

# **ANNOTATED MINUTES**

Tuesday, April 22, 1997 - 9:30 AM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

## **BOARD BRIEFING**

*Chair Beverly Stein convened the meeting at 9:35 a.m., with Commissioners Sharron Kelley and Tanya Collier present, and Vice-Chair Gary Hansen and Commissioner Dan Saltzman excused.*

- B-1 Discussion on County Activities in Workforce, Including an Update on the Review of the Intergovernmental Agreement Between Multnomah County, the City of Portland, Washington County, and the Private Industry Council; and an Update on the Internal Assessment of Workforce Activities in County Departments. Presented by Melinda Petersen, Mimi Maduro, Joanne Fuller and Other Staff.

***MELINDA PETERSON, JOHN BALL AND MIMI MADURO PRESENTATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION.***

*There being no further business, the meeting was adjourned at 10:05 a.m.*

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Tuesday, April 22, 1997 - 3:00 PM  
Portland Building, Second Floor Conference Room B  
1120 SW Fifth Avenue, Portland

## **CITIES/COUNTY JOINT MEETING**

*Chair Beverly Stein convened the meeting at 3:10 p.m., with County Commissioners Sharron Kelley, Tanya Collier and Dan Saltzman present, and Vice-Chair Gary Hansen excused; Portland Mayor Vera Katz and Commissioners Gretchen Kafoury, Charlie Hales, Erik Sten and Jim Francesconi present; and Gresham Mayor Gussie McRoberts; Troutdale Mayor Paul Thalhoffer; Fairview Commissioner Len Edwards, Wood Village Mayor Don Robertson, District Attorney Michael Schrunk, Sheriff Dan Noelle, Auditors Gary Blackmer and Barbara Clark, and a representative of Senator John Lim present.*

JM-1 The Multnomah Board of County Commissioners and Portland City Council Will Hold a Joint Informal Briefing to Discuss Whether to Move Forward With a Process to Evaluate and Consider City-County Consolidation. Discussion Will Include Functional Areas for Consolidation, a Threshold Study to Analyze Consolidation Issues, Legislative Changes Needed to Aid Consolidation Process and a Timeline for Making a Decision on Initiating the Formal Consolidation Process.

***ELECTED OFFICIALS BEVERLY STEIN, VERA KATZ, SHARRON KELLEY, DAN SALTZMAN, TANYA COLLIER, CHARLIE HALES, DAN NOELLE, GUSSIE MCROBERTS; JIM FRANCESCONI; PAUL THALHOFER, ERIK STEN, LEN EDWARDS, GRETCHEN KAFOURY, DON ROBERTSON, AND COUNTY STAFF ASSISTANT CAROL FORD, REPRESENTATIVE FROM SENATOR JOHN LIM, AND DEPUTY COUNTY COUNSEL SANDRA DUFFY DISCUSSION OF ISSUES INCLUDING: DRAFT RESOLUTION OF INTENT; THRESHOLD STUDY; FUNCTIONAL CONSOLIDATION WORKPLAN, PROPOSALS FOR PROCESS AND TIMELINE FOR IMPLEMENTATION; NEED FOR EAST COUNTY COLLABORATION; MEASURE 5 COMPRESSION; OPTION FOR GRESHAM TO JOIN CLACKAMAS COUNTY; TAX SUPERVISING AND CONSERVATION COMMISSION; CHARTER REVIEW COMMITTEE; TRANSPORTATION; PUBLIC SAFETY; EAST COUNTY CONCERNS; URBAN LAND USE PLANNING; AND OPTIONS FOR LEGISLATIVE CHANGES.***

***BY CONSENSUS, LETTER/PROPOSAL TO BE SENT TO SENATOR JOHN LIM REQUESTING MODIFICATIONS TO THE LAW GOVERNING CITY-COUNTY CONSOLIDATION, INCLUDING CREATION OF A CHARTER COMMISSION AND ALLOW CITIES THAT OPT OUT OF ANY FUTURE CONSOLIDATION TO ANNEX TO THE URBAN RESERVES DESIGNATED TO THEM BY METRO. BY CONSENSUS, SERVICE FUNCTIONS IDENTIFIED; SMALL PROJECT TEAMS OF ELECTED OFFICIALS AND CITY AND COUNTY STAFF FORMED TO EXPLORE CONSOLIDATION***

**OPTIONS; AND A MEMO REGARDING FUNCTIONAL AREAS TO CONSIDER FOR CONSOLIDATION, INCLUDING A LIST OF FUNCTIONS BEING CONSIDERED, THE TIMELINE, AND THE PROJECT TEAMS, TO BE DISTRIBUTED PRIOR TO MAY 15, 1997. RESOLUTION OF INTENT TO BE CONSIDERED FOR FORMAL ADOPTION ON MAY 15, 1997. CITIZEN CONSOLIDATION TASK FORCE APPOINTED BY JULY 1, 1997 TO OVERSEE THE THRESHOLD STUDY AND MAKE RECOMMENDATIONS TO THE BOARD AND CITY COUNCIL BY JANUARY 5, 1998 ON WHETHER TO PURSUE CONSOLIDATION.**

*There being no further business, the meeting was adjourned at 4:50 p.m.*

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Thursday, April 24, 1997 - 9:30 AM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

## **REGULAR MEETING**

*Chair Beverly Stein convened the meeting at 9:30 a.m., with Vice-Chair Gary Hansen and Commissioners Sharron Kelley, Tanya Collier and Dan Saltzman present.*

**IN RECOGNITION OF "BRING OUR DAUGHTERS TO WORK DAY", ASSISTANT COUNTY COUNSEL JACQUIE WEBER INTRODUCED HER SON AND DEPUTY DISTRICT ATTORNEY HELEN SMITH INTRODUCED HER DAUGHTER.**

## **CONSENT CALENDAR**

**UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER HANSEN, THE CONSENT CALENDAR (ITEMS C-1 THROUGH C-8) WAS UNANIMOUSLY APPROVED.**

## **DEPARTMENT OF SUPPORT SERVICES**

- C-1 Budget Modification DSS 4 Reclassifying a Vacant Position from an OA2 to a Risk Management Technician within the Risk Management Division to Reflect More Accurately the Duties of the Position and to Allow More Effective Use of Other Staff Resources
- C-2 Amendment 1 to Intergovernmental Agreement 500097 with the State of Oregon, Department of Consumer and Business Services, Reflecting Increased Grant Funding for the Worksite Redesign Project at Animal Control
- C-3 Budget Modification DSS 5 Appropriating a Grant from the State of Oregon, Department of Consumer and Business Services and Appropriating a Ten Percent Match from the Risk Management Division, for the Worksite Redesign Project at Animal Control

#### **DEPARTMENT OF COMMUNITY AND FAMILY SERVICES**

- C-4 Intergovernmental Revenue Agreement 103677 with the Housing Authority of Portland, Providing \$280,087 Federal Housing and Urban Development Funds for the Purchase of Transitional Housing for Low Income Homeless Women at the Jean's Place Transitional Housing Facility, for the Period April 1, 1997 through March 31, 2000

#### **DEPARTMENT OF ENVIRONMENTAL SERVICES**

- C-5 ORDER Authorizing Execution of Deed D971428A Upon Complete Performance of a Contract to Bobby J. Moore

##### ***ORDER 97-73.***

- C-6 ORDER Authorizing Execution of Deed D971477 Upon Complete Performance of a Contract to Mary Paris

##### ***ORDER 97-74.***

- C-7 ORDER Authorizing Execution of Deed D971478 Upon Complete Performance of a Contract to Janice C. O'Neal

##### ***ORDER 97-75.***

- C-8 ORDER Authorizing Execution of Deed D971479 Upon Complete Performance of a Contract to Ha To Ha

**ORDER 97-76.**

**REGULAR AGENDA**  
**PUBLIC COMMENT**

- R-1 Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.

***NO ONE WISHED TO COMMENT.***

**NON-DEPARTMENTAL**

***CHAIR STEIN ADVISED R-2 WOULD BE DELAYED  
PENDING ARRIVAL OF PRESENTER CHET  
ORLOFF.***

- R-3 RESOLUTION Supporting County Efforts to Promote, Improve and Maintain High Standards of Clean Air Quality

***COMMISSIONER KELLEY MOVED AND  
COMMISSIONER HANSEN SECONDED, APPROVAL  
OF R-3. COMMISSIONER SALTZMAN AND NINA  
DECONCINI AND GREG GREEN FROM THE  
DEPARTMENT OF ENVIRONMENTAL QUALITY  
EXPLANATION. RESOLUTION 97-77  
UNANIMOUSLY APPROVED.***

**SHERIFF'S OFFICE**

- R-4 Intergovernmental Agreement 801007 with the City of Portland, Providing Automatic Fingerprint Identification Systems, LIVESCAN Photography, and Other Services to Identify Individuals Arrested for Crimes for Fiscal Year 1996-97

***CHAIR STEIN ADVISED THE SHERIFF'S OFFICE  
REQUESTS REMOVAL OF THIS AGREEMENT  
FROM BOARD CONSIDERATION. IN RESPONSE  
TO A QUESTION OF COMMISSIONER COLLIER,  
CHAIR STEIN ADVISED THE PARLIAMENTARY  
ACTION WOULD BE TO APPROVE A MOTION TO  
POSTPONE THE ITEM INDEFINITELY. UPON  
MOTION OF COMMISSIONER KELLEY, SECONDED***

**BY COMMISSIONER SALTZMAN, R-4 WAS  
UNANIMOUSLY POSTPONED INDEFINITELY.**

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

R-5 RESOLUTION Certifying an Estimate of Expenditures for the Fiscal Year 1997-98 Property Tax Program in Accordance with House Bill 2338

**COMMISSIONER SALTZMAN MOVED AND  
COMMISSIONER KELLEY SECONDED, APPROVAL  
OF R-5. CHAIR STEIN, KATHY TUNEBOG, BOB  
ELLIS AND LARRY NICHOLAS EXPLANATION AND  
RESPONSE TO BOARD QUESTIONS AND  
DISCUSSION OF BUDGET AND STATUTORY  
COMPLIANCE IMPACT TO COUNTY ASSESSMENT  
AND TAXATION AND PROPERTY APPRAISAL  
DIVISION RESULTING FROM VARIOUS PROPOSED  
STATE LEGISLATION, INCLUDING MEASURES 50  
AND 47, AND THE COUNTY DIVISION'S APPRAISAL  
PROCESS IMPROVEMENT EFFORTS. CHAIR  
STEIN COMMENTS IN APPRECIATION OF THE  
COST-EFFECTIVENESS AND PROCESS  
IMPROVEMENT EFFORTS OF ALL ASSESSMENT  
AND TAXATION AND APPRAISAL STAFF.  
COMMISSIONERS KELLEY AND HANSEN  
COMMENTED IN APPRECIATION. RESOLUTION  
97-78 UNANIMOUSLY APPROVED.**

**NON-DEPARTMENTAL**

R-2 Presentation by Chet Orloff, Executive Director of the Oregon Historical Society, Regarding the Lewis and Clark Bicentennial Celebration.

**CHET ORLOFF PRESENTATION AND RESPONSE  
TO BOARD QUESTIONS. COMMISSIONER  
COLLIER SUGGESTED THE SOCIETY CONTACT  
THE NATIONAL ASSOCIATION OF COUNTIES TO  
ASSIST WITH COORDINATION OF THE  
BICENTENNIAL CELEBRATION ACTIVITIES.**

*There being no further business, the regular meeting was adjourned and the briefing convened at 10:30 a.m.*

Thursday, April 24, 1997 - 10:00 AM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

## **BOARD BRIEFING**

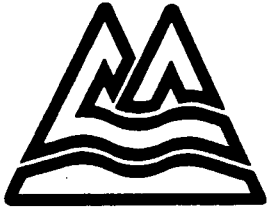
- B-2 Discussion and Request for Policy Direction Concerning Multnomah County's Local Criteria to Respond to the State Mental Health and Developmental Services Division Request for Proposals to Provide Managed Mental Health Services Under the Oregon Health Plan. Presented by Lorenzo Poe, Howard Klink, Judy Robison and Floyd Martinez.

