthouse  
1921 SW Fourth, Room 606  
Portland, OR 97204

(This explanatory space provided pursuant to ORS 251.285.)

NO ARGUMENTS FAVORING OR OPPOSING THIS BALLOT MEASURE WERE FILED WITH THE COUNTY CLERK.

PROPOSED COMMITTEE CALANDAR

March	7	PH:	Lobbyist
	14	PH:	Salaries/Elections
	21	PH:	Sheriff
	28	PH:	Board/Executive
April	4	PH:	Auditor/CRC/Regionalism
	11	PH/WS:	Lobbyist
	18	PH/WS:	Salaries/Elections
	25	PH/WS:	Sheriff
May	2	PH/WS:	Board/Executive
	9	PH/WS:	Auditor/CRC/Regionalism
	16	PH/WS:	Proposed amendments re Lobbyist
	23	PH/WS:	Proposed amendments re Salaries/Elections
June	6	PH/WS:	Proposed amendments re Sheriff
	13	PH/WS:	Proposed amendments re Board/Executive
	20	PH/WS:	Proposed amendments re Auditor/CRC/Regionalism
	27		
July	4		
	11	WS:	Review First Draft of Report
	18		
	25	WS:	Review Second (and final?) Draft of Report
August	1	WS:	Final Committee Meeting
	3		Report Presented to Board of Commissioners

# Charter panel mulls what to ask voters

## Manager, lobbyist, raises among areas under examination

By ELIZABETH MOORE  
of The Oregonian staff

County voters may be asked to decide whether Multnomah County should hire a county manager instead of electing a county executive, whether it should be allowed to have a lobbyist, and whether county commissioners should be granted automatic pay raises.

Those issues are among several the county's Charter Review Committee could pose to voters in November.

The 13-member committee is asking for public views on at least six issues of interest that were raised during a series of public hearings last fall. They will begin holding public meetings this week before completing the charter questions.

The committee is charged with reviewing the county's charter and all aspects of county government and is required to report to the Board of County Commissioners in August. The process last occurred in 1984, and 16 out of 18 proposed changes were approved by county voters at that time.

Committee Administrator Bill Kapp said that the topics of discussion in the latest round of meetings will focus on:

- Exploring whether to switch to a county manager form of government from that of a county chairman or chairwoman who is elected at large and is a voting member of

the board.

- Deciding whether to repeal a rule prohibiting the county from having a paid lobbyist whose duties would include representing the county at the state Legislature.

- Choosing whether to have a full- or part-time board of commissioners and whether to change the current size of the five-person full-time board.

- Exploring the question of having an elected or appointed sheriff and how much to pay that sheriff.

- Determining how long a term should be for a county elected official and when an official should resign if he or she wishes to run for another elected office.

- Deciding how often the charter review committee should meet.

The first meeting will be held at 7 p.m. Wednesday in Room 201 in John Jackson Hall at the Portland Community College Cascade campus. The topic of discussion will be allowing a county lobbyist.

Subsequent meetings will be:

- To discuss the salaries of elected officials and county elections; 7 p.m. March 14 in Room 602 of the Multnomah County Courthouse, 1021 S.W. Fourth Ave.

- To talk about having an appointed or elected county sheriff and what the sheriff's duties should be; 7 p.m. March 21 at the Gresham City Council chambers, 1333 N.W. Eastman Parkway.

- To determine the makeup of the Board of County Commissioners and whether to have an elected county executive or a hired county manager; 7 p.m. March 28 in Room 602 of the Multnomah County Courthouse, 1021 S.W. Fourth Ave.

# Stir interest in county review

Putting the cart before the horse has stymied many an effort to move forward. The citizens panel reviewing Multnomah County's Home Rule Charter should keep that in mind as it begins public hearings this month on ideas for change.

First on its agenda ought to be the structure of the Board of Commissioners. Should it be a full-time or part-time board, for example? Should it be three-member, five-member, seven- or nine-member?

Discussing a county-manager form of government makes little sense if the commission chairwoman, elected countywide, is to continue her management function. She can hire an administrator to handle the details now, without a charter amendment.

Talk of removing the prohibition against Multnomah County's hiring a lobbyist also ought to follow debate on changing the structure of the commission. One of the reasons advanced for prohibiting a paid lob-

byist was that full-time commissioners should have plenty of time to do the county's lobbying. They have no management responsibilities, as do Portland city commissioners.

The review commission has tried with minimal success to find out what the public wants changed. That could mean that the public is satisfied with the home rule charter as it exists. Or, it could mean the commission has not made the public aware of its opportunities for change.

The panelists have made clear that they don't want the public to think their minds are closed to any suggestions for change. That's appropriate. But the groundswell of public apathy that has greeted the commission's search needs some agitating.

How about the panel announcing at its first public hearing Wednesday that it will place on the November ballot a charter amendment to change the current five-member, full-time Board of Commissioners to seven part-time members?

## Portland will fund centers, but debate goes on

City and county differ on who pays for what under 1983 resolution

By SARAH CARLIN AMES 3/1/90  
of The Oregonian staff

Portland Mayor Bud Clark conceded one point to Multnomah County on Wednesday: The city will pay to run the eight senior service centers.

But Clark wasn't giving up the whole game. He and Gladys McCoy, chairwoman of the county Board of Commissioners, still have many rounds to go. For more than a year they have been struggling over which government has to pay for what. The struggle may be quieter after Wednesday's announcement, but it will continue.

Although the senior centers will get city money, the debate now will turn to other programs such as police service, water service, aid to the homeless and anti-prostitution programs.

Commissioners on both sides have become frustrated that the whole range of issues is so far from resolved.

"This is all the same taxpayers' money," said county Commissioner Gretchen Kafoury, who is running for the Portland City Council. "I think it's pathetic and tragic."

"The people don't like to see their leaders arguing," Clark said. "But sometimes that's necessary to get political action."

Clark and McCoy have met several times, but are not ready to agree on much.

McCoy is still wary of Clark. Last year she thought he had promised to keep paying for the senior centers only to realize that Clark was still talking about giving them no money. She would not make any comment on Clark's turnaround on the senior centers until

she talked to him and knew more specifics.

McCoy's press aide, Terri Duffy, said that Clark had promised Wednesday to give "concrete details" to McCoy.

The senior centers are located throughout the city-county area from Southwest and Northwest Portland to as far east as Gresham.

Turf battles and questions of authority are natural as Multnomah County and Portland try to serve overlapping constituencies.

The county's control has been whittled away as cities within it — notably Portland — grew. In some cases, governments offered the same services. To cut costs and duplication, the city and county in 1983 approved "Resolution A."

It said that the city should provide urban services, such as neighborhood parks and policing, and that the county should concentrate on human services and corrections.

While the county still provides many services countywide — jails and health clinics are high-profile examples — it provides others, such as roads or policing, only in unincorporated areas.

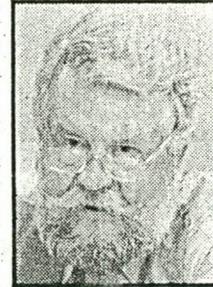
The basis of Clark's argument is this: Portland taxpayers pay just as much county tax as the county residents outside the city pay. If the county offers more services to the non-city residents — which it does — Portland taxpayers are subsidizing services for others.

In many ways, Resolution A is working.

Portland has worked to annex areas within its urban services boundary, although not as quickly as some county officials would like. And the county has given up some sheriff's deputies, who were transferred to the Port-



McCoy



Clark



Kafoury

land Police Bureau. Some human service programs within the city have been shifted to the county, and all roads within Portland are now the city's responsibility.

But as Clark said Wednesday, "We still have to settle some things."

He said that he had accepted McCoy's argument that the county should offer "essential services for those most at need."

But he said the county had helped him change his mind by "coming to the table and ... giving us some promises down the road — giving some indication down the line that they will take care of some other problems, too."

He would not say exactly how he thought the county had promised to help the city. But the "essential services" definition could be applied to several other human service programs that Clark has said he would like to unload from the city budget.

They would include homeless programs, the Council for Prostitution Alternatives, and a van service that takes intoxicated people to a detox center. The combination of programs costs the city more than \$300,000 a year.

But Clark also has brought up other beefs.

He is not happy that the county board allowed the new Rockwood Water District to cover areas that eventually will become part

of Portland under annexations. The Water Bureau is supposed to serve city residents.

Clark also has complained that the county sheriff's department is adding more deputies and isn't giving up its policing duties.

He criticized the sheriff's department for taking on contract projects — such as patrols at the Columbia Villa housing project, or work for the state Marine Board — in which outside agencies pay for extra deputies. He said that the deputies shouldn't train Rose Festival drivers and escort princesses while Portland police are forced to take emergency calls in Dunthorpe, an unincorporated area.

