



MULTNOMAH COUNTY, OREGON

BOARD OF COMMISSIONERS

Beverly Stein, Chair

1120 SW Fifth Avenue, Suite 1515

Portland, Or 97204-1914

Phone: (503) 248-3308 FAX (503) 248-3093

Email: mult.chair@co.multnomah.or.us

Diane Linn, Commission Dist. 1

1120 SW Fifth Avenue, Suite 1500

Portland, Or 97204-1914

Phone: (503) 248-5220 FAX (503) 248-5440

Email: diane.m.linn@co.multnomah.or.us

Gary Hansen, Commission Dist. 2

1120 SW Fifth Avenue, Suite 1500

Portland, Or 97204-1914

Phone: (503) 248-5219 FAX (503) 248-5440

Email: gary.d.hansen@co.multnomah.or.us

Lisa Naito, Commission Dist. 3

1120 SW Fifth Avenue, Suite 1500

Portland, Or 97204-1914

Phone: (503) 248-5217 FAX (503) 248-5262

Email: lisa.h.naito@co.multnomah.or.us

Sharron Kelley, Commission Dist. 4

1120 SW Fifth Avenue, Suite 1500

Portland, Or 97204-1914

Phone: (503) 248-5213 FAX (503) 248-5262

Email: sharron.e.kelley@co.multnomah.or.us

**ANY QUESTIONS? CALL BOARD
CLERK DEB BOGSTAD @ 248-3277**

Email: deborah.l.bogstad@co.multnomah.or.us

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

JULY 23, 1998

BOARD MEETING

FASTLOOK AGENDA ITEMS OF INTEREST

*	THERE WILL BE NO VOTING MEETING OF THE BOARD OF COMMISSIONERS THIS WEEK
2	Work Session on Public Safety Sites and Implications - Meeting Open to the Public
2	Executive Session Regarding Real Property Negotiations - Closed to Public
2	Executive Session Regarding Labor Negotiations - Closed to Public
*	Check the County Web Site: http://www.multnomah.lib.or.us

This Thursday's work session of the Multnomah County Board of Commissioners will be cable-cast live and taped and may be seen by Cable subscribers in Multnomah County at the following times:

Thursday, 9:30 AM, (LIVE) Channel 30
Friday, 10:00 PM, Channel 30
Sunday, 1:00 PM, Channel 30
Produced through Multnomah
Community Television

Thursday, July 23, 1998 - 9:30 AM
Multnomah County Courthouse, Boardroom 602
1021 SW Fourth Avenue, Portland

WORK SESSION

WS-1 Update on Public Safety Facility Siting and Implications; Discussion on GO Bond Financial Overview; Radio Towers Site; Next Steps; Siting Process for Alcohol and Drug Facility; Implications of Decision on Public Safety Levy; Planning Process and Timing of Levy Request. Presented by Dave Warren, Larry Nicholas, Dave Boyer, Dan Noelle, Dan Oldham, Bobbi Luna, Tim Brooks, Tim Ramis, Elyse Clawson, Gina Mattioda, Ginger Martin, Larry Aab, Bill Farver and Peter Ozanne. 2 HOURS REQUESTED.

Thursday, July 23, 1998 - 11:30 AM
Multnomah County Courthouse, Boardroom 602
1021 SW Fourth Avenue, Portland

EXECUTIVE SESSION

E-1 The Multnomah County Board of Commissioners Will Meet in Executive Session Pursuant to ORS 192.660(1)(e) and (h) to Deliberate with Persons Designated to Negotiate Real Property Transactions, and for Consultation with Counsel Concerning Legal Rights and Duties Regarding Current Litigation or Litigation Likely to be Filed. Presented by Bob Oberst, Thomas Sponsler and Jacqueline Weber.

Thursday, July 23, 1998 - 3:00 PM
Multnomah County Courthouse, Boardroom 602
1021 SW Fourth Avenue, Portland

EXECUTIVE SESSION

E-2 The Multnomah County Board of Commissioners Will Meet in Executive Session Pursuant to ORS 192.660(1)(d) for Labor Negotiator Consultation Concerning Labor Negotiations. Presented by Darrell Murray. 1.5 HOURS REQUESTED.

MEETING DATE: July 23, 1998
AGENDA #: WS-1
ESTIMATED START TIME: 9:30 AM

(Above Space for Board Clerk's use only)

AGENDA PLACEMENT FORM

SUBJECT: Work Session on Public Safety Sites and Implications

BOARD BRIEFING: DATE REQUESTED: _____
REQUESTED BY: _____
AMOUNT OF TIME NEEDED: _____

REGULAR MEETING: DATE REQUESTED: Thursday, July 23, 1998
AMOUNT OF TIME NEEDED: 2 hours

DEPARTMENT: Non-Departmental DIVISION: Chair Beverly Stein

CONTACT: Bill Farver TELEPHONE #: 248-3958
BLDG/ROOM #: 106/1515

PERSON(S) MAKING PRESENTATION: Dave Warren, Larry Nicholas, Dave Boyer, Dan Noelle, Dan Oldham, Bobbi Luna, Tim Brooks, Tim Ramis, Elyse Clawson, Gina Mattioda, Ginger Martin, Larry Aab, Bill Farver and Peter Ozanne

ACTION REQUESTED:

☒ INFORMATIONAL ONLY ☒ POLICY DIRECTION ☐ APPROVAL ☐ OTHER

SUGGESTED AGENDA TITLE:

Update on Public Safety Facility Siting and Implications;
Discussion on GO Bond Financial Overview; Radio Towers Site; Next Steps;
Siting Process for Alcohol and Drug Facility; Implications of Decision on
Public Safety Levy; Levy Planning Process and Timing of Levy Request

SIGNATURES REQUIRED:

ELECTED OFFICIAL: _____

Beverly Stein

(OR)

DEPARTMENT MANAGER: _____

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

Any Questions? Call the Board Clerk @ 248-3277

BOARD OF
COUNTY COMMISSIONERS
98 JUL 15 PM 12:30
TINAMAH COUNTY
OREGON



Beverly Stein, Multnomah County Chair

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

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

July 14, 1998

To: Board of County Commissioners
Dan Noelle

From: Beverly Stein

Re: Public Safety Sites and their Implications

Enclosed please find a suggested agenda that the Sheriff and I have agreed to for our Thursday morning, July 23rd work session on the siting and funding of planned public safety facilities. Please review and let us know if you have suggestions.

Also, please find a packet of information from Dave Warren about the History of the Public Safety Levy, SB 1145, and the GO Bond. I will ask Dave to meet with you individually between now and the 23rd to answer specific questions you may have.

Of particular relevance to our current discussions is Attachment 9, which indicates the difficulty we will have of constructing the facilities we had originally planned within budget. Also Dave will circulate an additional memo explaining the projected costs of operating those facilities and the difficulties of crafting a public safety levy to adequately fund the services we had originally planned within the limitations of Measures 5 and 50.

These projections suggest that we will have to alter our plans to stay within budget. We hope on the 23rd to answer questions and discuss alternatives.

c. Elyse Clawson: Larry Nicholas: Mike Schrunk: Peter Ozanne

sitingmemo.doc



BOARD WORKSESSION

UPDATE ON PUBLIC SAFETY FACILITY SITINGS AND THEIR IMPLICATIONS

THURSDAY, JULY 23 , 1998

I. GO BOND FINANCIAL OVERVIEW

- A. Comparison of expenditures to date and anticipated expenditures with total resources available – (using original estimates for land costs)
Dave Warren – – see Dave Warren's July 13 memo History of Public Safety Levy, SB 1145, GO Bond : Attachment 9
- B. Status of GO Bond – Dave Boyer – see July 14 memo from Boyer on Public Safety Bond Expenditures

II. RADIO TOWERS SITE

- A. Process to Select this Site – Siting Advisory Committee –Original Assumptions on Costs – Dan Noelle, Dan Oldham
- B. Introduction of Consultant Team - Dan Noelle
- C. What the site would look like including site orientation and completed mitigation – Dan Noelle, Bobbi Luna, Tim Brooks

III. NEXT STEPS (assuming acquisition of site) – Dan Noelle, Tim Ramis

- A. Timeline for Permitting Process and Construction –Tim Ramis, Bobbi Luna
- B. Criteria to be met — Fish and Wildlife memo and MCSO response- Ramis, Luna
- C. Possible appeals - Ramis
- D. Identified opposition - Luna
- E. Risks and Opportunities – what was known and what is new – Noelle, Ramis, Luna

IV. SITING PROCESS FOR ALCOHOL AND DRUG FACILITY - Elyse Clawson: Gina Mattioda; Ginger Martin

- A. Timeline and requirements
- B. Process for program design – see July 6 memo from Ginger Martin on Status of Planning for Secure A and D Facility
- C. Siting process
- D. Potential interim solutions – Washington County; Contract Beds

V. IMPLICATIONS OF DECISION ON PUBLIC SAFETY LEVY

A. Projected Operating Costs for 1998-1999: 1999-2000 and 2000-2001
- Dave Warren; Larry Aab; Dan Noelle; Elyse Clawson - see July 15
Warren memo on Public Safety Levy Fund Operating Shortfall

1. With current operations (including 40 beds at MCRC) – include update on MCIJ bed additions and phase in
2. Adding A and D beds
3. Adding Radio Towers beds

VI. LEVY PLANNING PROCESS – Bill Farver, Peter Ozanne, Dan Noelle, Elyse Clawson

A. Possible Areas for Inclusion

1. adult secure jail space – current and new
2. adult secure alcohol and drug – current and new
3. adult parole and probation
4. adult alcohol and drug and mental health
5. prosecution
6. overrepresentation of minorities – LPSCC study
7. juvenile alcohol and drug
8. truancy and school support
9. domestic violence prevention and treatment – LPSCC study
10. foster care assessment center
11. child abuse prevention and treatment

VII. TIMING OF LEVY REQUEST – Pros and Cons on November, 1998 and November 2000 - Dave Warren

VIII. EXECUTIVE SESSION - Status of Negotiations with Owner – price and conditions– Bob Oberst

Executivesession34.doc



MULTNOMAH COUNTY, OREGON

BOARD OF COUNTY COMMISSIONERS

BEVERLY STEIN

DIANE LINN

GARY HANSEN

LISA NAITO

SHARRON KELLEY

BUDGET & QUALITY

PORTLAND BUILDING

1120 S.W. FIFTH - ROOM 1400

P. O. BOX 14700

PORTLAND, OR 97214

PHONE (503) 248-3883

TO: Bill Farver

FROM: Dave Warren *DCW*

DATE: July 15, 1998

SUBJECT: Public Safety Levy Fund Operating Shortfalls

By 2000-01 the cost of programs now shown in the Public Safety Levy Fund will exceed the current revenues in that fund. To cover the cost of currently budgeted programs, we will need about \$9 million of additional revenue. To cover the cost of planned facilities as well, we will need about \$19 million of additional revenue. If we choose to cover this shortfall with a local option levy, such a levy could be crafted within the limitations imposed by Measure 50.