**LOLENZO POE AND JUDY ROBISON  
PRESENTATION. COMMISSIONERS HANSEN  
AND COLLIER COMMENTS IN APPRECIATION  
OF MS. ROBISON'S EFFORTS.**

*There being no further business, the meeting was adjourned at 10:37 a.m.*

BOARD CLERK FOR MULTNOMAH COUNTY, OREGON

*Deborah L. Bogstad*



## MULTNOMAH COUNTY OREGON

**BOARD CLERK**

OFFICE OF BEVERLY STEIN, COUNTY CHAIR  
1120 SW FIFTH AVENUE, SUITE 1515  
PORTLAND, OREGON 97204  
TELEPHONE • (503) 248-3277  
FAX • (503) 248-3013

**BOARD OF COUNTY COMMISSIONERS**

BEVERLY STEIN •	CHAIR •	248-3308
DAN SALTZMAN •	DISTRICT 1 •	248-5220
GARY HANSEN •	DISTRICT 2 •	248-5219
TANYA COLLIER •	DISTRICT 3 •	248-5217
SHARRON KELLEY •	DISTRICT 4 •	248-5213

# MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

# AGENDA

FOR THE WEEK OF

**APRIL 21, 1997 - APRIL 25, 1997**

Tuesday, April 22, 1997 - 9:30 AM - Board Briefing ..... Page 2

Tuesday, April 22, 1997 - 3:00 PM - Cities/County Joint Meeting ..... Page 2

Thursday, April 24, 1997 - 9:30 AM - Regular Meeting ..... Page 2

Thursday, April 24, 1997 - 10:00 AM - Board Briefing ..... Page 4

Thursday Meetings of the Multnomah County Board of Commissioners are \*cable-cast\* live and taped and can be seen by Cable subscribers in Multnomah County at the following times:

Thursday, 9:30 AM, (LIVE) Channel 30

Friday, 10:00 PM, Channel 30

Sunday, 1:00 PM, Channel 30

\*Produced through Multnomah Community Television\*

INDIVIDUALS WITH DISABILITIES MAY CALL THE BOARD CLERK AT (503) 248-3277, OR MULTNOMAH COUNTY TDD PHONE (503) 248-5040, FOR INFORMATION ON AVAILABLE SERVICES AND ACCESSIBILITY.

AN EQUAL OPPORTUNITY EMPLOYER



Tuesday, April 22, 1997 - 9:30 AM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

### **BOARD BRIEFING**

- B-1 Discussion on County Activities in Workforce, Including an Update on the Review of the Intergovernmental Agreement Between Multnomah County, the City of Portland, Washington County, and the Private Industry Council; and an Update on the Internal Assessment of Workforce Activities in County Departments. Presented by Melinda Petersen, Mimi Maduro, Joanne Fuller and Other Staff. 1 HOUR REQUESTED.
- 

Tuesday, April 22, 1997 - 3:00 PM  
Portland Building, Second Floor Conference Room B  
1120 SW Fifth Avenue, Portland

### **CITIES/COUNTY JOINT MEETING**

- JM-1 The Multnomah Board of County Commissioners and Portland City Council Will Hold a Joint Informal Briefing to Discuss Whether to Move Forward With a Process to Evaluate and Consider City-County Consolidation. Discussion Will Include Functional Areas for Consolidation, a Threshold Study to Analyze Consolidation Issues, Legislative Changes Needed to Aid Consolidation Process and a Timeline for Making a Decision on Initiating the Formal Consolidation Process. 2 HOURS REQUESTED.
- 

Thursday, April 24, 1997 - 9:30 AM  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

### **REGULAR MEETING**

#### **CONSENT CALENDAR**

#### **DEPARTMENT OF SUPPORT SERVICES**

- C-1 Budget Modification DSS 4 Reclassifying a Vacant Position from an OA2 to a Risk Management Technician within the Risk Management Division

to Reflect More Accurately the Duties of the Position and to Allow More Effective Use of Other Staff Resources

- C-2      Amendment 1 to Intergovernmental Agreement 500097 with the State of Oregon, Department of Consumer and Business Services, Reflecting Increased Grant Funding for the Worksite Redesign Project at Animal Control
- C-3      Budget Modification DSS 5 Appropriating a Grant from the State of Oregon, Department of Consumer and Business Services and Appropriating a Ten Percent Match from the Risk Management Division, for the Worksite Redesign Project at Animal Control

#### **DEPARTMENT OF COMMUNITY AND FAMILY SERVICES**

- C-4      Intergovernmental Revenue Agreement 103677 with the Housing Authority of Portland, Providing \$280,087 Federal Housing and Urban Development Funds for the Purchase of Transitional Housing for Low Income Homeless Women at the Jean's Place Transitional Housing Facility, for the Period April 1, 1997 through March 31, 2000

#### **DEPARTMENT OF ENVIRONMENTAL SERVICES**

- C-5      ORDER Authorizing Execution of Deed D971428A Upon Complete Performance of a Contract to Bobby J. Moore
- C-6      ORDER Authorizing Execution of Deed D971477 Upon Complete Performance of a Contract to Mary Paris
- C-7      ORDER Authorizing Execution of Deed D971478 Upon Complete Performance of a Contract to Janice C. O'Neal
- C-8      ORDER Authorizing Execution of Deed D971479 Upon Complete Performance of a Contract to Ha To Ha

#### **REGULAR AGENDA**

#### **PUBLIC COMMENT**

- R-1      Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.

## **NON-DEPARTMENTAL**

- R-2      Presentation by Chet Orloff, Executive Director of the Oregon Historical Society, Regarding the Lewis and Clark Bicentennial Celebration.
- R-3      RESOLUTION Supporting County Efforts to Promote, Improve and Maintain High Standards of Clean Air Quality

## **SHERIFF'S OFFICE**

- R-4      Intergovernmental Agreement 801007 with the City of Portland, Providing Automatic Fingerprint Identification Systems, LIVESCAN Photography, and Other Services to Identify Individuals Arrested for Crimes for Fiscal Year 1996-97

## **DEPARTMENT OF ENVIRONMENTAL SERVICES**

- R-5      RESOLUTION Certifying an Estimate of Expenditures for the Fiscal Year 1997-98 Property Tax Program in Accordance with House Bill 2338

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Thursday, April 24, 1997 - 10:00 AM  
**(OR IMMEDIATELY FOLLOWING REGULAR MEETING)**  
Portland Building, Second Floor Auditorium  
1120 SW Fifth Avenue, Portland

## **BOARD BRIEFING**

- B-2      Discussion and Request for Policy Direction Concerning Multnomah County's Local Criteria to Respond to the State Mental Health and Developmental Services Division Request for Proposals to Provide Managed Mental Health Services Under the Oregon Health Plan. Presented by Lorenzo Poe, Howard Klink, Judy Robison and Floyd Martinez. 30 MINUTES REQUESTED.

GARY HANSEN  
Multnomah County Commissioner  
District 2



1120 S.W. Fifth Avenue, Suite 1500  
Portland, Oregon 97204  
(503) 248-5219

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## MEMORANDUM

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**TO:** CHAIR, BEVERLY STEIN  
COMMISSIONER SHARRON KELLEY  
COMMISSIONER DAN SALTZMAN  
COMMISSIONER TANYA COLLIER  
CLERK OF THE BOARD, DEB BOGSTAD ✓

**FROM:** JUANA ARREDONDO

**SUBJECT:** ABSENCE FROM TUESDAY APRIL 22<sup>ND</sup> BOARD MEETING

**DATE:** APRIL 21, 1997

**CC:** COMMISSIONER HANSEN'S OFFICE

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Commissioner Hansen will not be able to attend Tuesday April 22<sup>nd</sup> Board Meeting because he will be in Salem attending a pre-Governor's Meeting and a Hazard Mitigation Grant Program Meeting.

BOARD OF  
COUNTY COMMISSIONERS  
97 APR 21 PM 3:47  
MULTNOMAH COUNTY  
OREGON

GARY HANSEN  
Multnomah County Commissioner  
District 2



1120 S.W. Fifth Avenue, Suite 1500  
Portland, Oregon 97204  
(503) 248-5219

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## MEMORANDUM

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**TO:** CHAIR, BEVERLY STEIN  
COMMISSIONER SHARRON KELLEY  
COMMISSIONER DAN SALTZMAN  
COMMISSIONER TANYA COLLIER  
CLERK OF THE BOARD, DEB BOGSTAD ✓

**FROM:** JUANA ARREDONDO

**SUBJECT:** ABSENCE FROM TUESDAY APRIL 22<sup>ND</sup> BOARD MEETING

**DATE:** APRIL 22, 1997

**CC:** COMMISSIONER HANSEN'S OFFICE

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Commissioner Hansen will not be able to attend Tuesday April 22<sup>nd</sup> City/County Joint Meeting at 4:00pm because he will not be able to make it back from his AOC meeting in Salem.

BOARD OF  
COUNTY COMMISSIONERS  
97 APR 22 AM 11:02  
MULTNOMAH COUNTY  
OREGON

MEETING DATE: April 22, 1997  
AGENDA #: JM-1  
ESTIMATED START TIME: 3:00 PM

(Above Space for Board Clerk's Use ONLY)

## AGENDA PLACEMENT FORM

SUBJECT: Joint Meeting of the County Board, Portland City Council & East County Officials

BOARD BRIEFING: DATE REQUESTED: \_\_\_\_\_  
REQUESTED BY: \_\_\_\_\_  
AMOUNT OF TIME NEEDED: \_\_\_\_\_

REGULAR MEETING: DATE REQUESTED: Tuesday, April 22, 1997  
AMOUNT OF TIME NEEDED: 2 Hours

DEPARTMENT: Non-Departmental DIVISION: Chair Beverly Stein  
CONTACT: Carol Ford TELEPHONE #: 248-3956  
BLDG/ROOM #: 106/1515

PERSONS MAKING PRESENTATION: Elected Officials, Invited Staff

### ACTION REQUESTED:

☐ INFORMATIONAL ONLY ☒ POLICY DIRECTION ☐ APPROVAL ☐ OTHER

### SUGGESTED AGENDA TITLE:

The Multnomah Board of County Commissioners and Portland City Council Will Hold a Joint Informal Briefing to Discuss Whether to Move Forward With a Process to Evaluate and Consider City-County Consolidation. Discussion Will Include Functional Areas for Consolidation, a Threshold Study to Analyze Consolidation Issues, Legislative Changes Needed to Aid Consolidation Process and a Timeline for Making a Decision on Initiating the Formal Consolidation Process

### SIGNATURES REQUIRED:

ELECTED OFFICIAL: Beverly Stein

(OR)

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

BOARD OF  
COUNTY COMMISSIONERS  
97 APR 18 PM 3:32  
MULTNOMAH COUNTY  
OREGON

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

Any Questions? Call the Board Clerk @ 248-3277

## **BOGSTAD Deborah L**

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**From:** PUCKETT Robert K  
**Sent:** Friday, April 18, 1997 8:57 AM  
**To:** BOGSTAD Deborah L  
**Subject:** FW: Update on Proposed Consolidation

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**From:** CAMPBELL Edward A  
**Sent:** Thursday, April 17, 1997 4:08 PM  
**To:** PUCKETT Robert K  
**Subject:** Update on Proposed Consolidation

### ***Electronic Memorandum***

**To:** All County Employees  
(Please post and distribute for those without email access)

**From:** Chair Beverly Stein

**RE:** Update on Proposed Consolidation

The next joint meeting of the Board of County Commissioners, the Portland City Council and East County officials regarding proposed government consolidation will take place Tuesday, April 22<sup>nd</sup> from 3-5pm in the Portland Building Second Floor Auditorium. My last global email on March 25<sup>th</sup> addressed the major topics of discussion for this meeting. Today I'd like to further update you about this meeting and address some other issues relating to consolidation.