Such arguments make Sheriff Bob Skipper angry. Portland police turned down the chance to patrol Columbia Villa, and Skipper said that he is hiring new deputies only to replace retiring ones. His deputies answer calls in east Portland proportionally more often than Portland police answer calls in Dunthorpe, he said.

Only 33 deputies — about six cars a shift — patrol a scattered territory with 75,000 residents, Skipper said. Three times as many do other, countywide jobs, he said, such as river patrol or guarding jails.

"I think he needs to come out and have a conversation with me and say, 'Bob, what have you got?'" Skipper said of Clark. "I feel that a meeting is long overdue."

Clark said he'd like to resolve some of the nagging responsibility questions by April's public budget hearings. He anticipates more top level staff work — the sort of negotiations that his aides did that led to Wednesday's announcement. Full-blown public discussions are not part of his game plan to win agreements.

"I hope we'll get them done outside of that area," Clark said. "But if it is necessary, we will have public testimony."

The Oregonian

2/28/90



# NOTICE OF ELECTION

MAY 15, 1990

The ballot measures printed below will be presented to the qualified voters of Multnomah County at the Primary Election to be held at the polls on May 15, 1990. Any elector dissatisfied with the ballot title or explanatory statement may petition the Multnomah County Circuit Court for review of the ballot title or explanation for Voters' Pamphlet on or before February 28, 1990.

## MULTNOMAH COUNTY

### 26-3 ANNUAL COST OF LIVING SALARY ADJUSTMENT FOR COUNTY DISTRICT ATTORNEY

**QUESTION:** Shall county's portion of District Attorney's salary be annually adjusted by local Consumer Price Index (CPI), not to exceed 5%?

**EXPLANATION:** Under County Home Rule Charter, county portion of the District Attorney's salary is established by the voters. District Attorney does not receive an annual county salary increase. This measure provides annual cost of living adjustment (COLA) of 5% or the percentage increase in Consumer Price Index, whichever is less.

This measure reflects the recommendation of the Salary Commission appointed under the Charter. The Salary Commission found the current salary to be lower than comparable positions in comparable jurisdictions. Measure will be effective July 1, 1990.

### EXPLANATORY STATEMENT, VOTERS PAMPHLET

Under the County Home Rule Charter, the county portion of the District Attorney's salary is established by the voters. The county's portion of the District Attorney's annual salary is \$11,032 (set in 1981). The District Attorney does not receive an annual county salary increase. This measure gives the District Attorney annual cost of living adjustments (COLA) of 5% or the percentage increase in the Consumer Price Index, whichever is less.

This measure reflects the recommendation of the Salary Commission appointed under Section 4.30 of the Multnomah County Charter. The Salary Commission found the current salary to be lower than comparable positions in comparable jurisdictions. This measure will be effective July 1, 1990.

### 26-4 ANNUAL COST OF LIVING SALARY ADJUSTMENT FOR MULTNOMAH COUNTY SHERIFF

**QUESTION:** Shall salary for Multnomah County Sheriff be annually adjusted by local Consumer Price Index (CPI), not to exceed 5%?

**EXPLANATION:** Under County Home Rule Charter, Sheriff's salary is established by the voters. Sheriff does not receive an annual county salary increase. This measure provides annual cost of living adjustment (COLA) of 5% or the percentage increase in Consumer Price Index, whichever is less.

This measure reflects the recommendation of the Salary Commission appointed under the Charter. The Salary Commission found the current salary to be lower than comparable positions in comparable jurisdictions. Measure would be effective July 1, 1990.

### EXPLANATORY STATEMENT, VOTERS PAMPHLET

Under the County Home Rule Charter, the Sheriff's salary is established by the voters. The Sheriff's annual salary is \$46,000 (set in 1982). The Sheriff does not receive an annual salary increase. This measure gives the Sheriff annual cost of living adjustment (COLA) of 5% or the percentage increase in the Consumer Price Index, whichever is less.

This measure reflects the recommendation of the Salary Commission appointed under Section 4.30 of the Multnomah County Charter. The Salary Commission found the current salary to be lower than comparable positions in comparable jurisdictions. This measure will be effective July 1, 1990.

### 26-5 ANNUAL COST OF LIVING SALARY ADJUSTMENT FOR COUNTY CHAIR/COMMISSIONERS

**QUESTION:** Shall Multnomah County Chair and Commissioners' salaries be annually adjusted by local Consumer Price Index (CPI), not to exceed 5%?

**EXPLANATION:** Under County Home Rule Charter, salaries of the County Chair and County Commissioners are established by the voters. County Chair and County Commissioners do not receive annual salary increases. This measure provides an annual cost of living adjustment (COLA) of 5% or the percentage increase in Consumer Price Index, whichever is less.

This measure reflects the recommendation of the Salary Commission appointed under the Charter. The Salary Commission found the current salaries to be lower than comparable positions in comparable jurisdictions. Measure will be effective July 1, 1990.

### EXPLANATORY STATEMENT, VOTERS PAMPHLET

Under the County Home Rule Charter, the salaries of County Commissioners and County Chair are established by the voters. Each Commissioner's annual salary is \$33,346 (set in 1981). The Chair's annual salary is \$43,180 (set in 1981). The County Commissioners and Chair do not receive annual salary increases. This measure gives the Commissioners and Chair annual cost of living adjustments (COLA) of 5% or the percentage increase in the Consumer Price Index, whichever is less.

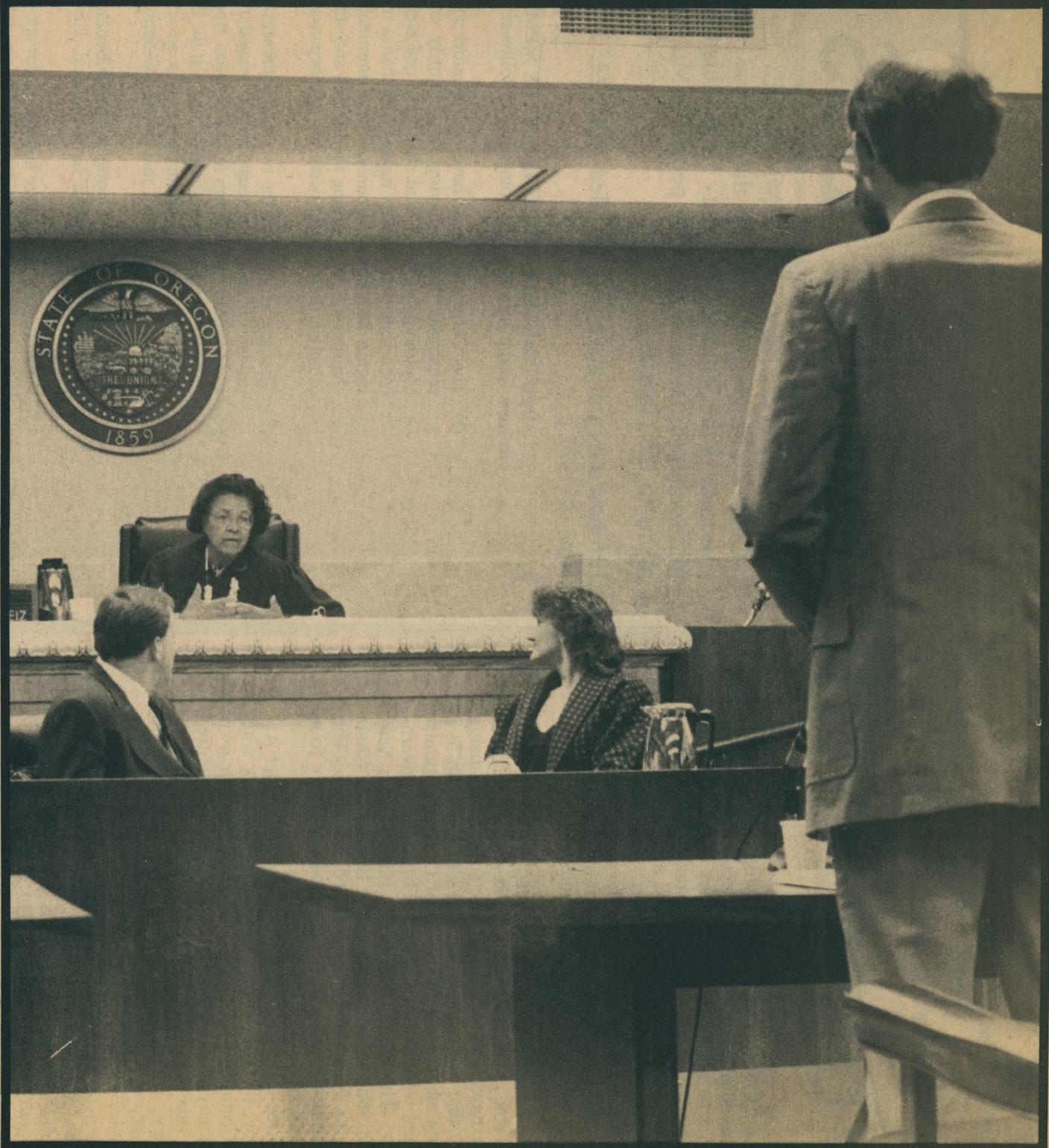
This measure reflects the recommendation of the Salary Commission appointed under Section 4.30 of the Multnomah County Charter. The Salary Commission found the current salaries to be lower than comparable positions in comparable jurisdictions. This measure will be effective July 1, 1990.