- ***Current revenue estimates***

The Public Safety Levy Fund has one major revenue source, the transfer from the General Fund of the "fossil" Public Safety levy. In addition, it has a sizable carryover from the first two years of the levy. Assuming a three percent growth in the amount transferred from the General Fund, the following revenues are likely.

	<u>98-9</u>	<u>99-00</u>	<u>00-01</u>
BWC	\$ 14,830,939	\$ 7,750,000	\$ -
GF Transfer	31,097,694	32,033,000	32,993,990
Other	<u>653,812</u>	<u>750,932</u>	<u>670,160</u>
Total*	\$ 46,582,445	\$ 40,433,932	\$ 33,664,150

*Excludes both Federal Marshal revenue for double bunking prisoners in MCDC and SB1145 revenue for operating 330 beds at Inverness Jail.

The Beginning Working Capital (BWC) amount for 1999-00 is based on the appropriated Contingency account in the Public Safety Levy Fund. If, in addition to unused Contingency appropriations, other activities cost less than budget, the 1999-00 BWC amount will be higher.

- ***Estimates of Current Programs for the Next Three Years***

By 1999-2000, it is possible that expenditures in the Public Safety Levy Fund will exceed revenues. Assuming a three percent increase in costs between 1998-99 and 1999-00, current budgeted programs will cost \$41.6 million next year. This level of spending would exceed the estimated resources of the fund by about \$1.2 million.

July 15, 1998

Since we have not yet begun to spend money for contracted Alcohol and Drug beds for which a \$4 million appropriation exists, the *next year* shortfall may be overstated. However, by 2000-01, currently budgeted programs will exceed available revenues by approximately \$9 million.

	<u>98-9</u>	<u>99-00</u>	<u>00-01</u>
Sheriff	\$ 27,085,458	\$ 29,495,983	\$ 30,380,863
DCJ	9,435,065	9,718,117	10,009,660
Health	<u>2,318,981</u>	<u>2,388,153</u>	<u>2,459,798</u>
Total*	\$ 38,839,504	\$ 41,602,253	\$ 42,850,321

*Excludes both the operational cost of double bunking at MCDC and the operational cost of 330 SB 1145 beds at Inverness Jail.

The 1996 Public Safety Levy relied on three years of seven to nine percent growth in assessed value to produce enough revenue to cover operational costs by 99-00. Once the property tax limitations passed in 1996 and 1997 our expectation was that costs would exceed revenues by 99-00. In addition, however, levy budgets in 1998-99 have exceeded the 1996 estimates of what the levy would pay for.

The following departmental summaries attempt to show the expenditure changes since the 1996 levy was proposed and the 98-9 through 00-01 estimates for each department.

Sheriff	<u>98-9 in 96 levy proposal</u>	<u>98-9 Budget</u>	<u>99-00</u>	<u>00-01</u>
Inverness Jail	\$ 20,884,608	\$ 14,059,647	\$ 14,481,436	\$15,363,356
MCRC	642,812	1,085,978	1,118,557	1,152,114
System Support	<u>1,487,237</u>	<u>13,491,252</u>	<u>13,895,990</u>	<u>14,312,869</u>
Total*	\$ 23,014,657	\$ 28,636,877	\$ 29,495,983	\$30,828,339

*Excludes both the operational cost of double bunking at MCDC and the operational cost of 330 SB 1145 beds at Inverness Jail.

Notice that the system support costs now broken out separately in the 98-9 budget were largely included in the operational cost estimates for Inverness Jail in the 1996 levy proposal. However, the total of Inverness Jail and system support was about \$22.3 million in the 1996 levy proposal. The total in the 98-9 budget is about \$27.5 million.

Community Justice	<u>98-9 in 96 levy proposal</u>	<u>98-9 Budget</u>	<u>99-00</u>	<u>00-01</u>
Contracted A&D	\$ 1,935,648	\$ 4,959,010	\$ 5,107,780	\$ 5,261,014
Outpatient Treatment		76,211	78,497	80,852
Forest Camp and PPO		464,324	478,254	492,601
Secure Beds	<u>1,301,974</u>	<u>3,935,520</u>	<u>4,053,586</u>	<u>4,175,193</u>
Total	\$ 3,237,622	\$ 9,435,065	\$ 9,718,117	\$10,009,660

The number of contracted Alcohol and Drug slots has greatly expanded since the 1996 levy was proposed and other services have been added. Secure beds (which the original levy anticipated would replace rather than enhance contracted A&D services) have been budgeted in 98-9 prior to the construction of facilities.

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Health	98-9 in 96 levy proposal	98-9 Budget	99-00	00-01
Inverness Jail	\$ 2,591,315	\$ 2,305,731	\$ 2,374,903	\$ 2,446,150
MCRC	<u>12,377</u>	<u>12,864</u>	<u>13,250</u>	<u>13,648</u>
Total	\$ 2,603,692	\$ 2,318,595	\$ 2,388,153	\$ 2,459,798

• **Estimates of Programs Included in the 96 Levy but not yet Operating**

The cost of staffing and operating facilities planned to be built with bond revenues will further exceed the revenue available from the "fossil" levy in the General Fund. Assuming that both sets of facilities could be operational throughout 99-00, revenue to cover the following costs would be required in addition to the bulk of the shortfalls described above.

New Facilities	98-9 in 96 levy proposal	98-9 Budget	99-00	00-01
New Jail*	\$ 4,097,468	\$ -	\$ 6,000,000	\$ 6,180,000
A&D 150 Bed Facility	<u>3,237,622</u>	<u>0</u>	<u>8,852,000</u>	<u>9,117,560</u>
Total	\$ 7,335,090	\$ -	\$ 14,852,000	\$ 15,297,560

*Excludes both the operational cost of double bunking at MCDC and the operational cost of 330 SB 1145 beds at Inverness Jail.

The situation is not quite as simple as this makes it appear, however. When 150 Alcohol & Drug beds become available, some of the currently budgeted secure facility beds will not need to be continued. Removing these costs would reduce the shortfall.

Secure Treatment Beds	98-9 Budget	Savings 00-01
Yamhill County	\$700,800	\$ (743,478)
Marion County	\$821,250	(871,264)
Washington County*	<u>3,935,520</u>	<u>(4,175,472)</u>
Total*	5,457,570	\$ (5,790,214)

*These numbers include dual diagnosis estimates and may not all offset new facilities' costs, but the breakout between the two kinds of services has not been determined yet.

Assuming the above numbers are accurate and existing programs can be folded into new facilities, by 00-1 we would need \$19.1 million more than we will have available for the levy fund.

Shortfall Summary	98-9	00-01
Revenues	\$ 46,582,445	\$ 33,664,150
Current Programs	40,390,537	43,297,797
New Facilities	0	15,297,560
Reduced Secure Treatment Beds	<u>0</u>	<u>(5,790,214)</u>
(Shortfall)	\$ 6,191,908	\$ (19,140,993)

July 15, 1998

• **Potential Local Option Jail Levy and Compression**

Running a model to compute compression two years from now has a high margin of probable error. Estimating collection levels and compression amounts is an extremely time consuming process (taking at least a work day). I asked Mark Campbell make estimates based on the assumption voters approve a \$25 million local option levy (about \$0.65/\$1,000). I thought that would be about the right level to address the shortfall above. This amount turns out to be too high. I include the results only to show how the mechanics of passing such a levy would work.

The new levy would cause a loss of roughly \$8.6 million to compression, and that loss would be split between the new local option levy and the existing Library Levy. General Fund support to the Library Levy would have to increase. General Fund support of the Public Safety Levy Fund would decrease. Here is a summary the funding structure we could expect.

	<u>98-9</u>	<u>00-1 without Public</u> <u>Safety Levy</u>	<u>00-1 with Public</u> <u>Safety Levy</u>
<i>Library Levy</i>	\$ 20.0 million	\$ 22.6 million	\$ 22.6 million
Levy receipts	\$ 15.5 million	\$ 19.7 million	\$ 18.3 million
GF Support	<u>3.2 million</u>	<u>2.1 million</u>	<u>3.5 million</u>
Subtotal	\$ 18.7 million	\$ 21.8 million	\$ 21.8 million
<i>Public Safety Levy</i>	\$ 0 million	\$ 0 million	\$ 25.0 million
Levy receipts	\$ 0 million	\$ 0- million	\$ 20.7 million
GF Support	<u>31.1 million</u>	<u>33.0 million</u>	<u>28.6 million</u>
Subtotal	\$ 31.1 million	\$ 33.0 million	\$ 49.3 million
Shortfall		\$ 19.1 million	\$ 0 million
<u>Summary</u>			
<i>Local Option Levies</i>	\$ 20.0 million	\$ 22.6 million	\$ 47.6 million
Levy receipts	\$ 15.5 million	\$ 19.7 million	\$ 39.0 million
GF Support	<u>34.3 million</u>	<u>35.1 million</u>	<u>32.1 million</u>
Subtotal	\$ 49.8 million	\$ 54.8 million	\$ 71.1 million

When we prepare a levy proposal, we will need to run different variations until the General Fund net cost of the two levies is the same as the net cost without the new levy.

