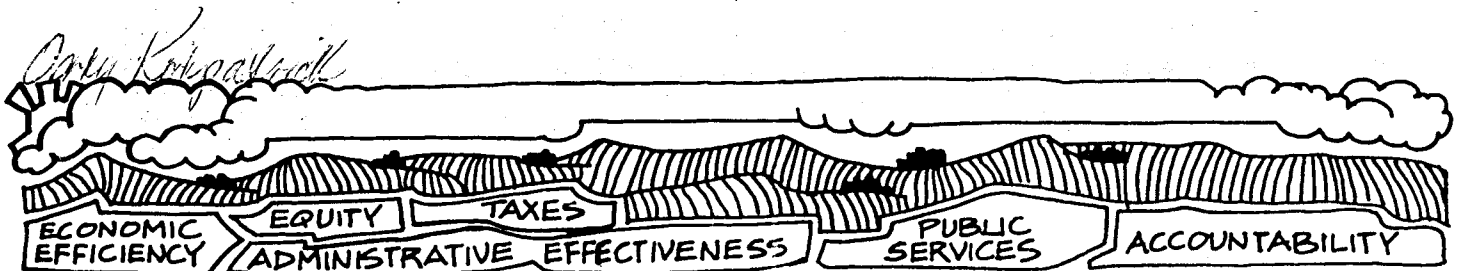


TRI-COUNTY LOCAL GOVERNMENT COMMISSION

"PHASE II COMMITTEE REPORTS"

September, 1976

1912 S. W. 6th Avenue  
Portland, Oregon 97201



TRI-COUNTY LOCAL GOVERNMENT COMMISSION

"PHASE II COMMITTEE REPORTS"

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September 1976

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## GENERAL INTRODUCTION

The Commission's study of local government patterns and problems in Clackamas, Multnomah and Washington counties uncovered few new, unique issues but did yield a laundry list of problems and situations that are common to most other U. S. metropolitan areas or metropolitan areas all over the world, for that matter.

While true that specific problems have appeared in different guises at different times in the various metropolitan areas across the country, all have demanded a wide range of human skills, money and dedication to fix. What normally happens is that when one piece of the puzzle goes awry and people complain, we attend to patching up the system as best we can.

Back in the "horse-and-buggy" days, government was simple. We started with a state divided into counties with cities scattered throughout. But, population expanded, and the needs grew. We needed public water, sewers, fire protection, schools and roads.

Instead of insisting that we look to established governments for our services, we began to invent new units of local government. We added governments, commissions, districts and boards. Each was created to serve a special need, but none ever seemed to be dissolved as needs changed.

More recently, as the need grew for providing major public services that were not confined to the boundaries of a single county, we created special metropolitan organizations. For example, Tri-Met was enabled by legislative act in 1969 to handle the area's public transportation services. The Metropolitan Service District was created to provide metropolitan services related

to sewerage, solid waste, surface water and public transportation. In addition, the Port of Portland's boundaries were extended to the three counties, the Columbia Region Association of Governments Planning District was created, and we also have the Boundary Commission and the Health Services Agency playing a governing role in the Tri-County area.

Governmental overlap appears to be built into our democratic system where it is easier to add new units than to combine old ones. It can be, and often is, overdone. Unfortunately, the effect is to minimize the positive advantage which some division of responsibility provides us in terms of flexibility and, instead, may produce an inefficient, uneconomical, uncoordinated and confusing maze. The Commission learned that a typical suburbanite in the Tri-County area may be under as many as a dozen separate local governments directed by over 65 elected and appointed officials.

The result of this is a complex pattern of 232 governmental entities in the Tri-County area with combined 1975-76 budgets of \$1,267,760,738. Today, these governments are experiencing the problems caused by governmental overlap, urban sprawl and public desires and services that outstrip revenues.

The suburban exodus of central city-dwellers in many places has caused inner-city deterioration, loss of viable retail-commercial-residential mix in the central city and low-revenue high-maintenance costs for the city. As families moved out to the suburbs, schools became over-crowded and public facilities and services over-demanded. To help pay the bill, local governments depended on new growth because of the poor property mix in relationship to residential-commercial-industrial development. Different areas competed for new growth to help bear the higher costs of government.

This type of helter-skelter growth frustrated overall planning and further

perpetuated urban sprawl making it difficult for economies of scale and density to be realized. Uncontrolled sprawl ate up valuable agricultural land, sand, gravel and other natural resources, and, in the process, drove up the cost of living for everyone.

The tight money situation across the country, inflation, increasing unionization of public employees, the general reaching of the limits of tolerability of the property tax and Oregon's unique 6% limitation on property taxation all have added to the fiscal woes of the local governments.

Dissatisfaction has developed over the provision of certain public services; complaints lodged about the performance standards of local government; opposition voiced to the needs for specific services; concern registered regarding the adequacy and equity of water supplies and the rapid depletion of open space; and criticism raised about the disparities in the financial resources of local governments in the metropolitan area.

The Commission held a two-day conference last April 10th and 11th to review and analyze these major problems and other issues relating to structures and functions of local government in the Tri-County area. The Commission concluded that the fragmented system today is simply unequal to the tasks demanded of it.

At that time, the Commission adopted the guidelines below which outlined the general focus and direction that it would follow in developing alternatives and solutions:

1. Provide services, insofar as possible, at the lowest level of government that can economically and efficiently provide them.
2. Reduce the number of units of government by: eliminating unnecessary

units; consolidating single-purpose into multi-purpose units and restructuring units and jurisdictions on a rational, functional basis.

3. Develop a logical, integrated system for delivery of local and regional services that can be understood and supported by the citizens of the Tri-County area, as well as state and federal agencies.
4. Develop a coordinated system of establishing priorities, planning and financing services in the Tri-County area.
5. Recommend the method or methods to be employed in selecting members of the governing authorities of the units of government.
6. Recommend an ongoing review procedure for monitoring, evaluating and modifying government.
7. Develop means for meaningful citizen participation at all levels.
8. Develop equitable methods of public finance within the Tri-County area.
9. Recommend that the state not mandate services by local governments without providing the revenues for these services.

Since the April Conference, the Commission has concentrated its efforts on designing an upper tier system of government that will attend to the common needs of the entire Tri-County community. This effort has focused on area-wide problems and alternatives so that final recommendations, which would likely require legislative action, could be submitted to the 1977 Legislative Assembly. The Commission also plans to study further the problems of city-county relations, special districts and the neighborhood movement.

Mounting public frustration and concern with the problems of area-wide governance suggest that solutions for these concerns should receive serious consideration at the upcoming legislative session. The band-aid approach has

produced uncoordinated transportation and road systems, led to conflicting land use patterns, wasted immense amounts of tax-raised funds for illogically timed and placed public services and contributed to the decay of inner cities whose plight also affects the suburbs.

The Commission has determined that if we are to avoid the governmental disasters seen in other metropolitan areas, we must address the problems of proliferating government at the area-wide level and effectively provide for reducing their number and achieving better coordination of those that remain.

The prerequisites for area-wide governance appear embedded in the trends - - an aggregate of people in this area have developed various economic and social interdependencies, common mores and customs exist and there appears to be a growing consensus about values, such as the environment. The citizen who sits in his car on a clogged street at rush hour identifies with the aggregate in the need for a better public transportation system regardless of where he started the trip.

Advances in transportation and communication have blurred jurisdictional boundary lines. Thousands of people daily journey to work in a county different from that in which they reside. Close interrelationships of the Tri-County area reflected by the numerous private and semi-private organizations which have been established on an area-wide basis: civic associations, professional and trade organizations, labor unions, social clubs and other groups. Privately owned utilities operate on a multi-jurisdictional basis. Interdependence is manifested in the social and cultural fabric of our community: the Symphony, the Civic Auditorium, the Memorial Coliseum, the zoo, medical facilities, parks, universities, newspapers and broadcasting stations.

It is difficult for the citizen to identify himself or his self-interests



with the mosaic of diverse neighborhoods and governmental entities in the 3,080 square miles of the Tri-County area. The citizen seldom relates social and economic interdependence to governmental operations and organization and the need for coordinating public policy in matters affecting the Tri-County area as a whole. Suburban residents can insist on non-involvement with the social problems of Portland and vice versa as though escape from their consequences is possible. This reaction denies reality.

The reality is that there is a central city with suburban rings around it. There has been an outward movement of families, churches, industries, jobs, shopping and medical facilities and recreational opportunities which has created a growing metropolitan area with activity centers distributed throughout.

The interdependence of these elements has begun to move us in the direction of a more comprehensive consideration of the entire area. It has become clear that the effort to meet central city needs separately from suburban and rural needs is as futile as it would have been for the U.S. to have tried to continue as a nation under the Articles of Confederation. Then, had the states been unwilling to recognize the need for national solutions to national problems, the nation would not have survived.

This need for geographic unity in providing services which require area-wide action together with growing recognition that the costs of crime, air and water pollution, traffic congestion and other problems spill over individual local government boundaries has focused attention on the desirability and feasibility of Tri-County remedial action. The possibility of achieving economies of scale in the delivery of public services and reducing resource inequities among segments of the Tri-County area has also served as a strong incentive

for studying area-wide government. These proposals have resulted, in part, from the failure of multiple units of local government to effectively plan and implement programs for an orderly metropolitan development. Area-wide bodies are able to achieve an overview of area problems which is sometimes indiscernable to local governments; and thereby can both eliminate service gaps and duplications and plan solutions to area-wide problems.

Area-wide governance exists to some degree now in the Tri-County area. It is function-by-function in such areas as planning, transportation and solid waste. There are now six regional agencies operating in the Tri-County area. Each plays a special governance role and provides a specific function or set of services.

However, this proliferation of special-purpose agencies has resulted in a functional fragmentation that makes comprehensive planning and public action difficult. Special-purpose agencies tend to reduce political accountability in that they are free from broad political control, remote from the citizens and do not provide for any voter participation in their governance process. Important area-wide decisions are made by functional specialists without a means of establishing priorities within a broader scope of problems and needs. There is no political process through which competing demands for the tax-raised revenues are evaluated and balanced.

The Commission believes that, as long as these important area-wide functions lie outside the policy-making control of a general multi-purpose unit of area-wide governance, full solutions to the pressing problems in the Tri-County area will be more difficult, if not impossible, to achieve. An umbrella, multi-purpose, area-wide authority could reduce duplication of administrative and managerial functions and increase the coordination of area-wide services and functions, thereby decreasing the cost of public services

over the long run. Such a government would increase the citizen's awareness and understanding of community problems and provide a vehicle for the whole mix of area-wide needs and problems to be viewed and priorities to be set.

Equally important in the formula of democratic self-government is the principle that government should have to regularly seek the consent of the governed and be directly accountable to them. Not one of the area-wide governments is directly accountable to the people it serves. Two have governing bodies of city and county officials and three have boards appointed by the Governor. What is missing from the equation is some mechanism whereby certain officials are elected by the voters for the purpose of handling those problems that are area-wide in nature, while other officials fulfill the traditional role of local elected officials, concentrating on those problems strictly local in character.

The problem with local officials serving at the area-wide level is that these officials find themselves constantly in a dilemma, caught between finding an area-wide problem's "right" answer for the entire Tri-County area and the right answer to that same problem from the standpoint of their local community which they are elected to represent. At best, local officials can walk a tightrope between these two priorities; at worst, they can retreat into a parochial shell in any such conflict and reject the area-wide answer out of hand, regardless of its merits.

In addition, the time constraints on local officials, most of whom work full-time in addition to their official duties, are usually severe. Area-wide issues tend to be of secondary importance and, because local issues determine the electoral outcome for these officials, area-wide issues are not often publicly articulated.

The problem with appointive governing boards is that they, too, lack direct accountability to the residents of the Tri-County area. The public's perception of appointive governing bodies is oftentimes communicated through angry assertions of "taxation without representation". With appointive bodies, there is generally less discussion of area-wide issues with the general public than that which is fostered through the electoral process.

The best, and perhaps only, way to secure a democratic, responsive, responsible and effective area-wide government is through the electoral process. The visibility of the entity would be increased through this process. Direct election broadens the constituency base of a governing entity and instills greater public confidence. Officials would be made directly accountable to the residents of the entire area and would not be hobbled with conflicting loyalties between area-wide and local government constituencies. Direct election increases the probability that area-wide officials will concentrate time on area-wide concerns since they would hold no other local public office.

The Commission firmly supports the principle that a governmental institution designed to rest on the foundation of the people themselves will be more stable and durable than if it stands solely on the pillars of other existing local government institutions. The electoral process would involve, in a more realistic way, the citizens of the entire Tri-County area in making decisions about their public problems.

The Commission has found that there is good reason to believe that part of the crisis of our community is a crisis of our civic life. Too often, discussions of the problems of the metropolitan area tend to reduce these problems to matters of sewage, transportation, housing, etc. This reduction leaves out the specific political element that gives meaning to local life. By

neglecting or ignoring considerations of what a shared conception of the "good life" can mean to the larger community, we omit the very idea of citizenship and leadership from consideration. A viable political philosophy for the Tri-County area is a necessity for local government.

The lack of a significant political structure for the Tri-County area has resulted in an ethic of escapism. There being no sufficiently visible unit of government to ensure the possibility of effective action, there is no central point to rally the imagination of the populace and no stage to attract the leadership that is essential if area-wide government is to function as it should. Unless the means of electing and instrumenting such leadership can be found, area-wide government will remain the administration of people rather than the self-direction of citizens.

The justification for home rule and local control rests on a belief in divided political power among national, state and local units. If it is to work, the units must be strong and effective. Local governments must be so organized as to be viable partners, with strength and skill and political muscle. Meaningful home rule requires the creation of governmental units capable of handling the tasks assigned to them.

The Commission is concerned that recent developments and trends across the country seem to indicate that the concept of divided political power is fast disappearing. The formation of a multi-purpose, area-wide government with directly elected officials and a Tri-County constituency would enhance our capability and opportunity to shape the future of our larger community. This form of governance would obviously be closer to the Tri-County citizenry than the State and national governments and yet would be properly equipped to effectively address our area-wide problems, leaving more local concerns to the cities and counties.

Unless we act soon, we can expect that the power to deal with many of our community's problems will continue to shift to Salem and Washington, D. C. Over the long haul, our inability to restructure our local government may lead to its deterioration rather than its salvation.

SUMMARY OF COMMITTEE RECOMMENDATIONS

## FUNCTIONS

## I. The Human Services Committee recommends:

- A. The proposed Tri-County Council undertake the comprehensive planning and coordination of all human services for this three county area.

Initial steps to facilitate this assignment include the following:

1. Consolidate separate Area Agencies on Aging (AAA's) into one AAA for better planning, pooling and coordinating of aging services within the Tri-County area.
2. Urge the State Legislature to establish minimum standards for health functions that have been mandated to the counties and provide direct state support for these services.
3. Expand Multnomah County's Project Health, a program of contracted health services, to cover the entire metropolitan area.
4. Strengthen and fund one Oregon Department of Human Resources to foster better management, coordination and integration of all state activities and, thereby, encourage a better working relationship among all service providers.

## II. Public Works and Public Transportation committee recommends:

## A. Solid Waste

1. The upper tier should be authorized to:
  - a. Provide solid waste disposal
  - b. Provide for planning regulation, coordination, operations, funding and standard setting for solid waste management not pre-empted by the state.

2. The middle tier should provide for regulation of collection.

B. Water

1. The upper tier should be authorized to:
  - a. Develop water supply, treatment and storage facilities, provide major transmission lines and wholesale water.
  - b. Develop a regional water rate hearings board for wholesale and retail rates.
2. The middle tier should provide and regulate water distribution systems and the collection of user fees and charges.
3. Setting of water quality standards should remain with the state.

C. Sewerage Service

1. The upper tier should be authorized to:
  - a. Set standards for collection systems and plan, fund and operate major interceptor systems, treatment and fluent disposal facilities or programs.
2. The middle tier should:
  - a. Develop the planning, funding and operating of collection systems unless transferred by contract.

D. Transportation

1. The upper tier should:
  - a. Continue to provide public transportation services.
  - b. Develop planning for an efficient transportation system while meeting qualifications of a planning body, required for federal programs.



- c. Determine funding priorities for federal and state supported transportation projects.
  - d. Be authorized to, in the long range, develop and control a regionally designated road system.
  - e. Consider providing the upper tier the ability to use sub-regional service areas so that areas will pay for services received.
2. The functions provided by the Port of Portland, for the present, be unchanged.

III. Land Use, Recreational and Cultural Activities Committee recommendations include:

A. Libraries

1. In the short range, acquisition of books and technical processes, such as, cataloguing and preparation of books should be done at the upper tier through intergovernmental agreements with middle-tier units. For the long range, all facets of library service, except for the planning of acquisitions, traditional services, and outreach services, should be provided at the upper tier.

B. Parks and Recreation

1. In the short range, the upper tier should only fund and operate regional facilities. All other aspects of this function, excluding consideration of the state, should remain middle-tier responsibilities.

C. Cultural Activities

1. All major cultural facilities with the exception of golf courses should be provided by the upper tier.

D. Land Use

1. General

- a. Land use planning should be divided into matters of state-wide concern, matters of area-wide concern and matters of local concern.

## 2. State Level

- a. The state should set goals which apply only to very broad concerns which impact the entire state.
- b. The state should require cities and counties to adopt comprehensive plans.
- c. The state should designate matters of state concern and regulate them.
- d. The state should increase the planning grants to the local units.
- e. The state should resolve disputes if a matter of state-wide concern is involved between two or more metropolitan areas or disputes between two or more local governments which cannot be resolved at the metropolitan level.
- f. The state should provide technical assistance.
- g. The state should coordinate the activities of all state agencies with the land use planning.

## 3. Upper Tier

- a. The upper tier should:
  - 1) Define and apply a planning procedure which identifies areas and activities of area-wide concern and adopt policies and standards for these concerns.
  - 2) Prepare functional plans for water, sewers, transportation, etc., and coordinate area-wide planning for these functions. These plans should be designed to control area-wide impacts.
  - 3) Require compliance of local plans with the area-wide policies and functional plans.
  - 4) Resolve conflicts between two or more local units regarding matters of area-wide concern.

- 5) Promulgate regulations on matters of area-wide concern.
- 6) Fulfill the traditional regional function of federal (A-95) government compliance procedures.
- 7) Provide technical assistance and coordination.

#### 4. Middle tier level

- a. Detailed comprehensive planning and implementation should remain a local function.
- b. The middle tier units should provide planning assistance to lower-tier organizations.

#### 5. Lower-tier organizations

- a. Lower-tier organizations should have the option of initiating, developing, reviewing and commenting on community plans.
- b. They should also be able to initiate, develop and review zoning, subdivision, PUDs, capital improvements and other plans, including middle or upper-tier plans, which affect the local area.

### IV. Public Safety Committee recommends:

#### A. Fire Protection

- 1. The upper tier should be authorized to provide a wide range of services through intergovernmental agreements, including: purchasing, specialized training, communications, major repair and maintenance work and planning, research and development for facilities and equipment. In the long range, communications should become an upper tier function.
- 2. The upper tier should develop fire prevention education programs for use at the local level.
- 3. The state should continue to set minimum standards for inspection and enforcement.

4. Other aspects of the fire service should remain at the local level.

B. Police

1. In the short range, mutual aid agreements should be used to enhance law enforcement programs. In the long run, a more integrated tri-county delivery system should be authorized at the upper tier.
2. Communications should be centralized through intergovernmental agreements for the short range with a long range goal of authorizing all communication at the upper tier.
3. The crime laboratory should remain a state function.
4. Jails should be mandated as an upper-tier service.
5. Work-release and school-release should also operate at the upper tier.

C. Victim Advocate -- Victim Assistance

1. This program should be expanded to the entire Tri-County area through the offices of the District Attorneys. Funding and standard-setting should be done by the state.

D. Judicial

1. The state should provide funding for the circuit courts.
2. Calendaring and clerking functions should be placed on a single computer to eliminate parallel records.
3. Information sharing should be increased among the three counties.
4. The courts should move to the employment of professional administration.

E. District Attorney

1. The office of District Attorney should remain at the middle tier, with increased funding by the state.

F. Court-Appointed and Public Defender

1. The cost of operating the public defender system should be borne by the state.
2. The services of the Metropolitan Public Defender's office should be extended to the three counties for adults as well as for juveniles.

G. Juvenile Justice

1. Community-based detention facilities should remain at the middle tier.
2. More area-wide detention facilities should be a mandated service of the upper tier. Counseling should be at the same level.

V. Finance, Taxation and Administrative Services committee recommends the following:

A. General

1. Public business deserves efficient, prudent management.
2. Private sector services available in the community should be utilized by public managers to the maximum extent possible.
3. Public employees should be compensated comparably to private sector employees with similar duties.
4. Public employees should provide productive, prompt and efficient services.

B. Upper-Tier Financing

1. Existing revenue sources of governments merged into the proposed upper-tier structure should be continued with part of those revenues funding the costs of administration for the upper-tier council.
2. If the revenues in #1 are insufficient, they should be supplemented by a legislative appropriation.
3. The assessment practice used for obtaining local funds by CRAG should be replaced as promptly as possible.
4. The upper-tier council should have available the widest possible range of financing methods.

5. Upper-tier services which produce revenues by use of fees or charges should be self-supporting to the maximum extent possible.
6. The upper-tier council should have the ability to use ad valorem taxation on a sub-regional basis similar to the ability of counties in the county services district statute.

C. Middle-Tier Financing

1. The state should provide additional financial support to cities, counties and school districts.
2. A tax base sharing concept similar to that in effect in the Minneapolis area and should be investigated.
3. County services that are provided principally to unincorporated areas should be supported by taxes levied only in the unincorporated part of the county.

D. Lower-Tier Financing

1. Financing be on an individual basis, as determined by the cities and counties.
2. Cities and counties be encouraged to help finance basic support costs of neighborhood units.

E. Administrative Services

1. In general, maintain the status quo.
2. Improve standards for the auditing function at the state level.
3. Provide broad authority for upper tier to engage in administration to assist middle-tier units through intergovernmental agreements.

F. Finance and Taxation

1. Expand the functions currently performed by the Multnomah County Tax

Supervising and Conservation Commission to the entire Tri-County area.

2. In the short range, maintain those services as presently provided.

In the long range, transfer the operation of tax assessment and collection to the upper tier.

Supervising and Conservation Commission to the entire Tri-County

area.

2. In the short range, maintain those services as presently provided.

In the long range, transfer the operation of the assessment and

collection to the upper tier.



## STRUCTURE

### I. Council

#### A. Size

1. The recommended size of the Council ranges from 9 to 25. Given an approximate Tri-County population of 942,000, a nine-member council would provide one representative per 105,000 people, while a 25-member council would have one representative per 38,000 people.

#### B. Method of Selection

1. All five committees propose that the Council members be directly elected from apportioned districts and that all positions be non-partisan.

#### C. Term of Office

1. Three committees recommend a four-year term and one committee a three-year term. Some members recommend a two-term limit and one committee recommends that elected or appointed government officials not be eligible for service.

#### D. Compensation

1. The Land Use and Public Works Committees propose that Council salaries be tied to the base salary paid to state legislators. The Finance Committee recommends \$25 per diem plus expenses.

#### E. Selection of Presiding Officer of Council

1. The Public Works Committee recommends the Presiding Officer run at large for that office. Public Safety proposes that the Council select its presiding officer from among the members.

## II. Chief Executive Officer

### A. Selection

1. The Public Works, Human Services, and Public Safety Committees favor a Council-appointed professional executive. The Finance and Land Use Committees propose a directly elected executive who would not be a member of the Council.

### B. Term of Office

1. Those favoring the appointment by the Council would have the executive serve at the pleasure of the Council. Those proposing election recommend a four-year term of office.

### C. Compensation

1. The Land Use Committee recommends tying the salary of the elected executive to that of a State Appeals Court Judge--currently \$37,500. Those favoring the appointed executive would have the question of compensation determined by the Council.

## III. Relationship with Existing Regional Governments or Agencies

### A. CRAG

1. Previous action by the Commission adopted using the Metropolitan Service District as the base on which to build the upper-tier structure and fully integrating the functions and services now provided by CRAG into that structure.

### B. TRI-MET

1. Four Committees propose integrating public transportation into the upper tier as an operating division either departmentally or under a Council-appointed Commission. Committee made no recommendation.

C. PORT OF PORTLAND

1. The Finance and Human Services Committees propose integrating the Port as an operating division of the upper-tier structure either departmentally or under a Council-appointed Commission. The Land Use Committee proposes that Port Commissioners be appointed by the upper-tier Council but that the Port continue in its present status otherwise.

The Public Works Committee recommends the Port operation remain as is or possibly be elevated to a state position.

D. HEALTH SYSTEMS AGENCY

1. None of the Committees propose any specific relationship with the upper-tier structure.

E. BOUNDARY COMMISSION

1. The Public Works Committee recommends that the Boundary Commission be included in the upper-tier structure as a quasi-judicial agency regulating boundary changes. The members should be appointed by the upper-tier Council and funding should be continued by the State.

## PHASE II REPORT

### HUMAN SERVICES COMMITTEE

Chairperson: Roger Yost

Vice-Chairperson: Mary Rieke

#### MEMBERS

Marlene Bayless

Harold Linstone

John Frewing

Maria Elena Bazan  
McCracken

Hazel Hayes

Douglas Montgomery

Charles Jordan

Edward Rosenbaum

Raymond Maier

Virginia Seidel

Staff: Bruce Etlinger

Student

Assistants: Mary Ann Colby  
Tom Williams

#### STATEMENT OF PURPOSE

This committee was asked to examine human services in the tri-county area and recommend changes as appropriate concerning which level of government is best suited to plan, fund, set standards and deliver services.

Functional deliberations were approached by dividing human services into six broad categories of aging services, health services, manpower programs, mental health and family services, children and youth services, and individual social services/community based programs.

This report will cover each of these six categories within the following overall format: committee proceedings, background/findings, and assignment of functions. Following this discussion of functions will be recommendations for a structural reorganization of local government and suggestions to improve intergovernmental relations.

The four months allowed for the assigned task, coupled with a lack of data to evaluate current services and limited staff research capacity made the sorting out process beyond what we were equipped to offer. It is therefore the major recommendation of the committee that the proposed Tri-County Council set for itself as one of its first priorities a process of comprehensive human service planning and coordination found to be lacking at all levels today.

Such an approach can be implemented with the authority that will rest with the Council upon formation, including the creation of comprehensive plans, the A-95 review process, grantsmanship, the ability to gather and analyze data and evaluate programs, along with an advocacy and lobbying capability.

The rationale for a regional council planning and coordinating human services includes the ability to perceive and deal with problems that bear little relationship to city, county or even state boundaries. Although no direct service provider role is proposed initially, regional planning should be able to identify and correct imbalances of resource allocations and duplications of identical services. A process of collecting and updating local data, establishing community priorities based on needs, assessing available resources and implementing a better managed system of services with evaluation and feedback should prove the value of this regional role.

Throughout four months of meetings there developed several common themes which Commissioner Charles Jordan has labelled as the philosophy for the regional council in the field of human services.