#### **RESOLUTION OF INTENT**

The main purpose of the meeting will be to discuss a Resolution of Intent for considering consolidation within Multnomah County. Once modifications have been made to the resolution, our goal is to have it adopted by the Board and Portland City Council at a joint meeting as early as mid-May. This resolution will only declare our interest in pursuing consolidation. We won't decide on whether to trigger the formal citizen charter process until September at the earliest.

#### **THRESHOLD STUDY**

Mayor Katz and I are interested in conducting a study to determine the fiscal and service level impacts of consolidating. Tuesday, we will need to determine whether this study has the support of the Board and Portland City Council. If it does, details such as who will do the study, what it will cover, and how it will be paid for, will need to be decided.

#### **LEGISLATIVE ISSUES**

Mayor Katz, Mayor McRobert of Gresham, and I have had discussions with Senator John Lim regarding changes to the existing law that would increase the number of locally appointed citizens on the charter commission responsible for crafting the structure of a new consolidated government. Portland Commissioner Charlie Hales has submitted a different proposal which calls for the creation of an alternative consolidation process that would exclude the legislature's involvement. Tuesday, we will work out a unified legislative proposal for Senator Lim from these options.

Another recent legislative development is the proposal from Representative Ron Sunseri of Gresham for a constitutional amendment reducing the minimum size of a county. Currently it would be nearly impossible to change the boundaries of Multnomah County because it is the smallest allowable size for an Oregon county. Representative Sunseri has brought forth this proposal due to interest expressed by East County residents in

forming a separate county if East County communities choose not to participate in a Portland/Multnomah County consolidation. If passed by the legislature and statewide voters, this amendment would not by itself cause a division of Multnomah County. A completely distinct process would have to occur before such a division could happen.

#### FUNCTIONAL CONSOLIDATIONS

The last big topic of discussion for Tuesday is the list of City and County services that are being considered for consolidation irrespective of overall governmental consolidation. Some of these targeted 'functional consolidations,' like Emergency Management for example, have been in the works for quite some time. Others like workforce and housing services are being considered because of recent findings which identify the need for more cohesive service delivery systems. There are additional services being considered as a result of the recent discussions among local city and county officials. I want to emphasize that we will be talking about *specific service functions* and not entire Departments, Bureaus or Divisions.

#### OTHER ISSUES

I want to make it clear that input from employees will be instrumental in determining the feasibility of, and subsequent processes for, consolidating. Using our quality tools and team strategies approach, we will devise a formal input process for employees in service areas selected for consideration. Moreover, I encourage you as always to send ideas, comments and questions 'informally.' I am always impressed with the good ideas and thoughtfulness expressed in the messages I receive.

I also want to share my vision of effective consolidation. I am not interested in wide scale consolidation of services without accompanying governance consolidation. I think the service functions currently being identified are appropriate areas where savings and service improvements can be achieved through the elimination of duplication; however, additional merging of functions would be fruitless without some form of unified governance. We would be better served by looking internally to maximize efficiency than by merging functions wholesale.

I need to acknowledge that being involved in a collaborative decision-making process with other elected leaders may cause final decisions to differ from my own, but these are the objectives and ideas I bring to the process. I will email another update after Tuesday's meeting.



## **BOGSTAD Deborah L**

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**From:** CHAIR Mult  
**Sent:** Friday, April 18, 1997 4:17 PM  
**To:** #ALL PDXLAN USERS; #ALL AGING SERVICES; #ALL ANIM-CTRL USERS; #ALL AT USERS; #ALL BRIDGE USERS; #ALL CFSD USERS; #ALL DA USERS; #ALL DCC USERS; #ALL MORRISON BLDG USERS; #ALL FAC USERS; #ALL HLTH USERS; #ALL ISD USERS; #ALL JUV LAN USERS; #ALL LIB USERS; #ALL MCSO USERS; #ALL NET SERVICES USERS; #ALL SE Health; #ALL TCOM USERS; #ALL TRAN USERS; #ALL TSCC USERS  
**Subject:** Update on Proposed Consolidation

### ***Electronic Memorandum***

**To:** All County Employees  
(Please post and distribute to those without email)

**From:** Chair Beverly Stein

#### **RE: Update on Proposed Consolidation**

The next joint meeting of the Board of County Commissioners, the Portland City Council and East County officials regarding proposed government consolidation will take place Tuesday, April 22nd from 3-5pm in Room B on the Portland Building 2nd Floor. My last global email on March 25th addressed the major topics of discussion for this meeting. Today I'd like to further update you about this meeting and address some other issues relating to consolidation.

#### **RESOLUTION OF INTENT**

The main purpose of the meeting will be to discuss a Resolution of Intent for considering consolidation within Multnomah County. Once modifications have been made to the resolution, our goal is to have it adopted by the Board and Portland City Council at a joint meeting as early as mid-May. This resolution will only declare our interest in reviewing consolidation. We won't decide on whether to trigger the formal citizen charter process until September at the earliest, although next January is more likely.

#### **CITIZEN REVIEW PANEL AND THRESHOLD STUDY**

While no formal decisions have been made, discussions among local officials now center on a proposal to convene a citizen review panel which would research the fiscal and service level impacts of consolidating. As part of its charge, this panel would be responsible for overseeing the threshold study that Mayor Katz and I have proposed to identify the potential savings of consolidating. If approved, this citizen panel will report back to local officials at the end of the year with recommendations on whether to proceed with consolidation.

#### **LEGISLATIVE ISSUES**

Mayor Katz, Mayor McRobert of Gresham, and I have had discussions with Senator John Lim regarding changes to the existing laws for local government consolidation. These changes would increase the number of locally appointed members to the Consolidation Charter Commission (the formal committee of citizens that would draft the charter of a new consolidated government) and make it easier for cities that opt out of the consolidation to meet their regional planning requirements. It is uncertain at this time whether local officials support these changes and whether there are other legislative changes that should be discussed. Tuesday, we will work out a unified proposal for Senator Lim.

Another recent legislative development is the proposal from Representative Ron Sunseri of Gresham for a constitutional amendment reducing the minimum size of a county. Currently it would be nearly impossible to change the boundaries of Multnomah County because it is the smallest allowable size for an Oregon county.

Representative Sunseri has brought forth this proposal due to interest expressed by East County residents in forming a separate county if East County communities choose not to participate in a Portland/Multnomah County consolidation. If passed by the legislature and statewide voters, this amendment would not by itself cause a division of Multnomah County. A completely distinct process would have to occur before such a division could happen.

### **FUNCTIONAL CONSOLIDATIONS**

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I need to acknowledge that being involved in a collaborative decision-making process with other elected leaders may cause final decisions to differ from my own, but these are the objectives and ideas I bring to the process. I will email another update after Tuesday's meeting.

# Cities and County Joint Work Session

Tuesday, April 22, 1997

3:00 p.m. to 5:00 p.m.

Room B, 2nd Floor, Portland Building

1120 SW 5th Avenue

DRAFT



## DISCUSSION TOPICS

**Goal of Meeting:** Discuss draft and potential amendments to resolution of intent and attachments. Agree on agenda for joint meeting on May 15.

1. **Introductions and Review of Agenda (5 minutes)**  
*Outcomes: Self introduction of participants; Stein previews meeting discussion topics*
2. **Presentation of Draft Resolution of Intent and Attachments (15 minutes)**  
*Outcome: Katz and Stein present draft Resolution of Intent and attachments relating to (1) potential functional consolidations and process, (2) proposed threshold study approach and process, and (3) options for legislative changes.*
3. **Consideration of Proposed Threshold Study Approach and Process (30 minutes)**  
*Outcome: Participants discuss draft resolution of intent Section 2 and Attachment B relating to the scope and process of a consolidation threshold study*
4. **Consideration of Potential Functional Consolidations and Process (30 minutes)**  
*Outcome: Participants discuss resolution of intent Section 1 and Attachment A relating to potential functional consolidations and the process and time line for implementation.*
5. **OPTIONAL: Consideration of Options for Legislative Changes (30 minutes)**  
*Outcomes: Participants discuss draft resolution of intent Section 3 and Attachment C relating to options for legislative changes relating to local government merger; finalize memo to legislative delegation regarding changes in state law.*
6. **Wrap Up (10 minutes)**  
*Outcomes: Katz summarizes meeting outcomes and next steps; discussion of agenda for May 15.*

April 21, 1997

TO: Board of County Commissioners  
Portland City Council  
Mayors of Gresham, Wood Village, Fairview, Troutdale, Maywood Park  
County Auditor Gary Blackmer  
City Auditor Barbara Clark  
Sheriff Dan Noelle  
District Attorney Mike Schrunk

From: Bill Farver, Multnomah County   
Sam Adams, City of Portland 

RE: Joint Cities-County Meeting on Consolidation

The next joint Cities-County informal session and briefing is scheduled for Tuesday, April 22, 3:00 to 5:00 p.m. in Room B, 2<sup>nd</sup> floor, Portland Building, 1120 SW Fifth Avenue, Portland. The agenda and materials for the meeting are attached.

This meeting is to discuss how to move forward with a process to evaluate and consider city-county consolidation. As per directions from the March 25<sup>th</sup> joint meeting, staff has developed a "resolution of intent" and a number of attachments. The overall goal of this joint meeting is to:

- Walk through each element of the resolution of intent and attachments.
- Provide an opportunity to discuss each element.
- Provide clear directions on next steps for finalizing each element of the resolution.

**The packet includes:**

1. Agenda/Discussion Topics for April 22 Meeting
2. Draft Resolution of Intent  
Outlines the elements for continuing evaluation and consideration of city-county consolidation: threshold study, functional consolidations, and legislative changes (if determined necessary). The resolution has been revised with consideration of the April 17 "All Execs" meeting discussion and the April 19 memorandum from Commissioners Collier, Hales and Saltzman.
3. Proposed Threshold Study RFP (Resolution attachment)  
Outlines request for proposals from external consultants for analysis of city-county consolidation issues, including questions about east county cities and unincorporated area issues.
4. Memorandum "Functional Areas to Consider for Consolidation", April 21 from Chair Stein and Mayor Katz (Resolution attachment)  
Outlines background, criteria for functional consolidation, a process and proposed areas to begin working on.

5. Community Building Initiative memorandum "Opportunity to Merge Services and Leverage Community Resources", April 14 from Chair Stein and Commissioners Kafoury, Francesconi and Hansen.

6. Draft Letter to Senator Lim transmitting proposed legislative changes. (Resolution attachment)

Depending on the outcomes from the Threshold Study approach and study, the decision could may be made not to pursue legislative changes this session. This letter outlines proposed process changes and rationale. Packet includes other proposed changes for discussion.

We appreciate that your staffs have been actively involved in the preparation and review of these documents. We look forward to your discussions about these issues and to receiving specific directions to how to proceed toward the formal approval of the Resolution of Intent.