As you know, compression occurs when the tax calculated under the Measure 50 limits exceeds the tax that would be assessed under Measure 5. An example is shown below:

	<u>RMV</u>	<u>AV</u>
	196,340	171,866
Tax Rate (per \$1,000)	\$10.00	\$12.15
Tax Assessed	1,963	2,088
Compression		(125)

In general, compression will occur on properties where the AV is more than 85% of the RMV. In the example, the \$125 represents revenue that is lost to, in this case, the Library Levy. The maximum tax that can be assessed against this particular property is \$1,963 – any additional levy that would increase the tax rate beyond \$12.15 will not be collected on this property. Over time, however, the impact of compression will be mitigated somewhat by new development. In addition, as the growth in RMV diverges from AV growth there will be fewer properties where compression occurs.

July 15, 1998

There are further complications that cannot be predicted at this time. For example, Portland has been considering issuing bonds to retire their Police and Fire Disability and Retirement unfunded liability. Such a decision would result in greater compression than predicted above. Tax Supervising raised the question of whether the increment financing process used to retire urban renewal debt is constitutional. A change in that process could reduce the collection rate for all County property taxes. None of these factors have been considered in the model above.



MULTNOMAH COUNTY, OREGON

DEPARTMENT OF SUPPORT SERVICES

FINANCE DIVISION

COUNTY COMMISSIONERS

BEVERLY STEIN, CHAIR
DIANE LINN, DISTRICT #1
GARY HANSEN, DISTRICT #2
LISA NAITO, DISTRICT #3
SHARRON KELLEY, DISTRICT #4

DIRECTORS OFFICE
ACCOUNTS PAYABLE
GENERAL LEDGER
PAYROLL
TREASURY
LAN ADMINISTRATION

PORTLAND BUILDING
1120 SW FIFTH AVENUE, SUITE 1430
PO BOX 14700
PORTLAND, OR 97293-0700
PHONE (503) 248-3312
FAX (503) 248-3292

CONTRACTS
MATERIEL MANAGEMENT
PURCHASING

FORD BUILDING
2505 SE 11TH 1ST FLOOR
PORTLAND, OR 97202
PHONE (503) 248-5111
FAX (503) 248-3252
TDD (503) 248-5170

MEMORANDUM

TO: Bill Farver, Executive Assistant

FROM: Dave Boyer, Finance Director *DB*

DATE: July 14, 1998

SUBJECT: Public Safety Bond Expenditures

The following describes the status of the Public Safety Bonds issued on October 1, 1996.

On October 1, 1996 the County issued \$79,700,000 in Public Safety General Obligation Bonds and \$29,000,000 in Library General Obligation Bonds. These bonds were issued prior to Ballot Measure 47 being approved by the voters and as a result the proceeds can be spent on equipment, furnishings or material that will become an integral part of the structure or if the equipment and furnishings have a useful life of more than one year.

IRS rule states that at the time of issuance, using the entities best judgement at the time of issuance, that the entity would spend the proceeds within a three year time frame. Every effort needs to be taken to expend the bonds within three years from the date the bonds were issued, which in this case would be September 30, 1999. If for some reason an unforeseen problem arose or unanticipated delays occur because of technical problems, the expenditures can occur over a five year time period. It is the Finance Division's belief that the complexity surrounding the public safety organizations technology needs and jail and A & D facility siting issues and the complexities with Library renovations are legitimate reasons to spend the funds over five years.

If the funds are not expended over a five year period we will not incur a penalty or need to refund any of the bond proceeds. If arbitrage earnings are realized, which there is, we will need to file with the IRS and rebate any interest earnings that exceed the interest rates on the bonds. At that time we will need to be prepared to explain to the IRS why we have not used the bond proceeds during the five year spend down period. We would have to do this every five years until the project(s) are completed. It is my strong preference not to be in this situation in five years. Tracking arbitrage is complex and should be avoided if at all possible. In addition, the County would more apt to be targeted to be audited by the IRS if we do not meet the five year spend down plan. Audits take a lot of administrative staff time to retrieve documents, prepare schedules and to answer auditors questions.

Five year spend down period example: If the County does not expend 95% of the bond proceeds, or about \$75.7 million dollars, by September 30, 2001 we need to prepare an explanation on the circumstances which caused delays in spending the bond proceeds. At that time we also need to file and pay any rebate owed to the IRS.

Rebate example: The interest rates we are paying on the bonds is about 5.25% and if we earn 5.75% on bond proceeds, the County has to rebate the dollar amount of the .50% earnings difference. The .50% earnings is called arbitrage earnings. If the County only earns 5.20% on the bond proceeds we do not owe any rebate. Currently we owe the Federal Government about \$147,000 in arbitrage earnings..

The County is allowed to spend the interest earned, amount not subject to rebate to the IRS, on any of the related projects being financed by the bonds. The Finance Director, through the Chair has authorization to approve the use of interest earnings. The practice that is being used is that the Chair informs the Board of any expenditure requests to see if there were any concerns or objections prior to making a commitment. As of May 31, 1998, the Public Safety Bond money has earned about \$6 million dollars and the Library Bond has earned about \$2.3 million.

Any remaining bond proceeds or interest earnings not used for the bond projects is to be used to pay the principle and interest on the bonds.

Example: In 2001 all of the projects are complete and there is \$1,000,000 remaining from the bond proceeds and any interest earnings. The general obligation bond debt payment generated from property taxes is \$7,400,000. In 2002 the debt payment would still be \$7,400,000 but only \$6,400,000 would be needed from property taxes. In 2003 the property taxes would go back up to the \$7,400,000 level.

If you have any questions please let me know.



MULTNOMAH COUNTY OREGON

JUVENILE AND ADULT COMMUNITY JUSTICE
ADULT COMMUNITY JUSTICE
ELYSE CLAWSON, DIRECTOR
421 S.W. 5TH, SUITE 600
PORTLAND, OREGON 97204
(503) 248-3701 FAX (503) 248-3990

BEVERLY STEIN
COUNTY CHAIR


July 6, 1998

RECEIVED

JUL 07 1998

BEVERLY STEIN
MULTNOMAH COUNTY CHAIR

To: Beverly Stein
Chair

From: Ginger Martin 
Alcohol and Drug Services Manager

Re: Status of Planning for Secure A&D Facility

To move forward in the implementation of the secure alcohol and drug treatment facility, two planning processes have begun. They are:

1. Siting Process

A meeting has been scheduled for Monday, July 6 to brainstorm options for siting the 300 beds of secure alcohol and drug treatment within the county. The group will consider single vs. multiple sites, existing facilities vs. construction, and will review the sites considered in the last jail siting process. In addition, the group will attempt to generate other ideas not yet considered for the siting of these services. Invitees include county facilities staff, community and family services, community justice, the district attorney, the courts, corrections health, as well as Board members and representatives.

2. Operations Steering Committee

A steering committee will be commissioned by the existing court work group to coordinate the criminal justice system policies and procedures related to the operation of the secure treatment program. The steering committee will be responsible for identifying areas for negotiation or decision-making so that the system can most effectively and efficiently use the new corrections program once it is available. Topics will include agreements on sentencing orders, eligibility requirements, referral procedures, and responses to program failures. Members will include representation from the courts, the district attorney, the defense, corrections health, community and family services, community justice managers and line staff (probation/parole officers), and community treatment providers.



MULTNOMAH COUNTY, OREGON

BOARD OF COUNTY COMMISSIONERS

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BUDGET & QUALITY

PORTLAND BUILDING

1120 S.W. FIFTH - ROOM 1400

P. O. BOX 14700

PORTLAND, OR 97214

PHONE (503) 248-3883

TO: Bill Farver

FROM: Dave Warren *DCW*

DATE: July 13, 1998

SUBJECT: History of Public Safety Levy, SB 1145, and GO Bond

Trying to give context to the discussion of how to proceed with land purchase requires a wide variety of backgrounds. What follows is, I am afraid, convoluted. I found the information difficult to assemble, so I have attached relevant documents when possible. Part of the difficulty results from changes in the property tax system. These made budgets for 97-8 operations very difficult to compare with the original levy expectations. Similarly, the bond measure and SB 1145 construction funding were based on overly optimistic timelines. That also impacts operational costs and makes them difficult to compare with the original plans. Finally, SB 1145 programs went through a process of continuous change from 1995 through preparation of the 1997-98 budget. The plans we put together in 1995 were already different from what we sought to implement in late 1996 and early 1997. What we put in the 1997-98 budget varied from the original plan and what we actually spent in 1997-98 was different from the budget. Worse, I did not document the overall SB 1145 operational budgets in any of their interim versions – at least not consistently. I apologize, therefore, for the shortcomings of the report.

Having said all that, I believe we can see some overall patterns pretty clearly, even through the fog of shifting detail.

- a) The 1996 Public Safety Levy was a significant expansion from the 1993 levy. It not only contemplated operating additional facilities, it covered far more of the Sheriff's support operations than the 1993 levy.
- b) Measure 47/50 and the way the 1996 levy was put together in the first place combine to make operating the additional facilities contemplated two years ago a fiscal problem. By 2000-2001 even the costs of 1998-99 level of services will exceed the unspent balances from the 1996 levy and the "fossil" ongoing revenue, which is now part of the General Fund permanent tax rate.
- c) Construction of the facilities included in the 1996 bond may exceed the bond proceeds available. At this point, even applying all the interest earnings from the unspent bond proceeds would not cover the full estimated cost of the facilities. On the other hand, adjustments in the design of the facilities may bring the costs closer to the revenues.

1. 1993 LEVY

Rate and Revenue Amount

Rate: 52.88 cents per thousand

Fiscal Year	Original Estimate (after M5 Compression)	Actual Current Year receipts
93-4	\$12.2 million	\$12.8 million
94-5	\$13.1 million	\$14.4 million
95-6	\$14.1 million	\$15.7 million

• *Operations and Costs*

There were concerns in late 1992 that the 1993 levy was an increase above the expiring 1989 levy. The nominal amount of the levy increased from \$13.5 million (the expiring levy was a flat dollar amount) to \$14.4 million. The \$14.4 million was the 1992-93 tax rate times the 1993-94 estimated property value. The growth in the nominal amount came from increased assessed value.