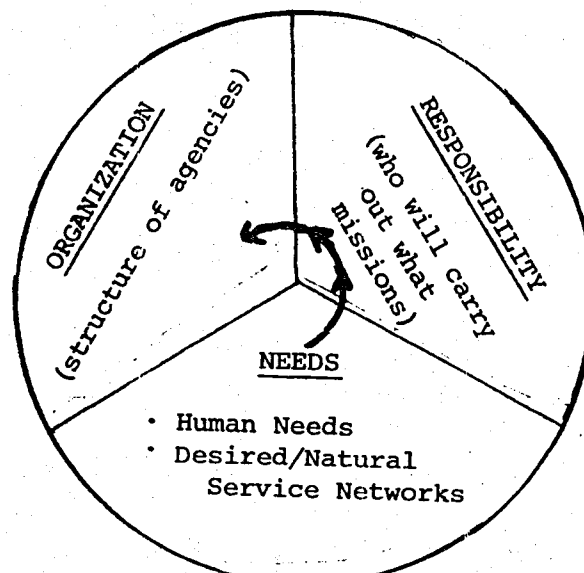
First is the belief that the provision of services should stress local decentralized delivery. The regional authority will not become a service provider directly, and to the maximum extent possible it is recommended that the services provided by all levels be better integrated into local delivery mechanisms such as multi-service centers, both for better access and to help develop common service boundaries and service definitions over time. In the long range model, the committee wishes to place greater emphasis on local district councils, both for policy direction and participation in service delivery.

The second theme suggested is that of comprehensiveness. From the federal level with its separate systems for aging services, health systems agencies and manpower prime sponsors to the various divisions of the Oregon Department of Human Resources to the counties with separate departments for health and mental health, it was found to be the case that every agency had a relatively narrow mission. If every person is to be able to attain a minimum of health,

employment and income security they must be given better access to services that do not slice up individual needs into so many pieces that both client and myriads of service agencies are unsure of what they are trying to do.

The third theme felt strongly by the committee is that social services should be moving away from treating people after they have become dysfunctional. Rather than this "ambulance approach" to meeting needs which often fosters falling into dependency, a comprehensive strategy should be developed to help the near poor who today are not quite poor enough to receive services. Keeping well people well should be part of this strategy, and this requires more than what some have labelled as a "reactive band-aid approach" to social services which federal grants have tended to promote. Beyond the requirements of planning as for example with the CETA program, the Area Agencies on Aging and the developing Health Systems Agencies, the proposed regional authority should utilize an approach that relates all health and social services together and considers their current impact upon needs. Filling the gaps in services will grow out of this approach which should be strongly related to physical services including transportation and land use planning for policy direction and coordinated planning.

A common deficiency in planning human services can be summarized with the help of a circle divided into three parts:



Most often attention is paid to assigning responsibility for which agency should do what and how the overall organization should evolve. This has been the usual approach in human service reorganization. It is the belief of this committee that the development of policy in terms of comprehensive plans must be the first task rather than reshuffling existing programs and agencies and adjusting responsibility between governmental levels.

The kind of planning envisioned for the new regional council builds upon the experience of the myriads of agencies at every level where "humans" have been seeking to provide "services" to help other humans. Over 2 billion dollars can be isolated as the current annual investment for this three county area and its residents, and even this figure fails to include many activities such as education, federal housing support programs, and law enforcement with most officers spending the majority of their time in community service beyond the apprehension of law violators.

Interrelating services into a system including co-location at the community level should not be interpreted as a recommendation for a monolithic approach. Time and again this committee was reminded that the state of the art has yet to develop programs that can affect desirable outcomes for everyone. Hence the suggestion here is for establishment of a planning and delivery strategy that will encourage local creativity in meeting individual needs within some priorities and standards for services that are consistent across the metropolitan area, supported as well by state and federal resources which should become an interdependent contribution rather than the controlling one for all activities.



## FUNCTIONS

### I. Aging Services

#### A. Committee Proceedings

The committee met with the following resource persons:

Bob Holderidge, Director, Area Agency on Aging, Department of  
Human Resources, City of Portland, Chr./Governor's  
Committee on Aging

Vernia Jane Huffman, Director, Division on Aging , CRAG

Research included interviews that ranged from private provider agencies, Area Agency on Aging (AAA) directors, senior citizens advisory council members, the state program on aging and the PSU Institute on Aging. Staff surveyed pertinent literature, prepared a background report, short and long range tier charts, and attended meetings with local policy makers, including the CRAG Board when aging services were being discussed.

#### B. Background/Findings

Although the City of Portland and Multnomah County supported programs under model cities and other federal categorical programs, as well as a city-county "advocacy" commission, the Older Americans Act of 1965 was the impetus for the first comprehensive effort by government to address the special needs of elderly citizens.

Amendments to this act in 1973 established state and area agencies to develop comprehensive and coordinated service systems.

Each state was charged with subdividing into Area Agencies on Aging (AAA's) which would be under a state program umbrella for funding and coordination.

Governor McCall proposed to use the fourteen planning and service districts set up in 1968. There was immediate resistance that continues to the present on the part of each county comprising District II (Clackamas, Multnomah, Washington and Columbia). Most of the jurisdictions objected to CRAG becoming the AAA and each wished to be designated separately. Because federal guidelines stipulated that each area agency must have 50,000 seniors over 60, the three rural counties of Clackamas, Columbia, and Washington were formed into one. AAA headquartered at CRAG. Following a protracted debate, the State Program on Aging convinced Multnomah County and Portland to sponsor one Area Agency. The joint city-county enterprise under the Portland Bureau of Human Resources thus became the 15th AAA.

Today this four county area is served by two AAA's. The hope of the state program director and the reported opinions of the two AAA directors are for an eventual consolidation of Districts II-A and II-B when it becomes politically feasible.

The Board of Commissioners in Washington and Clackamas counties seem equally determined to retain at least their subcontracting authority (granted by CRAG board on June 24, 1976) and Washington County has appealed to the governor to be designated as a separate AAA.

Primary functions of Area agencies are: 1) to examine existing service systems provided to the elderly and from that develop a comprehensive plan that will meet all the needs of the elderly, 2) to coordinate services provided to the elderly by all public and

private agencies to produce efficiency and reduce overlap and duplication, 3) to pool untapped resources, and 4) to develop comprehensive service systems.

According to state guidelines it is not the responsibility of area agencies to engage in direct services with the exception of information and referral services. This is reflected in the budget priorities of both AAA's which are not attempting to dictate options for seniors but maximize their individual freedom by creating more options within service systems that are composed of their priorities.

#### C. Assignment of Functions

The role of the AAA's is to plan, coordinate and pool resources.

Two areas of activity include: access services and direct social services:

Access Services include those activities such as special transportation, outreach, information and referral, escort and case planning by professionals and para-professionals to support the functioning of seniors and utilize services as needed.

Direct Social Services include the following components:

Support activities designed to prevent unnecessary institutionalization such as homemaker and protective services, emergency housing assistance, minor home repair, and employment counseling.

Nutritional services implemented to deliver a meal which contains at least one-third of the daily recommended dietary allowance to those in need, as per Title VII. Examples: Meals-on-Wheels, congregate dining.

Health related functions including home health aids, nursing home care, preventive care and mental health care.

Social contact activities including friendly visitation for isolated individuals, telephone reassurance, recreation, and education.

Using these service categories, the committee developed a short and long range tier chart.

The committee recommends that more effective planning, pooling and coordination of services for seniors should take place regionally under one AAA, which is part of the elected Tri-County Council. Accordingly, the short range model shows planning and funding as an area-wide responsibility, with operations of services primarily at the middle and lower tiers, though it should be noted that some service providers such as Tri-Met, Metropolitan Family Services and The Tri-County Community Council are metropolitan-wide organizations.

To effectively implement the role of AAA's as outlined by both state and federal regulations and procedures, the committee recommends that the contracting authority rest with the single Area Agency rather than being delegated to one or more local jurisdictions. This is reflected in funding authority which is intended to encompass contracting and has been assigned to the upper tier. Some of the services contracted for may be operated by middle tier cities and counties or lower tier entities such as community action agencies or private organizations operating across all tiers and jurisdictional boundaries.

The short range tier chart continues the current role of the State Program on Aging in its activities of state-wide planning and coordination as well as the approval of funding for AAA's throughout the state. Standard setting remains a state function as the bulk of most AAA funding is distributed by the state under the Older Americans Act. Additionally, each Area Agency agrees to administer its comprehensive plan in accordance with regulations, policies and procedures prescribed by the state agency.

The single AAA proposed under the auspices of the Tri-County Council would assume the same role as other AAA's throughout the state. It would plan, pool and coordinate in concert with other area-wide units such as Tri-Met which would become part of this regional umbrella, as well as local units and communities represented on the council and through senior citizen councils. Such an approach should increase local community input at the same reflecting a more natural metropolitan boundary than the current AAA configuration for this area.

Planning is an activity that should go on at all tier levels--from family to neighborhood to city, county and area-wide forums. All levels of the current public and private sector should be encouraged to maximize their interdependent missions on behalf of senior citizens. This is reflected in the tier charts with a planning and operations role for the upper, middle and lower tiers.

# AGING SERVICES

(SHORT RANGE)

## STATE

### State-wide

- Planning
- Funding
- Set Standards

## UPPER TIER

TRI-COUNTY  
COUNCIL  
AREAWIDE  
RESPONSIBILITIES

### Access Services

- Planning
- Funding
- Operations

### Direct Social Services

- Planning
- Funding
- Operations

## MIDDLE TIER

CITIES & COUNTIES

### Access Services

- Operations
- Planning

### Direct Social Services

- Operations
- Planning

## LOWER TIER

NEIGHBORHOODS  
&  
LOCAL  
COMMUNITIES

### Access Services

- Operations
- Planning

### Direct Social Services

- Operations
- Planning

# AGING SERVICES

( LONG RANGE )

## STATE

### State-wide

- Planning
- Funding
- Set Standards

## UPPER TIER

TRI-COUNTY  
COUNCIL  
AREAWIDE  
RESPONSIBILITIES

### Access Services

- Planning
- Funding
- Operations

### Direct Social Service

- Planning
- Funding
- Operations

## LOWER TIER

NEIGHBORHOODS  
&  
LOCAL  
COMMUNITIES

### Access Services

- Planning
- Operations

### Direct Social Services

- Planning
- Operations

## II. Health Services

### A. Committee Proceedings

The Committee met with the following persons:

Bob Fresh, Director, Support Services, Multnomah County Health Division

Mike Gronholm, Researcher, State Health Division

Hazel Warren, Northwest Oregon Health System Agency

Staff prepared an option paper and tier charts outlining how health services are currently organized with proposed assignments for the short and long range models.

A wide range of public health authorities were interviewed, including:

Dr. Hugh Tilson, Director of Health Division, Multnomah County

Dr. Hollister Stolte, Chief Medical Officer, Clackamas County

Harry Kemp, Director of Washington County Health Department

Richard Rix, Executive Director, N.W. Oregon Health Systems Agency

Dr. Chuck Jenike, Chief, Community Health Services, Oregon Health Division

Doug Pike, Deputy Chief, Community Health Services, Oregon Health Division

Dr. Harold Osterud, Chairman and Professor, Department of Public

Health and Preventive Medicine, Oregon Health Sciences Center

Phil Walker, Director, Multnomah Foundation for Medical Care

(a Professional Standards Review Organization--PSRO)

### B. Background/Findings

Today's organization of health services has been recognized as chaotic by policymakers at every level of government and most provider groups. For those activities that have been assumed as public undertakings, or quasi-public-private such as health planning and quality controls and financing of care for the poor and elderly, there are advocates for



policy changes ranging from no public role to the adoption of a totally public system modeled after Britain or Canada. Whereas 90 percent of those providing care today are privately employed and organized, the funding of health services--\$118 billion last year nationally and \$550 million for this three county area--comes from a multitude of public and private sources. Forty percent of the bill is picked up publicly with the remainder left for private insurance plans or out-of-pocket payments by consumers.

If health services were divided between planning, quality controls and financing--as explained by Dr. Hugh Tilson, Director of Health Division for Multnomah County--policy and implementing mechanisms are now in place for the first two arenas. The shape of national health policy and how the system will relate to local government--if at all--is now being debated. National Health Insurance has been proposed by every president since Truman, and some significant legislation is expected from the next congress following several years delay due to the recession. The committee feels that grappling with the national policy considerations are beyond our scope, yet we feel that local government should be structured to most effectively assume the emerging regional role not handled in Washington or by the states.

With planning, the role of general purpose units at both the regional and local level in this area, and nationally, has been indirect under the Comprehensive Health Planning Agencies and the new "Health Planning and Development Act" which has created a network of 200 Health System Agencies (HSA's) that are mostly nonprofit corporations unattached to any level of government save their funding which is almost entirely from federal allocation.

Quality controls for services rendered by physicians and utilization of facilities are monitored by a network of PSRO's, including one in Multnomah County and one for the remainder of the state. These entities receive their funding from the federal government, totalling roughly half a million dollars each for the two agencies operating in this state. They are essentially peer review boards and represent what the administrator of one of them indicated was "the doctors' last chance to regulate themselves before the government moves in."

The policy debate today concerns whether health planning, setting and enforcement of quality controls, and ultimately financial allocations to providers, facilities, and for packages of care--both publicly and privately operated--should be conducted by nonprofit corporations such as HSA or by directly elected units of government like the proposed Tri-County Council. (It should be noted that the governing board of HSA's are mandated to include between 51 percent and 60 percent consumers, with the remainder to be providers. Provision is made for minority groups, appropriate metro to non-metro mix and (" . . . either through consumer or provider members) public elected officials and other representatives of governmental authorities . . .") In designating the Northwest Oregon Health System as part of three HSA's for Oregon, Governor Straub required that no less than 33 percent of the total membership be representatives of elected officials from general purpose local government and the state legislature.)

To the maximum extent possible under existing legislation, the committee recommends that health policy be publicly accountable. Planning and resource allocation should relate to other social and physical services.

A close examination of the county public health departments revealed significant disparity in level and kinds of services offered. We find that these differences in many cases are the result of emphasis by particular health department administrators rather than a pure reflection of either local needs or preferences.

In Clackamas County, the second oldest health department in Oregon, the health officer suggested that centralizing administrative services into one regional health district was worth exploring if it resulted in more even service distribution and better access to facilities and public health staff. The Director of the Preventive Medicine Department at the University of Oregon Health Sciences Center also supported centralizing administrative support in order to decentralize specific services. The concept of a regional health district was raised as well in a recent evaluation of the Clackamas County Health Department done at the request of the county commission by the State Health Division.

Oregon is one of only four states which do not provide any direct support to county health departments, despite a number of mandated functions which include control of communicable disease, family planning, vital statistics, investigating child abuse and sanitation.

Of the 17 million dollars Multnomah County spends on health services, 12 million represents pooled federal, state and county dollars for Project Health. This relatively new program introduces a new role for local government in administering and purchasing comprehensive packages of care for those who have previously received health services sporadically via a myriad of public programs and payment mechanisms.

Looking at health services as having significant spillover benefits, and finding per capita expenditures in the three counties of this metropolitan area varying from \$1.54 in Clackamas to \$3.60 in Washington and \$5.78 in Multnomah, the committee recommends support for legislation sponsored by the Conference of Local Health Officers and the State Health Division to provide some direct state support for activities which will be defined and funded by the state.

The committee also recommends serious exploration by the counties of a functional merger of health departments, or contracting with the Tri-County Council for county health functions. Project Health is commended as an innovative social service undertaking for county government and could enhance all health and social services if enlarged to cover the metropolitan area. This could be done through contracting with the proposed Tri-County Council or among the counties. The same combination of county, state and federal dollars already in use could be administered regionally to purchase packages of care from health provider organizations which are already regional in scope. A regional basis would seem to be a more logical service area for both recruitment and operating authority since it reflects the fact that many citizens cross county boundaries frequently in the course of their daily travels, including trips to their physician. Funding would also be more equitable if the local share--now 25 percent from Multnomah County property taxpayers--was to be provided from a federal, state or regional tax base--preferably an income tax.

The long range model recommends better coordination between planning and facility and service monitoring that is now handled by HSA's and

PSRO's. If planning and quality controls are to be integrated as the legislation establishing HSA's suggests, these entities should work together and perhaps colocate to facilitate sharing of information.

It has been suggested that people are more conscientious in preventing and treating malfunction of their automobiles than in maintaining their own personal health. To understand this statement is to recognize that simply providing all citizens with access to health care--the declared policy of the federal government and most provider groups--does not mean we have delivered good health to everyone. This is important as we weave the pieces of the now chaotic system together including preventive health, protective or environmental health services and personal health care. Consideration should be given towards treating the whole organism and towards that end we might ask that planning and organization of physical health services be integrated with mental health services.

Good health, as with other human services, requires support for the individual in his natural and family environment. Joggers and health food enthusiasts, for example, would bear witness that a high degree of citizen participation is necessary to maintain good health for the most persons at the least cost in resources and suffering.

#### C. Assignment of Functions

To assign those activities that are currently within the domain of local public health departments, the following categories of services have been borrowed from the Multnomah County Health Department.

The short range model reflects the current assignment of functions, omitting the federal government which supplies funding for a number

of public health functions. The role of HSA's is not depicted on the chart as it encompasses both public and private health planning and resource allocations.

The two changes reflected in the short range model are direct state support for county health departments which includes all service categories, and expansion of contracted health (modeled after Project Health) to a regional basis.

The long range chart reflects the committee's view that local public health services should be consolidated for more even distribution of services area-wide, more equitable financing by the regional income tax proposed by the Finance Committee, and better integration with other health activities.

#### Health Service Components:

Support Services: Including administration, lab and pharmacy.

Indirect Services: Including sanitation, environmental or protective health functions that deal with hazardous substances and conditions. These services include restaurant inspection and food handlers permits, water sampling, enforcement of local health codes and tourist facilities.

Direct Community Health Services: Including primary, secondary and tertiary health services that are publicly operated. Access clinics, communicable disease control (including TB and VD), family planning, maternal and well

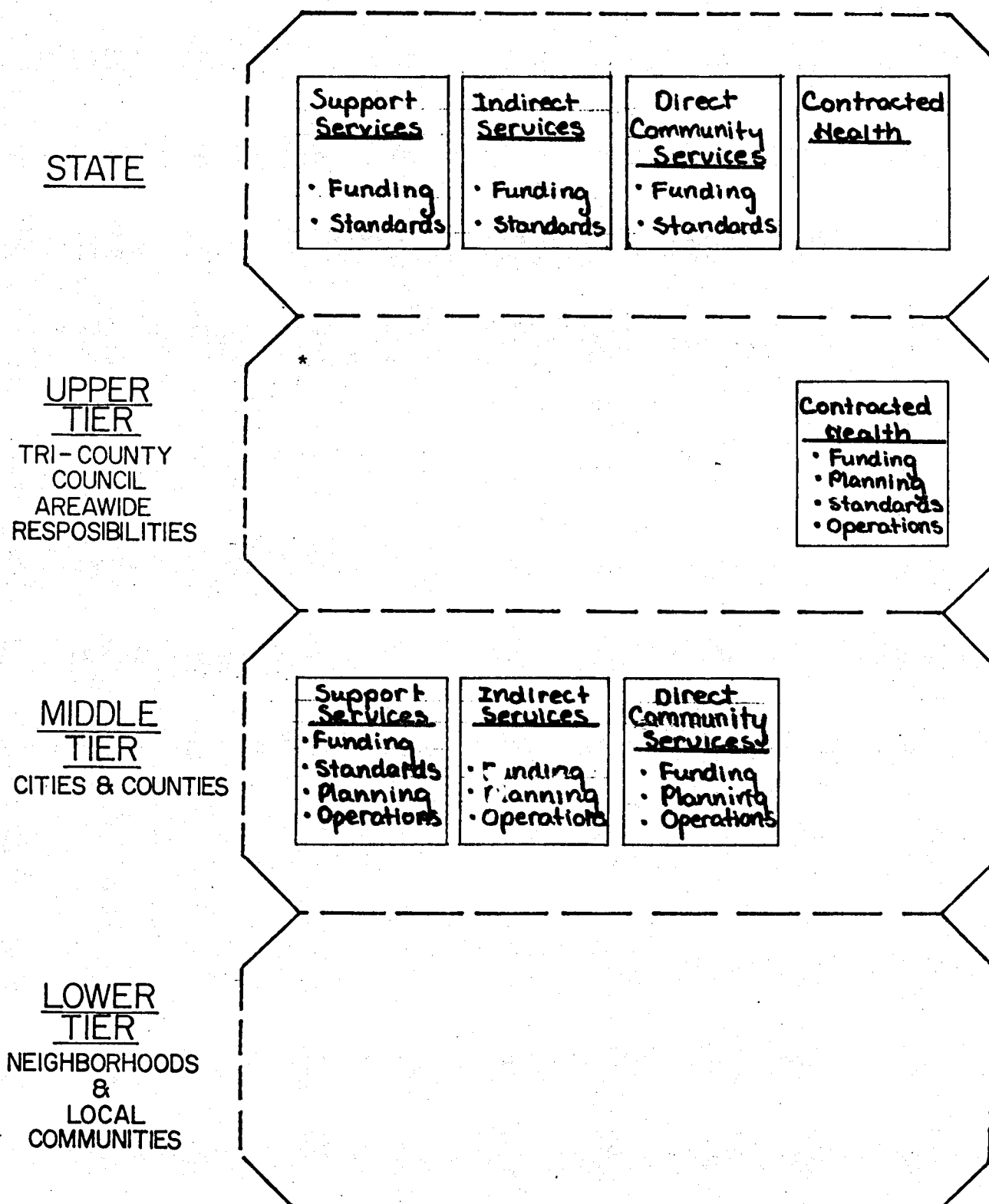
baby clinics, education/preventive health functions including outreach, information and referral.

Contracted Health  
Services:

Applicable only to Multnomah County at present. (It should perhaps be noted that this program has been envisioned by some county officials as a prototype of how a national health insurance plan could be administered--either by general purpose units like the proposed Tri-County Council or regional entities modeled after HSA's. These regional bodies, as envisioned by Dr. Tilson, would plan for the development and distribution of health resources and purchase federally stipulated packages of benefits through providers who would be encouraged to form Health Maintenance Organizations (HMO's).

# HEALTH SERVICES

( SHORT RANGE )

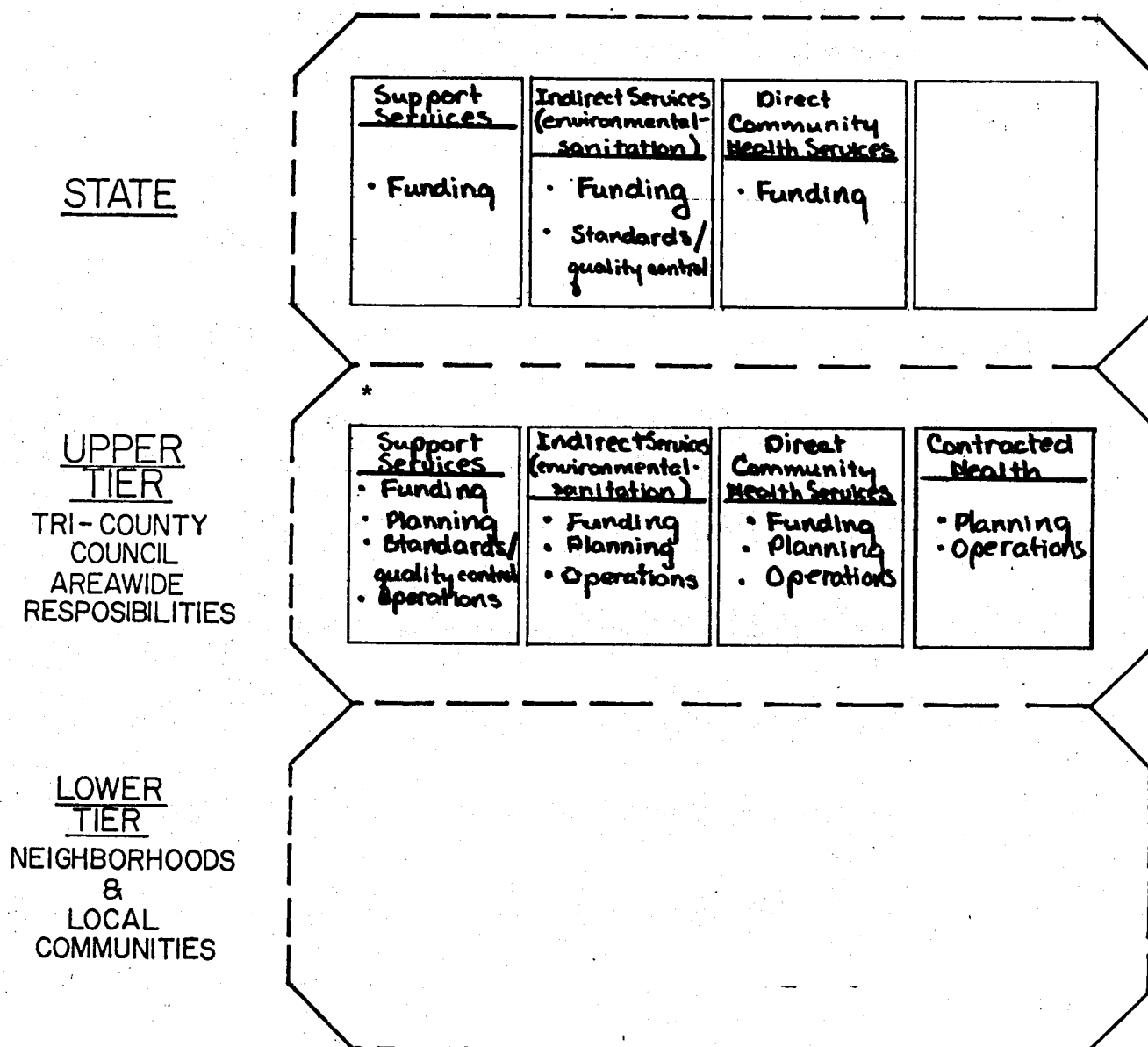


\* When the Northwest Oregon Health System Agency moves from conditional to full approval it will have planning and allocation authority to review many federal and state health services. This entity is currently a non-profit organization whose jurisdiction covers six counties. Major authority and funding emanates from the federal government.



# HEALTH SERVICES

( LONG RANGE )



\* See footnote on Short Range HEALTH SERVICES chart.

### III. Manpower Programs

#### A. Committee Proceedings

A meeting was held with the directors of the three agencies in this region charged with administering the Comprehensive Employment and Training Act (CETA) of 1973. These prime sponsors and their chief administrators are:

Judy Phelan, Director, Training and Employment Division, Human Resources Bureau, City of Portland

Claudia Powers, Director of CETA component administered by Bureau of Personnel

Del Smith, Director, Clackamas County Manpower Program

Jack Wills, Administrator, Multnomah-Washington CETA Consortium

Background research included discussions with the appropriate staff for the Mid Willamette Valley Council of Governments and its consortium for manpower, along with policymakers and planners involved with initial program design and the evolution of manpower programs in this area.

Pertinent material evaluating this relatively new program was examined, including data from the Department of Labor regional office in Seattle. Other resources included a report prepared at the request of the Portland City Council by a private task force evaluating the city's manpower program, a doctoral dissertation evaluating the Portland Concentrated Employment Program (CEP), forerunner to Title I of CETA. Literature explaining the development of manpower systems in other areas of the country was provided by Project Share, an HEW Clearinghouse for Improving Management of Human Services.

B. Background/Findings

The committee was told that manpower programs had been the most politicized programs in this three county area.

CETA represents an attempt to combine previously categorical grants to companies, local groups and agencies which were under separate banners. The concept of revenue sharing via local prime sponsors was utilized in order to serve "the disadvantaged, the unemployed and the underemployed." All this was to be accomplished within six separate titles that encompass job training, job development and job placement.