MULTNOMAH COUNTY

# CONDUIT

Published by Multnomah County Citizen Involvement Committee

May 1989



## County Board reviews justice system

Within the next few days, the Board of County Commissioners will determine the future of the justice system of Multnomah County, a system that currently includes the Department of Justice Services with an appointed Director, an elected Sheriff and an elected District Attorney. At issue are the authority and responsibilities of the Director of the Department of Justice Services as they relate to the authority and responsibilities of the Sheriff and the District Attorney.

Whatever the decision, it is due for review by the Charter Review Commission which will begin its work in June of this year.

Donald E. Clark — former Sheriff, County Commissioner and County Executive — was asked in January of 1988 to evaluate the status of justice services in Multnomah County. He concluded:

- The criminal justice system is not working — it is fragmented, expensive, overcrowded, not adequately linked with human services and does not reduce crime;
- Criminal and deviant behavior would be significantly reduced by effective intervention and treatment of alcohol abuse, drug abuse and child abuse/molestation;
- The County should provide a clear mandate to the Director of Justice Services to identify the problems and develop effective system-wide solutions; and
- Experimentation and testing of new approaches and models will be necessary.

“The system simply does not produce the desired results. It is expensive, confusing, fragmented and is generally conceded to be ineffective in protecting the public safety or delivering justice. In fact, it is not a ‘system’ at all: it is a series of parts at many levels of government which are not well coordinated and which often function at cross purposes. Ultimately, there is no one in charge and no one held accountable for results. . . .

His rationale for continuing and strengthening the Department of Justice Services at that time included, “The Board of County Commissioners has begun to set a new direction by introducing the concept of a continuum of services. This continuum would deal directly with the causes of undesirable social deviancy and the problems of fragmentation and lack of coordination within the system. It would, in its simplest form, link the justice system with the human service system to more effectively manage the client populations that interact with both systems . . .

“The paradox is that it is easy to be against crime and disorder, but difficult to do something about it. It is even more difficult to question traditional and simple approaches that are often publicly popular. Leadership is never without risk and when dealing with the emotions of fear and vengeance, an extra measure of political courage is required. With issues this complex and difficult, the risk of trying new approaches and failing is ever present. Even if innovation works, the results may be difficult to demonstrate during one’s term of office.”

With the departure of Director of DJS, Dr. John Angell, the Board of County Commissioners is again reassessing the structure and function of the justice services system.

Among the questions to be answered are:

1. Is there a need for a Department of Justice Services or would an Office of Justice Planning be sufficient?
2. Can a Department of Justice Services exert budgetary or program authority over the departments administered by an elected Sheriff and an elected District Attorney?
3. Can programs now administered by the Department of Justice Services be transferred to the Department of Human Services, or are services required by persons in the justice system inherently different from those needed by the general public?
4. Should the Sheriff administer Corrections, or should his duties be restricted to policing?
5. Should non-custodial corrections programs be administered by the Sheriff, or should they be in the Department of Justice Services?
6. Without a Department of Justice Services with broadly defined responsibilities, could planning, coordination and record keeping be done by the District Attorney and the Sheriff?
7. Should the Sheriff be appointed by and responsible to the Director of the Department of Justice Services, rather than elected?
8. If it is determined that a Department of Justice Services is essential to an integrated justice system, has it been allocated sufficient authority and funding to fulfill its role?
9. Should Multnomah County go to Option I, which is to provide for its own probation and parole services, or should it continue to be an Option II county which contracts with the state for these services?

Presentations to the Board have varied from abolition of DJS to strengthening the department and assigning it added responsibilities. The plan that now appears to have some support in the Board is to place Community Corrections and programs now administered by the Director of Justice Services into a separate unit with an administrator and to develop an office or department that would be responsible for coordination, planning and information. (Please see charts on page 2)

### What citizens can do . . .

1. Call or write your Commissioner and/or the Chair and express your opinion.
2. Attend public meetings in which this issue is discussed and testify when testimony is accepted.
3. Contact your State Senator or State Representative and seek appointment to the Charter Review Commission. (Please see page 7).

# Criminal justice system organization

## DEPARTMENT OF JUSTICE SERVICES

**Administration and Planning:** Provide administrative coordination for various components of the criminal justice system; provide budgetary review with recommendations to the Chair/Board; provide review of grant proposals and requests for outside funding; provide crime and criminal justice information and analysis.

**Women's Transition:** Planning, developing, funding, coordinating and evaluating services for women offenders.

**Council for Prostitution Alternatives:** Plan, develop and solicit non-county funding support, administer grants and contracts, contract with Council for Prostitution Alternatives.

**Probations Services:** Supervise misdemeanor offenders, monitor DUII/major traffic offenders; investigate offenders referred by Courts.

**Community Corrections:** Plan, provide, manage and evaluate correctional programs and contract services for pre- and post-sentenced adult offenders and to enhance the delivery of those services to specific client populations pursuant to the Community Corrections Act. (ORS 423.500)

**Alternative Community Services:** Provide courts with sentencing options for adult offenders to be used in lieu of or in conjunction with probation, incarceration or fines.

**Recog/intake:** Interview and assess pretrial detainees.

**DMDA program:** Testing to identify drug users

**Forest Project:** Intensive community service work assignments for adult felons who would otherwise be incarcerated

### Contracts include:

- Emergency Services (400 indigent offenders)
- Sex Offender Treatment (30 individuals)
- Pretrial Services (third-party release for 720 eligible pre-trial detainees.
- Women's Services (residential supervision for 120 high risk female offenders.)
- Non-Residential Alcohol & Drug
- Residential Alcohol & Drug (140 offenders)
- Employment Services
- Evaluation Services
- Case Management Program (late stage chronic alcoholics who would otherwise remain in custody)
- Residential Drug & Detox Treatment
- Management information system (upgrade)
- Intensive Job Readiness Service (job readiness and placement for 160 offenders with chronic employment problems)

**Medical Examiner:** Investigate deaths as required by Oregon law, establish cause of death, protect property of deceased.

**Family Services:** Provide marriage counseling and mediation under supervision of Circuit Court as required by law; maintain compliance with Court directed child custody; evaluate disputed cases; provide services to children and parents having problems as result of family problems.

## DISTRICT ATTORNEY

**Mission:** Prosecute felony, misdemeanor and local ordinance violations occurring in Multnomah County and ensure that the victims of those offenses are aided in such a way as to negate the consequences of the victimization.

**Administration and Support:** Provide planning, training and public assistance to District Attorney

**Family Justice:** Coordinate prosecutorial initiatives and policies as they relate to family issues — domestic violence, child support, juvenile matters.