The 1993 levy was carefully configured to cover the costs of Inverness Jail (at 514 beds operating in 1989-90) and 80 "secure residential Drug and Alcohol Treatment beds for offenders." Operating costs at Inverness Jail increased by roughly \$4 million since 1989-90. This increase largely resulted from expanding the size of the jail from 210 beds during the three years of the prior levy. The cost of expansion (construction) was paid out of levy proceeds in 90-91 and 91-2.

Because of Measure 5 compression, we expected to collect only \$12.2 million of the \$14.4 million we anticipated levying in 1993-94. Actual collections outstripped projections because of unprecedented property value increases.

I have attached the 1993 voters' pamphlet sections relevant to the 1993 levy (**Attachment 1**) and a summary statement of the uses of the levy that accompanied the proposal when it went to the Tax Supervising and Conservation Commission (**Attachment 2**).

Sheriff	<u>93-4</u>	<u>94-5</u>	<u>95-6</u>
Budget	12,506,282	12,860,839	13,612,247

Operate 514 bed Inverness Jail and 9 work crews

Community Corrections	<u>93-4</u>	<u>94-5</u>	<u>95-6</u>
Budget	1,757,916	1,828,291	1,901,871

Contract for 80 residential alcohol and drug beds and subsidize 35 outpatient slots.

Health	<u>93-4</u>	<u>94-5</u>	<u>95-6</u>
Budget	1,496,129	1,555,135	1,619,109

Corrections Health for Inverness Jail

2. 1996 SB 1145 CONSTRUCTION MONEY

Passage of SB 1145 brought to the County responsibility for supervising felons sentenced to less than one year. The State assumed the burden of providing facilities in which to house these felons. We proposed that the State construct 330 jail beds at Inverness Jail and two secure residential facilities. As the attached application to the State shows (**Attachment 4**), the County contemplated combining the construction projects to house SB 1145 felons with bond financed construction to deal with local prisoners.

The SB 1145 application is an important document because it also includes the only full plan I know of for handling this population of inmates. I refer to it below in other sections of this summary.

Planned SB 1145 Capital Expenditures

Expand Inverness Jail by 330 beds	\$31,775,000
Two 75 bed secure residential facilities	10,845,000
Total	\$42,620,000

3. 1996 BOND

The 1996 Public Safety Bond measure was closely tied to the County's application for State SB 1145 Construction support. As noted above, work at Inverness jail was to be funded by both the bond (paying for 120 beds) and by the State (paying for 330 beds). Similarly, both the bond and State money were to pay for secure residential alcohol and drug / work release facilities.

The bond ultimately included several other important capital items not contemplated when the SB 1145 application was made. However, it also excluded about \$31 million to repay COP's issued to build the Juvenile Detention Facility. This decision came after the SB 1145 application and is the primary difference between the actual bond and what was planned in November 1995.

I have attached Dave Boyer's March 12, 1996 memo to the Board (**Attachment 3**) explaining the measure, the ballot measure itself, and the bond repayment schedule.

Planned 1996 Bond Expenditures

New 210 bed jail and land	\$30,730,000
Expand Inverness Jail by 75 beds and replace 45 bed warehouse annex	11,500,000
Two 75 bed alcohol and drug / work release / mental health centers and land	13,150,000
Restructure booking / transport / tracking facilities	4,485,000
Computer systems and equipment for criminal tracking	7,500,000
Child Abuse Center	4,000,000
Reimburse COP's for 64 bed expansion at Juvenile	7,000,000
Bond issue costs	1,335,000
Total	\$79,700,000

1996 LEVY

- **Rate and Revenue Amount**

Rate: 77.96 cents per thousand

Fiscal Year	Original Estimate (after M5 Compression)	Actual Current Year receipts
96-7	\$23.1 million	\$25.2 million
97-8	\$29.7 million	\$25.6 million
98-9	\$31.8 million	\$28.5 million

- **Operations and Costs**

Even a cursory comparison of the 1996 levy with its expiring predecessor shows that the scope of services changed dramatically in the previous three years. The 1996 levy proposed to cover the costs of operating an expanded Inverness Jail, an expanded Restitution Center, and an entirely new 210-bed jail. Sheriff support functions, seriously restricted by Measure 5 and never scaled up with the last Inverness expansion, were also heavily subsidized by the new levy.

Sheriff's costs (net of SB 1145 felons) were expected to rise from the \$13.6 million of the last year of the 1993 levy to \$25.6 million by 1998-9.

Similarly, Community Corrections alcohol and drug program support was budgeted to double with the new levy. At the time the SB 1145 application was made and the levy was proposed, the Department of Community Corrections was planning to operate the secure residential facilities through contracts with private nonprofit organizations. The Department planned to expand the contractually operated alcohol and drug treatment programs that had been in place since the 1986 Public Safety Levy (the first jail levy) was passed by the voters.

One of the interesting features in the structure of the levy is the fact that we relied upon property value growth of 9%, 7%, and 7% from the 95-6 property values to produce the revenues we would need to cover operations by 1998-99. Measures 47/50 not only reduced the dollar amount for 97-8, it thoroughly scrambled the ongoing increase we had expected.

This is important because even the optimistic timelines built into the levy for construction and operation of new and expanded facilities still required unspent levy dollars from 96-7 to be available to cover 98-9 operations. Only by 99-00, after three years of high property value and revenue growth, did we believe we would have enough ongoing revenue from the levy to cover the ongoing costs of the enhanced programs.

I have attached the ballot measure and campaign pamphlet showing what we believed the levy would support (**Attachment 5**). I have also attached my summary of the levy sent to the Tax Supervising and Conservation Commission (**Attachment 6**).

Sheriff	<u>96-7</u>	<u>97-8</u>	<u>98-9</u>
Budget	16,868,569	23,275,349	25,586,601

Operate 605 bed Inverness Jail (including the 50 bed "warehouse annex"),
Increase MCRC by 40 beds (beginning 1996-97) to 160 beds,
Operate 120 additional beds at Inverness Jail (beginning January 1998),
Operate 210 bed jail not yet constructed (anticipated opening January 1998),
Cover all support costs for the expanded jail system (administration, transport, court guards, etc.)

Levy, SB 1145, and Bond History
July 13, 1998

Operate expanded and improved data processing systems associated with expanded jail space,
Cover staff costs for remodeled booking space in the Justice Center and a separate transport
function located at Inverness Jail beginning 1997-98.
Cover costs of in-the jail alcohol and drug program at the end of Target Cities funding.

Community Corrections	<u>96-7</u>	<u>97-8</u>	<u>98-9</u>
Budget	1,815,709	2,831,702	3,237,622

Contract for 80 residential alcohol and drug beds (in 96-7 and part of 97-8).
Contract for operating 150 substance abuse treatment / work release center beds beginning October
1997

Health	<u>96-7</u>	<u>97-8</u>	<u>98-9</u>
Budget	2,211,762	2,798,248	3,206,576

Corrections Health for Inverness Jail
Corrections Health for MCRC expansion
Corrections Health for expansion at Inverness Jail
Corrections Health for the new 210 bed jail.

4. 1996-97 SB 1145 OPERATIONS EXPECTATIONS

• Operations and Costs

This is the least traceable section of the summary.

In 1995, Carey Harkaway built a very intelligent model for handling the 1532 SB 1145 felons we expected. It is included in the SB 1145 construction funds application (**Attachment 4 pages 15-19**). For three categories of crimes (new convictions, parole revocations, and probation revocations) it laid out handling configurations, including number of days in jail, number of days in community supervision programs, cost per slot/day, and estimated numbers. It assumed failure rates and cycled the failed felons back through the model. It predicted total costs and proposed a comprehensive set of program components to handle the population.

This was the last fully costed plan I know about.

The following "budgets" rely on this original model for the 98-9 costs. [What was actually budgeted for 98-9 is shown in a separate section.] Since this document is a historical summary, it emphasizes what we believed earlier as a point of comparison with what we currently think.

The 96-7 and 97-8 amounts, however, are not related to Carey Harkaway's model. That model was not designed to deal with the scale-up, interim steps needed until the jail beds and alcohol and drug facilities were in place to implement the full plan. The interim program configurations were ad hoc and shifting than. They changed as unanticipated patterns developed in the felon population and as programs attempted to secure capacity for the offenders within existing resources.

I have not attached documents relevant to the 96-7 and 97-8 numbers. The numbers are extracted from a variety of budget modifications, memoranda, and summaries. Each of those documents had relevance to specific decisions, but they do not form a consistent or coherent picture. I have included a one-page list of the three years showing the detail summarized below, but 96-7 and 97-8 amounts are gleaned from many different sources (**Attachment 7**).

Levy, SB 1145, and Bond History
July 13, 1998

Sheriff	<u>96-7</u>	<u>97-8</u>	<u>98-9</u>
Budget	2,202,162	9,806,211	9,645,800

Staff SB 1145 Management and Records units (beginning November 1996)
Rent up to 330 beds from the State (from January 1997 until Inverness Jail beds opened)
Operate 330 additional beds at Inverness Jail (beginning January 1998),

Community Corrections	<u>96-7</u>	<u>97-8</u>	<u>98-9</u>
Budget	1,536,283	3,650,929	5,509,266

Beginning November 1996

- Staff SB 1145 Offender Management unit (beginning November 1996)

Beginning February 1997

- Residential A&D / mental health treatment
- Transitional housing
- Outpatient A&D
- Learning Center
- Forest Project
- Day Reporting
- Field Supervision
- Alternative Community Service
- Mental Health evaluation
- Home Detention / Electronic monitoring

5. MEASURE 47 / 50

Attachment 8, an excerpt from the 98-9 Budget Manager's Message in the Adopted Budget, explains the following in more detail.

- ***Measure 47/50 reduction of levy***

Measure 50 reduced operational property taxes statewide about 15%. It reduced the County's operating taxes (the tax base and the two 1996 levies) but 18%. In addition, it restricts assessed value growth to no more than 3% per year with exceptions for new construction.