Four types of jurisdictions were eligible to become prime sponsors: cities, counties, consortiums of two or more units, and Balance of State. Any of these units or combination of units with 6.5 percent

unemployment rate and a population of 100,000 could design a package of services aimed at significant segments to be served, number of planned participants in each segment and the proposed funding for each activity. Once plans were approved, the Department of Labor awarded funds and monitored the programs. A ten percent incentive was placed in the legislation to encourage two or more jurisdictions representing seventy-five percent of the labor market within their area (i.e. SMSA) to form a consortium.

Three years before the start-up date for CETA locally, a plan was developed by a regional Manpower Planning Council. This planning effort was housed in the mayor's office in Portland. By the spring of 1974, negotiations amongst policymakers broke down and Multnomah County became the first jurisdiction to drop out of the plans for a regional consortium. While Portland proceeded to apply for prime sponsor designation on its own, Multnomah and Washington counties developed a joint grant application and Clackamas County opted for its own program directly under county government.

Reasons for this break up of the area-wide approach include fear by the suburban and rural counties of urban domination in terms of dollars, policy determination and administration. Experience with previous categorical grant programs, including OEO, MDTA and Neighborhood Youth Corps apparently convinced elected county officials that they would be unable to exert a controlling influence in terms of which groups were to be served, how the program was to be administered and which type of positions and training/education were to be funded. With a deepening recession that was beginning to wreak

havoc with city and county budgets, each jurisdiction sought to control public service employment placements as a shelter against forced budget cuts.

Several persons interviewed related that "political parlays" added to the rural/suburban vs. urban rift.

In January of 1975, when the emergency employment program commenced under Title VI, federal requirements for volume of clients served and placed had not been met and there was a threatened cutoff of funding for Portland. Commissioner Charles Jordan, whose purview included the Bureau of Human Resources, was charged with ironing out the kinks in the manpower program and a blue ribbon panel was commissioned to review and recommend changes. Mayor Goldschmidt assigned himself responsibility for the new Title VI funds and established the administration of this CETA component under his Bureau of Personnel.

Federal funding has shifted several times during the duration of CETA between Titles II and Titles VI. Title VI ended on June 30, 1976, and the shop to administer it continues to fund those positions with the city. The appropriation for the entire CETA program is due to end in September of 1977, with major revisions expected regardless of the outcome of the November elections.

The committee was briefed on the different emphasis of each prime sponsor and the current delivery system for manpower programs, including the State Employment Division, Public Welfare Division, Vocational Rehabilitation Division and community colleges--all of whom are involved in job development.

It was found that the three prime sponsors under CETA show significant differences in their cost per participant, cost per placement, and administrative costs reflecting, among other things, different clientels, alternative approaches to training, subcontracting and outstationing verses direct administration by the prime sponsor.

Different goals for both clients and user agencies has resulted in a broad array of manpower programs serving this area. One prime sponsor combines training dollars with public service employment dollars to place persons in private industry, while another confines private sector involvement to training experiences under Title I. One prime sponsor receives additional funding to help "newly unemployable" persons who are overeducated for the available job market, and the others screen all applicants together sorting out those who are not not economically disadvantaged.

Access was examined and it was found that CETA had become, in the words of one program administrator, "mystified." Separate titles and shifting of enrollees, along with the lack of a central phone number or office location to provide information regarding all CETA programs in the area has no doubt hindered access for those most in need of employment information along with those exited from one part of the "system."

#### C. Assignment of Functions

Consultations with current prime sponsors in this area produced the following components of a manpower program. It should be noted that these services reflect the CETA program as now operating. A more

Manpower Program Components:

Administrative  
Services:

Including planning, research, fiscal operations, program evaluation, and management information system (MIS).

Intake/  
Counselling:

Including outreach, screening, assessment, orientation referral to other sources of assistance. (i.e. day-care or health needs)

Education/  
Training:

Including basic skills and training ranging from GED, English as a second language, remedial education, vocational education/training, community colleges.

Job Development/  
Placement:

Including work experience, on-the-job training (OJT), employer development.

Public Service

Employment (PSE): Including Titles II and VI contract development, screening and placing eligible applicants into public and private positions that will hopefully be transitioned into unsubsidized employment.

The short range chart reflects the current division of services with prime sponsors at the state level--a regional consortium of Washington and Multnomah counties--and middle tier prime sponsors for Portland and Clackamas County. At the suggestion of several program managers, an upper tier function was added to provide a shared data base for

employment information concerning where opportunities will be developing and which skills will be required to fill those positions. This has been called "data base for forecasting."

The long range model recommends manpower programs be funded and planned by one prime sponsor. This would make it easier to identify those who are economically disadvantaged and in need of manpower services to eliminate barriers to their employment. Such an approach should stress a better working relationship with private sector employers as well as clients being served. Lower administrative costs were predicted by most program directors along with more uniform eligibility and screening practices under one prime sponsor for funding and planning.

Intake and counseling are proposed as lower tier functions to decentralize access for not only CETA, but hopefully civil service and other information on all available manpower programs.

The advantages of a regional approach include better coordination of support services such as health and transportation needs and better follow-up linkages for these services to assure that persons being helped are able to benefit from job training and/or placement.

In summary, the committee supports a more comprehensive approach to the problems of unemployment and underemployment by centralizing the planning, funding and administrative services for an integrated program. At the same time, it is felt that decentralized access to this package of public and private resources would be responsive to local communities and communities of interest including business, labor and clients if operated by a Tri-County Council in the future.



Funding  
Setting  
Standards

FEDERAL

# MANPOWER

(SHORT RANGE)

## STATE

Administrative Services	Intake/Counsel	Education & Training	Public Service Employment	Job Development
• Planning • Operations	• Planning • Operations	• Planning • Operations	• Planning • Operations	• Planning • Operations

## UPPER TIER

TRI-COUNTY  
COUNCIL  
AREAWIDE  
RESPONSIBILITIES

(Data Base for Forecasting)				
Administrative Services	Intake/Counsel	Education & Training	Public Service Employment	Job Development
• Planning • Operations	• Planning • Operations	• Planning • Operations	• Planning • Operations	• Planning • Operations

## MIDDLE TIER

CITIES & COUNTIES

Administrative Services	Intake/Counsel	Education & Training	Public Service Employment	Job Development
• Planning • Operations	• Planning • Operations	• Planning • Operations	• Planning • Operations	• Planning • Operations

## LOWER TIER

NEIGHBORHOODS  
&  
LOCAL  
COMMUNITIES

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# MANPOWER

( LONG RANGE )

## STATE

Administrative Services	Intake / Counsel	Education + Training	Public Service Employment	Job Development
• Planning • Operations	• Planning • Operations	• Planning • Operations	• Planning • Operations	• Planning • Operations

## UPPER TIER

TRI-COUNTY COUNCIL  
AREAWIDE RESPONSIBILITIES

(Data Base for Forecasting)				
Administrative Services	Intake / Counsel	Education + Training	Public Service Employment	Job Development
• Planning • Operations	• Planning	• Planning Operations	• Planning • Operations	• Planning • Operations

## LOWER TIER

NEIGHBORHOODS  
&  
LOCAL COMMUNITIES

Intake / Counsel
• Operations

#### IV. Mental Health and Family Services

##### A. Committee Proceedings

A meeting was held to consider mental health and family services, their current organization and possible reassignments as part of local government restructuring. The following resource persons were present:

Steve Willard, Program Coordinator, Department of Mental Health,  
Washington County

Ronald Yoder, Executive Director, Metropolitan Family Services, Inc.

Staff research included surveys of pertinent literature, a report to the committee, and interviews with:

Fred Letz, Director, Region I Mental Health Division

Ron Millstein, Director, Multnomah County Mental Health Program

Dr. Robert Jay King, Director, Clark County Mental Health Program

Dr. Marvin Greenbaum, Private Psychiatrist, formerly associated  
with community mental health centers

##### B. Background/Findings

A dramatic expansion of the public role in accepting and providing mental health services, has occurred since enactment in the early sixties of the federal "Community Mental Health Act."

While it has previously been noted that ninety percent of those providing physical health services are privately employed, roughly the same percentage of practitioners for mental health services are publicly funded. That represents a shift in public attitudes towards this problem area and an acceptance of formal, professional help where previously those afflicted with mental disturbances, retardation or dependency on drugs or alcohol were treated informally or via institutions.

Oregon established a Mental Health Division (MHD) in 1969 to "direct and assist a comprehensive program of mental health services." The state sets standards and provides between sixty to eighty percent of the funding for a broad array of services which each county administers. These services fall into three diagnostic categories:

1. Mental and Emotional Disabilities (MED)
2. Alcohol and Drug Problems (A & D)
3. Developmental Disabilities/Mental Retardation MR/DD

The bulk of current expenditures for these three client populations are for those who have become dysfunctional. To do more than treat such ailments after they arise would require that our ledger include, in the case of MR/DD for example, research into the causes of these impairments.

MHD is organized both geographically--into three regions based on admission catchment areas for state hospitals--and programmatically for the three service categories. Region I includes the three metro area counties and Clatsop, Columbia and Tillamook, the same as for the HSA which has among its new mandates the obligation to plan for mental and physical health.

Figures supplied by Region I MHD office show a total of \$8,842,294 for the tri-county area, including the three county programs and several directly operated state programs for drug and alcohol programs housed in Portland for all residents of the metropolitan area.

Within the three service elements, state law defines two types of services. Basic services include outpatient, aftercare, training and program consultation, education and prevention components. The are

eligible for 50-50 state-local match. "Subject to the availability of funds and as an alternative to state hospitalization," the following kinds of services can be funded up to 100 percent by MHD: emergency 24-hour service (including hotlines, crisis intervention), care and treatment for part of day or night (respite care), work activity centers, preschools, halfway houses, detoxification centers, community living facilities, continuity of care through service coordinators and case development specialists and inpatient treatment in community hospitals.

Planning and administering these services, as mentioned, is clearly a county responsibility. There is considerable cooperation at the regional MHD level to identify common service needs, such as for native Americans, and to contract jointly to fill those area-wide gaps. More such joint planning and contracting was seen as essential by all program managers and it was predicted that the day might well come when the three counties develop one regional plan.

Several professionals interviewed offered the opinion that as a National Health Insurance plan encourages Health Maintenance Organizations to expand their coverage for mental disturbances, current public programs may be consolidated into comprehensive care settings capable of dealing with all health needs of those enrolled--both physical and mental.

Family services included family counseling as part of the domestic relations courts purview, though Multnomah county had expanded services and now receives two-thirds of its clients through walk-in referral rather than court referrals as in the other two counties. Likewise,

Multnomah County has established a program authorized by the last legislature, which enables counties to assume guardianship, conservatorship status for those citizens unable to tend their own affairs and without family or other public programs to assume legal responsibility.

Most available family services operate via private agencies. The executive director of the largest of these, Metropolitan Family Services, outlined a theme of independence and flexibility through the voluntary sector. He noted that his agency, serving aging with protective and homemaker services, and family and children, had backlogs of applicants in both categories. While there was a diversity of agencies with different approaches to meeting needs, including types of counseling offered, it was recommended to the committee that the informal network of referrals from hotlines and between agencies was adequate because clients have complicated personal needs and must be free to find the best help available based on their personal perceptions.

C. Assignment of Functions

The short range model depicts mental health services as they are currently structured between the state for funding and standard setting and the counties for planning and operating, either directly or through subcontracted private agencies.

Family services are left off the charts because the committee feels they should remain privately organized, at least in their operations. Information and referral and evaluation for these programs should be examined as a potential public role.

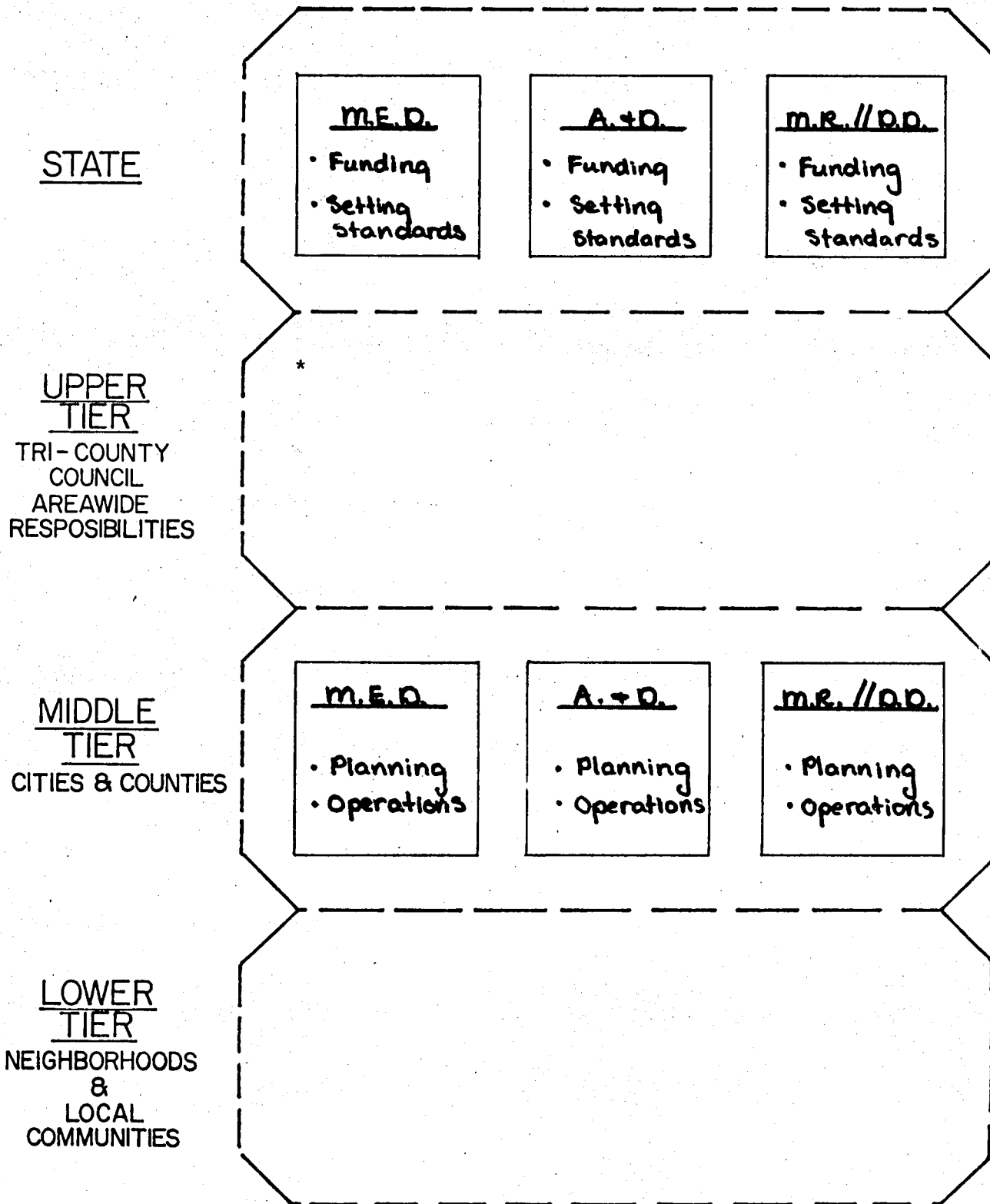
The comprehensive planning, evaluating and coordinating role proposed for the Tri-County Council seems appropriate for mental health services in the short range. Program managers and MHD staff indicated a lack of resources to adequately evaluate outcomes as they correlate to various staffing patterns--as between Clackamas County, for example, utilizing a core staff of county employees and Washington County stressing contracts with eight existing community agencies such as the Tualatin Valley Guidance Center. (Multnomah County has a mixed approach with four public access clinics and between fifty to sixty subcontracts.) Cost effectiveness and general performance indicators would assist these counties and the state in addressing mental health needs.

The long range model envisions one tri-county entity planning and operating mental health services. Such an approach would enable better integration and co-location of facilities and staff with other public services. The rationale for such an area-wide approach could come from the current admission rates for the most expensive acute psychiatric care. Admissions at Dammasch State Hospital from Clackamas County are three times as high per capita as the other two counties. Moreover, more highly developed follow-up services and facilities means Multnomah County is the jurisdiction that currently assimilates the majority of those released from Dammasch.

More effective pooling of resources, more equitable financing based on a regional income tax, and better distribution and access for services throughout the metropolitan area would accrue with this proposed assignment of mental health services under the long range structure for local government.

# MENTAL HEALTH & FAMILY SERVICES

(SHORT RANGE)

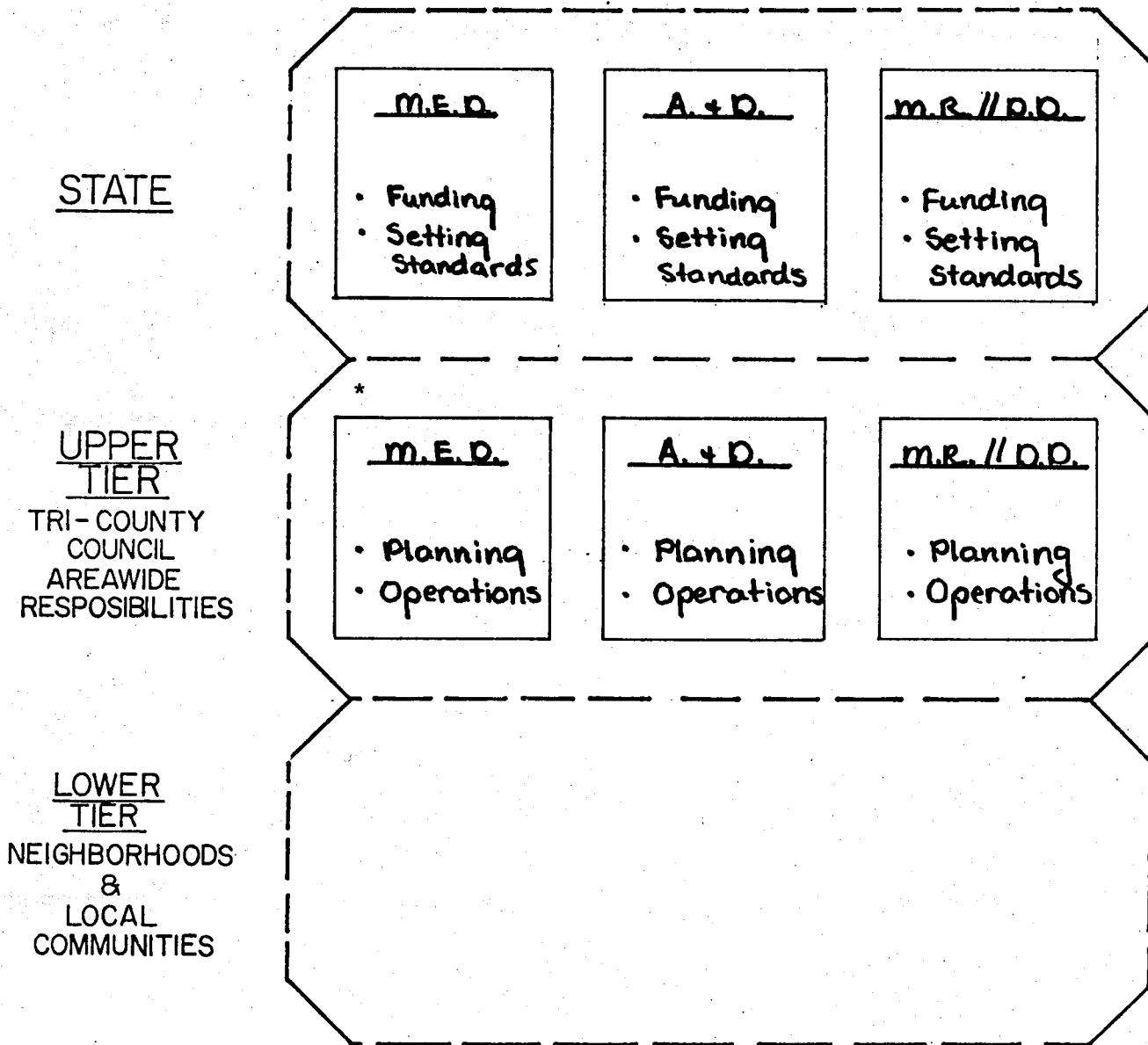


\* See footnote on Short Range HEALTH SERVICES chart.



# MENTAL HEALTH & FAMILY SERVICES

( LONG RANGE )



\* See footnote on Short Range HEALTH SERVICES chart.

V. Children and Youth Services

A. Committee Proceedings

A meeting was held with the following resource persons to explain current services for children and youth and offer advice on which services would be better organized on an area-wide basis as well as those which should be assigned to local communities:

Duane Lemley, Director of Social Services Division, Multnomah County

Fred Stock, Director, Region 8, Children Services Division

Bob Smith, Child Care Coordinating Council (4-C), District 2

Staff prepared a report outlining available youth services with Children Services Division (CSD) described as the major actor state wide. The report also discussed day care services, youth commissions and other public and private activities on behalf of this population.

Other persons interviewed included:

Lane Williams, Director, 4-C Child Care Coordinating Council

Pat Hoffman, Child Care Coordinator, Multnomah County

Sol Shapiro, Director of Harry's Mother (a program for runaway youth)

Don Welch, Juvenile Court Administrator, Clackamas County

A couple of discussions were also held with runaways who had been exposed to the entire array of programs now in operation.

B. Background/Findings

A recently published directory of youth services for this metropolitan area lists over 500 organizations and agencies offering every

conceivable sort of assistance for young people. It is quickly apparent that there is little coordination of these services in terms of funding, planning or operations. For many of the services which are aimed at keeping well people well, this diversity of activities needs only a directory to bring better access.

Helping troubled young persons, however, is different. One resource person compared policy for youth services to stacking shifting sand. The essential element missing for a coordinated approach to children and youth problems is unclear policy definition as to when the youth becomes a problem, whose responsibility it is to ameliorate the situation and what sort of efforts will be fruitful in changing behavior for both the young person and those environmental conditions that range from family strife to lack of dental care that stand in the way of constructive human growth. With the courts and schools each providing direction by piecemeal approach it has been difficult for any level of government to decipher clear policy direction and be able to develop services and linkages on a personalized basis which help youngsters and their families in need. Unable to delineate responsibility for most youths under juvenile justice, one local administrator suggested his belief in the "healthy overlap."

The Childrens Services Division (CSD) is the major actor for direct services, contracting and referral to other agencies. It is noteworthy, however, that a children's services coordinator funded under Multnomah County's mental health program has designed an interagency planning body for meeting the needs of young persons in this county. This interagency planning and service linkage included physical and

dental care needs, mental health, juvenile court, law enforcement agencies, schools, public welfare, the youth commission, Multnomah County Community Action Agency, residential facilities and the Child Care Coordinating Council (4-C).

Returning to CSD, the division was created in 1971 in order to "establish, extend and strengthen services for the protection and care of homeless or dependent or neglected children or children in danger of becoming delinquent." (ORS 419.002) This mission is carried out through eight regional offices, forty branch offices and a budget for the 1975-1977 biennium that includes \$56.8 million from general state funds and \$57.9 million of federal funds under Title XIX and XX of the Social Security Act.

Activities have been organized into four major categories: (1) Services to children in their own home, (2) Services to children out of their own home, (3) Juvenile corrections services, and (4) Family self-support services.

Services to children in their own homes encompasses child-centered, family focused preventive services which are designed to avert family breakdown and removal of the child from the family unit. These services include family planning, day care services, homemaker, family self-support, protective services to investigate and take action on behalf of neglected, exploited, abused children, and crisis intervention such as temporary housing or counseling.

Services to children out of their own homes includes foster family care, foster home certification, termination of parental rights, purchase of care and liason services and adoption services.

Juvenile corrections services include operations of MacLaren-Hillcrest Training Schools as well as juvenile aftercare programs in which former residents are supervised in foster family care, group homes and in their own homes.

Family self-support services include social services of a preventive nature including family and employment counseling and administering the Work Incentive Program (WIN).

The services just outlined represent a superficial view of children and youth services for CSD has enough authority to undertake a wide latitude of activity in whatever organizational setting and through whatever service providers it deems appropriate.

Initially there was one region serving the three metro-area counties. Enlarged caseloads for branch offices in Portland and Multnomah County necessitated evolution of Region I for Portland and Multnomah County.

Considerable criticism has been directed at CSD over poor fiscal management, high administrative costs and policy inflexibility towards individual clients. One could add poor coordination with other state divisions that use different service definitions and boundaries but address the same families and attempt to treat problems addressed by CSD.

The state of the art in dealing with these frustrating problems argues for more sharing of information between relevant agencies with evaluation and client feedback as part of the regional role foreseen by this committee. Because children and youth services are less structured

than such social services as aging, health, mental health and CETA, there are no federal requirements for coordinated planning, and little outcome monitoring, particularly in the absence of a clear policy.

C. Assignment of Functions

Children and Youth Services have been divided into the following categories reflecting current program emphasis:

Day-care: Licensed care for a child for a portion of the day, either in his home, a day-care center or a day-care home. Most such facilities are privately operated today--as in both short and long range models--though funding is often public.

Preventive Services: A wide range of activities designed to support and strengthen the family unit and avoid removing a child from his family. Specific services would include family planning, individual or family counseling, homemaker support, recreation, education and employment (i.e. Work Incentive Program Youth Commissions)

Crisis Intervention: Activities short of legal guardianship by juvenile courts. These include foster care, and certification, runaway centers, termination of parental rights, adoption services, and youth diversion centers.

Juvenile Justice: Operation of facilities for training and rehabilitation of youth offenders including holding facilities, and

aftercare residential facilities. These activities are usually made necessary by court referral.

The short range model recommends leaving the current state hegemony over most services for children and youth. This includes contracting with private agencies for most services and operation of state institutions (i.e. MacLaren-Hillcrest).

A coordinating, planning and evaluating role is recommended for the upper tier as part of the overall role outlined at the outset of this report. This should include an evaluation of all current services and a comparison with alternative approaches for allocating staff and dollars to help troubled youth.

A continued upper tier function is the role of 4-C's in advocating for expansion of day-care services and coordinating available resources along with providing information and referral services. The committee also concurs with the Public Safety Committee in its assignment of juvenile holding facilities as an upper tier function for joint contracting by the counties.

The middle tier assignment for crisis intervention reflects the youth diversion programs currently operated by contract with private agencies by Portland and Clackamas County.

The long range model reflects an enlarged role for the regional authority in both planning and operating services previously managed by CSD state-wide. This decentralization is suggested to correspond to other areas such as mental health where the state funds locally administered packages of services. It is felt that combining these services with other support services to be regionalized for the long run such as

health, mental health counseling, transportation, juvenile court functions and other related social services would be desirable. This is not to indicate a monolithic approach as the necessary support for each young person and his individual situation. Policy should be forthcoming from the federal or state level to help delineate when a juvenile is to be considered a delinquent or non-delinquent and when he or she is to have his guardianship transferred to a public agency. As this occurs, the upper tier should have both planning and operations authority.

The lower tier in the long range would envision community districts designing and operating their own crisis centers, perhaps out of multi-service facilities in each neighborhood in order to provide counseling and alternatives to criminal detention.

Day-care services are envisioned as a role for local communities to plan and operate either privately or with some financial incentives from the state and federal government as now exist. This role is seen as desirable for reducing travel time and strengthening neighborhoods while an essential service is provided by families pooling their resources and energy. Combined multi-service centers could provide an excellent colocation facility for seniors and children receiving the shared supervision of professionals and older persons looking for companionship and meaningful activity.