**Circuit Court Trial:** Review and prosecute felony cases

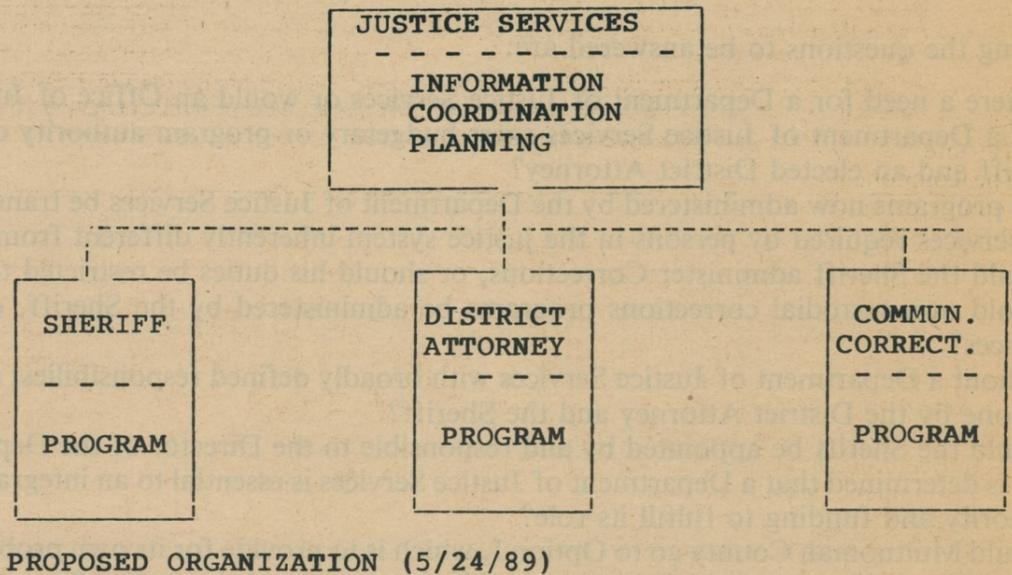
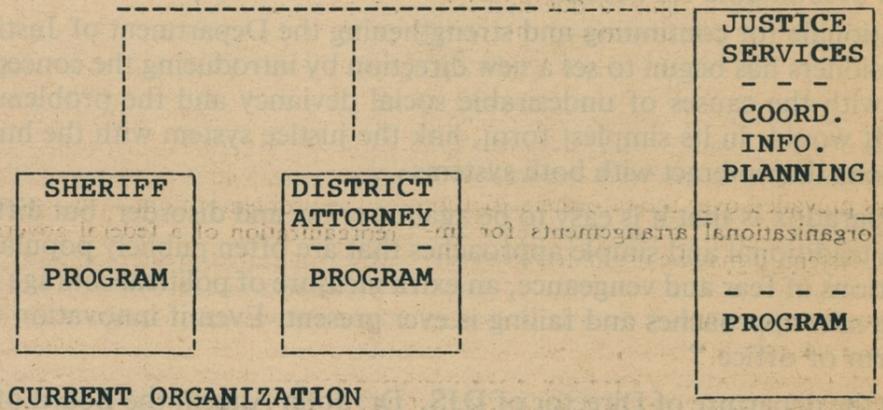
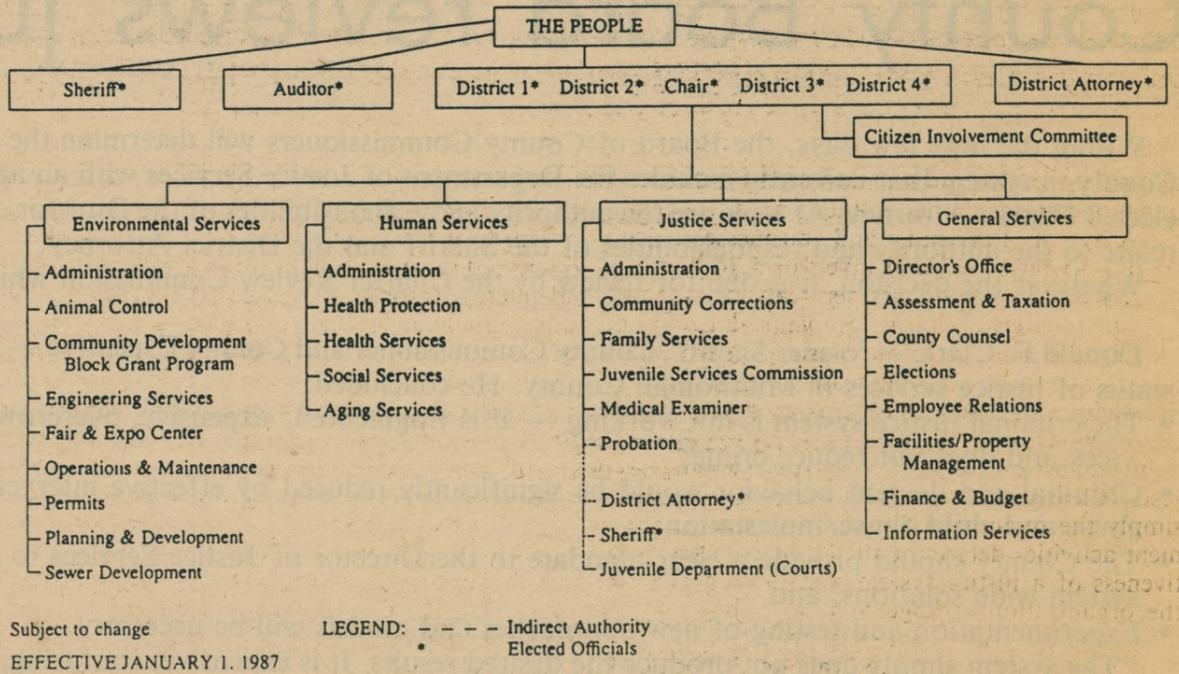
**District Court Trial:** Review and prosecute misdemeanor cases

**Victim Services:** Provide short-term crisis intervention to victims of crime, provide community education on victims rights

## SHERIFF'S OFFICE

**Executive Branch:** Support executive function of elected Sheriff — fiscal, information, audits, administration.

## MULTNOMAH COUNTY ORGANIZATIONAL CHART



### Operations Branch: Law enforcement and civil pro-services; support functions

- Branch Administration
- Equipment/Property
- Emergency Communications
- Special Investigation
- SEDE Forfeiture
- STRING Restitution
- Oregon Dept. of Justice/Marijuana Eradication Project
- Service Administration (personnel, training, planning, research, word processing)
- Patrol Section
- Crime Prevention
- Motor Carrier Safety
- River Patrol
- Crime Analysis
- District Attorney: Support follow-up investigative function of D.A.
- Alarm Ordinance Unit

### Corrections Branch: Provide detention and confinement facilities, manage non-custodial programs, provide inmate transportation, provide building security.

- Corrections Administration
- Facilities Division Administration
- Corrections Facilities (Detention Center, 476 prisoners; Correctional Facility, 186 prisoners; Court-house Jail, 70 prisoners; Restitution Center, 80 prisoners; Inverness Jail, 230 prisoners) Probation Center/Facilities: part of Restitution Center, is State Community Corrections funded program.
- Facilities Division Administration
- Support Division Administration (court services, property, commissary, laundry, records, security)
- Intensive Supervision (highly supervised pass program)
- Close Street Supervision (supervision of inmates released prior to trial)
- Electronic Supervision

# Justice director requires authority

by Dr. John Angell  
Former Director,  
Department of Justice Services

Crime control and the administration of justice are big business in Multnomah County. The 1989-90 County budget will contain nearly \$60 million for police, prosecution, jails and correctional operations. Other entities such as the State, the City of Portland, and businesses spend enough to raise the total investment to nearly a quarter of a billion dollars per year.

Unfortunately, dollar investments alone do not guarantee crime control nor justice system effectiveness. In fact neither increases nor decreases in the budgets of Multnomah County Justice agencies over the past few years have had any discernable impact on the level of reported crime or arrests. Clearly the type and quality, rather than simply the quantity, of prevention and enforcement activities determine the crime control effectiveness of a justice system. On the other hand, the organization arrangements and the management determine a system's efficiency.

Anyone who objectively evaluates Multnomah County criminal justice operations will probably conclude that the County does not have an effective or efficient justice system. Citizens and elected legislators have a right to question why such a situation exists. The answers to this question are, unfortunately, simpler than implementing necessary changes in the system. Over the past 50 years, report after public report has defined the problems and identified the areas needing change, but those who benefit from the status quo have always prevailed over the reformers. Before proposing organizational arrangements for improving the system, it may be useful to review the basic problems of the existing system.

First, the major components of the justice system, even those under the County, have autonomous or semi-autonomous status. In the County, the Sheriff and the District Attorney have claimed for themselves and their organizations a unique right to independence from control by the County Commission. While some autonomy is essential to protecting objective, professional law enforcement and prosecution judgements, complete independence produces communication failures, duplications of support operations and a disjointed, uncoordinated system. The components of the existing system not only compete for resources to support their narrow objectives and specialties without regard to the consequences for other component areas, they also control information needed to evaluate the overall system and they reject system-wide management actions.

The fragmented organizational arrangements have produced many inequities in operations which detract from employee productivity. As one example, significant differences in the quality and quantity of equipment provided to the various units of the Multnomah County justice system have evolved. At the present time, nearly all management personnel and the many specialists in the Sheriff's Office have assigned personal vehicles, while managers and operational employees of Community Corrections and County Probation with similar needs for County cars must either share vehicles from a County motor pool or use their own automobiles in conducting their duties.

Second, given freedom from systemwide management and influence, components of the system frequently are not inclined to discontinue activities which are ineffective (or worse, actually cause greater criminality). For instance, despite clear evidence of a direct relationship between the number of pretrial hearings a defendant must attend and a defendant's failure to show up for trial, no steps are being taken to reduce the number of pretrial hearings. Instead, show-up hearings on the day before the trial are being instituted to ascertain whether or not to expect a defendant to appear for a criminal trial. At the

present time Multnomah County courts conduct at least five hearings before a felony trial — the highest number in the state. A defendant who misses a required hearing can expect to have a warrant issued for his or her arrest. The courts are not persuaded to reduce the hearings by the fact that about 30 percent of the offenders in Multnomah County jails are being held because they missed a trial.