- ***Measure 50 effect on dedication***

To accomplish the overall reduction and to guarantee that property taxes would not increase beyond the limits placed on assessed value growth, Measure 50 combined all operating property taxes authorized to be collected in 97-8 into a single, permanent tax rate. The County's tax base and the two dedicated serial levies (the Library Levy and the Public Safety Levy) ceased to exist. As a result of this action, the County has no legal requirement to spend the proceeds from the "fossil" Public Safety Levy on programs originally funded by the levy. The 98-9 Budget, however, transfers General Fund support to the Jail Levy Fund in an amount equal to the proportionate share that the "fossil" levy is of total property taxes authorized for 97-8. That transfer amount is discretionary on the part of the Board. Expenditure of the revenues transferred is discretionary on the part of the Board.

- **Measure 47/50 election requirements**

All property tax increases (whether for operations or for bonds) must be approved at a general election in November of an even numbered year or must be approved at an election where more than 50 percent of registered voters cast a ballot.

However, Measure 50 does, at least, permit additional operating levies to be proposed. These "local option levies" can be for a five year term for operations. In 1997 the County proposed such a levy, the Library Levy, and voters approved it at the November election. Since that election drew a greater than 50 percent turnout, the 98-9 budget reflects this additional, dedicated, property tax.

- **Measure 50 compression**

Measure 50 left in place the Measure 5 restriction on how much property tax an individual taxpayer pays for operational levies— no more than \$10 per thousand dollars of the real market value of the property. As under Measure 5, if the taxes on a property exceed the \$10 limit, they must be compressed and the taxing jurisdictions must accept reduced revenue. Unlike Measure 5, however, compression is not spread to all taxing jurisdictions proportionately to their percentage of the total taxes imposed. Instead a hierarchy of compression is created. First, local option levies are compressed on the property. Once they have been reduced to zero on a property, then permanent tax rates are compressed. This means that any additional County local option levy will compress the Library Levy. How much compression will result has not yet been estimated.

6. BOND SHORTFALL

The 1996 Bond proceeds have not been spent. I have attached a memorandum from Ching Hay and me discussing some of the aspects of the spending and the current estimates of future spending that are relevant to a discussion of how to proceed in purchasing land (**Attachment 9**)

Construction Budgets and Expenditures

<u>Project</u>	<u>Original Budget</u>	<u>Current Estimate</u>	<u>Balance Available</u> <u>(Shortfall)</u>
New Jail	\$ 30,730,000	\$ 41,205,200	(\$ 10,485,200)
Secure Residential Beds (300)*	23,995,000	29,784,300	(5,484,300)
Other	35,820,000	35,453,912	366,088
<i>Interest Earnings</i>	<u>0</u>	<u>0</u>	<u>6,400,000</u>
Total	\$ 90,545,000	\$ 106,443,412	(\$ 9,498,412)

*Includes \$11,150,000 of SB 1145 construction funding from the State.

Design changes to the new jail and probable assistance from the Port of Portland with wetland mitigation may reduce the overall shortfall by \$4.5 to \$5 million.

Attachments

MULTNOMAH COUNTY

Measure No. 26-2

BALLOT TITLE

THREE-YEAR SERIAL LEVY TO CONTINUE JAIL OPERATIONS

QUESTION: Shall Multnomah County operate Jails with three-year levy of \$0.5288 per \$1,000 assessed valuation, outside tax base, beginning 1993-94?

SUMMARY: This Measure continues the existing three-year serial levy approved by voters in 1990, at exactly the same rate that is now levied. The county would continue to collect approximately 53 cents per \$1,000 of assessed value, about \$34.37 per year on a home assessed at \$65,000.

Approval of the levy would allow the county to continue:

- Operating the 514 secure beds at Inverness jail;
- Operating 80 secure residential Drug and Alcohol Treatment beds for offenders.

If the county is not able to operate Inverness jail, which provides about 40 percent of the county's total jail beds, additional offenders will have to be released. Estimated releases would total nearly 1,000 offenders per month.

This continuing levy is within the \$10 tax rate limit in Ballot Measure 5.

This serial levy will provide revenue estimated NOT TO EXCEED \$14,443,421 in 1993-94, \$15,454,460 in 1994-95, and \$16,536,272 in 1995-96 dedicated to jail operation.

The estimated tax cost for this measure is an ESTIMATE ONLY based on the best information available from the county assessor at the time of the estimate.

The levy is subject to the \$10 limit in Section 11b, Article XI, Oregon Constitution, (1990 Measure 5). This Measure would reduce property tax collections for some other units of local government due to the \$10 rate limitation of the Oregon Constitution.

EXPLANATORY STATEMENT

Measure 26-2 will renew the existing jail levy at the same tax rate you are now paying... 53 cents per \$1,000 of assessed value on your home. Continuation of this 3 year jail levy will be dedicated to the operation of Multnomah County's 514-bed Inverness Jail facility. This jail levy will also continue funding for the community restitution program and 80 secure alcohol and drug treatment beds for prisoners.

WITHOUT THE 514 BEDS FUNDED BY THIS LEVY... ESTIMATED INMATE RELEASES WOULD BE AN ADDITIONAL 1000 PER MONTH

Multnomah County currently operates 1,331 jail beds. These beds are used to house newly booked offenders as well as unsentenced and sentenced inmates. Nine out of ten Multnomah County inmates are being held on felony charges. This jail levy is dedicated to operating the 514 bed Inverness Jail, which is 40% of Multnomah County's jail space.

The levy also supports the community restitution program operated by the Inverness Jail which provides inmate labor for work on government and non-profit agency projects throughout the community. In 1992, more than 70,000 hours of such work was provided by inmates under this program.

THE LEVY ALSO FUNDS DRUG AND ALCOHOL TREATMENT BEDS FOR PRISONERS

The substance abuse intervention program targets high risk felony offenders with a history of chronic drug problems. It supports two 40-bed residential centers (one for men and one for women) that function as both treatment and alternative sanction programs.

IF THE INVERNESS JAIL IS CLOSED, MULTNOMAH COUNTY CAN LOSE 40% OF ITS JAIL SPACE

The existing three-year levy for jails expires June 30, 1993. Measure 26-2 will provide continued support to keep all the current County jail beds operating.

The renewal of the jail levy will cost the owner of a \$100,000 home, \$52.88 per year, the same tax rate the owner is paying now.

THIS CONTINUING LEVY IS WITHIN THE \$10 CAP APPROVED BY THE VOTERS WITH MEASURE 5.

Submitted by Gladys McCoy, Chair
representing the Multnomah County Board of Commissioners

MULTNOMAH COUNTY

Measure No. 26-2

ARGUMENT IN FAVOR

**IF MEASURE 26-2 FAILS,
CLOSE TO 1,000 CRIMINALS
WILL BE RELEASED EACH MONTH
BECAUSE OF LACK OF JAIL SPACE.**

That's the grim reality — if the jail levy fails. Measure 26-2 provides funding to operate the 514-bed Inverness Jail facility, to continue 80 special drug and alcohol treatment beds for offenders, and to keep the community restitution program going.

County jails are already crowded. Bookings are rising. Limited jail space is used for the most serious offenders. Currently, 90% of jailed offenders are charged with felonies. And still, federal rules force release of several hundred county prisoners each month. If the current levy is not continued, such releases will jump dramatically.

If the Levy Passes, Your Tax Rate Won't Go Up...

Measure 26-2 continues the existing jail levy passed in 1990, at exactly the same rate now levied. It is within Measure 5 limits.

Substance Abuse Program at Risk...

The levy also funds two 40-bed residential drug and alcohol treatment centers (one for men and one for women) that function as both treatment and alternative sanction programs. The substance abuse intervention program targets high-risk felony offenders with a history of chronic drug problems. Drug testing data over the last two years indicate that 60-80% of offenders booked into jail test positive for one or more illegal substances.

Inmate Community Work Crews Face Cuts...

Finally, the levy funds support the inmate work crews which provided 70,000 hours of community service to local government and non-profit agencies in the past year. The program gives non-violent, sentenced inmates the chance to develop skills while providing meaningful work that emphasizes the inmates' obligation to repay the community for the cost of their arrest, processing into jail, court action and custodial care while in custody.

*Keep County Jails Operating...
Vote YES for Measure 26-2.*

**Without the levy, the county will be forced
to close 40% of its current jail space.**

(This information furnished by Citizens for Jails and Libraries.)

The printing of this argument does not constitute an endorsement by Multnomah County, nor does the county warrant the accuracy or truth of any statements made in the argument.

**NO ARGUMENTS
AGAINST THIS
MEASURE
WERE FILED.**

1993-1996 MULTNOMAH COUNTY JAIL LEVY PROPOSAL

Overview

The County proposes to levy \$0.5288 per thousand of assessed value for three years beginning July 1, 1993 for operations of Inverness Jail and to continue funding for 80 contracted residential beds for inmates whose crimes are alcohol and drug related. This rate based levy will replace the \$13.5 million annual serial levy that expires on June 30, 1993.

The levy is proposed to be on the May 18, 1993 ballot.

Revenue to be Raised

The ballot measure will show the estimated annual receipts from this rate based levy as:

1993-94	\$ 14,443,421
1994-95	\$ 15,454,460
1995-96	\$ 16,536,272

These estimates are the amounts computed by applying the rate approved by the voters to all property in the County. This complies with direction from the Oregon Department of Revenue.

However, because of the constitutional limitation on the total rate available for local governments (the Measure 5 \$10 cap), the County does not expect to collect the above amounts. Measure 5 compression reduces County estimates of the amounts that will be placed on tax bills for this levy to:

1993-94	\$ 12,155,240
1994-95	\$ 13,029,441
1995-96	\$ 14,117,278

Attachment A is a three year financial summary showing estimated revenues and expenditures in the Jail Levy Fund. It shows that the Jail Levy Fund will require \$7.3 million of General Fund support over the next three years to continue the existing level of program.

The rate based levy will not be sufficient to cover the cost of the current program.

Purpose of the Levy

These receipts will be used for continuation of the programs at Inverness Jail.

514 beds (including the cost of providing health services to inmates and maintaining the facility),

9 work crews.

They will also be used to continue contracts for 80 residential alcohol and drug beds and continue subsidy of 35 outpatient slots.