## VI. Individual Social Services/Community Based Programs

### A. Committee Proceedings

Programs directed at ending poverty cover transfer payments to individuals and community action agencies established during the sixties. The



# CHILDREN & YOUTH SERVICES

( SHORT RANGE )

## STATE

<u>Day-care</u>	<u>Preventive Services</u>	<u>Crisis Intervention</u>	<u>Juvenile Justice</u>
<ul style="list-style-type: none"> <li>• Funding</li> <li>• Planning</li> </ul>	<ul style="list-style-type: none"> <li>• Funding</li> <li>• Planning</li> <li>• Setting standards</li> </ul>	<ul style="list-style-type: none"> <li>• Funding</li> <li>• Planning</li> <li>• Setting Standards</li> </ul>	<ul style="list-style-type: none"> <li>• Funding</li> <li>• Planning</li> <li>• Setting standards</li> <li>• Operations</li> </ul>

## UPPER TIER

TRI - COUNTY  
COUNCIL  
AREAWIDE  
RESPOSIBILITIES

<u>Day-Care</u>	<u>Preventive Services</u>	<u>Crisis Intervention</u>	<u>Juvenile Justice</u>
<ul style="list-style-type: none"> <li>• coordination</li> </ul>	(comprehensive planning / evaluation)	(comprehensive planning / evaluation)	(comprehensive planning evaluation)

## MIDDLE TIER

CITIES & COUNTIES

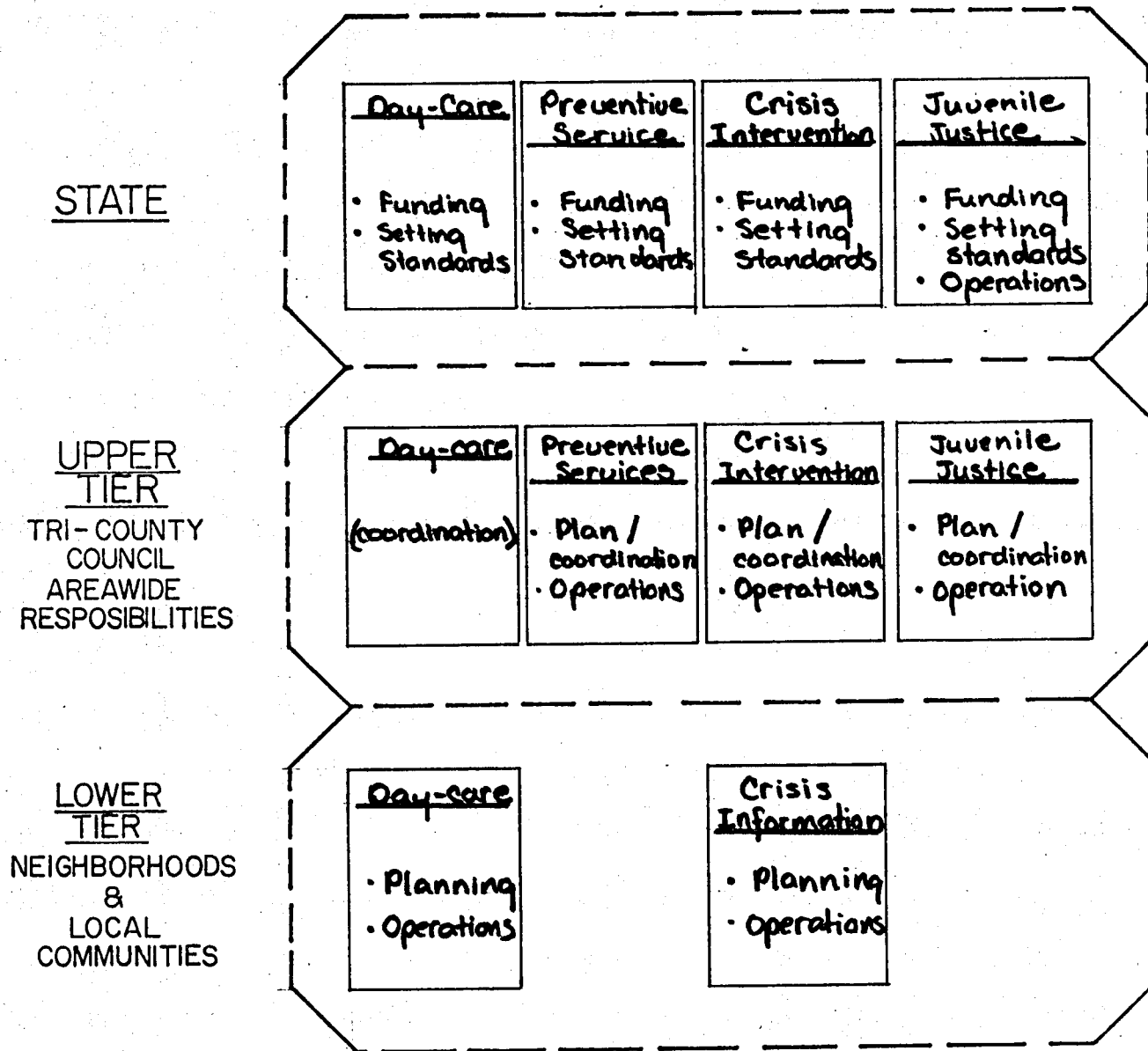
	<u>Crisis Intervention</u> <ul style="list-style-type: none"> <li>• Planning</li> <li>• Funding</li> <li>• Operations</li> </ul>
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## LOWER TIER

NEIGHBORHOODS  
&  
LOCAL  
COMMUNITIES

# CHILDREN & YOUTH SERVICES

( LONG RANGE )



committee received a report outlining the current organization of veteran services, public assistance, food stamps and the four community action agencies operating in the tri-county area.

Resource persons interviewed included the following persons, the first two met with the committee:

Jono Hildner, Director, Clackamas County Community Action  
Agency

Jim Long, Information Specialist, Washington County Community Action

Dr. Jerry Frey, Associate Professor of Social Work, PSU, formerly  
with the Peoples Action Committee Together (PACT)

Jerry Jamison, social service planner formerly with several CAP's  
and the Tri-County Community Council

Claudia Johnston, Director, Washington county Community Action

Tom Rocks, Director, Multnomah County Community Action Agency

#### B. Background/Findings

Veterans Services: Each county, with the exception of Multnomah, which recently dropped its program for budgetary reasons, has a small veterans office to assist former servicemen in receiving state and federal benefits, provide employment assistance, food and legal assistance and support, drug rehabilitation and emergency shelter. Although these services seem more appropriate as state or federal responsibilities, it is suggested that the counties could eventually contract for this service jointly, perhaps on a regional basis under the Council.

Food Stamps: Over 71,958 people in the tri-county are receiving federal food stamps each month. State and local government shares in

the storage and distribution of these food stamps, with local counties paying fifteen percent of the cost, the state providing thirty-five percent and the federal government the other fifty percent.

Clackamas and Washington counties distribute food stamps through contractual arrangement with local post office facilities at a cost per transaction that was found to be \$1.10. Multnomah County uses six branch offices that also house public welfare division branches and the cost per transaction is \$.62.

Several persons interviewed suggested that this function could be handled both more cost effectively and more conveniently for the clients through a blend of post office and other public facilities along with welfare branch offices throughout the tri-county area. This was felt to provide more access for rural residents and such an arrangement could be established via contract with the Tri-County Council.

Public Assistance: The categories of public assistance include both federal and state transfer payments. The most relevant impact that local government can have on such programs is probably in the area of land use considerations and colocation of all public services as appropriate. Better coordination of social services, including centralized information and referral for all those in need, would help individuals in between public assistance eligibility, community action programs, job development resources, health care and an array of non-profit organizations that offer diverse kinds of help for the economically disadvantaged.

Community Action Agencies (CAA's): Of the four CAA's now operating in the tri-county area, two are nonprofit organizations and two are attached directly to county government. These community based programs began during the sixties as part of the OEO program and their major thrust was to encourage institutional change at all levels in the public and private sector through community organizing and citizen advocacy.

Currently they are administered as both outlets for the Community Services Agency, a federal umbrella, and those CAA's attached to county government, as in Multnomah and Clackamas counties, receive either small direct subsidies or indirect support services ranging from payroll to grantsmanship. All four CAA's, including Portland Metropolitan Steering Committee which is the largest with expenditures exceeding seven million dollars, operate somewhat similar kinds of services though their emphasis may depend upon local priorities. These services include Headstart Day-care centers, consumer advocacy, housing subsidies, home maintenance and winterization, emergency food and nutrition, tax assistance clinics, nursing home volunteers and assorted neighborhood improvement projects.

In the last several years, a gleaning project to find and distribute leftover food from growers to low income or disabled persons was begun in Washington County. This project has now been regionalized and the four CAA's have pooled funds to hire an area-wide coordinator.

One resource person suggested central administration for the CAA's as he deemed their common functions to be under the umbrella of poverty programs rather than community organizing forums as originally envisioned.

The committee feels that CAA's should be closely examined in terms of their experience with community-based planning and delivery for services.

Joint enterprises such as the gleaning project could be enhanced by more sharing of needs assessment data between all social service agencies and perhaps centralized administration over time for identical services.

C. Assignment of Functions

No tier charts were prepared for these programs which receive the bulk of their funding from the federal government. These programs cover perhaps the largest categories of assistance for the disadvantaged and therefore should be included in an overall assessment of community and regional needs.

The future of community action agencies appears unclear as many of them, particularly in Oregon, have been seeking attachment and funding from counties and state sources. In Clackamas County, for example, the CAA is the lead agency in a reorganization of human service programs into a human services department.

Similarly, there is much criticism of the existing fragmented approach to various categories of public assistance for the poor and the elderly.

Both of these areas are the basis for significant policy debates that are more appropriate to other forums including the proposed Tri-County Council.

## STRUCTURE

To improve policymaking, planning, funding and operations for area-wide responsibilities--the current functions and those that evolve over time--the Human Services Committee recommends a citizens legislative body for this tri-county area.

### I. Council

We recommend a council of thirteen members who are elected from apportioned districts throughout the three county area. The criteria for this apportionment should be "one man, one vote" with an emphasis upon natural communities of interest to the maximum extent possible.

Councilpersons should be nonpartisan and compensated, including meeting, travel and staff allowances, in conformance with a "hold harmless" approach that reflects no overall increase in administrative costs for current regional activities.

The presiding officer should be elected on a rotating basis from among members of the council.

### II. Chief Executive Officer

A chief executive officer should be an appointed administrator selected by the council for a contracted period to be renewed at the pleasure of a majority of the council. Marketplace considerations should govern the level of compensation set by the council.

### III. Relationship to Existing Governments

This committee recommends that all of the present regional entities be brought under the more accountable policymaking and coordinated planning

of the Tri-County Council. With MSD as the base organization for this legislation, we recommend that its functions be arranged as a physical and human service division of the council. CRAG and its current functions should become a planning division, and Tri-Met a transit division with all necessary authority and taxing powers now resting with these three entities acceding to the council.

The Port of Portland should remain somewhat autonomous from the Council initially due to the peculiar nature of its functions, though we recommend full budget review authority and a change from gubernatorial board appointment to designation by the council. Likewise, we recommend the council be given budget review and board appointment authority for the Boundary Commission, with provision for continued state funding of this quasi-judicial state function.

To the maximum extent possible, ways should be explored to bring better coordination and integrated policymaking with the Health System Agency designated for this area. As a general principle, we urge the federal and state government to avoid creating entities to deal with area-wide matters of public concern that are isolated, unattached to local or regional general purpose governments and lacking clear accountability.

#### Structural Recommendations Regarding Human Services

Based on written and phone communication with Councils of Governments that have a major role in human services--and discussions of the committee--a Human Resources Coordinating Coalition seems appropriate as an advisory body to the Tri-County Council.

This group should have representation from the major actors on the field of human services including: Clackamas, Multnomah and Washington counties,



the City of Portland, the Oregon Department of Human Resources, the Federal Regional Council, Northwest Oregon Health Systems Agency (NOHS), the Tri-County Community Council, and the four Community Action Agencies (CAA's). Representation should also include the field of education with spokespersons from the Intermediate Education Districts, school districts, and community colleges in the tri-county area.

Other entities involved with human services, including the Child Care Coordinating Council, the Area Agencies on Aging, CETA prime sponsors and the regional Criminal Justice Planning Committee--(the local LEAA coordinating council with an advisory role to the CRAG board)--should also participate in the comprehensive planning process envisioned.

Several members of the academic community might also be included to aide the staff and council in their work.

#### AN OVERVIEW

The committee feels strongly that this first step to reorganizing local government should be coupled with renewed effort to either consolidate or merge the three metropolitan area counties or reconstitute their boundaries by the state legislature. The Commission should state clearly that it is proposing an evolution from the myriad of units that now tax and shape policy towards an understandable and more accountable arrangement with one kind of community level unit for local matters and one area-wide forum for services and functions of a regional nature.

#### IV. Intergovernmental Relations

##### A. To the State Legislature

The committee recommends that the legislature reorganize and strengthen the Department of Human Resources so as to bring all of its current divisions and all related human service activities more effectively inside one state department.

This will enable the State of Oregon to sort out its current efforts in the field of human resources and hopefully foster the same kind of comprehensive planning and coordination proposed for locally operated programs. Common service boundaries and common service definitions should follow so that separate divisions assisting the same individuals may integrate their efforts more effectively than with the more fragmented and disjointed structure whereby each division is a competing prince for state dollars and sometimes clients.

Implementing such a reorganization would make it possible for the Department of Human Resources to decentralize state functions, as appropriate, to both area-wide and local levels. Provider agencies will then have far greater incentive to join in development of a human services system that is comprehensive and cost effective in its expenditures. Such a forum at the state level should allow for better management of state functions and facilitate consideration of trade-offs among the human services.

##### B. To the Proposed Tri-County Council

It is suggested that the Tri-County Council establish a general statement of policy for human services that stresses the need for citizen participation, access to services and promotion of individual self-sufficiency without dependence on public institutions, among other

goals. To implement this policy the following tasks could be assigned the Human Resources Coordinating Coalition (HRCC):

- 1) Comprehensive community needs assessment to be gathered by local jurisdictions and agencies and compiled into a regional information bank,
- 2) Develop a strategy for establishing a comprehensive service system and allocating resources to it,
- 3) Inventory current services including who funds and operates each one,
- 4) Budget and program evaluation utilizing techniques such as "zero base budgeting," "management by objectives" and/or "performance indicators,"
- 5) Public Information Services, including an open library and data bank and liaison with appropriate resources at local colleges and universities,
- 6) Forecasting changing needs and capabilities of the human service field should be related directly and continuously to planning. A dynamic environment requires adaptability--not only to create new organizations, but to facilitate the elimination of old organizations,
- 7) Establish a timetable to promote integration of services where appropriate within common service definitions and boundaries. This would should include an examination of areas where all resources--including facilities and personnel--can be better utilized,
- 8) Explore alternative models of organizing human services attempted or proposed for other communities similar to this metropolitan area, and

- 9) Integrate comprehensive human service plans with other  
Tri-County Council responsibilities for physical services.

Special thanks are in order to the following general resource persons who have assisted the committee and its staff during the course of its work.

Chuck Bocci, Director, Long Range Planning Section, Department of  
Human Resources

Bob Hiatt, Consultant, Reference Service, Inc., and coauthor of "A  
Methodology for the Development of Human Service Networks"

Jerry Jamison, Human Resources Consultant, formerly Community Planner  
with Tri-County Community Council

Jean Silva, Administrative Assistant to Director of Multnomah County  
Human Services Department

## PHASE II REPORT

PUBLIC WORKS & PUBLIC TRANSPORTATION  
COMMITTEE

Chairperson: Robert Simpson      Vice-Chairperson: Ilo Bonyhadi

## MEMBERS:

Herb Ballin

Fred Russell

Ted Clarno

Robert Schumacher

Nancy Hoover

Mildred Schwab

Leland Johnson

Estes Snedecor

Ed Lindquist

Jerry Tippens

Jack Nelson

William Webber

Julie Williamson

Staff: Chuck Bukowsky

Student

Assistants: Charles Raimondi  
Judith Kenny  
David Kelly

Consultant: Tony White

## STATEMENT OF PURPOSE

The Committee on Public Works was assigned four areas during Phase II of the operations of the Tri-County Local Government Commission:

- 1) Solid Waste, 2) Water, 3) Sewage and 4) Transportation.

The Committee was charged with examining each area and determining the most appropriate level of government for the delivery of the service. Additionally, the Committee has participated in Commission efforts to formulate a governmental system best accommodating provision of services at the levels determined by the five committees.

## FUNCTIONS

### I. Solid Waste

#### A. Committee Proceedings

##### 1. Meetings with Resource People

The following people were called upon as resource persons, and either appeared before the Committee or were interviewed by staff and/or individual committee members:

Nick Brajevich Executive Secretary, Teamsters' Local #220, (Retired)

Dick Glanz, Partner, Metropolitan Disposal Corporation

Charles Kemper, Manager, Metropolitan Service District

Dick Phillips, Solid Waste Administration, Clackamas County

##### 2. Staff Reports and Other Material

The following were available to and considered by the

Committee in its deliberations:

- a. League of Women Voters, Solid Waste (1972);
- b. Cor-Met, Metropolitan Service District Solid Waste Management Action Plan (1975);
- c. Environmental Assessment, Milling-Transfer Stations (1974);
- d. City Club of Portland, Report on Solid Waste Disposal in the Portland Metropolitan Area (1976)

### 3. Findings

A summary of the findings of these meetings, interviews and reports includes the following:

- a. Solid waste management consists of collecting, transporting, recycling, processing and disposal.
- b. Collection of solid waste is a matter of private enterprise in the Tri-County area. Governmental units grant franchises in Clackamas and Washington counties, but franchises are not required in Multnomah County nor the cities of that county.
- c. There are two sanitary landfill disposal sites in the Tri-County area, with a life expectancy of ten years or less. Special-purpose disposal (manufacturing process, constructions, demolition) is handled at several "demolition landfills".
- d. Recycling is a minor activity, including tires, glass, paper and metals, conducted by private entrepreneurs. There are limited means for reclaiming materials.
- e. The Metropolitan Service District (MSD) has, as one of its functions, solid waste disposal. A metropolitan plan has been developed, but, because of a lack of

# Solid Waste

## STATE

Inspection of  
Handling &  
Disposal Facilities

- planning
- setting standards

## UPPER TIER

TRI-COUNTY  
COUNCIL  
AREAWIDE  
RESPOSIBILITIES

Dispose Solid  
Waste/Recycle

- planning
- funding
- setting standards
- operations

Inspection of  
Handling &  
Disposal Facilities

- planning
- funding
- setting standards
- operations

## MIDDLE TIER

CITIES & COUNTIES

Collect  
Solid Waste

- planning
- funding
- setting standards
- operations

\*

## LOWER TIER

NEIGHBORHOODS  
&  
LOCAL  
COMMUNITIES

\* private garbage collectors in charge of funding & operations



funding, its principle program in this area at this time is the supervision of tire-recycling. The State's DEQ establishes standards that comply with the federal EPA requirements.

B. Functional Assignments (see solid waste chart)

The Committee recommends that planning, regulation, coordination, operations, funding and standard-setting, not pre-empted by the state, for solid waste management, remain authorized at the upper-tier. Regulation of collection should remain at the middle-tier as a "local" function.

II. Water

A. Committee Proceedings

1. Meetings with Resource People

The following were called upon as resource persons and either appeared before the Committee, or were interviewed by staff and/or individual committee members:

Robert Hyle, Manager, Portland Water Bureau

Bob Santee, Manager, Tigard Water District

Ray Norman, Manager, Clackamas Water District

Wayne Daigle, City of Milwaukie Engineer

John Dodd, Manager, Oak Lodge Water District

Eldon Mills, Hillsboro City Manager

Dan Durig, Forest Grove City Manager

John Burdett, Forest Grove, Director of Public Works

Gene Seibel, Wolf Creek Water District Assistant Manager

Jesse Lowman, Manager, Metzger Water District

Lee Martin, Manager, Powell Valley Water District  
 Bob McWilliams, former Gresham City Manager  
 Don Eppley, Lake Oswego City Manager  
 Martin DeHass, Lake Oswego Public Works Director  
 Terry Waldele, CRAG, Director of the Public Facilities Division

## 2. Staff Reports and Other Material

The following were available to be considered by the committee:

- a. CRAG, Public Facilities Report (1974 addendum)
- b. Tigard Water District, Administrator's Report (no date)
- c. Stevens, Thompson and Runyan, Tualatin Basin Water Master Plan (1973 revision)
- d. City Club of Portland, Reports on Irrigation, Water Development and Community Water Supply Bonds (1974)
- e. U. S. Government, Federal Safe Drinking Water Act (1974)
- f. City of Portland, Bull Run Planning Unit (no date)
- g. Water Supply, Portland, Oregon (1973)
- h. Staff presentation summarized in the committee minutes of June 23, 1976.

## 3. Findings

The supply of water to the people may be considered in the following categories: a. standards of quality; b. supply; c. storage; d. treatment; e. transmission; and f. distribution.

a. Water Quality

These standards are set by the State Board of Health.

b. Supply

The three major water sources in the area are the Bull Run System, the Clackamas River and the Coastal Range streams. There is a lack of inter-ties between systems to protect against loss of a major source because of natural or man-made disasters.

c. Storage

Generally inadequate storage facilities exist in the tri-county area.

d. Treatment is at the source.

e. Transmission

There are inconsistent standards in line sizes from one unit to another, based upon financial characteristics of the unit.

f. Distribution

There are 27 cities, 50 water districts and over 50 private water companies and associations providing water service in the tri-county area, and in some cases, competing for sources and customers.

g. Small water providers may not be able to achieve economies of scale for capital improvements and operations. Both wholesale and retail rates vary widely from unit to unit.

h. Fire insurance ratings are predicted in part upon the quantity of water available. Some units do not provide adequate fire flows.

STATE

Protection of  
Water Quality

- setting standards

Drinking Water  
Source Development  
(supply & storage)

- setting standards

UPPER  
TIER

TRI-COUNTY  
COUNCIL  
AREAWIDE  
RESPOSIBILITIES

Protection of  
Water Quality

- planning
- funding
- setting standards
- operations

Drinking Water  
Source Development  
(supply & storage)

- planning
- funding
- setting standards
- operations

Major  
Transmission  
Systems

- planning
- funding
- setting standards
- operations

MIDDLE  
TIER

CITIES & COUNTIES

Distribution  
systems for  
users

- planning
- funding
- setting standards
- operations

Collection of  
Water Bills

- planning
- funding
- setting standards
- operations

LOWER  
TIER

NEIGHBORHOODS  
&  
LOCAL  
COMMUNITIES

Water

B. Functional Assignments (See Water chart)

The Committee recommends:

1. that the setting of water quality standards remain with the state.
2. that the upper tier be authorized to assure adequate water supply, treatment and storage facilities and major transmission lines and to wholesale water to middle tier distributors.
3. that distribution systems and the collection of user fees and charges remain at the middle tier.
4. that the upper tier provide for a rate hearings board for both wholesale and retail rate setting, similar to the State Public Utility Commission.

III. Sewerage Service

A. Committee Proceedings

1. Meetings with Resource People

The following appeared as resource persons:

Joel Wesselman, Manager, Washington County Unified  
Sewerage Agency (U.S.A.)

David Abraham, Manager, Clackamas County Service Districts

Jeanette Norman, Manager, Oak Lodge Sanitary District

Sue Constance, Assistant Manager, Oak Lodge Sanitary District

Dick Howard, Multnomah County, Service District Engineer

2. Staff Reports and Other Materials

The following were made available to be considered by the committee:

- a. Stevens, Thompson and Runyon, A Tri-County Master Plan

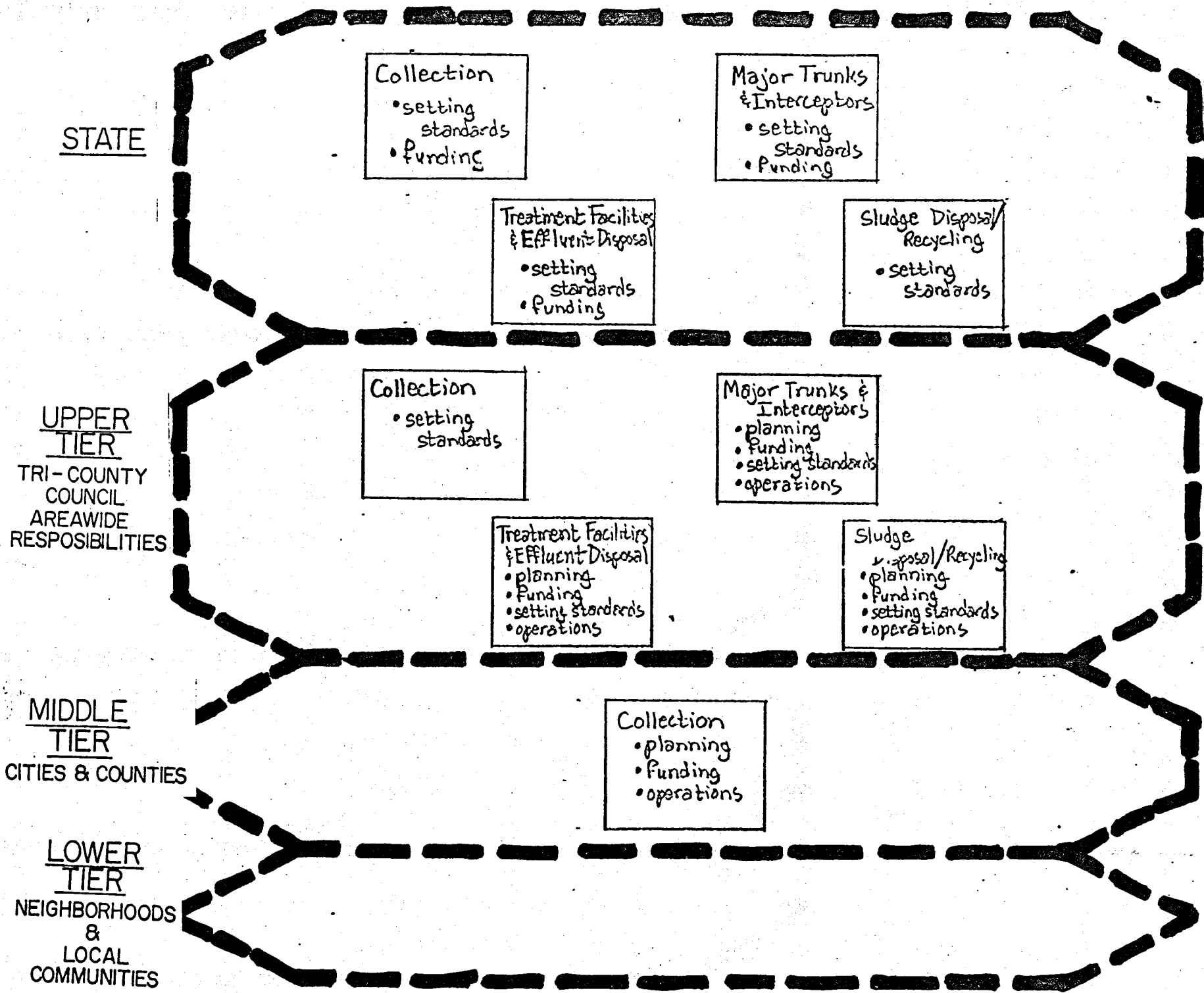
of Sewage (1956) and Portland Sewerage Study (1964)

- b. Oregon State Water Resources Board, Lower Willamette River Basin (1965)
- c. Portland Metropolitan Study Commission, Reorganization for Better Sewerage Service in the Portland Metropolitan Area (1967)
- d. CRAG, CRAG Sewerage Plan (1969)

### 3. Findings

The committee found that:

- a. Twenty-three public units provide sanitary sewer service: 17 cities, three counties and three sanitary districts. Nineteen private organizations also provide sewer service in this area.
- b. The United Sewerage Agency providing sewer service for a portion of Washington County merged a large number of small sewer districts and cities into a sub-regional system for resolving a sewage crisis.
- c. Some of the Tri-County's 44 plants are operating at near capacity, and several are operating at full capacity.
- d. Various areas receive sewer service by means of inter-governmental agreements.
- e. The state DEQ monitors treatment plant operation.
- f. Problems center around the incongruity of political boundaries, the boundaries of natural drainage basins, and around the high density of population in unsewered areas with poor soils.