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**RESOLUTION NO.**

**Draft Revised and Distributed April 21, 1997 (10:23am)**

Declare [name of governing body] intentions to evaluate overall consolidation of Multnomah County and its cities, and to pursue selected local government functional mergers. (Resolution)

WHEREAS, Measure 47 budget cuts will reduce the capacity of cities and Multnomah County to deliver desired levels of service to residents; and

WHEREAS, public response to Measure 47 budget reductions has suggested looking for economies in existing separate cities/county functions, which would be targeted by partial or full consolidation of the existing units of government; and

WHEREAS, there exists an extensive level of cooperation among elected officials in the cities and Multnomah County government; and

WHEREAS, a spirit of collaboration between Multnomah County and the City of Portland has already resulted in many joint efforts including domestic violence reduction, citizen surveys, program audits, business tax collection, public school funding support, workforce development, homeless shelters/facilities, law enforcement, affirmative action, youth and aging services, the Portland Multnomah Progress Board, Metropolitan Human Rights Commission, the Bureau of Emergency Communications, the Office of Cable Communications and Franchise Management and regional arts and facilities support; and

WHEREAS, consolidation could result in financial and service delivery benefits and a less costly governance structure by avoiding inefficient use of tax dollars on duplicative administrative services; and

WHEREAS, consolidation could achieve greater economies of scale in the purchase of goods and services; and

WHEREAS, consolidation could improve programs and services by combining efforts to focus on community issues and by strengthening the accountability of local government; and

WHEREAS, consolidation could offer citizens a more understandable form of government and the opportunity to have one set of elected officials make priority decisions on the needs of city and county residents.

NOW, THEREFORE, BE IT RESOLVED, [name of governing body] declares its intent to join with Multnomah County, [Fairview, Gresham, Maywood Park, Portland, Troutdale, and Wood Village] (1) to objectively evaluate the overall consolidation of the County and Cities, and (2) to proceed with the merger analysis of selected local government functions.

1. BE IT FURTHER RESOLVED, it is requested that the Gresham and Portland Mayors and the County Chair work with the Mayors of Fairview, Maywood Park, Troutdale, and Wood Village to present at a joint meeting of the above governing bodies no later than July 1, 1997 a specific work plan and time line for merging functional areas. Priority consideration will be given to those functions indicated on the attached matrix (attachment A). The plan must include opportunities for public and employee input.

2. BE IT FURTHER RESOLVED, the [name of governing body] agrees to participate in completing a Consolidation Threshold Study that provides citizens and decision makers with an accurate analysis of the merits of consolidation by identifying potential impacts over the next five years on costs, revenues, programs and services.

The [name of governing body] asks that the Consolidation Threshold Study include a recommendation of whether or not to proceed with overall consolidation based on three assumptions: (1) all cities and Multnomah County are consolidated, (2) only the City of Portland and the County are consolidated, and (3) the unincorporated rural, and incorporated areas outside the City of Portland form a separate county.

The [name of governing body] agrees to adhere to the Consolidation Threshold Study recommendation whether or not to proceed with overall consolidation under the process prescribed in Oregon Revised Statutes Chapter 199.

The [name of governing body] in coordination with Multnomah County, [Fairview, Gresham, Maywood Park, Portland, Troutdale, and Wood Village] authorizes the creation of an eleven-member Consolidation Task Force, to work with an outside consultant and the staff of each jurisdiction, to complete the Consolidation Threshold Study by January 5, 1998.

The Consolidation Task Force will:

1. Supervise the outside consultant and local staff to complete a Consolidation Threshold Study that builds upon prior efforts and analysis of both functional and governance consolidations;
2. Answer the priority questions identified by each local government, with particular emphasis on financial questions;

3. Propose legislative changes necessary for implementing the Study recommendations.
4. Consist of citizens appointed by the following jurisdictions no later than [insert date]:
  - 1 citizen - appointed by the Portland City Auditor;
  - 1 citizen - appointed by the Multnomah County Auditor;
  - 1 citizen - appointed by the Multnomah County Sheriff;
  - 1 citizen - appointed by the Multnomah County District Attorney;
  - 1 citizen - appointed by the Multnomah County Tax Supervising and Conservation Commission;
  - 2 citizens - appointed by the Multnomah County Board of Commissioners
  - 2 citizens - appointed by the Portland City Council;
  - 1 citizen - appointed by the Gresham City Council;
  - 1 citizen - appointed by the City Councils of Fairview, Maywood Park, Troutdale, and Wood Village.

As part of the work of the Consolidation Task Force, the [name of governing body] authorizes the issuance of the attached request for proposals (attachment B) for consultant services financed by private sector contributions to help prepare the Consolidation Threshold Study. The [name of governing body] assumes that the threshold study will be entirely paid for with private contributions and will be completed by January 1, 1998. The [name of governing body] agrees to assist Portland and the County in raising the private sector funds for the study. No contract to complete the threshold study will be awarded until sufficient private contributions are in hand to pay for its entire consultant costs.

The [name of governing body] agrees to hold joint public hearings with the County Board and the Mayors of [Fairview, Gresham, Maywood Park, Portland, Troutdale, and Wood Village] after issuance of the threshold study report to publicize its findings and obtain public comment on it.

**Passed by the Council,**

Mayor Vera Katz

April 21, 1997 O:\KATZTEAM\CONSLDTN\INTENT.RES

**BARBARA CLARK**

Auditor of the City of Portland

By

Deputy



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**Consolidation Threshold Study**  
Cities of Fairview, Gresham, Maywood Park, Portland,  
Troutdale and Wood Village and Multnomah County, Oregon

**Request for Proposals**

**Draft Revised and Distributed April 21, 1997 (10:20am)**

**Project Background**

The impacts of State Ballot Measure 47, a statewide property tax reduction measure, the increasing urbanization of Multnomah County and a desire to reduce the costs of providing services and improve service quality by unifying local government efforts have led to local discussions about consolidation

The Portland City Council and the County Board of Commissioners, working with the cities of Fairview, Gresham, Maywood Park, Troutdale and Wood Village (see attachment A for a background description of each jurisdiction), are considering consolidation of local cities (or selected cities) and the County government within the next three years.

The Oregon Revised Statutes, Chapter 199 (see attachment B for copy ORS) outlines the process and requirements for local government consolidations. Once the Portland City Council or the Multnomah County Board of Commissioners pass a resolution enacting the process outlined in ORS Chapter 199, an independent Charter Commission is appointed and has up to three years to put a new City/County charter on the ballot.

The cost of the proposed threshold study will be paid for with private contributions that must be obtained prior to the award of any consultant contract.

**Consultant Services Requested**

The participating jurisdictions are seeking to partner local staff expertise with an outside consultant experienced in analyzing consolidations of local governments. The threshold study will build upon a review of the pertinent analysis already completed in the affected jurisdictions.

**Desired Outcomes**

The desired outcome of the threshold study is to provide decision makers with an accurate analysis of the merits of consolidation by identifying potential impacts over the next five years on costs, revenues, programs and services.

The threshold study will focus its analysis in two areas.

First, a detailed analysis of the potential impacts of consolidation is desired for functions likely to be most directly impacted by a city/county consolidation. The areas include public safety, housing and homeless services, workforce, community and economic development, administrative support services, neighborhood/citizen involvement; planing, transportation, auditing, legislative, and legal.

Second, the study should present a thorough and comprehensive analysis of the impacts of consolidation on overall costs, revenues, programs and services to each local jurisdiction based on three assumptions: (1) all cities and Multnomah County are consolidated, (2) only the City of Portland and the County are consolidated, and (3) the unincorporated rural, and incorporated areas outside the City of Portland form a separate county.

It will be the responsibility of the consultant to work with the threshold study project team and the governing body of each jurisdiction to prepare a detailed list of questions up-front to be answered by the threshold study. Some of the initial questions that have been identified include:

- What are the financial impacts on tax revenues in Multnomah County should the smaller cities and unincorporated areas form their own county?
- What are the potential changes in the tax burden on the remaining citizens of the County and City to pay for County services at current levels?
- What are the costs of bringing Portland and County employee salaries to "par"?
- What are the effect of consolidation on the current method of allocating assessed value?
- How may overall costs to taxpayers be reduced if the consolidated government cannot be less than all the tax bases combined?
- How might County services be provided to "opted out" cities?
- How might the full costs of current unfunded liabilities be funded by a separate revenue source under a consolidated government?

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### Project Coordination

The threshold study will be completed by a consultant experienced in analyzing local government consolidations. The work of the consultant will be supervised by a citizen Consolidation Task Force comprised of the following 11 members:

- 1 citizen - appointed by the Portland City Auditor;
- 1 citizen - appointed by the Multnomah County Auditor;
- 1 citizen - appointed by the Multnomah County Sheriff;
- 1 citizen - appointed by the Multnomah County District Attorney;
- 1 citizen - appointed by the Multnomah County Tax Supervising and Conservation Commission;
- 2 citizens - appointed by the Multnomah County Board of Commissioners
- 2 citizens - appointed by the Portland City Council;
- 1 citizen - appointed by the Gresham City Council;
- 1 citizen - appointed by the City Councils of Fairview, Maywood Park, Troutdale, and Wood Village.

### Proposed Schedule

The completed threshold study report is due no later than January 5, 1998.

### Submission Requirements

To be considered for this work, qualified firms and/or individuals must submit their qualifications and a statement of the proposed approach. Responses must be sent to: Threshold Study, Office of the Mayor, City of Portland, 1220 S.W. 5th Avenue, Room 303, Portland, Oregon, 97204. **Submission must be received no later than 4:00 p.m., Wednesday, May 30, 1997.**

Each submission must include the following items:

1. Letter of Introduction
2. Project Team
  - a. Firm/Individual - name, size and nature of consulting work performed. Describe recent successful projects similar in size and scope to the proposed effort. Identify staff that will work on the project, their experience and

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background. Identify the percentage of their time devoted to this project by project task.

b. Include the names and phone numbers of three governmental client references for whom you have performed this type of analysis. Limit to one page.

### 3. Project Approach

a. Briefly describe the methodology and approach the firm/individual will use in completing the project. The description should include specific tasks to be performed, appropriate benchmarks, literature and research which will be used, data collection methodology, interviews to conduct and analysis to be performed.

b. Describe the recommended role of the threshold study project team and the staff of the participating jurisdictions in completing the study.

c. A detailed work plan which at a minimum shows sequence of major projects and activities as well as the time allocation of the project team.

d. A description of what will be needed from each local jurisdiction.

4. Cost Estimate.- Fixed Rate. Provide details on costs associated with the project.

5. City Requirements - see attached sheet titled PROFESSIONAL, TECHNICAL AND EXPERT SERVICE

6. Questions regarding this RFP shall be addressed to Sam Adams, Office of Mayor Vera Katz (503-823-4120) or Bill Farver, Office of Chair Beverly Stein (503-248-3308). Questions must be received no later than two working days before final submittal due date. Responses, as deemed appropriate, shall be provided to all bidders.

7. The chosen bidder shall be required to enter into a standard contract for services. A copy of this standard contract is available at the above address or by contacting the Bureau of Purchases, City of Portland.

### Selection Process

Statement of Qualifications and Proposals will be reviewed by a selection committee in accordance with City Code section 5.68. The selection committee will be comprised of the members of the threshold study project team. The committee has the right to require any clarification or changes it needs to understand the consultant's approach to the project and view of the scope of work. Interviews are optional and may be held with the highest rated firms. The following selection criteria will be used to score and rank submissions:

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**CRITERIA**

**POINTS**

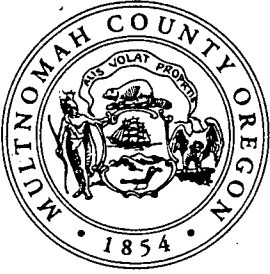
- 1 Letter of Introduction 0
2. Project Team 20
  - a. Firm/individual experience
  - b. Unique qualification of key members
  - c. Experience, knowledge and abilities conducting studies and analyses in the areas of organizational analysis, performance and trends analysis, strategic development and analysis, self-analysis processes or similar or related projects
  - d. Experience conducting these studies and training for government organizations
3. Project Approach 30

This criteria relates to the basic understanding of the project. Does the proposal exhibit clear and concise understanding of the project based on existing information, the work to be completed and coordination required.