1993-96 Jail Levy
January 21, 1993

Detailed estimate sheets for the three years of the levy are attached (Attachment B).

Other Property Taxes

The proposed Jail Levy and the proposed Library Levy both replace three year serial levies that expire at the end of 1992-93. In addition, the County plans to seek voter authorization to issue \$31 million of General Obligation Bonds for Library reconstruction or remodeling.

Since 1976-77, the County has had at least one serial levy in place during fourteen of the seventeen fiscal years. The Board does not rule out the possibility of seeking an increased tax base to replace the proposed levies. This could occur at either the May 1994 Primary election, the November 1994 General election, or the May 1996 Primary election. However, no plans have been made to actively pursue an increased tax base.

A discussion of the impact of this levy and the companion tax measures accompanies this memorandum.

Service Indices

Multnomah County currently has 1,331 jail beds. These jail beds are used to house newly booked persons as well as other unsentenced persons and sentenced inmates.

The majority of Multnomah County's inmate population is being held on felony charges (90%). Ten percent (10%) of the inmate population is being held on misdemeanor charges.

The relatively low number of misdemeanor level inmates in custody is largely the result of the limited number of beds available. Also, the matrix release system usually gives a higher number of points to the higher level charges. Consequently, those with felony charges are more likely to remain in jail and those with misdemeanor charges are more likely to be released.

The current population in Multnomah County's five jails is 22 percent sentenced and 78 percent unsentenced.

It is anticipated that the continued operational funding of the Inverness Jail will allow Multnomah County to continue to provide beds for sentenced offenders.

The substance abuse intervention program targets high risk felony offenders with a history of chronic drug problems. Drug testing data over the last two years indicates that 60-80% of offenders booked into the jail test positive for one or more illegal substances. Research has demonstrated a correlation between drug use and recidivism.

Two 40-bed residential centers (one for men, one for women) function as both treatment and alternative sanction programs. Each center serves about 80 convicted felons per year (assuming a 6 month length of stay). In addition, the women's center serves women with their young children, thus removing a barrier to treating this target population.

The levy will also support a 35-slot intensive outpatient treatment program serving between 70 and 100 felons per year. This program provides treatment for offenders with suitable residences who would otherwise be placed on waiting lists for a treatment opening.

1993-96 Jail Levy
January 21, 1993

The objective of the programs is to reduce the rate of recidivism to less than 10% during the first twelve months after discharge. Participants successfully complete their programs if they remain crime and drug free during treatment. Approximately 60% of those admitted successfully complete the programs.

Jail Levy - Estimated Three Year Levy
FY 1993-94 to FY 1995-96

ATTACHMENT A

21-Jan-93

FINANCIAL SUMMARY
MCIJ Serial Levy Fund (FY 94 - 98)

REVENUES	1993-94 PROJECTED	1994-95 PROJECTED	1995-96 PROJECTED	1996-97 PROJECTED	1997-98 PROJECTED
BWC	0	0	0	0	964,867
Current Taxes	12,155,420	13,029,441	14,117,278	0	0
Prior Year Taxes	513,172	582,418	641,121	699,889	363,942
Prior Year's Interest	112,088	126,908	139,518	139,978	72,788
Interest on Investment	125,000	125,000	125,000	125,000	125,000
Miscellaneous	0	0	0	0	0
General Fund Subsidy	1,603,326	1,155,529	817,570	0	0
General Fund Indirect Costs	1,179,321	1,224,969	1,292,740	0	0
TOTAL REVENUES	15,688,327	16,244,265	17,133,227	964,867	1,526,597

EXPENDITURES

Assumes Current MCIJ Operations

Sheriff's Office (025)	11,968,299	12,369,030	13,090,369	0	0
Community Corrections (021)	1,757,916	1,828,291	1,901,871	0	0
Corrections Health (015)	1,496,129	1,555,135	1,619,109	0	0
Facilities (030)	408,946	432,491	460,187	0	0
Electronics (030)	57,037	59,318	61,691	0	0

TOTAL EXPENDITURES	15,688,327	16,244,265	17,133,227	0	0
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Contingency/Fund Balance	0	0	0	964,867	1,526,597
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TOTAL REQUIREMENTS	15,688,327	16,244,265	17,133,227	964,867	1,526,597
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FISCAL YEAR 1993-94

	Sheriff's Office	Community Corrections	Corrections Health	Facilities Management	Electronics	Total FY 93-94
5100 PERMANENT	5,466,687	107,062	699,850	90,978	0	6,364,578
5200 TEMPORARY	13,248	0	21,188	0	0	34,436
5300 OVERTIME	461,160	0	6,835	0	0	467,995
5400 PREMIUM	120,384	0	10,767	0	0	131,151
5500 FRINGE	2,002,006	29,067	196,461	24,700	0	2,252,235
DIRECT PERSONAL SERVICES	8,063,485	136,130	934,901	115,678	0	9,250,194
5550 INSURANCE BENEFITS	1,013,331	18,824	107,183	18,730	0	1,158,068
TOTAL PERSONAL SERVICES	9,076,816	154,953	1,042,084	134,408	0	10,408,262
6050 COUNTY SUPPLEMENTS	0	0	0	0	0	0
6060 PASS THROUGH PAYMENTS	0	0	0	0	0	0
6110 PROFESSIONAL SERVICES	111,962	1,518,640	148,349	2,063	0	1,781,014
6120 PRINTING	12,419	0	7,544	0	0	19,963
6130 UTILITIES	0	0	0	193,763	0	193,763
6140 COMMUNICATIONS	62,100	0	0	0	0	62,100
6170 RENTALS	0	0	8,772	0	0	8,772
6180 REPAIRS & MAINTENANCE	18,273	0	5,779	7,002	0	31,054
6190 MAINTENANCE CONTRACTS	0	0	0	0	0	0
6200 POSTAGE	0	0	0	0	0	0
6230 SUPPLIES	152,956	4,128	44,007	51,191	0	252,282
6270 FOOD	1,062,119	0	0	0	0	1,062,119
6310 EDUCATION & TRAINING	12,420	0	7,711	0	0	20,131
6320 CONFERENCES & CONVENTIONS	0	0	4,541	0	0	4,541
6330 TRAVEL	39,781	0	206	0	0	39,987
6520 INSURANCE	0	0	0	0	0	0
6530 EXTERNAL D.P.	0	0	0	0	0	0
6550 DRUGS	0	0	44,802	0	0	44,802
6580 CLAIMS PAID/JUDGMENTS	0	0	0	0	0	0
6610 AWARDS & PREMIUMS	0	0	0	0	0	0
6620 DUES & SUBSCRIPTIONS	0	0	475	0	0	475
6700 LIBRARY BOOKS & MATERIALS	0	0	0	0	0	0
7810 PRINCIPAL	0	0	0	0	0	0
7820 INTEREST	0	0	0	0	0	0
DIRECT MATERIALS & SERVICES	1,472,030	1,522,768	272,186	254,019	0	3,521,003
7100 INDIRECT COSTS	944,504	80,195	138,603	14,058	1,961	1,179,321
7150 TELEPHONE	39,781	0	2,966	0	0	42,747
7200 DATA PROCESSING	15,567	0	0	0	0	15,567
7300 MOTOR POOL	221,881	0	0	6,461	0	228,342
7400 BUILDING MANAGEMENT	0	0	0	0	0	0
7500 OTHER INTERNAL SERVICES	0	0	38,638	0	55,076	93,714
7550 LEASE PAYMENTS TO CLRF	0	0	0	0	0	0
7560 MAIL/DISTRIBUTION	5,387	0	1,651	0	0	7,038
INTERNAL SERVICE REIMBURSEMENTS	1,227,120	80,195	181,858	20,519	57,037	1,566,729
TOTAL MATERIALS & SERVICES	2,699,150	1,602,963	454,044	274,538	57,037	5,087,732
8100 LAND	0	0	0	0	0	0
8200 BUILDINGS	0	0	0	0	0	0
8300 OTHER IMPROVEMENTS	0	0	0	0	0	0
8400 EQUIPMENT	192,333	0	0	0	0	192,333
TOTAL CAPITAL OUTLAY	192,333	0	0	0	0	192,333
TOTAL DIRECT BUDGET	9,727,848	1,658,898	1,207,087	369,697	0	12,863,530
TOTAL EXPENDITURES	11,868,299	1,757,816	1,496,129	408,846	57,037	15,888,327