Sewage

B. Functional Assignments (see Sewerage chart)

The Committee recommends:

1. that the upper tier be authorized to set standards for collection systems; plan, fund and operate major interceptor systems, treatment and effluent disposal facilities and sludge disposal facilities or programs.
2. The planning, funding and operating of collection systems should remain at the middle tier unless transferred by contract.

IV. Transportation

A. Committee Proceedings

1. Meetings with Resource People

The following people were called upon and either appeared before the Committee or were interviewed by staff:

Edward Hardt, Regional Engineer, Oregon Division of Highways

Winston Kurth, Clackamas County Public Works Director

Douglas Wright, Portland Transportation Planning Coordinator

Keith Lawton, CRAG, Principle Transportation Planner

Steve McCarthy, Tri-Met Assistant Manager

Lloyd Anderson, Port of Portland, Executive Director

Frank Terpin, Oregon Division of Highways, Location Engineer

Ted Spence, Oregon Department of Transportation, Transportation Planning Coordinator

John Crockett, Washington County Department of Public Works Manager

2. Staff Reports and Other Material



The following reports and documents were made available to and considered by the Committee:

- a. "Reasoning for Bigger Drydock Challenged", The Oregonian, July 13, 1976
- b. League of Women Voters, Gateways II, How the Port Affects the Surrounding Communities (1974)
- c. CRAG, The Cooperative Transportation Planning Process in the Portland Metropolitan Area (1975)
- d. CRAG, Transportation Improvement Program (1975)
- e. CRAG, 1990 Public Transportation Master Plan (1971)
- f. Economic Research Associates, Community Economic Impact of the Port of Portland Maritime Trade (1976).
- g. Portland City Ordinance Motor Vehicles for Hire (Ordinance No. 139316, (1975))

### 3. Findings

The Committee findings are:

- a. Urban transportation problems arise where planning and funding for the movement of goods and people within the urban area are so inadequate as to impede the area's efficiency and convenience in a locale for shared human activities, and timely actions to remedy such conditions are not taken.
- b. One such action was the formation of Tri-County Transportation District to replace failing private bus companies. While many people are impressed by the District's record to date, there are some complaints. These include:
  - 1) Many people do not believe that present mass transportation (Tri-Met) provides the service they need.
  - 2) Many people resist paying a tax in support of

mass transit when they believe they receive no benefit from the service.

- 3) People resist being taxed. They believe they are governed and taxed by a transit district not accountable or responsive to them because they are appointed by the Governor.

- c. Many roadways cannot handle the volume of traffic that exists today, and the characteristics of many roads alter dramatically as they cross political boundaries -- further complicating the flow of traffic.

The funding and assignment of responsibility for roads is very complex, with over fifty federal highway funding programs to assist localities with their transportation programs.

- d. The Metropolitan Service District is empowered to assume the powers and duties of the Transit District.
- e. There has been another action by the development of a transportation planning program within the Columbia Region Association of Governments. The program includes an assessment of the region's transportation needs and eventual adoption of projects for implementation. While much has been accomplished in this program, there are indications of problems:
  - 1) The Committee was told that, in some instances, Tri-Met and CRAG planning programs compete and duplicate one another even though Tri-Met is a member of CRAG.

- 2) The process of arriving at priorities was described as too provincial and involving too much turf protection and an endless process of arriving at consensus.
- 3) There is no planning for movement of goods.

f. Port of Portland

- 1) The Port's function by statute is to manage aviation and maritime terminals, and foster trade operations and encourage new commercial and industrial development within the Port district boundaries.
- 2) Port facilities include three airports, a ship repair yard, five marine terminals and two industrial parks.
- 3) The Port competes with other ports for business.
- 4) The Port also maintains the channel from Portland to the mouth of the Columbia River.
- 5) The Port has a mix of business and governmental activity.
- 6) It may develop public parks, marinas and other recreational facilities.

B. Functional Assignments

The Committee recommends that functions be assigned as shown on the Transportation chart, but wishes to emphasize the following:

1. Transportation remains at the upper tier.
2. That general planning for a well-coordinated transportation

system be done in an integrated manner at the upper tier, and that it be organized in such a way as to qualify as the planning body required for federal programs.

3. That responsibility for determining funding priorities for federal and state supported transportation projects be lodged at the upper tier.
4. That in the long range, the upper tier be authorized to develop and control a regionally designated road system.
5. That functions performed by the Port, for the present, be unchanged.
6. That consideration be given to providing for service areas at the upper tier, so that areas benefitted by a service will be commensurate with the area paying.

# Transportation

## STATE

**Freeways & Expressways** \*

- planning
- funding
- setting standards
- operations

**Other Principal Arterials**

- planning
- funding
- setting standards
- operations

**Minor Arterials**

- planning
- funding
- setting standards
- operations

**Bikeways**

- planning
- funding
- setting standards
- operations

**Traffic Control** \*

- planning
- funding
- setting standards
- operations

**Traffic Safety** \*

- planning
- funding
- setting standards
- operations

**Railroad Crossings**

- planning
- funding
- setting standards
- operations

## UPPER TIER

TRI-COUNTY COUNCIL  
AREAWIDE RESPONSIBILITIES

**LAND GOODS MOVEMENT**

- PLANNING
- FUNDING
- SET STANDARDS

**MASS TRANSIT SYSTEM**

- PLANNING
- FUNDING
- OPERATIONS
- SET STANDARDS

**MARINE & AVIATION FACILITIES**

- PLANNING
- FUNDING
- OPERATIONS
- SET STANDARDS

## MIDDLE TIER

CITIES & COUNTIES

**City Principal Arterials**

- planning
- funding

**Minor Arterials**

- planning
- funding
- setting standards
- operations

**Collectors**

- planning
- funding
- setting standards
- operations

**Local Streets & Roads**

- planning
- funding
- setting standards
- operations

**Bikeways**

- planning
- funding
- setting standards
- operations

**Public Parking Facilities**

- planning
- funding
- setting standards
- operations

**Traffic Control**

- planning
- funding
- setting standards
- operations

**Traffic Safety**

- planning
- funding
- setting standards
- operations

**Regulating/Licensing Vehicles for Hire**

- planning
- funding
- setting standards
- operations

## LOWER TIER

NEIGHBORHOODS &  
LOCAL COMMUNITIES

\* matters of statewide concern

## STRUCTURE

### I. Council

#### A. Size

The Committee recommends a 12 member Council.

#### B. Method of Selection and Term of Office

Eleven are to be elected to four year, staggered terms from apportioned districts and serve no more than two consecutive terms. Five initially should be elected for two-year terms, and the re-examining six for four-year terms. The election should be non-partisan. Councilors should be barred from holding any other elective or appointive public office. "Public office" includes public educators and local government officials.

#### C. Compensation

Compensation should be equivalent to state legislative salaries

#### D. Selection of Presiding Officer of Council

One council member should be elected at-large for a four-year term and serve as the presiding officer of the Council.

### II. Chief Executive Officer

#### A. Selection

The chief executive officer should be appointed by the Council.

#### B. Term of Office

The chief executive officer shall serve at the pleasure of the Council.

#### C. Compensation

Compensation shall be at a rate determined by the Council.

### III. Relationship of Existing Governments or Agencies

The full Commission, at the August meeting, adopted using the Metropolitan Service District statute as the base on which to build the upper tier. The following structural recommendations would relate to that legislation.

#### A. CRAG

The Committee recommends CRAG functions be absorbed into the upper tier as its planning division.

#### B. Tri-Met

The Committee recommends the inclusion of Tri-Met as an operating division of the upper tier. Mass Transit Planning Division should be merged with other upper tier planning also in the upper tier.

The Tri-Met board would serve as an advisory committee.

#### C. Port of Portland

Recognizing that the jurisdiction of the Port of Portland is statewide for certain functions, and, for certain other functions may be now or in the future larger geographically than the boundaries of the Tri-County area and further recognizing that, while the Port of Portland is a public body, it performs services which are not strictly governmental in nature, such as marketing and economic development, the Committee recommends that, for the present, the Port of Portland not become a structural part of the Tri-County organization.

#### D. Health Services Agency

The Committee recommends the exclusion of HSA from the Tri-County Council. The HSA is too closely tied to the federal law which created it.

E. Boundary Commission

The Committee recommends the Boundary Commission's functions be included in the upper tier with jurisdictions over boundary changes. The State of Oregon should continue to finance the operations of the Boundary Commission.



## PHASE II REPORT

LAND USE, RECREATIONAL & CULTURAL ACTIVITIES  
COMMITTEE

Chairperson: Dean Gisvold Vice-Chairperson: Stephen Herrell

## MEMBERS

Mary-Elizabeth Blunt

Loyal Lang

Alan Brickley

William Moshofsky

Albert Bullier, Sr.

Larry Sprecher

Barbara Jaeger

Ardis Stevenson

Corky Kirkpatrick

Ora Faye Thorgerson

Staff: Brom Lamb  
(April 1976-June 1976)Ken Martin  
(May 1976-September 1976)Student  
Assistants: Jill McCarthy  
Dave Kelly

## REPORT OF LAND USE, RECREATIONAL AND CULTURAL ACTIVITIES COMMITTEE

### STATEMENT OF PURPOSE

The committee on Land Use, Recreational and Cultural Activities was assigned four functional areas in Phase II of the operations of the Tri-County Commission. These were land use, parks and recreation, libraries and cultural activities/facilities. The committee was charged with examining each area and determining the most appropriate level of government for delivery of the service. Additionally, the committee has participated in the commission-wide effort to formulate a governmental system which can best accommodate provision of services at the levels determined by the five committees. Finally, the committee was asked to note other recommendations or suggestions relating to their subject area which resulted from their examinations.

### FUNCTIONS

#### I. Libraries

##### A. Committee Proceedings

##### 1. Meetings with Resource People

The subject of libraries consumed a good portion of four committee meetings. At the first meeting, the committee had, as resource persons:

Linda Wood, Assistant Librarian, Multnomah County Library

Patricia Stryker, Coordinator, Washington County-wide

Cooperative Library Service

Paula Hamilton, Clackamas County Librarian

Carol Hildebrand, Lake Oswego Librarian and President,

Oregon Library Association

## 2. Findings

The resource people indicated dissatisfaction with the headings used on the Commission's matrix to describe library services. They suggested a new categorization which was accepted by the committee and became the basis for the committee's work. These categories were: Administration, Facility Maintenance, Acquisitions, Traditional Services (circulation, reference and inter-library loan), Outreach Services (institutions, books by mail, bookmobile, etc.) and Technical processes (cataloguing, etc.).

The committee chairman suggested that the assignment of functions be made in graphic as well as written form. Thus, the committee received a draft of a chart suggesting which functions and subfunctions should be assigned to which level of government. A brief text accompanied the chart.

The initial staff-generated document consisted of four tiers and twenty-nine separate boxes identifying a function, such as Administration in combination with a subfunction, such as planning or funding. The committee initially reduced this to four tiers and fifteen boxes. This involved some simple combination of terms, as well as some major shifts in which level ought to do what.

The initial draft was also changed in other ways. Standard setting as a subfunction of the various library related activities was eliminated. The committee felt this would logically be included in planning and operations and that it, therefore, did not make sense to keep it as a separate subfunction.

Funding for library services at present involves no state monies. It was the consensus of the resource persons that a state floor be established for funding of library services. Under this plan, the state would guarantee a base amount for all aspects of library service provided by local governments. The committee favored this approach but decided to eliminate the state level from the chart in order to simplify the structure and maintain its focus on tri-county area governmental structure.

The committee discussed at length a proposal by one committee member that all library services should be provided by the upper tier with the middle tier (cities and counties) excluded entirely from a service for which they are currently the primary providers. While the committee saw this as a possible long range option, a majority did not feel this should be part of a short range proposal.

Throughout its deliberations, the committee endeavored to be pragmatic in its approach to assignment of functions. Political feasibility was a constant criteria. Consequently, a number of functions or subfunctions which the committee felt might someday be performed at a higher level were left at a lower level.

B. Functional Assignment

In light of the full Commission's desire to pursue a short range proposal and a long range model, the committee tentatively designed two such models.

Short Range - - Two functions of library services were assigned to the upper tier.

The committee determined that the actual operation of Acquisitions could best be performed on a regional basis. This is the purchase of the books for libraries. It was argued convincingly that economies of scale would be significant and that the larger orders which a unified operation could place would receive considerably swifter and more careful attention by the publishing houses. Some of the libraries in the metropolitan area are already doing this joint purchasing through the Multnomah County Library. In recommending that this be an upper tier function, the committee suggested that this be accomplished by intergovernmental agreement and contract rather than by establishing a separate library function at the upper tier. This could be done by having the libraries at the middle tier contract with the Support Services Department of the short term upper tier model or by having Multnomah County Library expand its present joint purchasing operation.

Technical processes also should be a function of the upper tier, the committee decided. Technical processes involve the cataloguing and preparation of the books which must be done, prior to their being placed on the shelves. Again it was felt that this function could be performed by the upper tier's Support Services Department through contract with the individual libraries, or by having Multnomah County Library provide the service. Technical processes, the committee thought, should be planned for and funded, as well as operated at the upper tier.

In the short range, the bulk of library services should remain where they currently are provided, at the middle tier. The committee is well aware of the growing inability of the cities to finance libraries; still the committee felt that initially the cities (with increasing cooperation with the counties, in some instances) and counties should continue to provide the bulk of library service. Thus, the planning, funding and operations aspects of Administration, Facilities Maintenance, Traditional Services and Outreach Services are all shown at the middle tier. Facilities Maintenance is just that - - maintenance of the physical plants which house library services. This should continue to be provided by the unit actually operating the library. Traditional services include circulation, reference and inter-library loan. Planning, funding and operations should remain middle tier functions. Some reference materials should probably be maintained as regional resources, but this could be done through inter-library loan, according to the resource persons. Outreach Services include service to institutions, books by mail, bookmobile, etc., and, like Traditional Services, all aspects of this should remain middle tier. Two facets of Acquisitions, planning and funding, would also continue to be city and county responsibility, while operations, as noted earlier, would be provided by the upper tier through contract.

The committee agreed that the lower tier, i.e., neighborhood citizens' in-put groups, should have an advisory role in deciding what books should be ordered (Acquisitions-planning), how they should be circulated and for what lengths of time (Traditional services-planning)

and what programs should be established to serve those unable to come to the libraries (Outreach services-planning). This lower tier advisory role is reflected in the attached chart.

The committee assumed that any change, from its short term proposal to the longer term one, would be gradual and flexible. Some functions or subfunctions were viewed as likely candidates for fairly immediate removal to a higher tier, while other functions may remain at their current levels for a much longer time, if not permanently. The committee assumed that any reorganization will include a mechanism for the orderly movement of functions to another tier.

Long Term - - In the long range, the committee determined that all facets of library service would be provided by the upper tier, except for the planning of Acquisitions, Traditional Services and Outreach Services. This determination was made on the assumption that a long range model would, in fact, be truly two-tier. Thus, the upper tier, which would essentially be a combination of the three counties, would provide the bulk of the library services. The lower tier, consisting of institutionalized urban community districts and rural community districts, would do the planning, as noted.

The committee, however, clearly anticipated a transition period between the short range and long range models. During this time, a gradual shifting of some middle tier functions to the upper tier would take place. Some administrative functions could gradually be transferred to the upper tier. If new facilities were constructed or rented which were primarily operated to serve regionally, these might possibly be maintained by the upper tier. Planning responsibility

for traditional services could eventually be shifted partially to the upper tier particularly with regard to reference and inter-library loan activities. Coordination of the planning for new facilities is another function which could be moved fairly quickly to the upper tier. This would alleviate the possibility of facilities being located in close proximity to one another in one instance, leaving vast unserved areas in another.

All of the above recommendations are noted in the two attached charts.



UPPER  
TIER  
TRI-COUNTY  
COUNCIL  
AREAWIDE  
RESPONSIBILITIES

Acquisitions\*  
•operations

Technical  
Processes\*  
•planning  
•funding  
•operations

MIDDLE  
TIER  
CITIES & COUNTIES

Administration  
•planning  
•funding  
•operations

Facilities  
Maintenance  
•planning  
•funding  
•operations

Acquisitions  
•planning  
•funding

Traditional  
Services  
•planning  
•funding  
•operations

Outreach  
Services  
•planning  
•funding  
•operations

LOWER  
TIER  
NEIGHBORHOODS  
&  
LOCAL  
COMMUNITIES

Acquisitions  
•planning

Traditional  
Services  
•planning

Outreach  
Services  
•planning

\*To be accomplished through intergovernmental

UPPER  
TIER  
TRI-COUNTY  
COUNCIL  
AREAWIDE  
RESPONSIBILITIES

LOWER  
TIER  
NEIGHBORHOODS  
&  
LOCAL  
COMMUNITIES

Administration  
• planning  
• funding  
• operations

Facilities  
Maintenance  
• planning  
• funding  
• operations

Acquisitions  
• planning  
• funding  
• operations

Traditional  
Services  
• planning  
• funding  
• operations

Outreach  
Services  
• planning  
• funding  
• operations

Technical  
Processes  
• planning  
• funding  
• operations

Acquisitions  
• planning

Traditional  
Services  
• planning

Outreach  
Services  
• planning

## II. Parks and Recreation

### A. Committee Proceedings

#### 1. Meetings with Resource People

Parks and recreation was considered at four separate meetings by the committee. The committee heard from six resource persons at an early meeting on the subject of parks and recreation. These were:

Howard Terpenning, Supt., Tualatin Hills Park & Recreation  
District

Estella Ehelebe, Supt. of Parks, Multnomah County

Dale Christenson, Supt., Bureau of Parks, City of Portland

Mel Stout, Regional Planner, State Parks Division

Bob Taylor, State Parks Division

Linda MacPherson, Planner, CRAG

Don Carlson, Executive Officer, Portland Metropolitan Area  
Local Government Boundary Commission

#### 2. Findings

The resource persons indicated that the Commission's matrix did not take into consideration the use of school facilities by city park programs and by the Tualatin Hills Park and Recreation District.

The resource persons were not generally in agreement on whether any aspects of parks and recreation should be performed by an upper tier. Problems, such as utilization of facilities by non-district or city residents, lack of service to certain high population density unincorporated areas, and unequal support for facilities utilized by the entire region, were mentioned, but the

representatives of the various jurisdictions seemed to favor continuation of the current delivery system despite these problems. One of the resource persons did respond that planning, standard setting and some tax equalization might be appropriate functions for an upper tier.

The committee determined the the term "parks" should include all leisure activity sites whether they were acreages or just buildings or other facilities.

The committee's first cut at Parks and Recreation produced general agreement that the state's role should continue to be that of allocating Bureau of Outdoor Recreation funds (federal) as it currently does. The upper tier would handle all aspects of major parks which were "assumed to be those that were truly regional in their utilization."

Community parks were identified as those "that principally serve the residents of the city or county maintaining them." Community parks were to be left at the middle tier where they are currently performed. The middle tier would also continue to provide all aspects of neighborhood parks, except that planning and operations would be shared with the lower tier. Neighborhood parks were defined as those "that principally serve residents in an immediate area considerably smaller in size than the city or county." The resource persons' suggestion, that the utilization of sites other than those owned by the park agency be included in the analysis, was heeded. Thus, utilization of other sites

was included by the committee as a major facet of the parks and recreation function. All of the above was displayed graphically, following the format established with consideration of the Libraries' function.

Following the committee's initial discussion, the chart was revised to combine various boxes which seemed repetitive. The revised chart reflected basically the assignment originally made by the committee. The discussion on this revised chart centered on terminology. The terms "regional", "major", "standard setting", and "coordination" were discussed and revisions suggested.

B. Assignment of Functions, Short Term

It was determined that while the state function of passing through BOR funds would continue, this need not be shown on the chart. At the upper tier, coordination of community parks was eliminated as a major operation. The committee felt that the upper tier might ultimately perform a coordination role for community parks, but initially, it was decided not to have the upper tier directly and officially involved. The committee also decided to designate Major Parks as Regional Parks since, in fact, these are regional in nature. It was also determined that the upper tier should only fund and operate Regional facilities - - that planning and acquiring new facilities should not initially be a function of the upper tier. Standard setting was eliminated from all functional boxes on the charts. The committee felt that standard setting was really an understood part of planning and operations and need not be separately stated. Final definitions for the three types of parks were determined as follows:

Neighborhood Parks - - a one to ten acre site, utilized primarily by persons who arrive on foot. Often adjacent to schools, this park traditionally provides such things as ball fields, basketball courts, playground equipment and picnic facilities.

Community Parks - - a ten to fifty acre park, utilized both by persons who arrive by foot and persons who arrive by private or public transit. This site may include such facilities as swimming pools, archery courses, tennis courts, community center buildings, casting pools, lighted ball fields, parking facilities, etc.

Regional Parks - - a park of fifty acres and larger which serves a wide cross-section of residents from the entire region. Most arrivals at such parks are by means other than walking. Common facilities might include water areas capable of supporting boating and fishing activities, camping areas, nature walks and/or hiking trails, picnic areas, parking, etc.

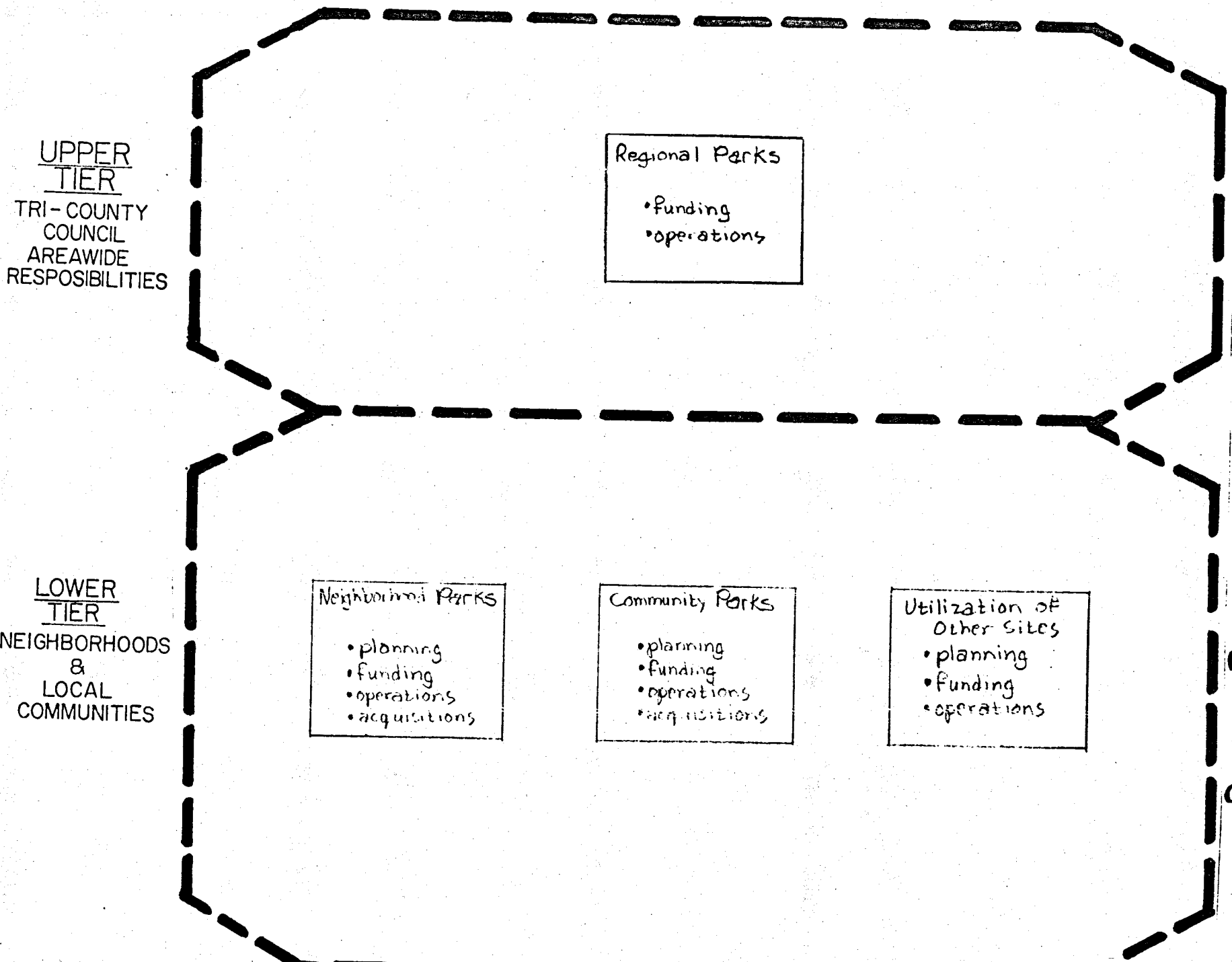
C. Assignment of Functions, Long Term

The committee agreed that in the long range view, most parks and recreation functions should be handled by the lower tier (consisting of urban community districts and rural community districts. The upper tier, in a long range two-tier model, should be responsible for the funding and operations of all regional parks. Planning, funding, operations and acquisitions of community and Neighborhood Leisure Activity Areas and planning, funding and operations, as they relate to utilization of other sites, are all functions best performed at the lower tier, according to the committee.

Charts reflecting both long and short range recommendations are attached.

# Parks and Recreation

Long Range



### III. Cultural Activities/Facilities

#### A. Committee Proceedings

##### 1. Meeting with Resource Person and Staff Report

The committee spent two meetings on cultural activities/facilities, received an information memo from staff on the subject and heard from Commissioner Mildred Schwab, Commissioner in charge of the city's civic stadium.

##### 2. Findings

A major concern raised by Commissioner Schwab was that any change in administration of the stadium not eliminate the use of that facility by small nonprofit producing groups, such as the school districts and the Mavericks baseball team.

The committee discussed the idea that the city or county may be subsidizing non-city and county use of the various facilities. On the one hand, it would appear that since many users of the facilities are from outside the city or county, the city or county residents are, in effect, subsidizing the outsiders. On the other hand, it can be argued that the outsiders contribute significantly to the city or county economic healthiness by shopping, eating and sleeping in the city or county as an adjunct to a visit to one of the facilities.

Much time was spent on the issue of what is a metropolitan responsibility and what is not. The zoo was singled out as the best example of a facility which has been clearly recognized as regional.