Third, the information about the nature of crime and the operation of the justice system is inadequate. Information systems presently are substantially under the control of the components of the justice system and data cannot be routinely collected nor readily used for system analysis or management. Despite the fact that the same data about an incident or an offender are frequently recorded by police, prosecution, courts and corrections personnel, decisions often must be based on conventional wisdom and anecdotal information rather than on verifiable facts.

These problems all, to greater or lesser degree, stem from the County justice organizational arrangements which can best be characterized as a "confederation" of agencies. This confederacy is in many respects analogous to the first national government created by the Articles of Confederation. This governmental system failed because of an inadequate authority structure. Each of the individual states was free to determine not only the way it would participate in the national organization, but whether it would participate. Similarly in Multnomah County justice services, the present authority structure is inadequate to achieve an efficient or effective system.

The problems of our early states were solved by reorganization of a federal governmental system which allocated greater authority to the central government in certain key areas. Multnomah County must follow a similar course. The Board should, as it has the right to do under the charter, allocate more authority and resources in key administrative areas such as financial administration, research and development, information system administration and personnel administration to the director of Justice Services for system-wide administration.

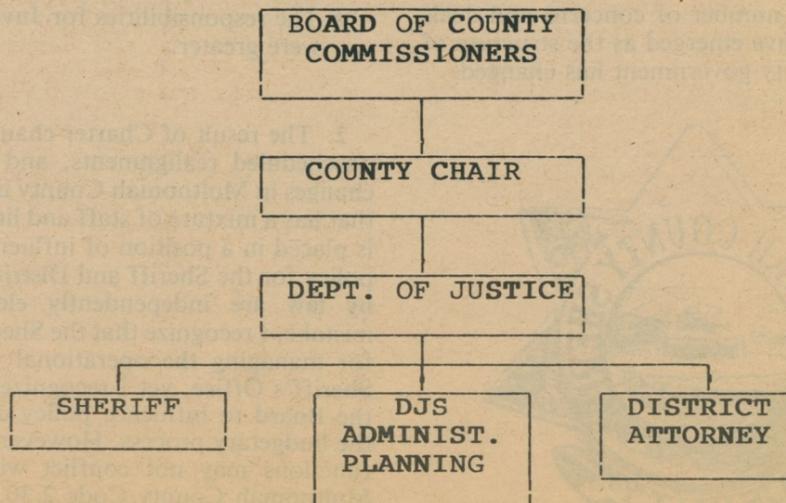
A number of organizational and procedural changes would provide the authority needed to reform the current system. They include:

1. The director of Justice Services should be provided with complete budgetary responsibility and authority for the entire Department of Justice Services. This authority should include the right to establish, within the policies of the Board and the guidelines of the Chair, processes and schedules for preparation of a unified budget proposal for the Department of Justice Services (DJS). The three existing Citizen Budget Advisory Committees (e.g. Sheriff's Committee, District Attorney Committee and Department of Justice Services Committee) should be consolidated into a

single committee. Further, to enhance the capacity of the Department, financial staff should be reallocated from the individual units of DJS to the Administration and Planning Office under the director of Justice Services.

2. Administration and supervisory authority over the County's Criminal Justice Information System, including all of its subsystems which are located in the various individual units of DJS, should be placed under the director of Justice Services in the Administration and Planning Office. The director should be responsible for ensuring that the system is organized and managed so as to meet the policy development, management and operational needs of the entire system as well as law enforcement, prosecution and correctional components. This consolidation of authority should be accompanied by a transfer of the personnel who specialize in information systems and data processing from the individual components.
3. The personnel and training operations for law enforcement, prosecution and correction in Multnomah County should be consolidated into one central unit under Administration and Planning. The transfer would permit personnel from all three component areas to share training. It would facilitate common understanding of system-wide operations and improve communication among operational employees. It would also provide the means for addressing many of the present inequities among the various agencies, and for increased efficiency and effectiveness of both personnel operations and training.
4. The fundamental responsibility for planning and development, program evaluation, administrative inspections and audits, and reporting on crime and the administration of justice in the County should also be unified in a central staff service unit under the DJS director. This consolidation would provide the capacity to conduct evaluations and prepare information needed by the public, the Board and DJS managers for policy making, resource allocation, and control of Multnomah County justice operations.

The preceding changes can be accomplished within the existing County Charter, and they are consistent with the legal authority of the Board and the Chair. They are sufficient to unify the County's justice operations and eliminate the most significant fragmentation within the existing system. Such a reorganization will create the foundation needed for increasing the efficiency and effectiveness of Multnomah County's justice system. These organizational changes will complement rather than infringe on the right of the Sheriff, State Medical Examiner, or District Attorney to objectively perform his professional duties.



DR. ANGELL'S ORGANIZATION PLAN

# Provide analysis, planning, coordination

by Commissioner Pauline Anderson

I do not have a proposed organizational chart. I do have some clarity about what I think the Board needs and what the local criminal justice "system" needs in terms of the functions of a county justice services administration.

I do not think that the present "structure" of our Department of Justice Services needs to be changed. The "Bauman model" appears to cover the functions and depict the lines of authority and responsibility mostly as I see them (among my differences with it are the internal organization of the functions within the "Office", but I think that level of discussion should follow our current decision and should give weight to the preferences of the new Director and the program managers.)

Organizational charts don't lend themselves to the subtleties of a justice "system" with the combination of elected legislators and elected and non-elected administrators which we have in the County.

I fully accept that the D.A. and the Sheriff are elected to set the policies which govern the administration of their parts of the "system", and the 34 judges are elected to dispense justice at their discretion within the bounds of the law. I also accept that the police departments and the elected city councils in the county, as well as the County Sheriff's police operations, set the policies which govern their agencies. Finally, I accept that the State, variously through the Governor, the Legislature, the Department of Corrections, and the local state field services can set the policies which govern their agencies.

Each of these agencies has its functions within the "system". No agency nor official, except the Board of County Commissioners, has the "global" function of making an efficient, effective whole out of these semi-autonomous parts. And the Board does not have the power to "make" a whole out of the parts. The Board can seek to bring about that result by setting criminal justice policies which guide the allocation of money within the "system", by providing itself and other agencies with system-wide analysis, planning and opportunities for coordination, and by cost-effectively managing the county's non-custodial corrections programs.

The Board needs a justice services administration in relation to data and analysis, policy, budget, administration and coordination. Let me devote a paragraph to sketch the parameters of each of these.

The Board, and the "system", need accurate, uniform, integrated, criminal justice **information and data analysis**. Each agency needs automated systems which effectively serve that agency, facilitate inter-agency operation, and yield data which enable the agencies and the whole "system" to function effectively and efficiently.

Though everyone talks about working together it is happening far less than it could and should and it won't happen at a significant level unless that is facilitated from a system-wide perspective.

The Board needs an effective **policy** presence in the areas of corrections, law enforcement and justice services on the local, metropolitan and state levels. None of the independent agencies takes the overview of the "system". The Board needs to plan comprehensively with the benefit of professional criminal justice analysis, insight and advice. The Board needs its policy and a policy spokesperson so that it can work with the local and state "system" globally and advocate for the global needs of the local system.

The Board needs an effective **budgetary** presence (analysis, monitoring, and counsel) in the area of corrections, law enforcement and the courts. The 1988-1989 county budget for justice services (which does not include the courts, police

agencies, nor state field services) is \$5,013 million, of which \$38.5 million is general fund — more than three times the general fund share of any other County department and a quarter larger than the general fund shares of the other three departments combined. To allocate this money cost-effectively, the Board needs a coordinated analysis and presentation of needs, priorities and resources of the County-funded agencies, and needs to consider that presentation in the context of the budgets of the non-county agencies.

The Board needs an effective **administrative** presence in the area of corrections and justice services. This administrative need exists in relation to the State, in relation to the local agencies under various jurisdictions, and in relation to the County's correctional programs other than its jails. There is a fundamental difference in training and orientation between the custodial responsibilities of the Sheriff and the non-custodial responsibilities of other corrections programs in supervision, training and treatment.

The Board needs the professional staff to seek to foster and to support **coordination** of the "system" in the county. Obviously, coordination cannot be achieved by control, though budgetary influence can be an incentive. Regular meetings of the heads of the various agencies and of operational people from the numerous units are essential. There are numerous significant opportunities to get much more out of our criminal justice dollars than we are currently seeing. Each agency is too consumed by its own responsibilities and too protective of its own scarce resources to reach out for these opportunities.

Though everyone talks about working together, it is happening far less than it could and should, and it won't happen at a significant level unless that is facilitated from a system-wide perspective. Each agency will ultimately gain, not to mention the gain to public safety, but system-wide vision will not emerge from any one of the agencies. This is at the heart of the public interest in justice services. I can hardly overstate the potential for improvements in efficiency and effectiveness which I believe are possible with the help of a system-wide, professionally staffed program of improved coordination.