  - a. Scope of work - completeness and soundness of proposed approach
  - b. Basic methodology
  - c. Task Breakdown Structure - Specific tasks to be performed and the resources to be used
  - d. Analysis methods
  - e. Perceived roles of Tax Supervising and Conservation Commission, Office of the City Auditor, the Office of the City Auditor and designated staff of the participating jurisdictions.
4. Feedback from client references for similar types of projects. 20
5. Cost estimate 30

attachments    Description of cities and County  
FY 1996-97 Adopted Budget Summaries  
Cities/County Functional Comparison Matrix  
Oregon Revised Statutes Chapters 190, 199  
Resolution of Intent to Evaluate Consolidation  
Memorandum on Fiscal Considerations of Consolidation  
Memorandum on Legal Considerations of Consolidation  
Memorandum on Human Resource Considerations of Consolidation

O:\KATZTEAM\CONSLDTNSCOPE2.WPD April 21, 1997 (10:20am)




## Beverly Stein, Multnomah County Chair

Room 1515, Portland Building  
1120 S.W. Fifth Avenue  
Portland, Oregon 97204

Phone: (503) 248-3308  
FAX: (503) 248-3093  
E-Mail: [mult.chair@co.multnomah.or.us](mailto:mult.chair@co.multnomah.or.us)

### MEMORANDUM

TO : Board of County Commissioners  
Portland City Council  
Sheriff Dan Noelle  
Auditors Gary Blackmer and Barbara Clark  
District Attorney Mike Schunk  
Mayor Gussie McRobert, Gresham  
Mayor Donald Robertson, Wood Village  
Mayor Roger Vonderharr, Fairview  
Mayor Paul Thalhofer, Troutdale  
Mayor Jeffrey Steffen, Maywood Park

FROM :  Beverly Stein, Multnomah County  
Mayor Vera Katz, Portland

DATE : April 17, 1997

RE : Functional Areas to Consider for Consolidation

When we last met as a group, we discussed the possibility of moving ahead on selected areas for consolidation or joint planning, while we proceed with the large scale, longer term consolidation effort. We have reviewed the list of suggestions about areas to explore and would like to offer the following recommendations for your consideration.

### CRITERIA FOR AREAS TO CONSOLIDATE

In selecting areas for work, we made recommendation using the following criteria:

- areas of strong mutual policy agreement and financial involvement
- areas where there currently is or has recently been, planning around linking city/county efforts to improve service
- areas where there are potential general fund savings or potential for containing rates or costs over the next few years
- areas that do not present conflicts in the existing corporate interests of the two governments (e.g. Legal Counsel, Labor Relations)
- areas that are not heavily influenced by statutory or administrative limitations
- areas where current service delivery would not be adversely impacted

### BACKGROUND

The City Council and County Commission met during the fall and agree to focus their short term energies on:  
Domestic Violence  
Homeless Shelter Services  
Housing Services

They agreed that work in the areas of 2040 Plan coordination, workforce, emergency management, and the public safety system was already proceeding.

In addition, they discussed, but did not take action on the following policy areas. (Part of the delay was to allow the new Portland City Commissioners to participate and part was to evaluate the outcome of the November elections):

Transportation/bridges  
Law enforcement  
Disparity Study implementation  
Planning and UGB Issues  
Facilities - siting; joint planning and use; joint management

We drew from those discussions in the developing the attached chart.



## **OTHER SYSTEM ALIGNMENTS**

In the course of these discussions, we identified a set of systems alignment issues to discuss, apart from whether the actual organizations are consolidated. For examples, the purchasing rules used by the governments before the Public Contract Review Board could be standardized. The procedures we are using to implement the Disparity Study need to continue to be developed cooperatively.

In other areas, we need to discuss future joint purchases of new systems, such as the basic financial management system and the office suites and E mail system. Before new support systems are purchased, we need to try to broaden their application to both governments. We should begin thinking and operating as a single entity. Even if consolidation efforts "fail", we will gain the benefits of smoother working relationships, better communication, and better service to our residents. We will assign top management personnel to work on appropriate systems issues.

Finally, our expectations for support services in general are that we should move to understand and align systems and to work selectively on actual joint operation, when that makes financial and operational sense. For example, rather than "smash together" our personnel systems, we are suggesting we look for alignment and initiatives in joint recruitment and training, which may lead to eventual consolidation. We may want to use this opportunity to redesign our personnel systems together. We would oppose trying to merge all of support or general services until we get a mandate from the public to consolidate governments.

## **REVIEW PROCESS AND TIMELINE**

- |                     |   |
|---------------------|---|
| <b>APRIL 22</b>     | City Council and County Board, in consultation with Mayors of other cities, select policy areas to pursue. Review list with East County Mayors to determine what role they want to play in workgroups.  |
| <b>APRIL/MAY</b>    | City or County Convenor (see chart) will select and convene workgroup to begin a process to determine how to improve service and/or save public resources in the policy area.   |
| <b>JUNE 15</b>      | Convenor recommends to Chair and Mayor priority areas for action (if not already decided), timelines, and whether any actions can be taken as part of the 1997-8 budgeting processes.   |
| <b>JULY 1</b>       | Chair and Mayor return to the City Council and County Board with recommendations on priority areas and timelines.   |
| <b>JUL/AUG/SEPT</b> | Lead officials work with management to develop recommendations concerning whether a merged department, a new agency, or additional intergovernmental agreements are recommended, the rationale for that decision, what service improvements or cost savings can be expected, and why. A process to gather citizen, employee, and other stakeholder input should be developed, if appropriate. If a merged department is appropriate, the elected officials and managers should consider the following in making a recommendation concerning which jurisdiction would direct the service: <ul style="list-style-type: none"><li>• recognition of organizational strengths and customer service</li><li>• relative size and service growth potential of current operations</li><li>• customer satisfaction with current services</li><li>• past study information about savings</li><li>• achieve balance between city and county to make politically viable.</li></ul> |
| <b>OCT15</b>        | Convenor will report to Chair and Mayor concerning the current status of their work.  |
| <b>NOV 15</b>       | Chair and Mayor will report to the City Council and County Board on their overall recommendations based on the work of the workgroups. Chair and Mayor will review recommendations for consistency, balance, and overall impact on the citizens, employees, and organizations.  |
| <b>ON-GOING</b>     | Executive Assistants will continue to meet to share information and ideas on the work in functional areas.  |

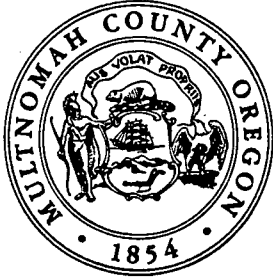
(The above is a generic process for a list of issues that are in different stages of development. Some are well underway; others have not started. Please try to make the process fit the individual issue area)

We look forward to our joint discussion on the 22<sup>nd</sup>. Thanks for your assistance in the process.

<b>GOVERNMENT FUNCTION</b>	<b>BACKGROUND AND COMMENTARY</b>	<b>LEAD POLICY OVERSIGHT RESPONSIBILITY (CONVENOR IN CAPS)</b>
Workforce	A new policy structure involving Portland, Multnomah County and Washington County is being developed. Other functions of these governments may be included.	KATZ, STEIN, PETERS Williams, Petersen, Zelnys
Community Building	A comprehensive community initiative which draws on the physical, human, and social assets of communities and combines strategies and resources to better build the capacity of communities to create strong communities and healthy families.	STEIN Hansen; Francesconi, Kafoury Poe, Linn
Domestic Violence and Homeless Singles Shelter	County is the primary provider of domestic violence services for shelter, counseling, transition support. City will continue involvement through police and shelter/housing construction. City has had lead policy planning for homeless singles. Need to coordinate facilities and service funding decisions	Hansen, KAFOURY Poe, Rudman , Rollins
Housing	Both governments would like to respond to the Joint Audit recommendations will improved service delivery	Kafoury, HANSEN, McRobert Rudman, Poe , Com. Action Co.
Recruitment and Training	Goal of more efficiently advertising positions through expanded outlets and approaches. Can offer a greater variety of more convenient offerings jointly; City can benefit from County's RESULTS training work.	KATZ, Stein Grewe, Dierdoff, Gates, Stump
Employee Benefits	Study to determine economies in larger volume provision of benefits	SALTZMAN, Katz, Grewe, Risk M'g't, Gates
Information Services	County has taken lead in Strategic Planning and implementation of plan. Move in phases, starting with joint data center. Movement beyond data center may not be warranted given City's strategic planning process and internal customer concerns about current support.	STEIN, Katz Gates; Grewe
Facilities	Consistent with recommendations of previous study. County operates wider range of facilities. County already doing some contract work for Metro and City. Requires mergers within City. Major benefit in long term planning and implementation of community building plan. In the short term, County may propose an expanded series of intergovernmental contracts.	Saltzman, FRANCESCONI Kish, Nicholas
Fleet ; Distribution and Printing; Electronics	Subjects of previous study. County has proposal for expanded series of intergovernmental agreements.	SALTZMAN, Francesconi Kish, Nicholas/Guiney , Kraft?
Emergency Management	Continuation of effort.	COLLIER ; Kafoury ; McRobert, ?
Information and Referral	Revive past efforts. Consider joint agency for multiple governments	Stein, HALES Gates, Linn, Kraft
Urban Planning	City has scale of operation to assume planning for urban, unincorporated areas; inclusion of rural areas would raise issues of representation, training, expertise of planners. County major service improvements need to be maintained. Fee structures made consistent.	Hales, KELLEY , East /West County repres. if rural issue raised Knowles, Busse
Transportation/Bridges	Consider impact of potential new revenue on city(ies)/county system. Opportunity to address unfunded liabilities on bridges. No BM 47 savings, but potential efficiencies.	COLLIER, Hales, McRobert, NE Cities ? Nicholas, Trader, DiLettero
Law Enforcement /Selected Functions and Levels of Service in East County	Discuss current efforts in records, drug enforcement. Consider City of Portland assumption of west side patrol and river patrol. Review options for Gresham and NE Cities and the Sheriff to achieve desired level of enforcement.	Local Public Safety Coordinating Council STEIN, KATZ, McRobert, NE Cities Noelle, Moose, Giusto , ?

April 16, 1997





## Beverly Stein, Multnomah County Chair

Room 1515, Portland Building  
1120 S.W. Fifth Avenue  
Portland, Oregon 97204

Phone: (503) 248-3308  
FAX: (503) 248-3093  
E-Mail: MultChair@aol.com

April 14, 1997

TO: County Commissioners  
City Council Members

FROM: Beverly Stein *B. Stein*  
Gretchen Kafoury *G. Kafoury*  
Jim Francesconi *J. Francesconi*  
Gary Hansen *G. Hansen*

RE: Opportunity to Merge Services and Leverage Community Resources

In our pursuit of opportunities for the city and county to work together to improve services and use tax dollars wisely we are seeking your approval to move aggressively on implementing the attached proposal for a Community Building Initiative.

As we consider city/county consolidation it is important to pay attention now to the desire of citizens to be involved with deciding their services, accessing services and volunteering their time to community quality and health at the local community and neighborhood level.