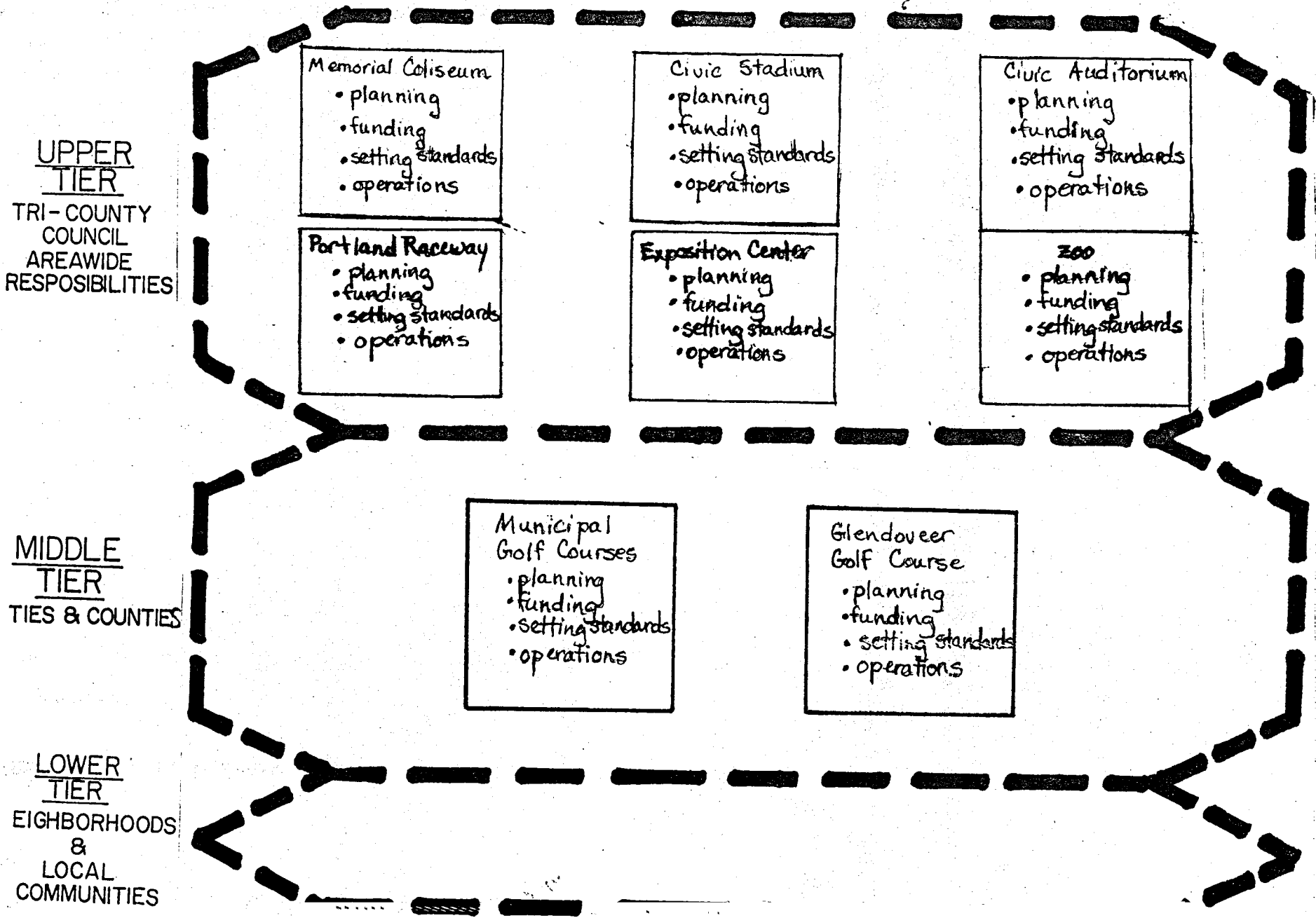
The committee definitely felt that its major responsibility lay in determining which layer of government should control the identified cultural facilities rather than cultural activities. Cultural activities were felt to be mostly in the hands of the private or semi-public sector and not within the purview of the Commission.

B. Assignment of Functions

All major cultural facilities, with the exception of golf courses, were placed in the upper tier. This would make planning, funding, operation and setting standards for these facilities a regional responsibility. The assignment of these facilities to a regional body reflected the feeling that because these facilities serve a regional clientel, they should be a regional responsibility. It was noted that the voters in the metropolitan area have recognized such a responsibility for the zoo. The other facilities, however, are currently under the jurisdiction of Portland and Multnomah County. The management of all these facilities at the regional level would allow some equalization of costs for all residents of the metropolitan area, particularly if money makers as well as money losers are included. In some instances, special arrangements exist between governments for uses of facilities. These arrangements should be accommodated, so far as possible.

The municipal and county golf courses were maintained at the local level (middle tier). These facilities are generally self-supporting and draw their clientel from their own communities. Local control of planning, standards and operation increases the communities' ability

# Major Cultural Facilities



to match their needs with facilities. The committee did feel that even golf courses might have to become an upper tier function if the long term objective of a two-tier government were reached.

#### IV. Land Use

##### A. Committee Proceedings

##### 1. Meetings with Resource People

The committee spent the major portion of seven full meetings on the subject of land use. One early meeting was devoted to relations between various governmental entities involved with land use with particular emphasis on relations between the Land Conservation and Development Commission (LCDC) and local agencies. Resource people addressing the committee on this occasion included:

Steve Schell, member, LCDC

Andy Jordan, counsel, CRAG

Martin Crampton, Planning Dir., Multnomah County

Gus Rivera, Planning Dir., Clackamas County

John Rosenberger, Planner, Washington County

Ernie Bonner, Planning Dir., City of Portland

Richard Bolen, Planning Dir., City of Tigard

Another meeting concentrated on the viewpoints of individuals and groups who are affected by the land use process, particularly at the state level. Guest speakers at this meeting were:

Robert E. Stacey, counsel - - 1,000 Friends of Oregon

Steve Janik, attorney

The "implementation" aspects of land use planning - - zoning, subdivision control, building and housing codes, etc. - - were dealt with at a meeting attended by:

Robert Baldwin, Land Development Mgr., Multnomah County  
 Jim Griffith, Dir., Bureau of Buildings, City of Portland  
 Al Clarck, Admin. Mgr., Bureau of Buildings, City of Portland  
 Dave Beckman, Inspections Mgr., Bureau of Buildings, City of  
 Portland

## 2. Staff Reports and Other Material

Other meetings were devoted to review and revision of assignment charts. These charts were devised to visually display the suggested assignment of various aspects of the planning function to the different levels of government. Several special memos requested by the committee were studied and discussed during these meetings also. Issues of particular concern which have been discussed and not yet resolved by the committee are enforcement criteria for determining what is a matter of local, regional or state-wide concern.

## 3. Findings

During their deliberations on land use, the committee adopted a method for categorizing the subject which was suggested by one of its own members. The adopted division was, as follows:

### LAND USE:

#### Comprehensive Planning

Land Use

Housing

Economic Development

Public Facilities and Services

Recreation, Open Spaces and Cultural Affairs

Air, Land, Water Quality

Transportation

## Implementation

Zoning

Subdivision Control

Building Code and Housing Code

Capital Improvements Program (streets, sewer, water,  
public facilities)

Subsidized Housing

This division was ultimately expanded and refined. The three major categories became: Planning, Implementation and Technical Assistance.

## 4. Assumptions

Several major assumptions evolved out of the committee's extensive discussions which are important to an understanding of their assignment of functions. First, it was the committee's intention to come up with a chart which reflected the Commission's interest in a short term model. The committee discussed many possible changes in the status quo and numerous functions have remained as is, not because the committee felt the function should not be performed elsewhere, but because it was deemed inappropriate to change the level of delivery as part of an initial step. The committee maintained a conservative posture in its initial suggestions for change. Second, the committee was very much concerned with the idea of overlap between the state, the metropolitan and the local levels. Matters of state-wide concern, metropolitan-wide concern and local concern are to be considered as mutually exclusive as possible. The terminology and phraseology of the attached chart were designed to transmit this concern. Third, the committee considered as paramount the Commission's adopted policy on maintaining functions at the

lowest possible level of government capable of feasible delivery. Fourth, the committee attempted to provide for what they saw as a greater need for more significant citizen and neighborhood input at all levels while maintaining the advisory nature of neighborhood groups, as opposed to giving them more substantive powers.

#### B. Assignment of Functions

##### Short Range

As noted earlier, the committee determined that land use planning should be divided into matters of state-wide concern, matters of metropolitan-wide concern and matters of local concern. With certain exceptions, the state's involvement in land use planning would be limited to matters of state-wide concern.

##### State Level

The state should establish a uniform process for its planning role. The state should set goals (such as LCDC's goals) which apply everywhere in the state, but which apply only to very broad concerns which impact the entire state. Comprehensive plans currently required of cities and counties by state law should continue to be required. The state's role in planning should also include designation of matters of state-wide concern and coordination of its planning goals with the operations of other state agencies.

The committee determined that, in addition to a state role in planning, the state should regulate matters of state-wide concern and should continue certain state functions which relate to lower tiers of government. The state currently sets standards for building codes through the state uniform building code. The committee felt it

desirable that this be continued. The role of the state in reviewing federal grant applications and passing through federal monies for various programs relating to planning should be maintained. The committee was particularly concerned with the program whereby the state makes grants to metropolitan and local units to finance planning efforts. It was felt that this state role should be maintained and expanded, if at all possible. Finally, in the development of comprehensive plans, the state should resolve disputes between two metropolitan areas or two local units of government which could not be resolved at the metropolitan level. However, disputes to be solved in this fashion would only be those which involve matters of state-wide concern. If the issue involved in the dispute is of metropolitan or local concern it should be resolved at the local or metropolitan level with appeals to the courts. The committee felt this was an important aspect of its effort to cut down on unnecessary processing and overlap. (The committee wanted special note made of the fact that any decisions the state would make along those lines are appealable to the courts.)

The committee determined that there was valid state role in Technical Assistance. The state should provide coordination between itself and the metropolitan and local governmental levels to assure that conflicts do not develop. The committee felt there would be a role for the state in developing planning guides for the metro and local units and in providing training for use of the guides, etc.

The committee wanted the coordination function specified in order to assure that critical land use concerns would not conflict with decisions being made by such state agencies as the Department of

Environmental Quality, State Engineer's Office, Boundary Commission's, etc. The coordination role is currently reflected at the state level within the LCDC statute. That statute mandates the cooperation and coordination of all other state agencies with LCDC.

#### Metropolitan Level

Matters of metropolitan concern are issues which the committee thought should be dealt with on a metropolitan-wide basis. Planning at this level includes only those concerns which are identified as having area-wide significance. The upper tier should be responsible for setting goals and objectives which are clearly related to matters of area-wide concern. The upper tier should define and apply a planning procedure which identifies area/activities of metropolitan-wide concern and then adopts policies and standards for these concerns. Metropolitan-wide planning coordination as this relates to air quality, water quality, transportation, etc. should be accomplished by the upper tier. This level should also prepare and adopt functional plans (i.e., sewer, water, etc.) for areas of metropolitan concern. These plans should be designed to control the area-wide impact of these categories without impairing local abilities to deal with local aspects of the same categories. Existing metropolitan functional and comprehensive plans and plans in process should be utilized to the maximum extent possible. Particular attention should be given to utilization of these plans as interim tools since adoption of the various policy and functional plans could take several years.

The upper tier's role in Implementation was determined to contain four elements by the committee. First, the upper tier should be able to require compliance of local plans with the metropolitan



policies and functional plans. Second, this tier would review and resolve conflicts between two or more local units in the development of comprehensive plans regarding matters of metropolitan concern. Third, the upper tier should be able to promulgate regulations on matters of metropolitan-wide concern. Finally, this level should fulfill the traditional regional function of federal (A-95) grant compliance procedures.

Technical Assistance at the upper tier level should include inter-governmental coordination, advice and help to middle tier units on citizen involvement programs, and planning guides and training. In regard to the latter the committee identified two areas of immediate concern.

The committee found there was a need for the initial universalizing of terminology in zoning and subdivision ordinances and the updating of such terminology as needed thereafter. This was not intended to imply the need for uniform zoning or subdivision ordinances, only that various terms commonly employed in such ordinances be provided with universally recognized meanings. Second, the committee thought that the upper tier might legitimately involve itself in establishment of uniform training of building inspectors. Since the state uniform building code must be enforced by trained personnel certified by the state, it was felt that the upper tier might provide this training as a service to middle tier units.

#### Local Level

The committee determined that detailed comprehensive planning should remain a local function. Thus, comprehensive land use plans which

are currently the function of cities and counties should remain so. These plans must not violate the regional and state-wide goals which govern on matters clearly of metropolitan-wide or state-wide concern. On matters of local concern, planning done by cities and counties should remain supreme. The tools for implementing such planning are the traditional ones of cities and counties and should remain at this level. These include the hearing process, planning commission services, zoning, subdivision controls, construction codes, capital improvements, street and road improvements, local improvement districts and development staging techniques. Technical assistance at the middle tier should include citizen involvement and planning assistance to lower tier units.

The lower tier received considerable discussion at various stages of the committee's deliberation. On the one hand, there was a clear consensus that citizens and neighborhood groups should not be formalized in their relationship to the upper tier. Whether a formal and/or legal tie should be established between lower tier groups and the cities and counties of which they are a part was felt best left up to the individual cities and counties. On the other hand, the committee wished to encourage more significant input by citizens and neighborhood groups at all levels of government. The committee took note of a commission-supported statement which appeared in the August 9, 1976, Tier Sheet which stated: "Lower tier governmental structures would not be affected by this proposal though larger cities and the counties would be encouraged to develop smaller area councils to advise them on matters of major importance to the neighborhoods." The committee, therefore, determined that it

strongly supports the opening of new and widening of old channels of citizen and neighborhood input to all levels of government. The committee determined that the lower tier units should have the option of initiating, developing and reviewing and commenting on community plans. In terms of actual implementation, the committee said the lower tier units should be able to initiate, develop and review zoning, subdivisions, PUD, capital improvements and other plans including middle or upper tier plans which affect the local area.

The attached chart reflects the committee's thinking on the matters discussed above.

## STATE

### PLANNING

- \* Establish Uniform Process
- \* Set Goals/Comp. Plan Required
- \* State Agency Coordination
- \* Designate Matters of Statewide Concern

### IMPLEMENTATION

- \* Review/Conflict Resolution/Plan Compliance
- \* Uniform Codes
- \* Regulation: Matters of Statewide Concern
- \* Planning grants to metro and local levels

### TECHNICAL ASSISTANCE

- \* Metro-local Coordination
- \* Plan. Guides & Train.
- \* State Agency Coord.

## UPPER TIER TRI-COUNTY COUNCIL AREAWIDE RESPONSIBILITIES

### PLANNING

- \* Set Goals & Objectives
- \* Define Plan Procedure and Apply
  - \*\*Identify Areas/Activities of Concern
  - \*\*Designate Planning Process
- \* Prepare/Adopt Policies and Standards
- \* Metro Plan Coordination
  - \*\*Air Quality
  - \*\*Water Quality
  - \*\*Transportation
  - \*\*Others as Designated
  - \*\*Prepare/adopt functional plans for metro concerns.

### IMPLEMENTATION

- \* Compliance of Local Plan with Metro Policy/standards and functional plans
- \* Review/Conflict Resolution
- \* Regulation: Matters of Metro Concern
- \* Federal (A-95) Grant Compliance Procedures

### TECHNICAL ASSISTANCE

- \* Intergov. Coord.
- \* Citizen Involvement
- \* Plan. guides & train.

## MIDDLE TIER CITIES & COUNTIES

### PLANNING

- \* Adopt Comprehensive Plan
- \* Plan Administration
- \* Local Agency Coordination

### IMPLEMENTATION

- \* Hearing Process
- \* Planning Commission Review
- \* Zoning
- \* Subdivision
- \* Construction Codes
- \* Capital Improvements
- \* Streets & Roads Improvement
- \* Local Improvement Districts
- \* Development Staging Techniques

### TECHNICAL ASSISTANCE

- \* Citizen Involvement
- \* Planning Assistance to lower Tier units.

## LOWER TIER NEIGHBORHOODS & LOCAL COMMUNITIES

### PLANNING

- \* May Initiate, Develop, Review Community Plans

### IMPLEMENTATION

- \* May Initiate, Dev., Review Zoning, Subdivisions, PUD, Capital Improvements/and other plans

### TECHNICAL ASSISTANCE

LAND-USE

## STRUCTURE

The Land Use, Recreational and Cultural Affairs Committee examined structure as it relates to the upper tier of the short range model tentatively accepted for study by the Commission as a whole. Their conclusions are noted below.

### I. Council

#### A. Size

The Council should consist of fifteen members which would be roughly equal to a present senate district (70,000), and be non-partisan. Terms of office should be four years. The Committee was split evenly on the issue of whether there should be a two-term limit.

#### B. Compensation

The salary of the Council should not be set by the Council, but should be tied to a scale not under its control. The Committee recommends tying council salaries to those of the state legislature, which are currently about \$440 per month.

### II. Chief Executive Officer

- A. The Committee opted for a separately elected executive who would not be a member of the Council and who would be authorized to hire a chief administrative officer.
- B. The executive should have a four-year term. The Committee split evenly on the issue of whether there should be a two-term limit.
- C. The Committee favored tying the salary to that of the State Appeals Court judges who are currently paid \$37,500.

### III. Boundaries

The Committee did not address the issue of boundaries.

### IV. Relationship of Existing Regional Government of Agencies

#### A. CRAG

The Committee, noting the full Commission's determination to create a Tri-County Council by merging the CRAG functions into the MSD statute, decided to look further at the other regional entities, with an eye towards their relationship with the Council.

#### B. Tri-Met

The Committee decided that Tri-Met should become a full operating department of the Council.

#### C. Port of Portland

The Committee determined that the Tri-County Council should become the appointing authority for the Port of Portland Commission, rather than the Governor. Other than this change, the Port should remain as is, in terms of its relationship to regional bodies.

#### D. Health Systems Agency (HSA)

It was decided that no attempt should be made to include the HSA at this time.

#### E. Boundary Commission

The Committee came to no conclusion regarding the position of the Boundary Commission vis-a-vis to the Tri-County Council.

STAFF REPORTS AND OTHER MATERIALS

1. Portland Metropolitan Study Commission Memo - Findings of Functional Committees organized by the Study Commission
2. Staff Memo - Suggested Functional Allocations, Per Model III, of Library Services and Parks and Recreation
3. Staff Memo - LCDC Appeals
4. Oregon Library Association - Material on State Financing
5. Staff Memo - Land Use -- Implementation Measures
6. Staff Memo - Building Code Administration
7. Staff Memo - Assignment of Functional Areas for Land Use
8. Staff Memo - Cultural Facilities
9. Staff Memo - Criteria for Detailing Level of Planning Responsibilities
10. Citizens League of Minneapolis - St. Paul Area -- Memo on Minnesota State Supreme Court Decision on Tax Base Sharing Concept
11. Office of the State Senate President - Land Use Survey, 1976
12. Staff Memo - Land Use Planning
13. Staff Memo - Major Cultural Facilities
14. Staff Memo - Delineating State, Metro and Local Planning Concerns
15. Staff Memo - Functional Allocations of Library Services and Parks and Recreation
16. Staff Memo - Libraries
17. Staff Memo - Parks and Recreation
18. ORS 197., Planning Districts

## PHASE II REPORT

## PUBLIC SAFETY COMMITTEE

Chairperson: Elsa Coleman

Vice-Chairperson: Lloyd Hammel

## MEMBERS

Hugh Kalani

Jack Nightingale

Julie Keller

Mary Opray

Tom Marsh

Betty Schedeen

Gary Nees

Mike Shepherd

Staff: Chuck Bukowsky

StudentAssistant: Judith Kenny

Consultant: Tony White



### STATEMENT OF PURPOSE

The Public Safety Committee assignment was to review the services in the area of Public Safety. In doing so, the Committee examined the following Governmental activities:

1. Fire Protection
2. Police Basic Enforcement Services
3. Enforcement Support Systems
4. Judicial
5. Court Appointed & Public Defender
6. Juvenile Justice
7. Adult Corrections
8. Emergency Services

The Committee was charged with examining each broad activity category, analyzing each functional service and determining the most appropriate level of government for provision of that service. Further, the committee participated in the Commission effort to formulate an upper tier governmental structure which can best accommodate the provision of services determined by the five committees to belong to that level. In some instances, the subject areas were so complex and the resources available so scanty that the committee was unable to consider many subject matters in the depth desired.

The committee was asked to note other recommendations or suggestions relating to their subject areas.

For the purpose of this report, the following definitions apply: Mandated-upper-tier Council shall provide the service; "Authorized by the Statute"

means that the upper-tier Council may provide the service at its discretion;

"Authorized by Intergovernmental Agreement" means upper tier may provide a service if local units of government are willing to contract for such service.

## FUNCTIONS

### I. Fire Protection

#### A. Committee Proceedings

##### 1. Meetings with Resource People

The committee, proceeding with weekly meetings from May through August, met with the following people and had for consideration several staff reports and other material.

Richard Ham, Chief, MULTNOMAH COUNTY FIRE DISTRICT #10

Gordon Morterud, Chief, PORTLAND FIRE BUREAU

Melvin Brink, Assistant Chief, PORTLAND FIRE BUREAU

Walter Platte, Chief, WASHINGTON COUNTY FIRE DISTRICT #1

C. L. Sherratt, Director, WASHINGTON COUNTY COMMUNICATIONS

Larry Ekberg, Communications Officer, WASHINGTON COUNTY  
FIRE DISTRICT #1

Gary Nees, Lieutenant, CITY OF BEAVERTON FIRE DEPARTMENT

##### 2. Staff Reports and Other Material

- a. Staff reports of January 30, 1976, May 27, 1976 and June 25, 1976, and a background document dated June 7, 1976 prepared by Chief Ham of RFPD #10 constituted the material used by the committee in its deliberations.

##### 3. Findings

- a. Fire protection in the tri-county area is provided by cities, rural fire protection districts, water districts (by contract), the Port of Portland (to its airport runways only); the Oregon

State Forestry Department, and the U. S. Forest Service.

- b. Not all cities provide fire protection. Many smaller cities in Multnomah and Washington Counties are included within RFPDs and receive their protection from the districts. Some smaller cities, principally in Clackamas County, contract for protection with other cities or RFPDs. Some smaller districts, likewise, receive protection by contract.
- c. The State Fire Marshal generally enforces state fire laws in the tri-county area. Portland, Beaverton, Gresham, Multnomah RFPD #10 and Washington RFPD #1 enforce fire codes, exempt from state control.
- d. There is interest among the fire chiefs for expanded systems of fire protection in the tri-county area.
- e. Fire insurance costs vary with fire department quality, water resource availability, and code enforcement. Departments are evaluated periodically by the Insurance Services Office (ISO) of Oregon.
- f. Purchasing, for the most part, is carried out on the local level. Some intergovernmental contracts between fire bureaus and other governmental units yield some cost savings.
- g. Minor repairs and equipment maintenance are handled at the local level, or with neighboring departments on a space-available basis. Major repairs are contracted for between smaller and larger, more diversified agencies or private companies.
- h. Inspection and code enforcement standards are set by the state. There is little coordination or joint planning in this area.

- i. Training of personnel is a local matter. Standards are set by the state.
- j. Communications in the tri-county area are being slowly sub-regionalized through intergovernmental contract.

B. Functional Assignments

1. The committee recommends that, in the short term major purchasing, its planning and operations be authorized for the upper tier on an inter-governmental contract basis. Purchasing of office and stationery supplies, or those items listed as "everyday" items, should remain with the local departments.
2. The training of a general on-the-job nature should be at the local level. Specialized training, i.e. highrise, oil and chemical fires, etc. could, and probably should, be an upper-tier responsibility authorized through intergovernmental contracts or possibly by contract with other departments with unique training courses.
3. Regionalization of communications networks should be continued, with the final long-range goal being authorized at the upper tier.
4. The upper tier should be authorized through contracts to engage in major repair and maintenance when the need arises.
5. Planning, research and development for facilities and equipment should be authorized at the upper tier by intergovernmental contract.
6. Minimum standards for inspection and enforcement should remain at the state level as should minimum standards for prevention education.