## Create Office of Justice Planning; transfe

by Sheriff Robert Skipper

I would like to propose the creation of an Office of Justice Planning and Analysis in Multnomah County, which I believe will address the concerns of the Chair and the Board that relate to overall policy development, information gathering for decision making, and analysis on criminal justice data policy outcomes. This proposal addresses a number of concerns and deals with issues that have emerged as the structure of Multnomah County government has changed.



1. The Department of Justice Services is a leftover from the days when:

- The Sheriff was appointed, had police responsibility only, and reported to the County Executive through the Director of the Department of Justice Services;
- The Corrections Director was appointed and separate from the Sheriff;
- The County administered the court system;
- The responsibilities for Juvenile Corrections were greater.

2. The result of Charter changes, periodic but unscheduled realignments, and policy direction changes in Multnomah County is an organization that has a mixture of staff and line functions, and is placed in a position of influencing operational policy for the Sheriff and District Attorney, who by law are independently elected. Make no mistake, I recognize that the Sheriff is responsible for managing the operational programs of the Sheriff's Office, yet I recognize the authority of the Board to influence policy direction through the budgetary process. However, Justice Services functions may not conflict with the clause in Multnomah County Code 2.30.300; which gives it administrative coordination responsibilities "consistent with the legal responsibilities of

elected officials and the separation of the branches of government."

3. My proposal has two basic points:

- Remove direct service delivery functions from Justice Services, and transfer them to other appropriate county agencies;
- Create an Office of Justice Planning and Analysis that will provide the Chair and the Board with critical policy planning information and supporting analysis.

4. The first point is a two part approach to removing direct service, line functions from Justice Services:

- Place Family Services and Medical Examiner in the Department of Human Services;
- Transfer to the Sheriff's Office, Corrections Branch, Program Division, the following programs:
  - Adult Probation
  - Community Corrections
  - Women's Transitional Services
  - Alternative Community Services
  - Pretrial Supervision
- The issue of Juvenile Services is not dealt with in my proposal, but of course would have to be a subject of discussion in any reorganization.

# Retain and enhance Justice Services

by Commissioner Rick Bauman

With the recent loss to other career pursuits of Multnomah County Sheriff Fred Pearce and Department of Justice Services Director John Angell, Multnomah County Commissioners are taking the opportunity to reexamine the relationship of the various players in the county's criminal justice system.

In a series of board sessions beginning April 11 and still continuing, the commissioners are examining a number of proposals for how best to manage, plan, improve and expand the corrections system. I have proposed a minimalist revision of the structure that presently exists. It does not matter to me whether it is called an office or a department; that will probably be dictated by its size. (Whether the county will assume parole and probation responsibilities presently carried by the state will increase its size considerably.) What does matter is that the goals as listed below are met.

In order to understand some of the complexities, consider this sequence of events. An offender's first encounter with the criminal justice system occurs usually with a law enforcement agency. In the unincorporated areas of the county, that is the Multnomah County Sheriff's Office. Within cities, it is likely the city police force. The offender may be prosecuted by the county District Attorney. If so, he or she will be tried and sentenced by a District or Circuit Court judge. Thereafter follows incarceration in a county jail run by the Sheriff, a sentence to a work camp or community services run by the county Community Corrections Division, or probation supervised either by the state or the county probation offices. It is obvious that both elected officials — county commissioners, judges, the District Attorney and the Sheriff — and appointed department heads and staff play key roles throughout the system.

Elected county criminal justice officials, the District Attorney and the Sheriff, make policy in their areas of responsibility — prosecutions with regard to the D.A. and law enforcement and jail management for the Sheriff. The County Commission has overall policy responsibility for a county-wide corrections system, a responsibility it exercises primarily through the budget.

The County Commission itself must direct criminal justice policy. These are not decisions that can or should be delegated to other criminal justice officials. Developing sound corrections policy requires information, staff expertise, a willingness to ask critical questions about "success" and "failure", a breadth of inquiry that allows new ideas to percolate.

For example, the primary goal of any corrections system is to ensure public safety. Everyone would agree that this necessarily includes punishing and containing criminals. I believe it must also include reducing repeated criminal behavior after a sentence is served. According to state Department of Corrections figures, anywhere from 39 percent to 46.5 percent of released offenders are back in prison within 21 months. (We have no figures for our local jail population.) It is not enough that criminals are incarcerated; the attitudes, lifestyles and social milieu that encourage continuing criminal acts must be changed as well.

We, as county commissioners, cannot approach such solutions without staff support. For this reason, I have proposed retaining and enhancing personnel to be managed by the Chair and directed in policy matters by the Board of County Commissioners, whose job is to plan, develop, implement and critique the County's corrections policies and practices.

As importantly, the expertise and independence of the District Attorney and Sheriff, and the other county funded criminal justice officials, must be maintained. It is my sense that the present relationship between the Department of Justice Services on the one hand and District Attorney and Sheriff on the other has suffered from a confusion of authority. Even the County phone book reflects the ambiguity, including the District Attorney's Office within the Department of Justice Services and excluding the Sheriff's Office. Rather than continue to chafe under the present discontents, I have proposed a plan that eliminates the pretense that an appointed department head is to exercise budget or operational authority over the elected Sheriff and District Attorney. I expect that, through mutual cooperation and goodwill, we can achieve the goal of an enlightened and efficient justice system.

Clearly, coordination is a necessary component

of an efficient system. I have proposed that, among other duties, the new office ensure, through the Justice Coordinating Council and otherwise, coordination with all County elected criminal justice officials and with the State, the federal government and human services programs in the county and state.

Standardized, readily accessible information is another component. The County has been in the process of developing an integrated criminal justice information system. The effort may require a project manager through completion. I have proposed that, once completed, part of the planning function of the new department/office should include regular management and evaluation of policy makers' information from this data system.

Finally, I have suggested, as have other commissioners, that we may achieve efficiencies and coordination by gathering all out-of-custody corrections programs into one department. Most programs now reside and are well managed in the existing Department of Justice Services. A few, such as some of the pretrial release programs, are managed by the Sheriff's Office. Another, the Restitution Center, is run by the Sheriff's Office and financed in part with funds from the Community Corrections Division. Work groups of elected officials' staff and interested citizens are meeting to analyze the pros and cons of consolidating all programs within the restructured department/office.

In sum, I have suggested a structure similar to what presently exists, with modifications intended to ensure that:

- 1) the Board competently can exercise its policy making responsibilities with the help of staff under its direction;
- 2) the District Attorney and Sheriff can present their budgets directly to the county commission without intervention by a department head, and can retain their independent operational policy making responsibilities;
- 3) coordination occurs among all players in the criminal justice field;
- 4) a policymakers' information system is completed and managed; and,
- 5) consistent with efficiency and public safety, all non-custodial programs are placed within the department/office.

## Transfer DJS programs to Sheriff, Human Services

This part of my proposal addresses the following:

- It ties programs together and addresses the need to coordinate custody and non-custody correctional programs;
- It unifies the direction of correctional programs;
- It addresses the concern raised by John Angell on April 27th that the Board "... be free from any responsibility for organizing or directing County operations, so that they can devote full time to legislative responsibilities."

5. The second point is the creation of an Office of Justice Planning and Analysis, organized under the Chair of the Board, with the following staff functions:

- Policy plan drafting for the Chair and the Board;
- Consultation and coordination with the planning staffs of the District Attorney, Sheriff, Juvenile Court, Portland Police and others with planning responsibilities;
- Seeking input from citizens and other public and private organizations that have an interest in criminal justice issues;
- Research into current and ongoing topics;
- Analysis of data;

- Serve as staff to a streamlined Criminal Justice Coordinating Council;
- Monitor and track legislation with significant criminal justice system impacts.

This office would:

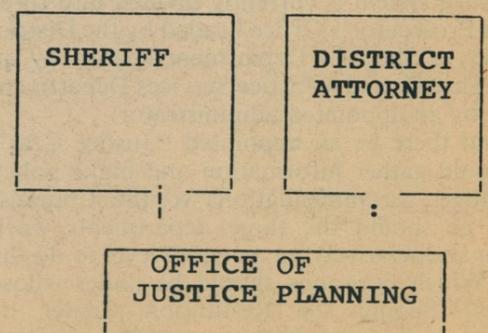
- Streamline the structure of criminal justice systemwide planning in Multnomah County;
- Provide the Chair and the Board with a system to gather data needed for overall policy setting;
- Address the Board's need for sources of various types of criminal justice information;
- Address the issue of fragmented planning and analysis by close cooperation with the internal planning units of other criminal justice agencies.