We believe that one of the solutions to shrinking resources is to leverage the strengths and energy of local communities. Only they can involve great numbers of their fellow citizens and neighbors in contributing to communities and families. Only if we bring together the vast resources of government, schools, private contributions from businesses and individuals and community based organizations can we truly address the multiple challenges facing our communities, neighborhoods and families.

Although we agree there are savings and efficiencies to be gained by combining services at the top levels of government bureaucracies, we believe that improvements in service, confidence in government and effective use of tax dollars can also be achieved by connecting our services at the community level where the rubber meets the road.

We look forward to your charge to us to proceed to make this vision of community health and safety, and coordinated, accessible services a reality.



## CONCEPT PAPER

4/1/97

**Community Building Initiative:** *Combining community, volunteer, school, business, religious and government resources to:*

- *create an understandable way for individuals and families to access support and assistance*
- *provide an easy way to involve individuals, families and organizations in decisions affecting their lives*
- *offer assistance and support to neighborhoods, communities, families and individuals.*

### **Confusion and Alienation: The Current Situation**

Government, schools, non-profits, businesses, congregations and community based organizations offer a variety of services to children, families, neighborhoods and communities. The aggregate dollars invested in our communities is large. Too often the services appear to be duplicative, disconnected from each other, offered too late or invisible to those who need them. At the same time there are many people of good will who would like to contribute to improving the quality of life in their communities and would like to help their neighbors succeed. We have not adequately linked the good will of people, grassroots leadership and communities to the institutional resources of the community in order to improve all peoples' quality of life.

The combination of reductions in government resources at every level and the increasing complexity of the challenges of living and growing up in our society today demand that we think differently about how we offer services, leverage resources and build communities.

### **Integrating Services at the Local Level with Community Direction: A Better Way**

Multnomah County delivers many of its services through contracts with non-profit organizations for Family Centers, Community Action Centers, Senior Centers and other specific service needs. With the assistance of the Leaders Roundtable's Caring Communities, the County in the last few years has increased its services in schools and has started to link its service network to schools.

The City of Portland has extensive community involvement experience through neighborhood associations and neighborhood coalitions. The City provides neighborhood services through its Parks Centers and builds community leadership and institutions through its community development programs.

As this initiative develops we will want to draw in the resources and experience of Gresham and the other NE Cities. All the school districts in Multnomah County will play major roles.

By integrating all these services geographically within high school or other recognizable boundary areas we have the possibility of an understandable, coordinated and accessible system for those who need and those who want to give. By building a strong, accountable partnership among communities, governments, service providers and schools we can improve the quality of life in neighborhoods and mobilize community residents to take advantage of their individual and collective assets and strengths.

The kinds of services and resources which could be combined in this approach would include but not be limited to: support for children and families, recreation programs, community health, community schools, libraries, community development, senior meal sites, neighborhood arts, extension services, alternative dispute resolution, parenting education, employment services, community policing and information and referral. This involves services provided by the state, local government, schools, non-profits, volunteers and other community based organizations. One of the benefits of this approach is the opportunity to include volunteers and networks of friends and neighbors in service to communities.

### **Balancing Accountability and Efficiency with Community Involvement: The Challenge**

The public expects tax resources to be carefully monitored to make sure they are well spent. Decentralizing services and giving communities more influence over resources has to be done carefully to maintain the level of accountability expected by elected leaders and taxpayers. Therefore this decentralization and combining of resources at the community level has to be commensurate with the ability of communities, service providers and community organizations to demonstrate certain competencies such as the ability to be broadly representative of their community (including respecting diversity), the ability to resolve community disputes fairly, the ability to mobilize resources to bring to life community plans, and the ability to be accountable for mutually agreed upon outcomes.

Developing new levels of trust between elected officials, government administrators, service providers, school personnel and communities is required for this to work and hopefully will be a byproduct of this effort. Our ability to do this will be dependent on a spirit of good will and common purpose and sophisticated ways of agreeing to and measuring outcomes for accountability.

### **How Will this Happen: Who Will Lead the Effort**

This is not a brand new idea. This proposal builds on previous work and is a logical extension of current work. It builds on the work of the Leaders Roundtable's Caring Communities and Family Resource Centers, the strategic plan of the Multnomah

Commission on Children and Families, the innovative small grants program of the Community Action Commission, the Mayor's proposal for a Neighborhood Enhancement Project, the Brentwood/Darlington Community Center, the Parkrose School/Community Center, community policing, Portland Neighborhood Associations, City/County Enterprise Commission, the Outer SE Consortium, the Workforce One Stops, Oregon Pathways, Multnomah County's Family Support Network, the Portland Bureau of Housing and Community Development's community initiatives program and many other grassroots and community based efforts.

Increasing the capacity of communities to use resources well depends on community leadership with vision and with organizing, planning and implementation skills. All these assets exist in communities now. It will be the job of government, schools, business leaders and others who support this effort to offer technical assistance and partner with community leadership to achieve community goals.

A Policy Committee of elected officials, top officials from County Departments, City bureaus, the State, school leadership, service providers and community representatives will lead the effort to integrate and decentralize services in consultation with local residents. This Policy Committee will include representation from the Multnomah Commission on Children and Families, the Community Action Commission, the Portland/Multnomah Commission on Aging, the Parks Commission, the Leaders Roundtable and other relevant citizen advisory bodies.

### **What are the Next Steps?.**

The Policy Committee to lead this effort is being formed. A Core Team headed by Lorenzo Poe and Diane Linn will lead the implementation. Research is proceeding to learn from other similar efforts around the country. Citizen groups are being asked to comment on this approach and describe how they might want to be part of the effort.

Accomplishing this vision will take hard work, commitment to building trusting relationships, innovative thinking, a tremendous amount of cooperation and willingness to do things differently. This won't be easy and it is risky. However, the possible payback in community health and safety, positive outcomes for children, families and individuals and growing confidence in government is tremendous.

For Information contact:	<b>Beverly Stein,</b>	248-3308
	<b>Lorenzo Poe,</b>	248-5212

April 23, 1997

**DRAFT**

TO: Senator Lim

FROM: Portland City Council

Mayor Vera Katz

Commissioner Jim Francesconi

Commissioner Charlie Hales

Commissioner Gretchen Kafoury

Commissioner Erik Sten

Multnomah Board of County Commissioners

Chair Beverly Stein

Commissioner Dan Saltzman

Commissioner Gary Hansen

Commissioner Tanya Collier

Commissioner Sharron Kelley

Thank you very much for assisting us in making legislative changes which will facilitate the possibility of city/county consolidation in Multnomah County. We also appreciate your offer to bring these up with other members of the Multnomah County delegation.

At an April 22 joint meeting, the City Council and the Board of County Commissioners approved the attached set of proposed legislative changes that we believe will enhance our ability to complete local government consolidations that save money or improve service. We focused on the process changes that we feel need to be addressed in 1997. We are requesting a bill drafted to amend ORS 199 based on the list of proposed changes. Also, if we go forward with the consolidation process, we expect that there will be other various statutory changes to be considered by the State Legislature in 1999.

We know you understand the importance of taking action this session and will help you in any way we can to expedite this process. We understand that this information is coming to you very late in the legislative process for filing bills and would suggest that the bill be sent to the Senate Rules and Elections Committee.

Thank you again for your assistance. Sharon Timko, Multnomah County legislative liaison and Marge Kafoury, City of Portland legislative liaison are available to assist your office.

**ATTACHMENT**  
**CITY-COUNTY CONSOLIDATION - AMENDMENTS TO ORS 199**

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DATE: APRIL 15, 1997

A. Process to create City-County Charter Commission (amendments to ORS 199.725 (1))

1. Change ORS 199.725 (1) (a) to have 2 members of the Commission selected by the Senators (existing legislation says 3) ; retain the requirement that one member shall be a resident of the unincorporated area of the county but require that the other member shall be a resident of the incorporated area on the east side of the county.
2. Change ORS 199.725 ( 1) (b) to indicate that one member from unincorporated area would be from the westside unincorporated area. Existing legislation requires that 3 members are selected by the County's State Representatives; no change in the number selected is proposed.
3. Change ORS 199.725 (1) (c) to reflect that the governing body of the county shall appoint three members to the Commission rather than two.
4. Change ORS 199.725 (1) (d) to reflect that the governing body of the most populous city shall appoint three members to the Commission rather than two.
5. Change ORS 199.725 (1) (e) to have one member of the Commission appointed by the governing body of the second most populous city in the county and one member appointed by the mayors of the cities that are not the most populous or second most populous cities (this provision presently provides for all the cities other than the most populous city to appoint one member to the Commission).

***RATIONALE: These changes to the composition of the Charter Commission reflect a desire for the Commission to be formed with local control in mind, to reflect the growth of Gresham, to assure that all parts of the unincorporated area are represented, and to assure an uneven number of members on the Charter Commission.***

- B. Alternative local option. Leave ORS 199.725 (1) (a) - (e) as it is but create a new subsection (2) (renumbering the remaining provisions) which would be a discretionary local option giving local control over the Charter Commission/consolidation process.
- (2) Trigger of local option. The local option would be triggered by an affirmative vote of both governing bodies (County Commission and the most populous City).
  - (3) Membership of Charter Commission. Nine Commission members would be appointed by resolution of both governing boards and nominated in the following manner: City Council - 3 members; County Commission - 3 members (including members from both east and west side of unincorporated portions of the County); governing body of second largest city in the county - 1 member; Mayors of the remaining incorporated cities in the county - 1 member; and County District Attorney - 1 member.
  - (4) Commission recommendations. Amend ORS 199.705 *et. seq.* to require local charter/consolidation commission to report recommendations to all local elected bodies in the county.
  - (5) Public hearings. Amend ORS 199.705 *et. seq.* to require governing bodies to hold public hearings on Commission recommendations within 60 days of final report of commission.
  - (6) Governing bodies action. Amend ORS 199.705 *et. seq.* to require governing bodies to vote to reject, accept or modify commission recommendation following public hearings, if charter/consolidation Commission recommends call for consolidation and/or charter amendments.
  - (7) Voter referral. Amend ORS 199.705 *et. seq.* to require governing bodies to vote on whether to refer original or modified recommendations to voters within 120 days of Commission recommendations if Commission recommends call for consolidation and/or charter amendments.
  - (8) Elector referral. Amend ORS 199.705 *et. seq.* to clarify that the electors in the County would hold same rights to refer a consolidation question to the ballot as is now set forth in ORS 199.705 *et. seq.* regardless of any action taken by governing bodies to refer matter to voters under this new locally-controlled option.

**RATIONALE:** *The highlights of this option are both local control by locally elected officials and assuring the accountability of those officials to local citizens.*

**For April 22, 1997 Discussion**

**Other Amendments to ORS Chapter 199.705 et. seq. that have been suggested.**

a) Land use matters. A provision needs to be added to provide that the Comprehensive Plans and Zoning Codes of the consolidated governments continue in effect until the Plans and Codes are rewritten for the consolidated entity. Gresham needs a provision which will allow it to annex urban reserve lands.

***RATIONALE: The new legal entity will not have an acknowledged Comprehensive Plan nor implementing zoning codes. This means that only minimum state standards would apply in the interim before a Comprehensive Plan is acknowledged by LCDC. This legislation would protect more stringent City and County zoning code provisions.***

***Present provisions of ORS 199.705 et. seq. prohibit cities which opt out of the consolidated city/county from annexing lands. It is reasonable to allow an independent city to annex the urban reserve lands next to such a city.***

b) Allocation of state funds. ORS 199.755 needs to be amended to change the formula for allocation of state funds [liquor taxes, cigarette taxes, etc.] What needs to be accomplished is "revenue neutrality."

***RATIONALE: There will be a net revenue loss of approximately \$30 million to the consolidated City of Portland/Multnomah County unless the formula is changed.***

c) Unincorporated county opt out.