# STATE

INSPECTION/  
ENFORCEMENT

- MINIMUM STANDARDS

PREVENTION  
EDUCATION

- MINIMUM STANDARDS

TRAINING

- MINIMUM STANDARDS

FIRE

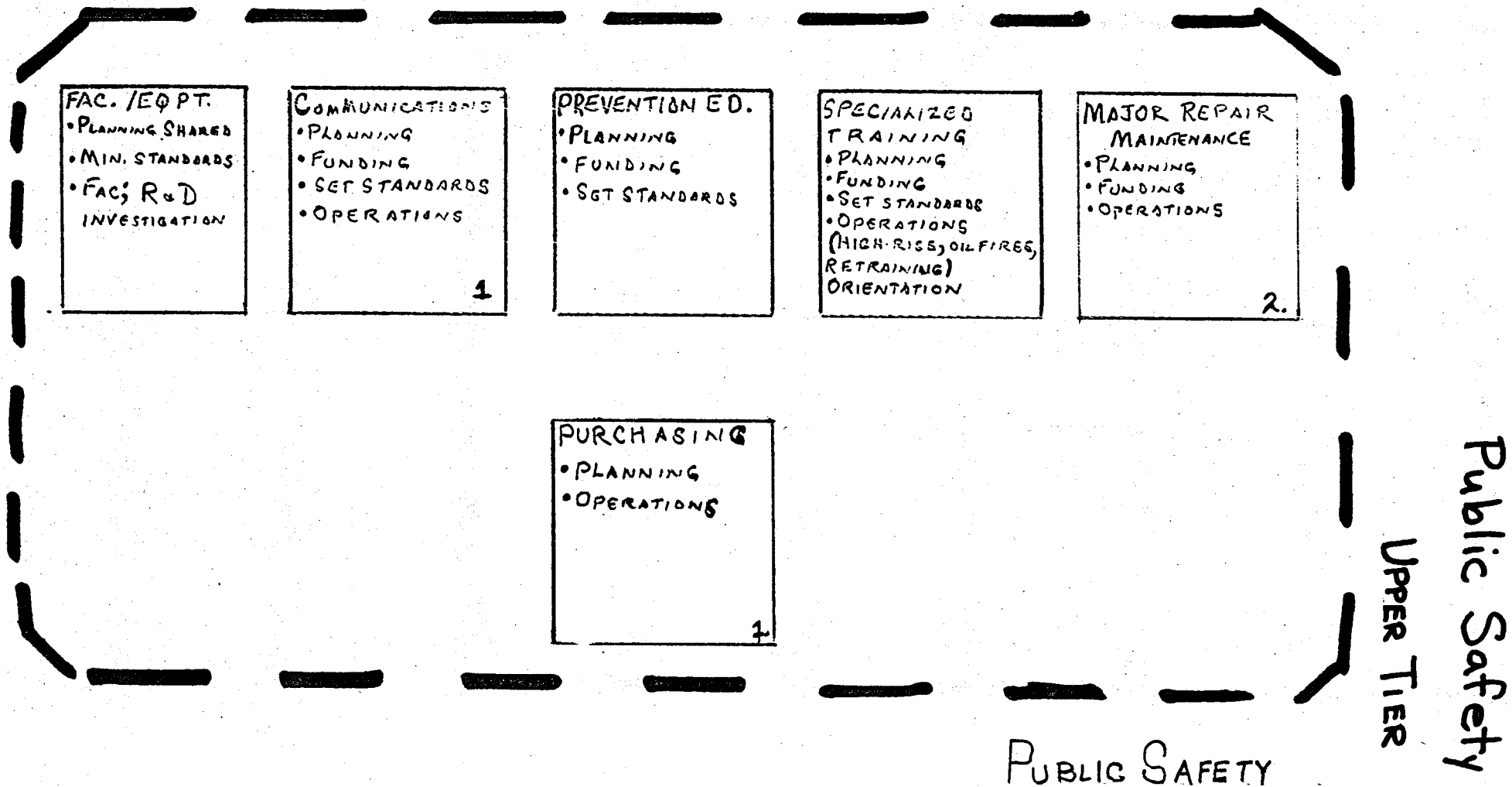
PROTECTION

PUBLIC SAFETY

STATE

Public Safety  
State

# UPPER TIER

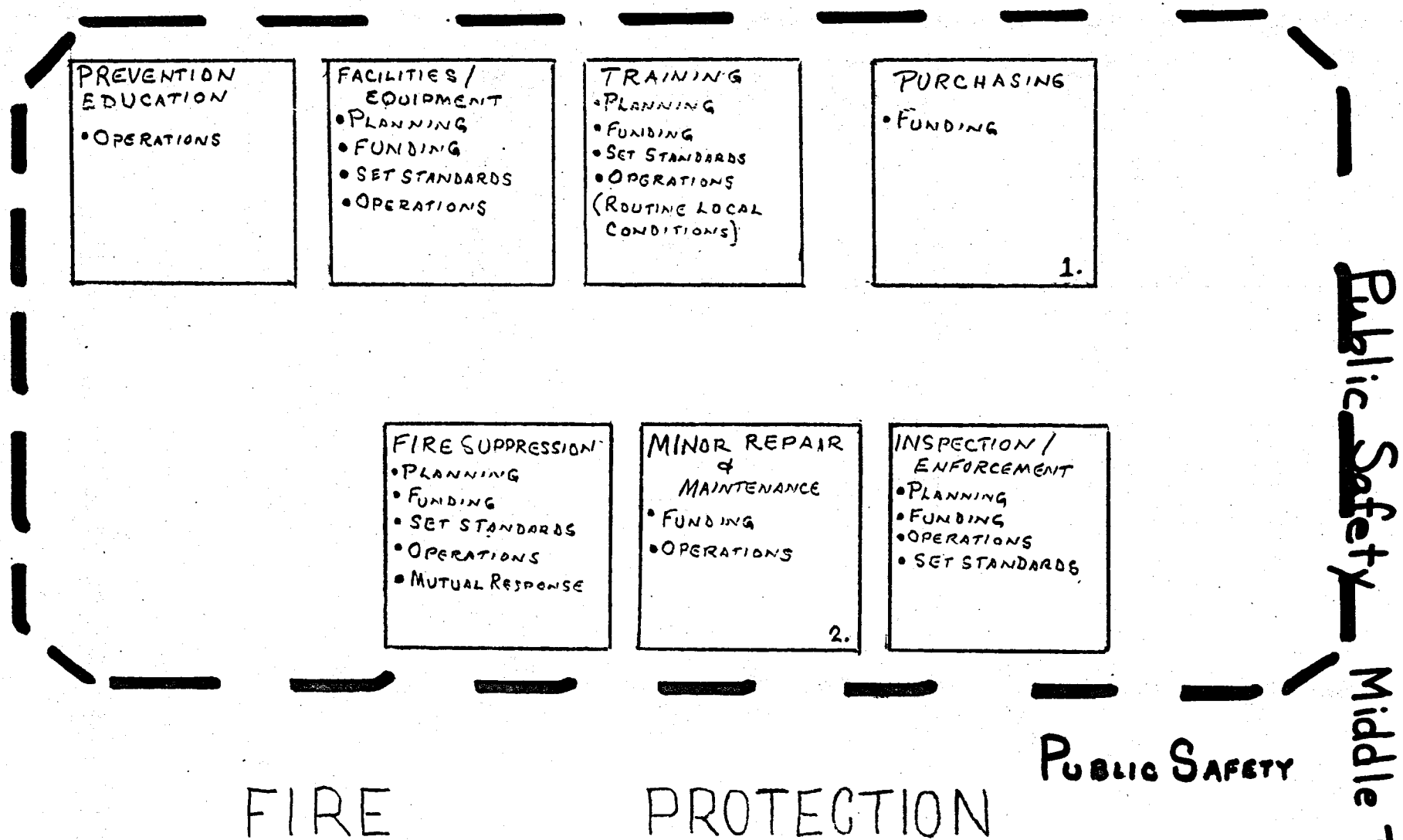


## FIRE PROTECTION

1. POSSIBILITY OF INTERGOVERNMENTAL CONTRACTS AT MIDDLE OR UPPER TIER FOR SPECIALIZED SERVICES
2. MOBILE REPAIR UNITS, DISPATCHED TO LOCAL ENGINE HOUSE.

UPPER TIER

# MIDDLE TIER



1. POSSIBILITY OF INTERGOVERNMENTAL CONTRACTS AT MIDDLE OR UPPER TIER FOR SPECIALIZED SERVICES.
2. MOBILE REPAIR UNIT(S) DISPATCHED TO LOCAL ENGINE HOUSE

7. Consistency should be brought to prevention education, which includes assisting industry, commerce and schools in fire prevention methods, by the development of prevention education programs which should be mandated at the upper tier. Implementation should be at the local level.
8. Fire suppression, its planning, funding and operations, including mutual response arrangements, should remain at the local level.

In summary, it is the recommendation of the committee that minimum standards for training, fire prevention education and inspection and enforcement of fire codes be established at the state level. The upper tier should be given the power to plan, fund and provide operational services for planning, purchasing, communications, facilities and equipment, specialized training, and major repair and maintenance through intergovernmental contracts.

## II. Police

### A. Committee Proceedings

#### 1. Meetings with Resource People

The committee had difficulty in obtaining a broad sampling of resources in examining the police function.

The following people were called upon as resource persons or interviewed by staff or individual committee members.

Jack Bails, Director, CRIMINAL JUSTICE PLANNING DEPT., CRAG

Don Jones, Chief of Police, MILWAUKIE

Lee Brown, Director, DEPARTMENT OF JUSTICE SERVICES,  
MULTNOMAH COUNTY

Dick Karnuth, CRIMINAL JUSTICE PLANNING DEPARTMENT, CRAG

Robert Newman, RESEARCH ANALYST, GOVERNOR'S TASK FORCE ON  
CORRECTIONS



## 2. Staff Reports and other Material

The committee examined staff reports dated June 7, 1976 (2) and August 2, 1976, and a document by the Bureau of Governmental Research and Service, Contracting for Police Service in Oregon (1975).

## 3. Findings

The committee found that:

- a. Police patrol has been considered by Portland officials as a major deterrent to crime. Multnomah County Sheriff's Department has moved to "neighborhood"-oriented patrol service with the same personnel assigned regular "beats". The City of Portland has been working on a somewhat similar project.
- b. Many regional problems with crime prevention, apprehension, and patrol have been generated in the smaller communities which have limited financial bases and have experienced cut-backs in personnel because of budget constraints (as has Clackamas County). Several cities have no police force, but depend on contractual arrangements with the county sheriff to perform minimal patrol service.
- c. Federal grants have been made available to initiate crime prevention demonstration projects. The City of Portland's crime prevention education project is an example and appears to be a successful endeavor.
- d. There are 24 different law enforcement agencies in the tri-county area, some of which share mutual aid-response agreements.

- e. Police support services lack coordination in the individual department communications systems. A study of possible merger of all fire and police communication systems of the Tri-County area was made in 1974, which showed it to be technically feasible. Cooperation at the local level, however, is lacking.
- f. Local police departments may purchase equipment through the state, effectively saving money with the state's broad purchasing powers.
- g. Equipment maintenance, in some cases, is presently carried out through intergovernmental contracts. Some smaller units have maintenance done through private firms.
- h. Training - Portland, Gresham and Multnomah County have a training academy in the Portland area, which is approved by the Bureau of Police Standards and Training. All other law enforcement agencies require their police to attend the state training academy in Monmouth, which is operated by the Bureau of Police Standards and Training. The Portland academy is more oriented toward urban crime situations.
- i. Crime Laboratory - There is one state crime laboratory, housed in the Portland Police Department. All police departments in the state use this crime laboratory.
- j. Holding and Jail Facilities - There are, in the tri-county area, three county jails, six municipal holding-cell facilities, and a remodeled female detention center at the Donald E. Long home. Some sharing of facilities between counties takes place on a contractual basis. Portland's and Multnomah County's jail systems were consolidated in 1970.

- k. Washington and Multnomah Counties have school and work release centers in the tri-county area.
- l. All jail and holding facilities in the area have problems with budget, understaffing, and physical conditions.
- m. Capacities of juvenile-detention and female-detention facilities are inadequate for the load being placed upon them.

B. Functional Assignments

- 1. The committee recommends for the short range, mutual aid contracts to enhance law enforcement programs. In the long range, a more closely integrated tri-county police protection delivery system should be authorized at the upper tier.
- 2. The committee recommends retention of the status quo in the communications function in the short range, except as consolidations occur through contracts, with a long range goal of authorizing all communications at the upper tier. There must be an enhancement of the present law enforcement data systems, including the sharing of local criminal records at the middle tier in such a fashion that all police departments in the tri-county area have ready access to them.
- 3. The crime laboratory functions and purchasing agreements would remain at present levels under the present arrangements.
- 4. The committee recognizes a need in the Tri-County area for more holding capacity for female prisoners. The committee recommends jails be mandated at the upper tier, which could result in some economies of scale, and also could reduce the disparity between the areas with excess prisoners, and those with excess room.

5. Work-release jail programs and school-release jail programs should be coordinated with the jails and should operate at the same tier.

### III. Victim Advocate, Victim Assistance

#### A. Committee Proceedings

##### 1. Meeting with Resource People

As there is only one fully funded operational program in the tri-county area (Multnomah County), the only available resource persons were Marilyn Culp, Multnomah County Victim Advocate (Office of the District Attorney) and Paul Kelly, Director of the Legal Aid Service.

2. Staff report, dated June 22, 1976, assisted the committee in its deliberations.

##### 3. Findings

- a. The program assists victims of crimes committed in Multnomah County. It serves as a resource clearing house for emergency aid to victims and to assist victims through the bureaucratic maze.
- b. A service of the program is arranging court-ordered restitution victims of crimes. Program personnel keep track of court cases and notify the victim of the outcome.
- c. When a prisoner is to be paroled, the victim is notified and assisted in moving, if necessary, in order to avoid further complications.
- d. Research done on various types of crimes and victims should be of long term value to future agencies.

#### B. Functional Assignments

The committee recommends the program be expanded to each of the three counties, through the district attorneys' offices and funded by the

state with standards set at the state level. Control would remain at the middle tier.

#### IV. Judicial

##### A. Committee Proceedings

###### 1. Meetings with Resource People

Mike Hall, Multnomah County Circuit Court Administrator, served as a resource person. The committee restricted its deliberations to court administrative matters.

###### 2. Staff Reports and Other Materials

A staff report, dated June 16, 1976, assisted the committee in its study.

###### 3. Findings

- a. Workloads on the three counties' circuit courts are growing at 10 to 12 percent per year.
- b. There is a need for more judges to handle existing case loads, as well as the anticipated growth in the immediate future.
- c. County budget crises threaten the adequacy of funding for court administrators and judges' staffs, making retention of such personnel difficult.
- d. Adjudication delay time (excluding criminal cases), was doubled in the period 1971-1976.
- e. Each of the three counties has a different way of keeping records - part manual, part automated.
- f. Cost benefits in "improvements" are almost non-quantifiable.

##### B. Functional Assignment

The committee recommends:

1. Complete state funding of the circuit courts is needed to relieve the counties' financial burden.

2. Calendaring and clerking functions should be placed on one computer to eliminate parallel records. Administrator of the courts would have to design and recommend such records-restructuring to their own county commissioners.
3. Information sharing should be increased among the three counties.
4. A change to professional administration of courts is preferable to the present system of judge administration.

V. District Attorney

A. Committee Proceedings

1. Meeting with Resource People

Harl Haas, Multnomah County District Attorney, served as a resource person, through a report he sent the committee.

2. Staff Reports and Other Material

A staff report dated June 16, 1976, assisted the committee in its deliberations.

3. Findings

- a. The state provides the salaries for the District Attorneys and \$5,000 for each deputy district attorney. The county is required to pay the remainder of the deputy district attorneys' salaries and generally supplement the district attorneys.
- b. An additional expense for the county is the research staff required to aid in the preparation of cases. Proposed legislation for 1977 would shift this expense to the state level.
- c. Testimony taken indicates little or no more interest in combining the functions of the three county district

attorney's offices. To decentralize these offices indicates more problems in coordination and planning.

B. Functional Assignment

1. The committee recognizes the district attorney is not an adjunct of the State Attorney General's office. However, the district attorney is the chief state criminal law prosecutor at the local level and, as such, should remain in its present form, with a greater degree of state funding. This status would leave the district attorney at the middle tier.

VI. Court-Appointed and Public Defender

A. Committee Proceedings

1. Meetings with Resource People

Paul Kelly, Director of Legal Aid Service in Portland, served as a resource person.

2. Staff Reports and Other Material

The staff's memo of June 16, 1976 (PS-15) assisted the committee.

3. Findings

- a. The formation of the agency called Metropolitan Public Defender has increased the availability of public defender services in the Tri-County area.
- b. This office is a non-profit agency which holds contracts with Multnomah and Washington Counties to represent indigent clients.
- c. Clackamas County has no contract with the Metropolitan Public Defenders.

- d. The provision of this service throughout the tri-county area by an agency, such as the Metropolitan Public Defender, would insure an equality of representation and increase the availability of representation from the arrest through the trial.

#### B. Functional Assignment

1. The committee recommends legislation which shifts the costs of operating the public-defender system from the county to the state, which should increase the equality of service and standards in the tri-county area, as well as remove the financial burden from the county taxpayers.
2. The Metropolitan Public Defender's office is one service which should be extended to all parts of the tri-county area for adult corrections as well as the juvenile system. This would be placed at the middle tier.

### VII. Juvenile Justice

#### A. Committee Proceedings

1. Meetings with Resource People

Harold Ogburn, Director, MULTNOMAH COUNTY JUVENILE DEPARTMENT

2. Staff Reports

The staff prepared a paper on Juvenile Justice for the committee's consideration, dated June 25, 1976.

3. Findings

- a. The 1967 Gault Decision in Arizona now requires the right of due process in all juvenile cases.



- b. The juvenile courts system in Multnomah County closely parallels the adult courts. The prosecution by the district attorney and the judges' roles closely resemble the adult court in procedures. The exceptions are that there is no bail bond and no jury.
- c. Counselors for juvenile court and the Intermediate Education District perform separate and distinct functions; the I.E.D. handles juveniles with school related problems, e.g. truancy.
- d. Detention facilities often function as a temporary holding facility. The average stay is 4.6 days. Adults and juveniles must be completely separated. Because of small accommodations, some juveniles must be released in order to take care of new cases.
- e. Legal case cost is about \$112.00. Legal Aid can contract it for \$100.00 a case. Legal Aid would have people in the juvenile detention facilities which is not now the case. It would be readily available to enhance better communications between the offender, the family and the counselors. There are 1200 cases per year that require court-appointed counsel.

B. Functional Assignment

The committee recommends:

1. Community based detention facilities for the three counties should remain at the middle tier.
2. More area-wide public detention facilities should be a mandated service of the upper tier.

3. Counseling services should be at the same level as the public detention facilities; and
4. Funding and minimum standards for public detention facilities should be at the upper tier and state level.

#### VIII. Adult Corrections

##### A. Committee Proceedings

##### 1. Meetings with Resource People

Serving as resource persons were the members of the Governor's Task Force on Corrections staff:

Jack Bails, CRAG, Director of Criminal Justice Planning Department;

Dick Karnuth, CRAG, Criminal Justice Planning Department;

Gary Mahara, Director, Washington County Misdemeanor Program;

Lew Flemming, Counselor, Washington County Misdemeanor Program; and

Ike Lacefield, Adult Corrections, Multnomah County.

##### 2. Staff Reports and Other Materials

Two staff reports, dated July 12, 1976 and August 2, 1976, addressed the topic of adult corrections.

##### 3. Findings

- a. Both state and local governments are currently involved in the field of adult corrections. State correction field officers deal with pre- and post-sentence services for felons, and county correction counselors provide those services for misdemeanor cases.

- b. Both state and county correction counselors respond to the needs of the courts for investigative services and deal with offenders in order to reduce the number who might be further involved in the criminal justice system. A consistent set of standards for the performance of these duties is not being enforced.
- c. The three separate county courts have apparently brought about the differences in priorities and standards.
- d. One correction agency, with primarily Multnomah County funding, provided services for the metropolitan area until 1972. The agency which had served the courts in all three counties was reduced to serving only Multnomah county, due to staff and management problems.
- e. Since that time, each county has developed their own adult corrections program.
- f. Clackamas and Washington counties' programs have received federal money for their operations. The counties are now matching these funds, but will be asked to assume full financial responsibility in the near future.
- g. The agencies responsible for the correction programs are different in the three counties. These agencies are: The Board of County Commissioners in Clackamas County, the Court Administrator in Multnomah County and the Sheriff's Office

in Washington County. The different responsible bodies contribute inconsistent program priorities.

- h. The state has field and regional offices of Adult Corrections in each of the counties. Their operation is funded and administered by the state.
- i. Referrals from the circuit, district, and municipal courts, where they exist, are involved in Work Alternative Programs, which allow them to volunteer time to non-profit organizations, in lieu of time spent in jail.
- j. The majority of the correction staff's time is spent in counseling probationers and parolees. Washington and Multnomah Counties have large volunteer programs. Multnomah County has received L.E.A.A. funds to establish a special volunteer program, which matches one volunteer to a probationer for counseling over an extended period of time.
- k. Work and school release programs allow prisoners to maintain their jobs and educational obligations while serving time in jail.
- l. The state maintains a work-release center in Milwaukie; Clackamas County uses for its work-release people.
- m. Washington and Multnomah counties have monitored work-release programs through their county jails.

B. Functional Assignment

- 1. In the short range, these programs should remain at the middle tier, while at the same time planning should be carried on to eventually

# STATE

## POLICE ENFORCEMENT

### CRIME LABORATORY

- PLANNING
- FUNDING
- OPERATIONS

## SUPPORT

### TRAINING

- PLANNING
- FUNDING
- OPERATIONS
- SETTING STANDARDS

## SERVICES

### LAW ENFORCEMENT DATA SYSTEM (LEDS)

- PLANNING
- FUNDING
- OPERATIONS

## JUVENILE

### PROSECUTION

- FUNDING
- MIN. STANDARDS

## JUSTICE

### PUBLIC DEFENDER

- FUNDING
- MINIMUM STANDARDS

### PAROLE

- (POST RELEASE)
- FUNDING

## JUV. JUST.

### COUNSELING SERVICES

- FUNDING
- SETTING STANDARDS

## ADULT CORRECTIONS

### HOLDING FACILITIES

- SETTING STANDARDS

### PUBLIC DEFENDER

- FUNDING

### VICTIM ASSISTANCE/ RESTITUTION

- FUNDING
- SETTING STANDARDS

## COURTS

### STATE FUNDING TO

### STATE COURT SYSTEM

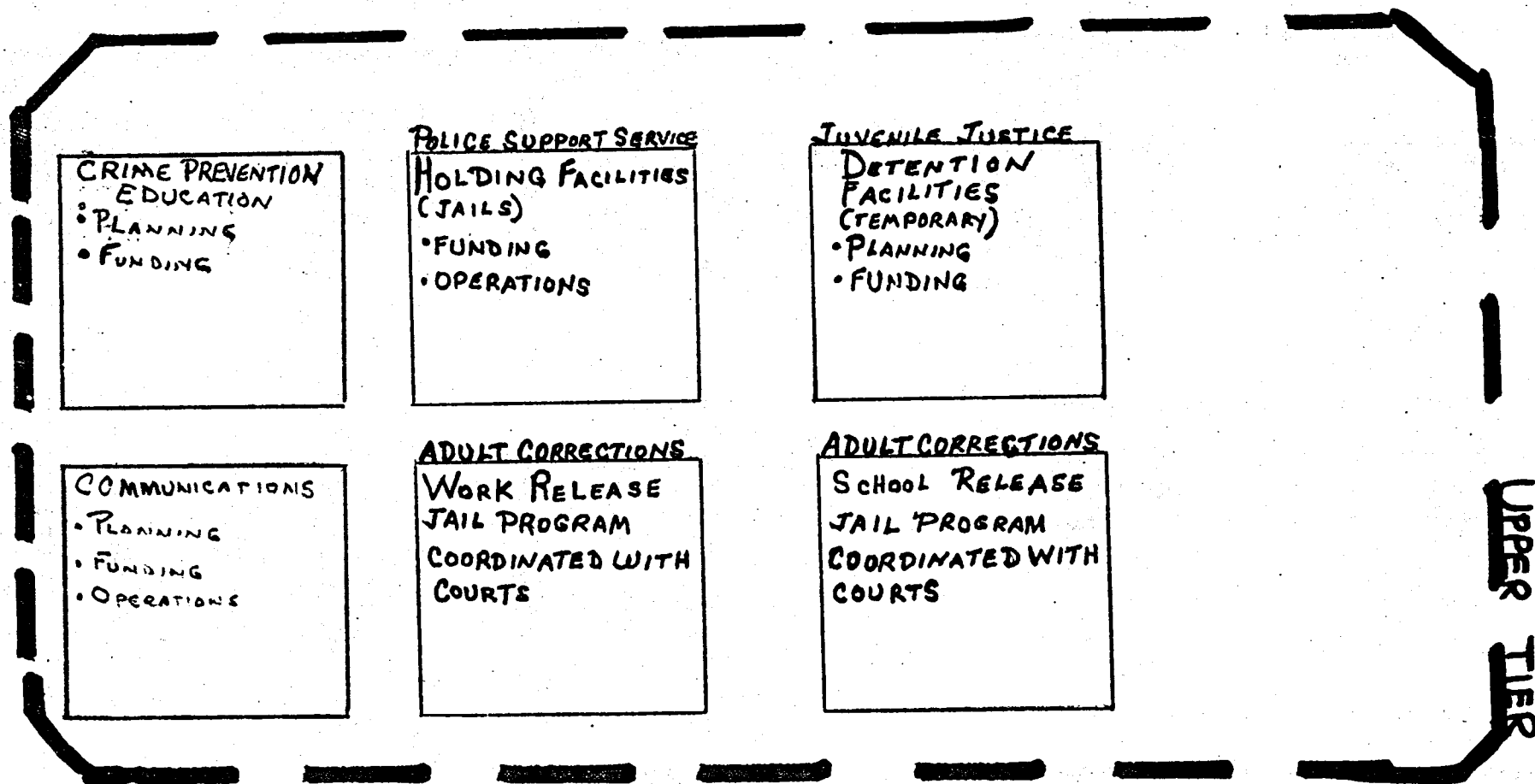
Public Safety - State

PUBLIC SAFETY

STATE

# UPPER

# TIER



POLICE SUPPORT SERVICES, ADULT CORRECTIONS PUBLIC SAFETY  
JUVENILE JUSTICE

UPPER TIER

# MIDDLE

# TIER

## POLICE BASIC ENFORCEMENT SERVICES AND POLICE SUPPORT SERVICES

<b>CRIME PREVENTION</b> • PLANNING • FUNDING • OPERATIONS 1.	<b>APPREHENSION &amp; DETECTION</b> • PLANNING • FUNDING • OPERATIONS 1.	<b>PATROL</b> • PLANNING • FUNDING • OPERATIONS 1.	<b>TRAINING (LOCAL PROGRAMS)</b> • OPERATIONS • FUNDING 1.	<b>COMMUNICATIONS</b> • PLANNING • FUNDING • OPERATIONS 1.	<b>EQUIPMENT MAINTENANCE</b> • FUNDING • OPERATIONS 1.	<b>PURCHASING</b> • FUNDING • OPERATIONS 1.	<b>RECORDS</b> • FUNDING • OPERATIONS 1.	<b>CRIME PREVENTION EDUCATION</b> • OPERATIONS 1.
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## JUDICIAL

## JUVENILE JUSTICE

<b>COURT ADMINISTRATION</b> • PLANNING • FUNDING (MISC.) (SEE STATE) • OPERATIONS 1.	<b>DISTRICT ATTORNEYS</b> • OPERATIONS	<b>PUBLIC DEFENDER</b> CONTRACT WITH METROPOLITAN PUBLIC DEFENDER	<b>PROSECUTION</b> • OPERATIONS • FUNDING (MISC.)	<b>PUBLIC DEFENDER</b> CONTRACT WITH METROPOLITAN PUBLIC DEFENDER	<b>COMMUNITY DETENTION FACILITIES</b> • PLANNING • OPERATIONS	<b>COUNSELING SERVICES</b> • PLANNING • OPERATIONS
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## ADULT

## CORRECTIONS

<b>PRE-TRIAL DIVERSION</b> • FUNDING • OPERATIONS	<b>PROBATION/ PAROLE</b> • OPERATIONS	<b>REHABILITATION/ DIVERSION</b> • PLANNING • FUNDING • OPERATIONS	<b>VICTIM/ASSISTANCE RESTITUTION</b> • OPERATIONS
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Public Safety - Middle Tier

move these services to the upper tier, to eliminate the present inequities in the three separate systems.

2. The committee recommends in the long range that adult holding facilities and juvenile detention facilities (and, therefore, the work release and school release programs) be mandated at the upper tier.

## STRUCTURE

### I. Council

The committee recommends:

#### A. Size

9 to 25 members

#### B. Method of Selection

Councilors should be selected on a non-partisan basis from single member districts for three-year terms.

#### C. Compensation

Compensation for the Council should be one of the following:

Per diem and/or expenses, or monthly salary.

#### D. Selection of Presiding Officer of Council

The presiding officer should be selected by the Council from among its members.

### II. Chief Executive Officer

The full-time chief executive officer should be appointed by the Council.



He would serve at the pleasure of the Council.

A. Compensation

Compensation should be at the prevailing rates.

III. Relationship of Existing Governments or Agencies

The committee makes no recommendations regarding the relationship of the upper-tier agency to CRAG, Tri-Met, the Port of Portland or the Boundary Commission.

RECOMMENDATIONS FOR INTERGOVERNMENTAL  
RELATIONS

I. The committee recommends the following:

- A. The legislation for the upper tier should include a broad grant of authority for the upper tier to engage by contract in any governmental services authorized for other units of local government.

## PHASE II REPORT

## FINANCE, TAXATION, ADMINISTRATIVE SERVICES

## COMMITTEE

Chairperson: Steve Telfer      Vice-Chairperson: Marlene Stahl

## MEMBERS

John Bailey

Robert Landauer

Philip Bogue

Gus Mattersdorff

Dennis Buchanan

Wanda Mays

Joy Burgess

Hugh McGilvra

William Gregory

Frank Roberts

Donna Stuhr

Staff: Brom Lamb  
(April 1976-June 1976)

Ken Martin  
(May 1976-September 1976)

## Student

Assistants: Dave Kelly  
Judith Kenny  
Jill McCarthy  
Barbara Rehman

## STATEMENT OF PURPOSE

The Finance, Taxation and Administrative Services Committee had a dual role assigned to it for Phase II of the Commission's operation. The Committee viewed its primary task as determining appropriate methods of financing the various levels of government which might result from the Commission's recommendations on functional assignments of the various aspects of finance and administration to the different levels of governments.