ATTACHMENT B

FISCAL YEAR 1994-95

	Sheriff's Office	Community Corrections	Corrections Health	Facilities Management	Electronics	Total FY 94-95
5100 PERMANENT	5,784,474	110,488	722,246	93,889	0	6,711,097
5200 TEMPORARY	13,872	0	21,866	0	0	35,537
5300 OVERTIME	475,917	0	8,848	0	0	482,764
5400 PREMIUM	124,236	0	11,112	0	0	135,348
5500 FRINGE	2,123,202	30,163	203,891	25,632	0	2,382,887
DIRECT PERSONAL SERVICES	8,521,500	140,652	965,961	119,520	0	9,747,634
5550 INSURANCE BENEFITS	1,106,558	20,555	117,044	20,454	0	1,264,611
TOTAL PERSONAL SERVICES	9,628,058	161,207	1,083,005	139,974	0	11,012,245
6050 COUNTY SUPPLEMENTS	0	0	0	0	0	0
6060 PASS THROUGH PAYMENTS	0	0	0	0	0	0
6110 PROFESSIONAL SERVICES	115,881	1,579,385	154,283	2,145	0	1,851,694
6120 PRINTING	12,854	0	7,846	0	0	20,700
6130 UTILITIES	0	0	0	209,264	0	209,264
6140 COMMUNICATIONS	64,273	0	0	0	0	64,273
6170 RENTALS	0	0	9,123	0	0	9,123
6180 REPAIRS & MAINTENANCE	18,912	0	6,010	7,282	0	32,204
6190 MAINTENANCE CONTRACTS	0	0	0	0	0	0
6200 POSTAGE	0	0	0	0	0	0
6230 SUPPLIES	158,310	4,283	45,767	52,239	0	260,609
6270 FOOD	1,125,846	0	0	0	0	1,125,846
6310 EDUCATION & TRAINING	12,855	0	8,020	0	0	20,875
6320 CONFERENCES & CONVENTIONS	0	0	4,722	0	0	4,722
6330 TRAVEL	0	0	215	0	0	215
6520 INSURANCE	0	0	0	0	0	0
6530 EXTERNAL D.P.	0	0	0	0	0	0
6550 DRUGS	0	0	46,594	0	0	46,594
6580 CLAIMS PAID/JUDGMENTS	0	0	0	0	0	0
6610 AWARDS & PREMIUMS	0	0	0	0	0	0
6620 DUES & SUBSCRIPTIONS	0	0	494	0	0	494
6700 LIBRARY BOOKS & MATERIALS	0	0	0	0	0	0
7810 PRINCIPAL	0	0	0	0	0	0
7820 INTEREST	0	0	0	0	0	0
DIRECT MATERIALS & SERVICES	1,508,931	1,583,678	283,074	270,930	0	3,646,613
7100 INDIRECT COSTS	980,587	83,406	144,070	14,867	2,039	1,224,969
7150 TELEPHONE	41,173	0	3,085	0	0	44,258
7200 DATA PROCESSING	16,112	0	0	0	0	16,112
7300 MOTOR POOL	45,417	0	0	6,720	0	52,137
7400 BUILDING MANAGEMENT	0	0	0	0	0	0
7500 OTHER INTERNAL SERVICES	0	0	40,184	0	57,279	97,463
7550 LEASE PAYMENTS TO CLRF	0	0	0	0	0	0
7560 MAIL/DISTRIBUTION	5,576	0	1,717	0	0	7,293
INTERNAL SERVICE REIMBURSEMENTS	1,088,865	83,406	189,056	21,587	59,318	1,442,232
TOTAL MATERIALS & SERVICES	2,597,796	1,667,084	472,130	292,517	59,318	5,088,845
8100 LAND	0	0	0	0	0	0
8200 BUILDINGS	0	0	0	0	0	0
8300 OTHER IMPROVEMENTS	0	0	0	0	0	0
8400 EQUIPMENT	143,175	0	0	0	0	143,175
TOTAL CAPITAL OUTLAY	143,175	0	0	0	0	143,175
TOTAL DIRECT BUDGET	10,173,606	1,724,330	1,249,035	390,450	0	13,537,422
TOTAL EXPENDITURES	12,369,030	1,828,291	1,655,135	432,491	59,318	16,244,266

FISCAL YEAR 1995-96

	Sheriff's Office	Community Corrections	Corrections Health	Facilities Management	Electronics	Total FY 95-96
5100 PERMANENT	6,135,873	114,356	747,524	97,176	0	7,094,928
5200 TEMPORARY	14,150	0	22,831	0	0	36,981
5300 OVERTIME	492,574	0	7,087	0	0	499,661
5400 PREMIUM	128,585	0	11,500	0	0	140,085
5500 FRINGE	2,247,467	31,219	211,027	26,529	0	2,516,242
DIRECT PERSONAL SERVICES	9,018,849	145,575	999,770	123,704	0	10,287,697
5650 INSURANCE BENEFITS	1,211,681	22,508	128,183	22,397	0	1,384,749
TOTAL PERSONAL SERVICES	10,230,330	168,083	1,127,933	146,100	0	11,672,448
6050 COUNTY SUPPLEMENTS	0	0	0	0	0	0
6060 PASS THROUGH PAYMENTS	0	0	0	0	0	0
6110 PROFESSIONAL SERVICES	119,937	1,642,561	160,454	2,331	0	1,925,283
6120 PRINTING	13,304	0	8,160	0	0	21,464
6130 UTILITIES	0	0	0	226,005	0	226,005
6140 COMMUNICATIONS	66,523	0	0	0	0	66,523
6170 RENTALS	0	0	9,488	0	0	9,488
6180 REPAIRS & MAINTENANCE	19,574	0	6,251	7,573	0	33,398
6190 MAINTENANCE CONTRACTS	0	0	0	0	0	0
6200 POSTAGE	0	0	0	0	0	0
6230 SUPPLIES	163,851	4,465	47,597	55,369	0	271,282
6270 FOOD	1,165,251	0	0	0	0	1,165,251
6310 EDUCATION & TRAINING	13,305	0	8,340	0	0	21,645
6320 CONFERENCES & CONVENTIONS	0	0	4,911	0	0	4,911
6330 TRAVEL	0	0	223	0	0	223
6520 INSURANCE	0	0	0	0	0	0
6530 EXTERNAL D.P.	0	0	0	0	0	0
6550 DRUGS	0	0	48,458	0	0	48,458
6580 CLAIMS PAID/JUDGMENTS	0	0	0	0	0	0
6610 AWARDS & PREMIUMS	0	0	0	0	0	0
6620 DUES & SUBSCRIPTIONS	0	0	513	0	0	513
6700 LIBRARY BOOKS & MATERIALS	0	0	0	0	0	0
7810 PRINCIPAL	0	0	0	0	0	0
7820 INTEREST	0	0	0	0	0	0
DIRECT MATERIALS & SERVICES	1,561,745	1,647,028	294,395	291,278	0	3,794,444
7100 INDIRECT COSTS	1,038,041	86,762	149,996	15,819	2,121	1,292,740
7150 TELEPHONE	42,614	0	3,208	0	0	45,822
7200 DATA PROCESSING	16,676	0	0	0	0	16,676
7300 MOTOR POOL	47,006	0	0	6,989	0	53,995
7400 BUILDING MANAGEMENT	0	0	0	0	0	0
7500 OTHER INTERNAL SERVICES	0	0	41,791	0	59,570	101,361
7550 LEASE PAYMENTS TO CLRF	0	0	0	0	0	0
7560 MAIL/DISTRIBUTION	5,771	0	1,786	0	0	7,557
INTERNAL SERVICE REIMBURSEMENTS	1,150,108	86,762	196,781	22,808	61,691	1,518,151
TOTAL MATERIALS & SERVICES	2,711,853	1,733,788	491,176	314,086	61,691	5,312,595
8100 LAND	0	0	0	0	0	0
8200 BUILDINGS	0	0	0	0	0	0
8300 OTHER IMPROVEMENTS	0	0	0	0	0	0
8400 EQUIPMENT	148,186	0	0	0	0	148,186
TOTAL CAPITAL OUTLAY	148,186	0	0	0	0	148,186
TOTAL DIRECT BUDGET	10,728,580	1,792,601	1,294,165	414,982	0	14,230,327
TOTAL EXPENDITURES	13,090,369	1,801,871	1,619,109	460,187	61,691	17,133,227

PERSONNEL DETAIL
FISCAL YEAR 1993-94

	FTE	BASE	FRINGE	INSURANCE	TOTAL
SERVICES BRANCH					
Personnel Analyst	1.00	27,691	7,518	5,748	40,957
Fiscal Specialist I	1.00	26,946	7,316	5,710	39,972
Fiscal Assistant/Sr	1.00	23,313	6,330	5,525	35,168
	3.00	77,950	21,163	16,984	116,097
CORRECTIONS BRANCH					
Deputy Sheriff	5.00	226,989	77,517	35,215	339,721
Corrections Officer	97.50	3,644,905	1,244,735	632,528	5,522,168
Corrections Sergeant	11.00	521,589	178,123	77,706	777,417
Office Assistant II	1.00	21,227	5,763	5,419	32,410
Fiscal Assistant	2.00	41,079	11,153	10,768	63,001
Warehouse Worker	6.00	129,228	35,086	32,675	196,989
Hearings Officer	1.00	36,280	9,850	6,239	52,369
Corrections Counselor	8.00	251,360	68,244	47,661	367,266
MCSO Ops Technician	11.00	239,524	65,031	59,986	364,540
Chaplain	1.00	27,753	7,535	5,980	41,267
Counselor Supervisor	1.00	37,473	10,174	6,534	54,180
Captain	1.00	56,705	19,365	7,693	83,763
Lieutenant	3.00	154,625	52,804	22,162	229,591
	148.50	5,388,737	1,785,379	950,565	8,124,681
TEMPORARY		13,248	1,080	768	15,095
OVERTIME		461,160	157,486	26,738	645,384
PREMIUM		120,384	36,898	18,277	175,558
		5,983,529	1,980,843	996,348	8,960,719
COMMUNITY CORRECTIONS					
Office Assistant II	1.00	18,524	5,029	4,948	28,502
A&D Evaluation Specialist	1.00	27,053	7,345	5,229	39,626
Program Development Specialist	2.00	61,486	16,693	8,646	86,825
	4.00	107,062	29,067	18,824	154,953
CORRECTIONS HEALTH					
Office Assistant II	1.00	19,212	5,216	4,999	29,426
Clerical Unit Supervisor	1.00	27,007	7,332	3,005	37,344
Nurse Practitioner	2.40	107,313	29,135	13,160	149,608
Community Health Nurse	11.70	443,238	120,339	70,115	633,692
X-Ray Technician	0.20	5,061	1,374	1,350	7,786
Dental Assistant	0.08	1,747	474	244	2,466
Pharmacist	0.10	3,885	1,055	596	5,536
Dentist	0.10	4,750	1,290	776	6,816
Physician	0.50	32,417	8,801	3,578	44,796
Corrections Health Manager	0.30	15,182	4,122	2,305	21,609
Health Services Administrator	1.00	40,039	10,870	5,589	56,498
	18.38	699,850	190,009	105,717	995,577
TEMPORARY		21,188	1,727	805	23,719
OVERTIME		6,635	1,801	252	8,689
PREMIUM		10,767	2,923	409	14,099
		738,440	196,461	107,183	1,042,084
ENVIRONMENTAL SERVICES					
Custodian	1.40	29,036	7,883	6,720	43,639
Plant Maintenance Engineer	1.00	31,154	8,458	6,959	46,572
Carpenter	1.00	30,787	8,359	5,051	44,197
	3.40	90,978	24,700	18,730	134,408