6. In conclusion, this proposal sets forth a rational and comprehensive approach to dealing with:

- The differences between line and staff functions now performed by an outdated organizational component;
- The current fragmented structure of correctional programs;
- The need for timely, meaningful data for use by the Chair and the Board for overall policy planning and decision making;

- The recognition of the operational and policy setting autonomy of the Sheriff and District Attorney;

If this Office were created today, it would be fully compatible with recreating any function that may result from the upcoming Charter Review. The Office Justice Planning and Analysis provide a single comprehensive data and information source and could easily be included, without diminishing its utility in any way, in any subsequent reorganization or restructuring.



SKIPPER OPTION

Let Sheriff, DA do it . . .

# Eliminate Justice Services; transfer functions

The following are excerpts from an Organizational Development Analysis of the Department of Justice Services by Lloyd C. Williams, Director of Employee Services for Multnomah County.

Responsibilities of the Department of Justice Services:

1. Provide Administrative coordination for the various components of the Criminal Justice System.
2. Coordinate the activities of the Justice Coordinating Council.
3. Provide budgetary review with the County Executive and make recommendations. Creation of one executive budget! (Williams: Does County Chair/Executive need the Department Director to perform this function? Why can't Planning and Budget perform the staff function in conjunction with the County Executive Staff?)
4. Provide review of all grant proposals and all requests for outside funding. (Williams: Can be done by the Chair and Planning and Budget staff!)
5. Provide counseling services (Williams: Can be performed by Human Service programs with the addition of the Family Services staff!)
6. Responsibilities of the Justice Services Council: (Williams: appears to be an additional check and balance arm for the Chair of the Board — all revisions from this department are occurring in September of 1986 . . . what is the problem with the elected officials charged with running the Sheriff's Office and the District Attorney's Office? What is the basis for the additional check and balance? Is there mistrust or fear or some legitimate/non-political role that strongly suggests that this council exist?)

## Community Corrections/1988-89 Programs and Contract Services:

- Alternative Community Services — Public Service Work — 4800 felony and misdemeanor cases
- Intensive Supervision Program — County parole, 400 felony and misdemeanor cases
- Institutional Mental Health (Williams: In custody evaluation ; can be done by Department of Human Services (DHS))
- Sex Offender Treatment (Williams: Evaluation and therapy; can be done by DHS)
- Pre-Trial Services — Third party non custodial release monitoring — 720 adults charged with felony offenses. (Williams: Enough cases exist to justify community corrections but not enough to justify the department at this point — maybe Community Corrections could be transferred to another department that can focus more on prevention and recidivism issues from a social service perspective rather than a criminal perspective — fits with Board stated policy of prevention.)
- Women's Services Programs — 2 programs/total 126 felons (Williams: Residential placement program, social service perspective — can be managed by DHS)
- Case Management Services (Williams: Residential program; drug and alcohol program; can be managed by DHS)
- Job Readiness (Williams: Independent living and learning process, educational perspective. Can be managed by DHS)
- Gorge Project: (Williams: Residential community service program; can be managed by DHS)
- Seven Drug and Alcohol Programs — 2350

felons (Williams: All social services; can be managed by DHS)

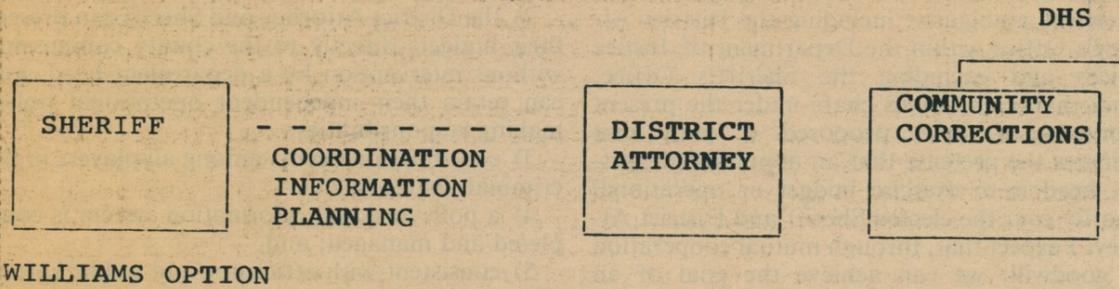
Program Development (Williams: Administrative function; can be managed in DHS) (Williams: I wonder why it was felt that these services were justice related to the point that they require a department . . . seems more division focused for the Department of Human Services . . . Political issues seem to guide this direction to Department of Justice Services without a rationale for clear distinction from DHS. I still see no real need for the Department of Justice Services — rather it seems that with careful management DHS can provide all the services! Possibly create a division in DHS that meets the needs. ELIMINATE the department of DJS and the Director position; CREATE an administrator for Justice Policy issues?)

Medical Examiner: (Williams: Mission is clearly different from all other programs. These responsibilities are in death investigation, autopsies, central protection of personal property of deceased . . . Does not seem to fit all the other services attributed to Justice Services. More support for the hodge-podge approach to create a Department of Justice Services for hidden reasons . . . maybe political reasons.)

Family Services: (Williams: The mission and objectives are clearly social service . . . marriage and family counseling, mediation services, child custody/visitation evaluations, diagnosis and treatment . . . intake services. I see no reasons for this existing in Justice Services.)

Williams' conclusions are:

1. Based on available data, there does not seem to be a reason for a Director position, rather, an Administrator for Justice Policy issue.
2. Based on the data, there does not appear to be sufficient support from a purist perspective to support a Department of Justice Services.
3. Based on the data, programs should be transferred to the Department of Human Services and to the District Attorney's Office.
4. Based on the data, the Department of Human Services would become too large and would need to be divided into two or more departments.
5. Based on the data, the Department of Human Services should become two departments.
6. Based on the size of the Sheriff's Office, no change should occur within that department.



## Restitution Center: Sheriff should retain

by the Citizens Advisory Committee  
Multnomah County Restitution Center

The County Commissioners have been "exploring options" that could result in taking the Multnomah County Restitution Center away from the Sheriff's Department. Seizing on a moment when a strong Sheriff has departed for Salem and a Justice Services administrator is leaving his post, the Commission is discussing "reorganization" of the County justice system. The justice system is currently divided into three parts: a Prosecutor's Office headed by the District Attorney, a Sheriff's Department headed by an elected Sheriff, and a Justice Services Department headed by an appointed administrator.

Should there be an appointed "Justice Czar" who would gather information and make policy and budget recommendations to the Commissioners or should the three departments work together cooperatively on an equal level to do the same? Which programs should be under whose auspices? Should the Restitution Center be redefined as a community corrections program rather than a jail so it can be placed under Justice Services — or Human Services — or some other department? These are the questions the Commis-

sioners are asking.

A commitment to citizen involvement has served the Sheriff well. It alleviated initial fears and overcame opposition to placing a correctional facility in a neighborhood of elderly housing, churches and cultural organizations. It now appears to have produced a strong advocacy group to defend the position that the Restitution Center is indeed a jail — one that successfully delivers an important restitution, rehabilitation and prevention program — one that is properly placed in the Sheriff's Department.

From planning, through the licensing process, to a successfully functioning program, the Sheriff's Department has maintained a commitment to the concept of citizen involvement. An active advisory committee interacts with the staff on a regular basis, receives straightforward monthly statistical reports, and approves or rejects proposed community service projects. Citizen members of a resident screening committee devote many hours a month to assure that the resident population profile stays within the bounds of the program's stated and licensed intent. This action plan for involving the community in a controversial program is now a model for other organizations throughout the country — one in which this county may take great pride.

## MULTNOMAH COUNTY CONDUIT

The Conduit is produced every other month by the Multnomah County Citizen Involvement Committee (CIC). Its purpose is to share information from citizen and government. As a County-wide organization, the CIC represents and encourages participation by residents of all Multnomah County cities as well as the unincorporated areas. If you have suggestions for the Conduit, please call 248-3450.

- CIC Conduit Committee:
- Scott Holzem, Chair
  - Marlene Byrne
  - Bob Luce
  - Franklin Jenkins
  - Jean Ridings
  - Martha White

Cover photo: Courtroom of Judge Mercedes Deiz. Photo by Portland freelance photographer Richard J. Brown.

Charter Review Committee forms

# Voters will decide DJS fate

The Home Rule Charter of Multnomah County was adopted at a Primary Election on May 24, 1966 after having been developed by a committee of citizens. Since its implementation on January 1, 1967, the Charter has been amended twelve times.

The Charter functions for the county the same way the United States Constitution functions for the federal government and it can be changed only by a vote of the people.

The Charter mandates a Chair, who performs a dual role. The Chair heads the executive branch of government, administering the four departments and other county agencies. The Chair also sits as a voting member of the Board of County Commissioners which is the legislative branch of government. The Chair submits a budget each year which must be approved by the Board. The Chair has no veto power over Board decisions. The Chair is elected county wide and the other four Commissioners by district.