## COMMITTEE PROCEEDINGS

### I. Meetings with Resource People

Richard Munn, STATE DEPARTMENT OF REVENUE

Mary Pedersen, Director, Office of Neighborhood Associations, CITY OF PORTLAND

Beth Gilson, MULTNOMAH COUNTY INTERGOVERNMENTAL RELATIONS DEPARTMENT

Gil Gutjahr, Executive Officer, TAX SUPERVISING AND CONSERVATION COMMISSION

We have greatly appreciated the service Mr. Gutjahr has given this committee as Special Advisor.

### II. Staff Reports and Other Materials

#### A. Staff Memorandums

1. Proposed Assumptions for the Upper Tier of Model III
2. Sample Local Budget
3. Overlap: Areas for Consideration
4. Proposal for Middle Tier of Model III

5. Some Thoughts on the Bottom Tier
  6. Material on State Financing from Library Association
  7. General and Dedicated Revenues
  8. Upper Tier Financing
  9. Potential Budget and Revenue Sources for Tri-County Council
  10. Financing Local Government (Middle Tier)
  11. Finance and Taxation Studies Underway
- B. Citizens League of Minneapolis-St. Paul area
1. Memorandum on Metropolitan Tax Base Sharing
  2. Memorandum on Minnesota State Supreme Court Case on Metro Tax Base Sharing
- C. Other sources
1. Interim Committee on Intergovernmental Affairs Staff Memo-Proposed State Revenue Sharing and City and County Finance Plans
  2. League of Oregon Cities Memo - Proposal for Legislative Action on Financial Assistance to Cities, Counties and School Districts
  3. Multnomah County Citizens Committee on Tax Alternatives - Potential Alternative Revenue Sources
  4. The Stanford Magazine - Big City Finance: The Next President's Hidden Agenda
  5. Report Prepared by PSU Urban Studies Program Students - Finance and Taxation: A Regional Approach
  6. City of Milwaukie Staff memo - County Library Serial Levy

## METHODS OF FINANCE

### I. Background and Assumptions

Based on general committee discussion, it was assumed that the primary focus should be on how to finance the recommended upper tier

of government. More specifically, emphasis was being placed on exploring financing sources for the initial (short range) operations of an area-wide body.

An ad hoc group of the Finance Committee devised a possible structure for an area-wide level of government, and the full committee tentatively accepted this as a working model. That structure was outlined as Short Range, Alternative I in a memo recently sent to the entire Commission. Basically, it consisted of a metropolitan council with an executive officer, two operating departments under the council which would encompass the current operations of CRAG and MSD, a services department capable of performing functions for local units on a contract basis, and two semi-autonomous agencies (Port and Tri-Met) over which the council would have some final budgetary authority control. All that follows in this report assumes this tentative structure as a common starting point.

While the Committee concentrated its efforts on financing sources for an upper tier level in the short range, the Committee did not neglect entirely the middle tier governments (cities and counties) and the lower tier (neighborhood) level. Ad hoc groups discussed these tiers, and the resulting concepts are set forth below.

A. Local Government Efficiency

1. The committee adopted the following statement on local government efficiency as a general guiding principle:
  - a. The committee supports the premise that public business deserves efficient, prudent management. Taxes, fees and other public agency receipts must be husbanded to yield needed

service levels at minimum cost to the taxpayer. Elected officials and public managers should be accountable for maintenance of high levels of motivation in public employees to assure adequate, courteous and efficient service to the public.

- b. Private sector services available in the community should be utilized by public managers to the maximum practical extent. Use of outside services and casual employment to meet peak demand levels should be encouraged.
- c. Public employees' compensation should be comparable to compensation of private sector employees with similar duties. In return, the public should be able to expect productive, prompt and efficient service from public employees.

## II. Upper Tier

- A. The initial problem, regardless of the method used to arrive at the structure suggested by the Finance committee, was one of generating start-up funds. How can enough revenue be generated to get the metro council up and moving? The Finance committee suggested three options:
  - 1. continuation of current revenues (that is, of CRAG and MSD)
  - 2. a general fund appropriation or grant from the State Legislature
  - 3. a small property tax levy

- (B.) Continuation of current revenue sources assumes that the new council would inherit the funding authorities of the two agencies it would initially replace, CRAG and MSD. <sup>as now limitations</sup> The primary sources, therefore, would be user fees and charges which MSD depends on heavily and dues from local governments which is CRAG's primary source outside of federal monies. (State and federal monies now coming to these two agencies are assumed to continue to come to the new entity.) The

continuation of current revenues might be indefinite or could be limited to a certain time period after which more permanent and equitable sources could be mandated.

- C. A second option would be an appropriation from the Legislature. This could either be a one-time grant tied specifically to launching the council with the understanding that a permanent financing method would be decided by the council itself within a certain time period, or it could be a continuing appropriation.
- D. Finally, the committee considered the option of establishing a tax base or passing a serial levy to finance regional activities. This would have to be done by a vote of the people in the tri-county area and would, of course, be subject to the 6% limitation.
- E. The committee, after reviewing the three options, recommended that existing revenue sources of CRAG and MSD be used initially for funding the costs of administration for a tri-county council, to be supplemented as required by a Legislative appropriation. There was a strong feeling in the committee that the dues assessment method currently used by CRAG is an unpopular major source of revenue, which should be replaced as promptly as possible.
- F. The committee also considered longer range financial arrangements for the upper tier and evolved the following list of policy statements and recommendations:
1. It is recommended that the Metropolitan Council have available the widest possible range of financing methods. These should include all of the methods currently authorized (but not necessarily employed) by MSD and CRAG, in addition to authorization for an income tax and a payroll tax. (It should be noted

that authorization for most of these revenue sources is enabling only and that most, if not all, would require a vote of the people before they can be implemented.)

2. Activities or services rendered by the Tri-County Council which produce revenues in the form of fees or charges would be self-supporting to the maximum possible extent.
3. The Tri-County Council should have the ability on a sub-regional basis to use ad valorem taxation to fund specific services. This could be patterned on the county service district provisions (and in ORS chapter 451).
4. It is the Finance committee's preference that administrative expenses of the Tri-County Council be financed ultimately by a regional income tax on residents of the tri-county area.

*Frank  
Hickel as  
H.C.*

### III. Middle Tier

- A. In the face of rapid urbanization and periods of high inflation, the 6% property tax limitation is too constraining for local governments. In view of this fact, the committee considered and agreed upon several proposals listed below:
  1. There is general support for the concept outlined in the Joint Platform on Local Government Finance by the Association of Oregon Counties, the League of Oregon Cities, and the Oregon School Boards Association. That statement basically asked for additional state support for cities, counties and school districts.
  2. There is an interest in the Minneapolis area's fiscal disparities tax. This tax base sharing concept should be further examined.
  3. An ad hoc committee of the Finance, Taxation and Administrative Services Committee studied the middle-tier governments and concluded that no major structural changes should be made as part



of a first step. However, this ad hoc committee did look at the issue of equity between cities and counties, in terms of who pays for and who receives county services. The subcommittee sees a serious problem in the overlap of the financing of certain services. Residents of cities are paying for certain services, both as city residents and county residents, while receiving these services only from the city. Their conclusions, generally accepted by the full committee, were as follows:

"The subcommittee recommends that county services be classified as county-wide and limited. County-wide services would be those which benefit the entire county and should be supported by county-wide taxation. Limited services would be those provided by counties only to unincorporated areas. Cities can, of course, provide any services their residents desire. The subcommittee recommends that limited services be supported by taxes levied only in the unincorporated areas of the counties to avoid double taxation of city residents.

a. The subcommittee recommends that the following be considered as Limited county services:

- 1) Law Enforcement
- 2) Planning
- 3) Neighborhood Parks and Recreation

b. The subcommittee recommends that the following be made county-wide services, supported by county-wide taxation, where they are not already so:

- 1) Libraries
- 2) Courts (replacing municipal courts with state district courts)

3) Jails (eliminating charges to cities for use of county Jails)

4) Social Services

c. The committee concluded that these recommendations could be submitted to the Legislature but, in view of the Commission's primary focus on structural change, more detailed pursuit of this matter be postponed."

### III. Lower Tier

A. The committee reviewed existing forms of neighborhood organizations.

It was recommended that financing be on an individualized basis, as determined by the controlling middle tier governments (cities and counties). Moreover, middle tier units should be encouraged to finance or help finance basic support costs of the neighborhood units.

## FUNCTIONS

### I. Administrative Services

#### A. Committee Proceedings

The committee devoted part of two full meetings to discussion of the assignment of various aspects of administrative services to various levels of government.

#### B. Assignment of Functions, Short Range

In general, the Committee decided to maintain the status quo in the short range. At the state level, setting standards for budgeting, election administration, accounting, auditing and financial administration and investment should be continued as now reflected in state statutes and administrative rules. Likewise, the operation of the local government investment pool should continue at this level. The Committee felt this was a most desirable and helpful program. The Committee felt that standard setting for the auditing function at the state level should be improved. There was general agreement that the state should allocate more money and greater commitment to this function. Most committee members favored the state role in this area but desired more feedback from the state to the units audited and greater incentive to comply with state findings by the units audited.

The Committee determined that the following functions could be accomplished by the upper tier through intergovernmental agreement with the middle tier units; 1) Purchase Supplies and

Equipment (planning, funding, operations); 2) Administer Elections (planning, funding, operations); 3) Labor Relations (operations); 4) Data Processing (operations); 5) Financial Administration and Investment (operations). There was some interest expressed in having the upper tier maintain a list of all job openings at the upper, middle and lower tiers so that someone seeking a public job within this metropolitan area could come to a central location to find out what was available. The Committee did not feel such a service should go beyond this simple listing into the general civil service functions of classification, testing, etc. The Committee expressed strong sentiment that the state employment office is woefully under-utilized by both the public and private sector in this metropolitan area, and that this situation should be changed.

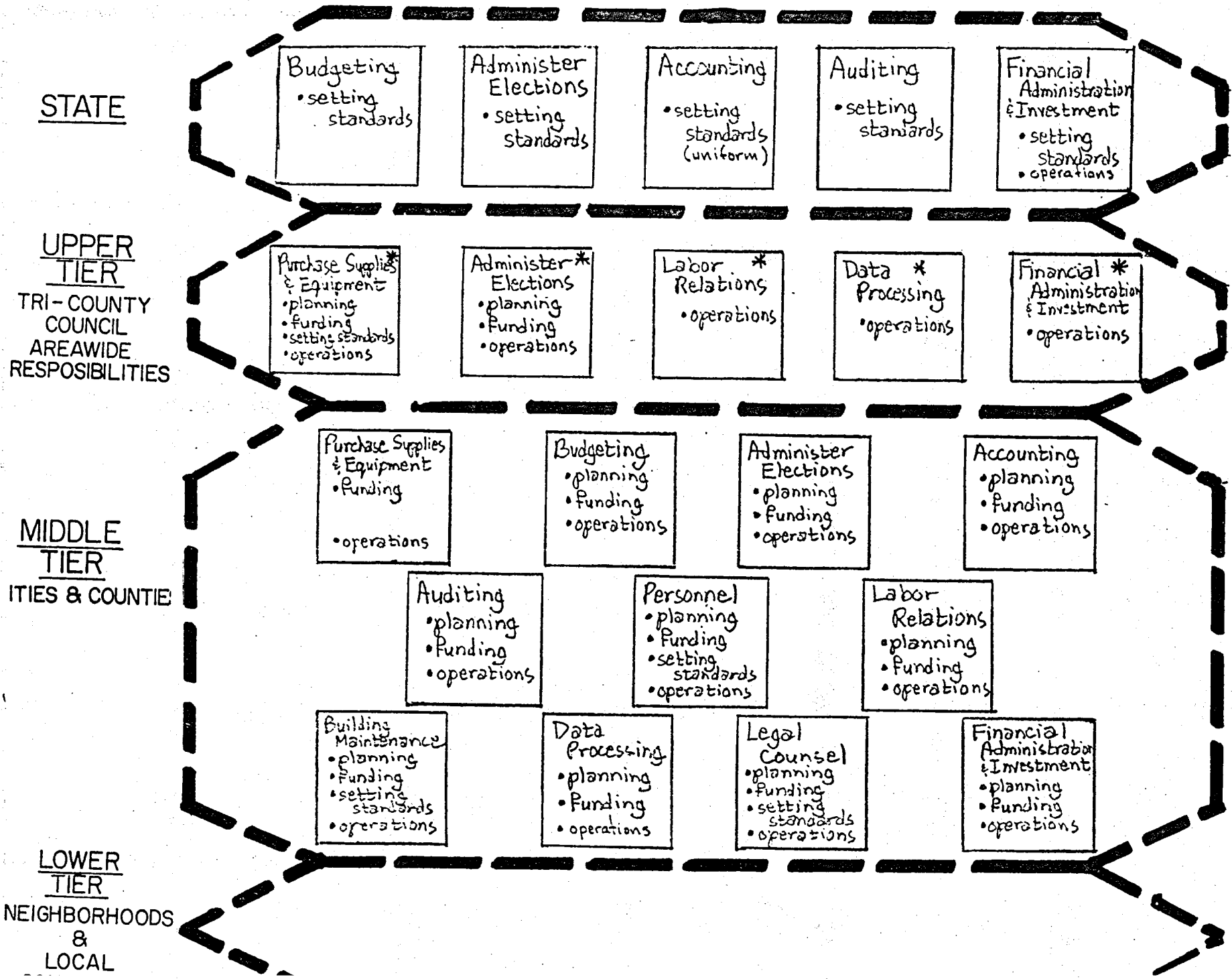
Middle tier functions in the areas of purchasing supplies and equipment, budgeting, election administration, accounting, auditing, personnel, labor relations, building maintenance, data processing, legal counsel and financial administration and investment should be maintained as currently provided except when middle tier units desire such intergovernmental agreements as provided for above.

#### C. Assignment of Functions, Long Range

In the long range for Administrative Services, the Committee foresaw the possibility of elevating building maintenance from the middle to upper tier. Beyond this, the Committee felt that in the long range, administrative services would be unchanged from the short range.

# Administrative Services

Short Term



# Administrative Services

Long Term

## STATE

Budgeting  
• setting standards

Administer Elections  
• setting standards

Accounting  
• setting uniform standards

Auditing  
• setting standards

Financial Administration & Investment  
• setting standards  
• operations

## UPPER TIER

RI - COUNTY COUNCIL AREAWIDE RESPONSIBILITIES

Purchase Supplies & Equipment  
• planning  
• funding  
• operations

Administer Elections  
• planning  
• funding  
• operations

Labor Relations  
• operations

Data Processing  
• operations

Financial Administration & Investment  
• operations

Building Maintenance  
• planning  
• funding  
• standard setting  
• operations

## LOWER TIER

NEIGHBORHOODS & LOCAL COMMUNITIES

Purchase Supplies & Equipment  
• funding  
• standard setting  
• operations

Budgeting  
• planning  
• funding  
• operations

Administer Elections  
• planning  
• funding  
• operations

Accounting  
• planning  
• funding  
• operations

Auditing  
• planning  
• funding  
• operations

Personnel  
• planning  
• funding  
• standard setting  
• operations

Labor Relations  
• planning  
• funding  
• operations

Data Processing  
• planning  
• funding  
• operations

Legal Counsel  
• planning  
• funding  
• standard setting  
• operations

Financial Administration & Investment  
• planning  
• funding  
• operations

## II. Finance and Taxation

### A. Committee Proceedings

Part of two meetings was spent on assignment of Finance and Taxation functions.

### B. Assignment of Functions, Short Range

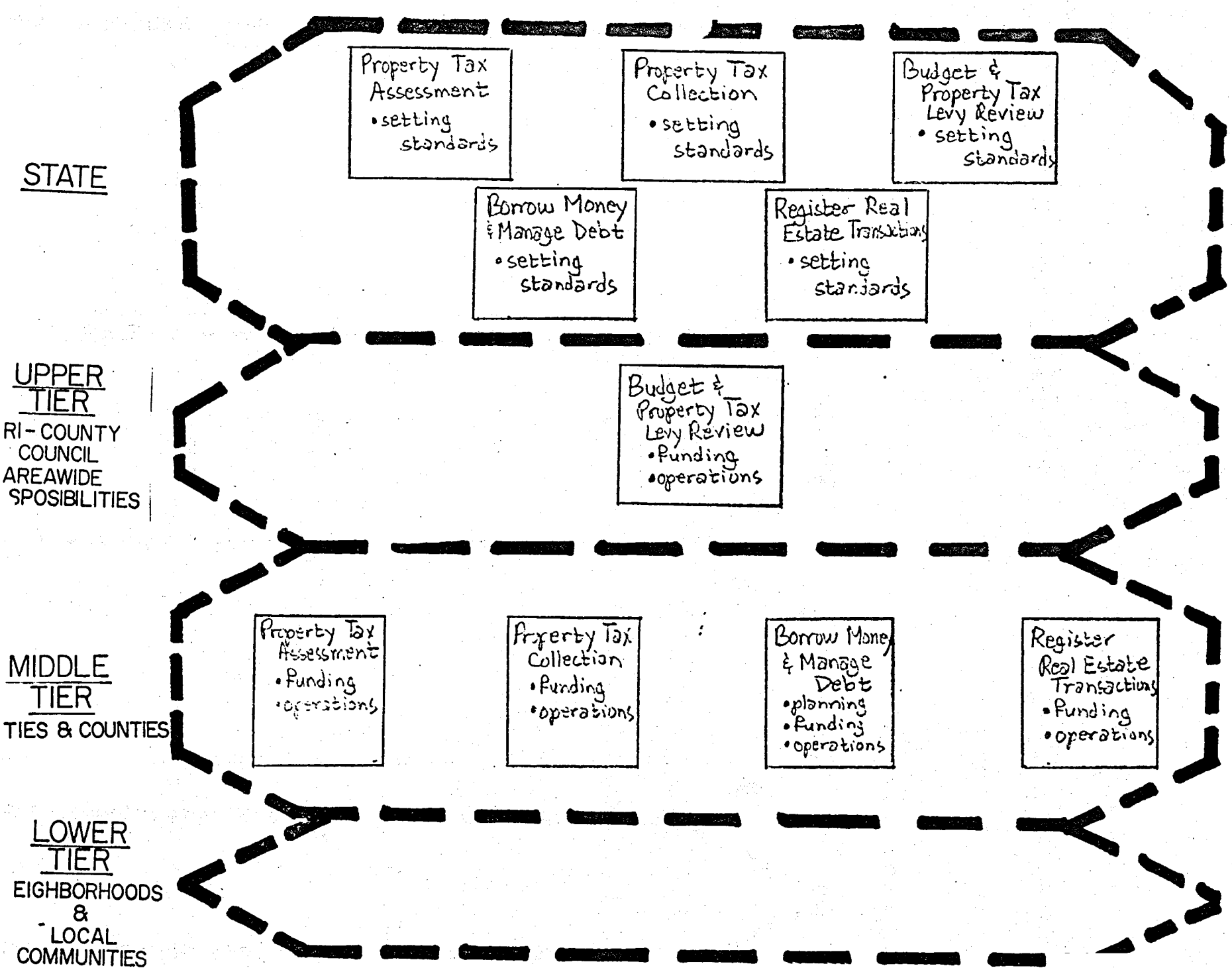
With one exception, the Committee determined that no changes in the current methods of providing these services should be changed. The setting of standards for property tax assessment and collection, budget and property tax levy review, borrowing money and managing debt, and registering real estate transactions should remain at the state level. Likewise, the funding and operations for property tax assessment and collection, borrowing money and managing debt, and registering real estate transactions should remain middle tier functions. The Committee does suggest that the functions currently performed by the Multnomah County Tax Supervising and Conservation Commission be expanded to the entire metropolitan area. The independence currently attached to the existing operation should be clearly maintained in any expanded operation.

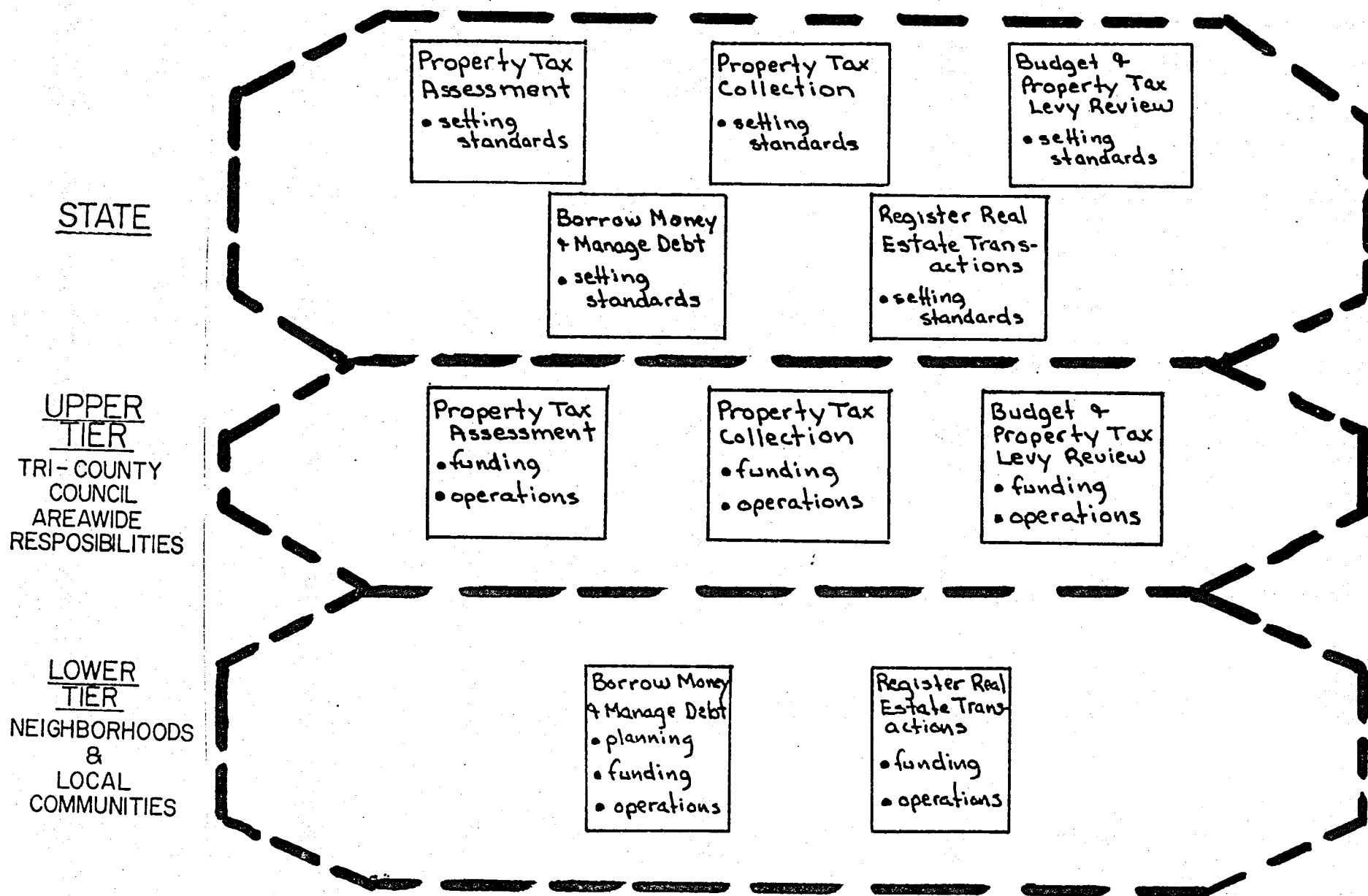
### C. Assignment of Functions, Long Range

The Committee felt that in the long range, the funding and operations of tax assessment and collection might be moved to the upper tier. It was decided that this move could take advantage of certain economies of scale and provide for a large degree of impartiality while still maintaining the operation close enough to the people to be physically convenient. The

Committee discussed the possibility of elevating the registration of real estate transactions to the upper tier also in the long range, but did not finally decide to recommend this.







## STRUCTURE

This committee, as noted earlier, spent considerable time through an ad hoc sub-committee process considering the structure for a metropolitan council. Many of their recommendations have already been incorporated into the short range model which has been tentatively accepted by the Commission. In addition, the Committee discussed specifically various facets of an upper structural arrangement. These deliberations are summarized below.

### I. Council

#### A. Size

The size should be between eleven and thirteen members.

#### B. Method of Selection

The Finance Committee favored a non-partisan council, elected from districts.

#### C. Compensation

The Committee favored a per diem allowance, in the neighborhood of \$25, plus expenses.

#### D. Term of Office

Four-year terms of office were determined to be optimal, with a limit of two consecutive terms.

### II. Chief Executive Officer

#### A. Selection

This committee specified that the executive should be separately elected and not a member of the council. The executive should be empowered to employ a chief administrative officer (CAO).

B. Term of Office

Four years with no limit on the number of terms.

C. Compensation

No discussion was made on what the executive's salary should be or how it should be determined.

RECOMMENDATIONS FOR INTERGOVERNMENTAL  
RELATIONS

I. General Observations - Intergovernmental Cooperation

A. Throughout its discussions, the Finance, Taxation and Administrative Services committee made a number of observations on finance and other matters. A number of these observations have been in the form of suggestions or recommendations for action by persons or governmental units. The Committee feels that the Commission, as a whole, may want to put these in the form of formal recommendations to the appropriate parties:

1. While the Committee has not yet finished dealing with the functional areas of finance, taxation and administration, there is a clear consensus that the Tri-County area should have an independent metropolitan-wide tax supervising and conservation operation, similar to the Multnomah County Tax Supervising and Conservation Commission.
2. The Committee recommends that further efforts be made by all units of government to maximize productivity from the funds currently being expended.
3. The amount of income tax used to support schools should be

increased to at least 50% of operating costs, thus reducing the pressure on property tax financing for other governmental units.

4. The existing methods for financing local government in the metropolitan area are not capable of adequately responding to growth and changes in the economy. The Committee, therefore, recommends that the Legislature explore use of a regional income tax as a part of the total tax program.

A D D E N D U M

- I. The full Commission's decision to further consider Tri-Met and the Port of Portland led the Finance and Taxation Committee to additional examination of the potential for fully merging these two agencies into the organization originally assumed. As a result of this examination, the Committee determined that it generally favors inclusion of the Port and Tri-Met in a Tri-County Council.

The specifics of this committee's recommendation are, as follows:

- A. The Committee envisions a relationship between the Tri-County Council and the Port and Tri-Met based on three precepts:
  1. The Tri-County Council would appoint and remove the Boards of Tri-Met and the Port.
  2. The Tri-County Council would have the power to approve or disapprove the annual budgets of the Port and Tri-Met.
  3. The Tri-County Council could adopt resolutions and/or policy statements within which the Port and Tri-Met must operate.
- B. The Committee assumes that establishment of the above relationship would not jeopardize revenue sources currently authorized those two entities. The Committee felt that two overriding rationales should guide the Tri-County Council in this suggested relationship. First, the Tri-County Council would utilize to the greatest extent possible the existing board and methods of operations of the two entities (Port and Tri-Met). Second, the

major thrust of this relationship would be to assure that activities of the Port and Tri-Met compliment other Tri-County Council activities, such as land use planning, transportation and the concern for employment patterns.

- C. The Committee considered the financial implications of including Tri-Met and the Port in the organization. They concluded that with the overlapping planning and administrative functions of CRAG and MSD, and, to a lesser extent, the Port of Portland and Tri-Met, it appeared feasible that sufficient revenues from existing sources would exist to finance merged operations. If not, the Committee reiterated its earlier stated position that a state appropriation for excess revenues required should be sought initially.