(1) Form new county/join adjoining county. ORS Chapter 202 sets out procedures for new county boundaries or forming new counties. The present statutes require an affirmative vote for a new county by 65% of electors voting within boundaries of the new county and an affirmative vote by 35% of the electors voting in the old county (outside the limits of the new). Should different percentages be considered?

(2) Unincorporated county opts out but does not form new county or join adjoining county. ORS Chapter 199.70 et. seq. could be amended to provide that unincorporated areas of the County which are outside of the Urban

Growth Boundary can vote as a unit to opt out of the city-county in the same manner as cities. If a city-county is formed under the statutory procedure (or under any Hales version of the procedure), and if these unincorporated areas opt out, their statutory protections should include the following: (1) they keep their special service districts; (2) taxes and fees (property tax, business income tax, business license fee, utility bill



fees or taxes, etc.) are initially set at the rates they currently pay; (3) within a voting district consisting only of voters outside the UGB in the city-county, residents have the right to vote on or refer to the ballot any tax or fee increase which exceeds a cpi/population growth inflation rate, except for taxes or fees dedicated to jails, library, animal control. As part of this, they would only receive rural service levels for core "municipal" services (police, fire, sewer, water, code enforcement).

***RATIONALE: This proposal mitigates the apparent "annexation into the City of Portland" and preserves current rural levels of payment for government services while not subjecting these areas to the risk of countywide voting majorities at either the charter commission, the new Board, or future ballots. These additional protections assume the voters in the unincorporated area outside the UGB wish to retain their present level of services and choose to opt out.***

(e) Tax rates of Consolidated entity; effect on levies. Amend ORS 199.765 to reflect the changes made to the property tax systems by Measure 5 and Measure 47.

***RATIONALE: These statutes were drafted in 1971 and do not reflect the changes to the property tax laws created by Measure 5 and Measure 47. Most notable is that Measure 47 gets rid of tax bases and creates a permanent tax rate subject to an annual 3% limitation.***

(f) Service districts. Preserve the authority to create service districts. (ORS 199.765) [Should there be automatic extinguishing of all service districts in existence at the time the consolidation is effective? Should there be a provision to mandate that the Charter Commission create a service district in unincorporated county?]

***RATONALE: The unincorporated county has concerns about being required to pay higher tax rates and forced to have city level services. A mandate to the Charter Commission could preclude that concern.***

**For April 22, 1997 Discussion**

**Other Amendments to ORS Chapter 199.705 et. seq. that have been suggested.**

a) Land use matters. A provision needs to be added to provide that the Comprehensive Plans and Zoning Codes of the consolidated governments continue in effect until the Plans and Codes are rewritten for the consolidated entity. Gresham needs a provision which will allow it to annex urban reserve lands.

***RATIONALE: The new legal entity will not have an acknowledged Comprehensive Plan nor implementing zoning codes. This means that only minimum state standards would apply in the interim before a Comprehensive Plan is acknowledged by LCDC. This legislation would protect more stringent City and County zoning code provisions.***

***Present provisions of ORS 199.705 et. seq. prohibit cities which opt out of the consolidated city/county from annexing lands. It is reasonable to allow an independent city to annex the urban reserve lands next to such a city.***

b) Allocation of state funds. ORS 199.755 needs to be amended to change the formula for allocation of state funds [liquor taxes, cigarette taxes, etc.] What needs to be accomplished is "revenue neutrality."

***RATIONALE: There will be a net revenue loss of approximately \$30 million to the consolidated City of Portland/Multnomah County unless the formula is changed.***

c) Form new county/join adjoining county. ~~Unincorporated county opt out.~~

(1) ~~Form new county/join adjoining county.~~ ORS Chapter 202 sets out procedures for new county boundaries or forming new counties. The present statutes require an affirmative vote for a new county by 65% of electors voting within boundaries of the new county and an affirmative vote by 35% of the electors voting in the old county (outside the limits of the new). Should different percentages be considered?

d)(2) Unincorporated county opts out but does not form new county or join adjoining county. ORS Chapter 199.70 et. seq. could be amended to provide that unincorporated areas of the County which are outside of the Urban Growth Boundary can vote as a unit to opt out of the city-county in the same manner as cities. If a city-county is formed under the statutory procedure (or under any Hales version of the procedure), and if these unincorporated areas opt out, their statutory protection's should include the following: (1) they keep their special service districts; (2) taxes and fees (property tax, business income tax, business license fee, utility bill fees or taxes, etc.) are initially set at the rates they currently pay; (3) within a voting district consisting only of voters outside the UGB in the city-county, residents have the right to vote on or refer

## **City-County Consolidation**

### **Fundamental Differences Between the Collier/Hales/Saltzman Proposal and the April 21 Proposal of Stein/Katz**

There are a few fundamental differences between the two proposals, as well as several minor ones. Below is a description of the major differences between the two proposals.

#### **Threshold Study/Governance Consolidation**

In the Stein/Katz proposal the Threshold Study would be a six month study (started in June, 1997 and completed by January 5, 1998) conducted by consultants, funded by the private sector. The study will key on priority questions to be posed by the six cities and the County. An 11-member citizen task force (same composition as Collier/Hales/Saltzman proposal) would oversee the management of the study. The governing bodies would agree in the Resolution of Intent (April 21 draft) to adhere to the consultant's recommendations related to whether to proceed with a charter commission under ORS 199.

In the Collier/Hales/Saltzman proposal an 11-member citizens task force would be formed by the local elected bodies to review the work of prior studies, oversee the Threshold Study (which would concentrate on financial issues given that Measures 5 and 47 passed since the last consolidation review took place), hold public hearings to obtain citizen input, develop recommendations and make a formal report to the elected bodies. (This work would be started in July, 1997 and completed by July 1, 1998) It would then be up to the elected bodies to activate the ORS 199 provisions and initiate a charter commission. It is proposed that legislative changes to ORS 199 would be obtained in 1999 (along with any other legislative changes recommended by the Task Force and approved by the governing bodies) to allow this task force to be the pool of people from which the charter commission would be appointed (This keeps local control as well as saves time as the task force would already be educated on the issues.)

#### **Functional Consolidation**

The Stein/Katz proposal has two time lines. The Resolution of Intent (dated April 21) indicates that the Mayors of the six cities and the County Chair by July 1, 1997 will prepare "a specific work plan and time line for merging functional areas". In the memo dated April 17 there is a more specific time line that says in April policy areas will be selected to pursue, in May a workgroup will begin to determine how to improve service and/or save money, in July the leader of the workgroup will make recommendations for priority areas for action to the County Chair and Portland Mayor, the workgroups will continue work and will then report to the Chair and Mayor in October on the status of their work, and that in November, 1997 the Chair and Mayor

4/17/97

To: East Metro Cities' Regional Issues Forum

From: Mayor Gussie McRobert

RE: Portland/Multnomah County Consolidation Update

Four reasons to take the Stein/Katz proposal seriously.

First, I've been told there are three votes on the Portland City Council and the Multnomah County Commission to pass resolutions that would trigger the appointment of a Charter Commission to then place a Portland/Multnomah County Consolidation measure on the ballot. Second, the current proposal is different than the one rejected in 1974 because it includes "self governing neighborhoods." Third, this is the model which has been studied and supported by the Portland City Club for years. Fourth, the Oregonian strongly supports consolidation.

Current state statutes limit the participation and options of East Metro cities.

Senator John Lim has expressed an interest in assuring that East Metro cities have options. On April 8th, the Gresham City Council unanimously approved supporting the following four statute changes which Representative Ron Sunseri has agreed to sponsor:

1. Charter Commission membership. Ensure one member from East Multnomah County and one from West Multnomah County, one from Gresham and one from Fairview, Maywood Park, Troutdale and Wood Village. Current statutes do not require geographic or Gresham representation. The 13 member Commission would be appointed:

- 2 - Senate
- 3 - House of Representatives
- 3 - Portland City Council
- 3 - County Board of Commissioners
- 1 - Gresham City Council
- 1 - Mayors of Fairview, Maywood Park, Troutdale and Wood Village

2. City Boundary Expansion. Allow Gresham expansion into urban reserve areas. Current consolidation statutes prohibit boundary expansion.

3. Revenue Loss. Provide a formula to guarantee that other cities in the state do not lose revenue from liquor, cigarette and gas taxes because of the consolidation.

4. County Size Requirement. Constitutional change to eliminate 400 square mile requirement for a county. If the Constitutional amendment is approved by voters, then county creation statutes can be enacted in the 1999 session.

How will consolidation be presented to East Metro voters?

The following are potential ballot options affecting East Metro cities:

1. Vote for or against Portland/Multnomah County consolidation. If Portland voters approve, Portland divided into "self governing neighborhoods." There is no clarification at this time of what "self governing" means. (1 ballot item)

OR

2. Vote for or against Portland/Multnomah County consolidation. Vote for or against East Metro incorporated cities remaining independent entities. If East Metro voters want cities to remain independent, services now provided by County would be provided by the new Portland/County. If East Metro voters do not want cities to remain independent, four cities would become "self governing neighborhoods." All jurisdictions would then be in compression under Measure 5 's \$10 limit if Portland and Multnomah County do not cut at least \$4.00/per \$1000 of Assessed Value in 1997-1998 budget. (2 ballot items)

OR

3. Vote for or against Portland/Multnomah County consolidation. Vote for or against East Metro cities remaining independent. Vote for or against forming a new county. Requires a Constitutional change to eliminate the present 400 square mile requirement for a county. If Constitutional change is approved by state voters, and local voters approve new County, then attempt to change state statutes to facilitate change. (3 ballot items)

OR

4. Vote for or against Portland/Multnomah County consolidation. Vote for or against East Metro cities remaining independent. Vote for or against annexation to Clackamas County. If Clackamas County annexation approved by East Metro voters, current statutes require 35% approval by remaining Multnomah County voters and also approval by Clackamas County. If Constitutional change is approved by state voters, and local voters approve joining Clackamas County, then would attempt to change state statutes to facilitate change. (4 ballot items if include above #3 as choice between new county and joining Clackamas County)

The Joint Cities/County group will meet on April 22nd to talk about this issue further.

## **BOGSTAD Deborah L**

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**From:** CHAIR Mult  
**Sent:** Thursday, April 24, 1997 11:25 AM  
**To:** #ALL PDXLAN USERS; #ALL AGING SERVICES; #ALL ANIM-CTRL USERS; #ALL AT USERS; #ALL BRIDGE USERS; #ALL CFSD USERS; #ALL DA USERS; #ALL DCC USERS; #ALL MORRISON BLDG USERS; #ALL FAC USERS; #ALL HLTH USERS; #ALL ISD USERS; #ALL JUV LAN USERS; #ALL LIB USERS; #ALL MCSO USERS; #ALL NET SERVICES USERS; #ALL SE Health; #ALL TCOM USERS; #ALL TRAN USERS; #ALL TSCC USERS  
**Subject:** April 23rd Cities/County Meeting

### ***Electronic Memorandum***

**To:** All County Employees  
(Please post and distribute for those without email)

**From:** Chair Beverly Stein

**RE:** April 23rd Cities/County Meeting

On Tuesday the Board of Multnomah County Commissioners met with the Portland City Council and representatives from East County cities to continue discussions about government consolidation. As a follow up to last week's email, I want to let you know what decisions were made around the major topics of discussion.