Three other elected officials -- the District Attorney, the Sheriff and the Auditor -- work with the Commissioners but function under their own authority. The Citizen Involvement Committee also functions independently of any other county agency. The organizational chart shows the primary ways Multnomah County serves its citizens.

As a Home Rule County, Multnomah County has the authority to alter its form of government without the approval of the state. The Charter Review Committee, which will be named in June of this year, will make a comprehensive study of the Multnomah County Home Rule Charter and, if the Committee chooses, submit to the people of Multnomah County amendments to the Charter.

All registered voters who live in Multnomah County are eligible for appointment to the Charter Review Committee. If you are interested in appointment, contact your State Representative or State Senator. To obtain a copy of the Charter call the Office of Citizen Involvement, 248-3450.

**12.30 CHARTER REVIEW COMMITTEE.** There shall be convened a Charter Review Committee for the purpose of making a comprehensive study of the Multnomah County Home Rule Charter and, if the Committee chooses, submitting to the people of Multnomah County amendments to the Charter.

[Proposed by initiative petition filed April 22, 1977, adopted by people Nov. 8, 1977.]

**12.40 APPOINTMENT OF COMMITTEE MEMBERS.** The Charter Review Committee shall be composed as follows:

- (1) The Committee shall have two electors appointed from each senatorial district having the majority of its voters within Multnomah County, and shall have one elector appointed from each senatorial district having less than a majority of its voters within Multnomah County. The Committee shall choose their chairperson from among themselves and shall have authority to establish their own procedures and organization.
- (2) The state senator and the two state representatives who represent residents in each state Senate district located in Multnomah County shall appoint the electors for the district. Appointees shall reside in the district and Multnomah County. If the three appointers from any Senate district cannot agree upon an appointment, any two of the three appointers may make the appointment.
- (3) If two electors are appointed from a Senate district, they shall not be registered in the same political party.
- (4) The following persons are not eligible for appointment to the Committee: The state senators and representatives who represent districts located in Multnomah County, the members of the Multnomah County Board of Commissioners, and the chair of the board of commissioners, if any, serving at the time of appointment.
- (5) Any vacancy in the Committee shall be filled by the senator and representatives from the senate district from which the previous member was appointed, using the same method as used for the original appointment.
- (6) Appointments shall be made not later than June 30, 1989.

[Proposed by initiative petition filed April 22, 1977, adopted by people Nov. 8, 1977. Amendment proposed by Ord. 170, s. 6 (1978), adopted by people Nov. 7, 1978. Amendment proposed by Ord. 427, s. 2 (1984), (Measure 15)(Ballot Measure 24), adopted by people Nov. 6, 1984.]

**12.50 SCOPE OF COMMITTEE REVIEW.**

- (1) The Committee shall commence study of the Charter by all appropriate means including open hearings and meetings, the taking of testimony and interviewing witnesses.
- (2) The Committee shall review the county charter and any issues relating thereto.

[Proposed by initiative petition filed April 22, 1977, adopted by people Nov. 8, 1977. Amendment proposed by Ord. 170, s. 6 (1978), adopted by people Nov. 7, 1978. Amendment proposed by Ord. 427, s. 2 (1984), (Measure 15)(Ballot Measure 24), adopted by people Nov. 6, 1984.]

**12.60 REPORT OF COMMITTEE.** At least ninety-five days prior to the primary or general election or both of 1990, the Committee shall report to the people and to the Board of County Commissioners their findings, conclusions, and recommendations including any amendments they propose to the Charter.

[Proposed by initiative petition filed April 22, 1977, adopted by people Nov. 8, 1977. Amendment proposed by Ord. 170, s. 6 (1978), adopted by people Nov. 7, 1978. Amendment proposed by Ord. 427, s. 2 (1984), (Measure 15)(Ballot Measure 24), adopted by people Nov. 6, 1984.]

**12.70 SUBMISSION OF AMENDMENTS TO THE PEOPLE.** All amendments proposed by the Committee shall be submitted to the people of Multnomah County at the 1990 primary or general election, or both.

[Proposed by initiative petition filed April 22, 1977, adopted by people Nov. 8, 1977. Amendment proposed by Ord. 170, s. 6 (1978), adopted by people Nov. 7, 1978. Amendment proposed by Ord. 427, s. 2 (1984), (Measure 15)(Ballot Measure 24), adopted by people Nov. 6, 1984.]

## STATE SENATORS

Dist. 3 Bob Shoemaker 4837 W. Burnside Portland 97210 226-1191  
 Dist. 6 Dick Springer 7624 SE 13th Ave. Portland 97202 226-3232  
 Dist. 7 Shirley Gold 4828 SE 35th Portland 97202 775-9612  
 Dist. 8 Bill McCoy 6650 N. Amherst Portland 97203 286-8159  
 Dist. 9 Frank Roberts 11609 NE Klickitat Portland 97220 252-1223  
 Dist. 10 Jane Cease 2625 NE Hancock Portland 97212 280-6001  
 Dist. 11 Glenn Otto 23680 NE Shannon Ct. Troutdale 97060 665-6291

## STATE REPRESENTATIVES

Dist. 10 Vera Katz 2068 NW Johnson St. Portland 97209 228-1056  
 Dist. 11 Tom Mason 5814 SW 59th Ct. Portland 97221 293-0750  
 Dist. 12 Phil Keisling 3782 SE 11th Portland 97202 236-6622  
 Dist. 13 Judy Bauman 5527 SE 54th Portland 97206 238-8488  
 Dist. 14 Beverly Stein 1625 SE 44th Portland 97206 238-7971  
 Dist. 15 Gene Sayler 6425 SE Yamhill Portland 97215 234-4788  
 Dist. 16 Rodger Wehage 3105 NE 60th Portland 97213 282-2069  
 Dist. 17 Mike Burton 6937 N. Fiske Portland 97203 283-5698  
 Dist. 18 Margaret Carter 2948 NE 10th Portland 97212 280-6003  
 Dist. 19 Ron Cease 2625 NE Hancock Portland 97212 280-6001  
 Dist. 20 John Minnis 1611 NE 143rd Portland 97230 255-4570  
 Dist. 21 Lonnie Roberts 15815 SE Mill Portland 97233 255-9887  
 Dist. 22 Rick Kotulski 38815 SE Gordon Creek Rd. Corbett 97019 695-2832

## NEIGHBORHOOD GROUP MEETINGS

### Central Northeast Neighbors

First Wednesday each month 7:30 p.m.  
CCN Office, 5540 NE Sandy Blvd.

### Northeast Coalition of Neighborhoods

3rd Tuesday each month, 7:00 p.m.  
King Neighborhood Facility, 4815 N.E. 15th

### Neighbors West/Northwest

1819 N.W. Everett, 223-3331

### North Portland Citizens Committee

3rd Monday each month, 7:00 p.m.  
Ockley Green School, 6031 N. Montana

### Southeast Uplift Neighborhood Program

1st Monday each month, 7:00 p.m.  
3534 S.E. Main Street

### Southwest Neighborhood Information, Inc.

4th Wednesday, every other month, 7:00 p.m.  
Multnomah Center, 7688 S.W. Capitol Hwy.

### East Portland Neighborhood Office

10700 N.E. Sandy Blvd., 256-0014

### Centennial Community Group

2nd Monday each month, 7:30 p.m.  
Fire House No. 10, 1927 S.E. 174th  
Bob Luce, President — 761-5209

### Hazelwood Community Group

3rd Thursday each month, 7:30 p.m.  
ESD, 220 S.E. 102nd  
Jane Baker, President — 252-7386

### NE Multnomah Co. Community Association

2nd Wednesday each month, 7:00 p.m.  
Location to be announced.  
Pat Brothers, President — 695-2382

### Parkrose Community Group

4th Tuesday each month, 7:30 p.m.  
Fremont MS Library, 11800 N.E. Shaver  
Gary Gregory, Chairman — 254-4475

### Powellhurst/Gilbert Community Group

2nd Monday each month  
Gilbert Heights, 12839 N.E. Holgate

### Rockwood Community Group

3rd Monday each month, 7:30 p.m.  
Satellite Restaurant, 18706 E. Burnside  
Franklin Jenkins, President — 665-4300

### Wilkes Community Group

2nd Thursday each month, 7:30 p.m.  
Lee Middle School, 1121 N.E. 172nd  
Alice Blatt, President — 253-6247

### East County Coordinating Comm.

1st Monday each month, 7:30 p.m.  
ESD, 220 S.E. 102nd  
Dorothy Smith, President — 254-7560



M 903



**MULTNOMAH COUNTY OREGON**

CITIZEN INVOLVEMENT COMMITTEE  
2115 S.E. Morrison, Room 215  
Portland, Oregon 97214

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