#### **RESOLUTION OF INTENT, CITIZEN REVIEW PANEL, AND THRESHOLD STUDY**

It appears that agreement has been reached for a resolution that includes a commitment to evaluate the effects of both comprehensive and limited 'functional' consolidations, a commitment to a work plan for implementing limited functional consolidations among local governments, and a plan to build a citizen Consolidation Task Force. This task force will be appointed by local officials by July 1, 1997. It will oversee the Threshold Study and by January 5, 1998 recommend to the Board and to Portland City Council whether to pursue consolidation. Formal adoption of this resolution could take place as soon as the next Cities-County meeting on May 15<sup>th</sup>.

#### **LEGISLATIVE ISSUES**

Local officials submitted a unified legislative proposal to Senator John Lim requesting modifications to the law governing city-county consolidation. These modifications would enable more involvement by local officials in the creation of a Charter Commission and allow cities that opt out of any future consolidation to annex the urban reserves designated to them by Metro.

#### **FUNCTIONAL CONSOLIDATIONS**

Several service functions were identified for consideration and a timeline was established for tracking the progress of consolidation efforts. In addition, small project teams of elected officials and city and county staff were formed to take the lead on exploring consolidation options for each identified service function. For example, work is already underway in the areas of Emergency Management, homeless shelter services, and the local workforce system. A memo regarding the functional plan will be distributed before May 15th and will include a full list of functions being considered, the timeline, and the project teams.



## Beverly Stein, Multnomah County Chair

Room 1515, Portland Building  
1120 S.W. Fifth Avenue  
Portland, Oregon 97204

Phone: (503) 248-3308  
FAX: (503) 248-3093  
E-Mail: [mult.chair@co.multnomah.or.us](mailto:mult.chair@co.multnomah.or.us)

### MEMORANDUM

TO : Board of County Commissioners  
Portland City Council  
Sheriff Dan Noelle  
Auditors Gary Blackmer and Barbara Clark  
District Attorney Mike Schrunk  
Mayor Gussie McRobert, Gresham  
Mayor Donald Robertson, Wood Village  
Mayor Roger Vonderharr, Fairview  
Mayor Paul Thalhofer, Troutdale  
Mayor Jeffrey Steffen, Maywood Park  
FROM : Chair Beverly Stein, Multnomah County  
Mayor Vera Katz, Portland  
DATE : April 28, 1997  
RE : Functional Areas to Consider for Consolidation

Thank you for the discussion and agreement to move forward with a number of joint cooperative efforts. We are recirculating our memo with a few changes suggested in our joint meeting. We look forward to hearing from the convenors by June 13. Please contact Bill Farver with your interim reports at 248-3958.

### CRITERIA FOR AREAS TO CONSOLIDATE

In selecting areas for work, we made recommendation using the following criteria:

- areas of strong mutual policy agreement and financial involvement
- areas where there currently is or has recently been, planning around linking city/county efforts to improve service
- areas where there are potential general fund savings or potential for containing rates or costs over the next few years
- areas that do not present conflicts in the existing corporate interests of the two governments (e.g. Legal Counsel, Labor Relations)
- areas that are not heavily influenced by statutory or administrative limitations
- areas where current service delivery or related systems would not be adversely impacted

### BACKGROUND

The City Council and County Commission met during the fall and agree to focus their short term energies on:

Domestic Violence  
Homeless Shelter Services  
Housing Services

They agreed that work in the areas of 2040 Plan coordination, workforce, emergency management, and the public safety system was already proceeding.

In addition, they discussed, but did not take action on the following policy areas. (Part of the delay was to allow the new Portland City Commissioners to participate and part was to evaluate the outcome of the November elections):

Transportation/bridges  
Law enforcement  
Disparity Study implementation  
Planning and UGB Issues  
Facilities - siting; joint planning and use; joint management

We drew from those discussions in the developing the attached chart.



<b>GOVERNMENT FUNCTION</b>	<b>BACKGROUND AND COMMENTARY</b>	<b>LEAD POLICY OVERSIGHT RESPONSIBILITY (CONVENOR IN CAPS)</b>
Workforce	A new policy structure involving Portland, Multnomah County and Washington County is being developed. Other functions of these governments may be included.	KATZ, STEIN, PETERS Williams, Petersen, Zelnys
Community Building	A comprehensive community initiative which draws on the physical, human, and social assets of communities and combines strategies and resources to better build the capacity of communities to create strong communities and healthy families.	STEIN Hansen; Francesconi; Kafoury Poe, Linn
Domestic Violence and Homeless Singles Shelter	County is the primary provider of domestic violence services for shelter, counseling, transition support. City will continue involvement through police and shelter/housing construction. City has had lead policy planning for homeless singles. Need to coordinate facilities and service funding decisions.	Hansen, KAFOURY Poe, Rudman, Rollins
Housing	Both governments would like to respond to the Joint Audit recommendations will improved service delivery	Kafoury, HANSEN, McRobert Rudman, Poe, Com. Action Co.
Recruitment and Training	Goal of more efficiently advertising positions through expanded outlets and approaches. Can offer a greater variety of more convenient offerings jointly; City can benefit from County's RESULTS training work.	KATZ, Stein Grewe, Deardoff, Gates, Stump, McMillan
Employee Benefits	Study to determine economies in larger volume provision of benefits	SALTZMAN, Katz, Grewe, Risk M'gt, Gates, McMillan
Information Services	County has taken lead in Strategic Planning and implementation of plan. Move in phases, starting with joint data center. Movement beyond data center may not be warranted given City's strategic planning process and internal customer concerns about current support.	STEIN, Katz Gates; Grewe; McCall
Facilities	Consistent with recommendations of previous study. County operates wider range of facilities. County already doing some contract work for Metro and City. Requires mergers within City. Major benefit in long term planning and implementation of community building plan. In the short term, County may propose an expanded series of intergovernmental contracts.	Saltzman, FRANCESCONI Kish, Nicholas, DiLoreto
Fleet; Distribution and Printing; Electronics	Subjects of previous study. County has proposal for expanded series of intergovernmental agreements.	SALTZMAN, Francesconi Kish, Nicholas/Guiney, McCall
Emergency Management	Continuation of effort.	COLLIER; Kafoury; McRobert Gilsdorf, Wall, Parrott
Information and Referral	Revive past efforts. Consider joint agency for multiple governments	Stein, HALES Gates, Linn, McCall
Urban Planning	City has scale of operation to assume planning for urban, unincorporated areas; inclusion of rural areas would raise issues of representation, training, expertise of planners. County major service improvements need to be maintained. Fee structures made consistent.	Hales, KELLEY, McRobert, Thalhofer Knowles, Busse
Transportation/Bridges	Consider impact of potential new revenue on city(ies)/county system. Opportunity to address unfunded liabilities on bridges. No BM 47 savings, but potential efficiencies.	COLLIER, Hales, McRobert, Thalhofer. NE Cities ? Nicholas, Trader, DiLoreto
Law Enforcement /Selected Functions and Levels of Service in East County	Consider City of Portland assumption of west side patrol and river patrol. Review options for Gresham and NE Cities and the Sheriff to achieve desired level of enforcement.	Local Public Safety Coordinating Council STEIN, KATZ, McRobert, NE Cities Noelle, Moose, Giusto

April 24, 1997



## **BOGSTAD Deborah L**

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**From:** CHAIR Mult  
**Sent:** Wednesday, May 07, 1997 2:30 PM  
**To:** #ALL PDXLAN USERS; #ALL AGING SERVICES; #ALL ANIM-CTRL USERS; #ALL AT USERS; #ALL BRIDGE USERS; #ALL CFSD USERS; #ALL DA USERS; #ALL DCC USERS; #ALL MORRISON BLDG USERS; #ALL FAC USERS; #ALL HLTH USERS; #ALL ISD USERS; #ALL JUV LAN USERS; #ALL LIB USERS; #ALL MCSO USERS; #ALL NET SERVICES USERS; #ALL SE Health; #ALL TCOM USERS; #ALL TRAN USERS; #ALL TSCC USERS  
**Subject:** Considerations for Consolidation

### ***Electronic Memorandum***

**To:** All County Employees  
(Please post and distribute for those without email)

**From:** Chair Beverly Stein

**RE:** Functional Areas being Considered for Consolidation

As mentioned in previous memos, the Board of County Commissioners has been considering various functional consolidations of services with cities within Multnomah County in a process distinct from the discussions about governmental consolidation. This memo sets out the specific service areas currently being considered. A formal input process for employees working in areas identified for consideration is still in development. Please forward general questions or comments to the Chair's Office in the meantime.

#### **CRITERIA FOR AREAS TO CONSOLIDATE**

- areas should have strong mutual cities/County policy agreement and financial involvement
- areas should be where there currently is or has recently been, planning around linking cities/County efforts to improve service
- areas should be where there are potential general fund savings or potential for containing rates or costs over the next few years
- areas should not present conflicts in the existing corporate interests among the governments (e.g. Legal Counsel, Labor Relations)
- areas should not be heavily influenced by statutory or administrative limitations
- areas should be where current service delivery or related systems would not be adversely impacted

#### **FUNCTIONAL SERVICE AREAS BEING CONSIDERED**

At their April 22nd meeting, our Board, the Portland City Council and East County officials agreed to a list of areas for consideration using the criteria above. A 'convenor' for each area has been selected from the group of local officials. Each convenor is responsible for organizing a work team to study the options for consolidating or other ways of working together, and to make recommendations regarding subsequent action. The list of areas being considered follows.

#### **Areas Previously Approved:**

Some of the areas identified on the list have been in the works for some time and are actually close to being completed.

--*Workforce.* Convenors: Vera Katz, Beverly Stein, Linda Peters

- Emergency Management*. Convenor: Tanya Collier
- Community Building* (Social Services and Neighborhoods). Convenor: Beverly Stein

#### **Areas Recently Identified for Consideration:**

A few of the listed areas have recently been identified for consideration because of recent reports and data which point out the inefficiencies of divided systems.

- Housing*. Convenor: Gary Hansen
- Domestic Violence and Homeless Singles Shelter*. Convenor: Gretchen Kafoury
- Information and Referral*. Convenor: Charlie Hales

#### **Areas Where Urban/Rural Splits Occur:**

A set of areas appears on the list where the logical division of functions is disrupted by geographic or historical vagaries. These areas are being considered in an effort to reinforce the respective roles of the County and the cities as rural and urban service districts.

- Urban Area Planning*. Convenor: Sharron Kelley
- Transportation/Bridges*. Convenor: Tanya Collier
- Law Enforcement* (West-side patrols). Convenors: Beverly Stein, Vera Katz

#### **Areas Where Potential Economies of Scale Exist:**

The last set of functions being considered are areas where consolidation may allow for large-scale savings and greater inter-agency coordination.

- Employee Recruitment and Training*. Convenor: Vera Katz
- Employee Benefits*. Convenor: Dan Saltzman
- Information Services*. Convenor: Beverly Stein
- Facilities*. Convenor: Jim Francesconi
- Fleet, Printing and Distribution, Electronics*. Convenor: Dan Saltzman

#### **TIMELINE FOR FUNCTIONAL PROCESS**

In the next two months, convenors will be assembling their work teams and establishing the processes by which they will evaluate potential consolidations and other collaboration strategies. The teams have until mid-June to devise their plans. Since the areas being considered have very distinct sets of issues, it is anticipated that timelines for the plans will vary. Moreover, Mayor Katz and I will review the plans to ensure that the schedules which emerge do not overburden the employees who will be involved. Another decision point for us will be to determine which plans may have an impact on the 1997-98 budget cycle. That decision should come in early July. Plans prioritized by these decisions will progress with citizen, employee and other customer feedback through the Summer with specific recommendations about whether and how to consolidate due in mid-October.

I hope you find this information useful. I will continue to keep you updated as this process evolves. The next joint cities/County meeting regarding consolidation will be May 15th at 11am in the 2nd Floor Auditorium of the Portland Building.