PERSONNEL DETAIL
FISCAL YEAR 1994-95

	FTE	BASE	FRINGE	INSURANCE	TOTAL
SERVICES BRANCH					
Personnel Analyst	1.00	28,799	7,862	6,277	42,938
Fiscal Specialist I	1.00	28,024	7,650	6,236	41,910
Fiscal Assistant/Sr	1.00	24,246	6,619	6,034	36,899
	3.00	81,068	22,132	18,546	121,746
CORRECTIONS BRANCH					
Deputy Sheriff	5.00	234,252	80,349	38,455	353,056
Corrections Officer	97.50	3,870,889	1,327,715	690,721	5,889,325
Corrections Sergeant	11.00	553,927	189,997	84,855	828,779
Office Assistant II	1.00	22,543	6,154	5,419	34,117
Fiscal Assistant	2.00	43,626	11,910	11,759	67,295
Warehouse Worker	6.00	135,250	36,923	35,681	207,854
Hearings Officer	1.00	37,441	10,221	6,813	54,475
Corrections Counselor	8.00	263,740	72,001	52,046	387,788
MCSO Ops Technician	11.00	254,374	69,444	65,504	389,323
Chaplain	1.00	29,473	8,046	6,530	44,049
Counselor Supervisor	1.00	39,796	10,864	7,135	57,795
Captain	1.00	58,520	20,072	8,400	86,993
Lieutenant	3.00	159,573	54,734	24,200	238,507
	148.50	5,703,406	1,898,431	1,037,518	8,639,355
TEMPORARY		13,672	1,135	839	15,645
OVERTIME		475,917	163,240	29,198	668,354
PREMIUM		124,236	38,265	19,958	182,459
		6,317,231	2,101,070	1,087,513	9,505,814
COMMUNITY CORRECTIONS					
Office Assistant II	1.00	19,117	5,219	5,404	29,739
A&D Evaluation Specialist	1.00	27,918	7,622	5,710	41,250
Program Development Specialist	2.00	63,453	17,323	9,442	90,218
	4.00	110,488	30,163	20,555	161,207
CORRECTIONS HEALTH					
Office Assistant II	1.00	19,826	5,413	5,459	30,698
Clerical Unit Supervisor	1.00	27,871	7,609	3,281	38,762
Nurse Practitioner	2.40	110,747	30,234	14,370	155,351
Community Health Nurse	11.70	457,421	124,876	76,566	658,863
X-Ray Technician	0.20	5,223	1,426	1,474	8,124
Dental Assistant	0.08	1,803	492	266	2,562
Pharmacist	0.10	4,009	1,094	651	5,755
Dentist	0.10	4,902	1,338	848	7,088
Physician	0.50	33,454	9,133	3,907	46,494
Corrections Health Mgr.	0.30	15,668	4,277	2,517	22,462
Health Services Admin.	1.00	41,320	11,280	6,103	58,703
	18.38	722,246	197,173	115,443	1,034,862
TEMPORARY		21,866	1,815	879	24,559
OVERTIME		6,848	1,869	275	8,992
PREMIUM		11,112	3,033	447	14,592
		762,070	203,891	117,044	1,083,005
ENVIRONMENTAL SERVICES					
Custodian	1.40	29,965	8,180	7,339	45,484
Plant Maintenance Engr.	1.00	32,151	8,777	7,599	48,528
Carpenter	1.00	31,773	8,674	5,515	45,962
	3.40	93,889	25,632	20,454	139,974

PERSONNEL DETAIL
FISCAL YEAR 1995-96

	FTE	BASE	FRINGE	INSURANCE	TOTAL
SERVICES BRANCH					
Personnel Analyst	1.00	29,807	8,137	6,873	44,817
Fiscal Specialist I	1.00	29,004	7,918	6,828	43,751
Fiscal Assistant/Sr	1.00	25,822	7,049	6,828	39,699
	3.00	84,633	23,105	20,529	128,267
CORRECTIONS BRANCH					
Deputy Sheriff	5.00	242,451	83,161	42,108	367,720
Corrections Officer	97.50	4,122,497	1,414,016	756,340	6,292,853
Corrections Sergeant	11.00	589,933	202,347	92,916	885,195
Office Assistant II	1.00	23,332	6,370	6,480	36,182
Fiscal Assistant	2.00	45,773	12,496	12,876	71,145
Warehouse Worker	6.00	141,987	38,762	39,071	219,820
Hearings Officer	1.00	38,751	10,579	7,460	56,791
Corrections Counselor	8.00	277,576	75,778	56,991	410,345
MCSO Ops Technician	11.00	269,442	73,558	71,727	414,727
Chaplain	1.00	31,389	8,569	7,150	47,108
Counselor Supervisor	1.00	42,383	11,570	7,812	61,766
Captain	1.00	60,568	20,775	9,198	90,541
Lieutenant	3.00	165,158	56,649	26,499	248,307
	148.50	6,051,240	2,014,631	1,136,629	9,202,500
TEMPORARY		14,150	1,174	918	16,243
OVERTIME		492,574	168,953	31,972	693,499
PREMIUM		128,585	39,604	21,854	190,043
		6,686,549	2,224,363	1,191,373	10,102,284
COMMUNITY CORRECTIONS					
Office Assistant II	1.00	19,786	5,402	5,917	31,104
A&D Evaluation Specialist	1.00	28,895	7,888	6,252	43,036
Program Development Specialist	2.00	65,674	17,929	10,339	93,942
	4.00	114,356	31,219	22,508	168,083
CORRECTIONS HEALTH					
Office Assistant II	1.00	20,520	5,602	5,977	32,100
Clerical Unit Supervisor	1.00	28,847	7,875	3,593	40,315
Nurse Practitioner	2.40	114,623	31,292	15,736	161,650
Community Health Nurse	11.70	473,431	129,247	83,840	686,517
X-Ray Technician	0.20	5,406	1,476	1,614	8,497
Dental Assistant	0.08	1,866	510	292	2,668
Pharmacist	0.10	4,149	1,133	713	5,995
Dentist	0.10	5,074	1,385	928	7,387
Physician	0.50	34,625	9,453	4,278	48,356
Corrections Health Mgr.	0.30	16,216	4,427	2,756	23,400
Health Services Admin.	1.00	42,766	11,675	6,683	61,124
	18.38	747,524	204,074	126,410	1,078,009
TEMPORARY		22,631	1,878	962	25,472
OVERTIME		7,087	1,935	301	9,323
PREMIUM		11,500	3,140	489	15,129
		788,743	211,027	128,163	1,127,933
ENVIRONMENTAL SERVICES					
Custodian	1.40	31,014	8,467	8,036	47,516
Plant Maintenance Engr.	1.00	33,277	9,085	8,321	50,682
Carpenter	1.00	32,885	8,977	6,039	47,902
	3.40	97,175	26,529	22,397	146,100



MULTNOMAH COUNTY, OREGON

COUNTY COMMISSIONERS

FINANCE DIVISION

BEVERLY STEIN, CHAIR
TANYA COLLIER
GARY HANSEN
SHARRON KELLEY
DAN SALTZMAN

DIRECTORS OFFICE
ACCOUNTS PAYABLE
GENERAL LEDGER
PAYROLL
TREASURY
LAN ADMINISTRATION


PORTLAND BUILDING
1120 SW FIFTH AVENUE, SUITE 1430
PO BOX 14700
PORTLAND, OR 97214-0700
PHONE (503) 248-3312
FAX (503) 248-3292

CENTRAL STORES
CONTRACTS
PURCHASING

FORO BUILDING
2505 SE 11TH
PORTLAND, OR 97202
PHONE (503) 248-5111
FAX (503) 248-3252

MEMORANDUM

TO: Board of County Commissioners

FROM: Dave Boyer, Finance Director 

DATE: March 12, 1996

BOARD MEETING: March 12, 1996

SUBJECT: Board Order regarding the Public Safety General Obligation Bond Proposals

I. Recommendation / Action:

Approve Board Order calling a Measure Election to submit the question of contracting general obligation bonded indebtedness to finance certain Public Safety facilities, land, computer equipment and technology infrastructure and obtain permanent financing for other such facilities and approve Ballot Title for Public Safety Bond Measure.

II. Background / Analysis:

During the past year Multnomah County engaged a broad range of public stakeholders and community members in a year long public safety planning process to address the public safety needs in Multnomah County. As a result of the public safety planning, Multnomah County passed Resolution 95-239 stating that the Board would forward, for public review, a plan to issue General Obligation Bonds to finance various public safety facilities.

The Board also adopted Resolution 95-190 on August 31, 1995. This Resolution authorized the County to obtain a line of credit to fund a 64 bed expansion of the Juvenile Justice Complex on an interim basis, the Resolution listed as an option that the County would pay off the line of credit with general obligation bonds. The Board of County Commissioners have held public hearings on February 26, 27 and 29, 1996 to discuss this general obligation bond proposal.

III. Financial Impact:

The estimated cost of these improvements is about \$78,365,000. Another \$1,335,000 is estimated to be needed for bond issue and underwriter costs. The estimated annual debt amortization on \$79.7 million would be about \$6.9 million and would require a tax rate of about 18 cents per thousand of assessed value. The annual tax on a home assessed at \$150,000 would be about \$28.

IV. Legal Issues:

The requirement for placing a bond before the voters include formally calling a hearing on the proposed bond measure, two weeks of advertisement of that public hearing on the proposal to submit a measure election on the question of general obligation bonds. The last date to legally place the bond on the May Primary ballot will be March 21, 1996. We have met all of the legal requirements. The formal call for the hearing was made on February 22, Resolution 96-26, and the notices were published in the Oregonian on February 25 and March 3, 1996.

V. Controversial Issues:

The board has had discussion and has held public hearings to determine what to include in the bond measure. The following facilities, and equipment have been discussed as capital items and estimated costs to be included in a Public Safety general obligation bond measure.

1. Constructing and equipping a new 210 bed jail facility and acquiring land. \$30,730,000
2. Expanding the Inverness Jail by 120 beds and equipping the expansion. \$11,500,000
3. Constructing or acquiring and equipping two 75 bed (150 bed total) alcohol and drug treatment center(s) and acquiring land. \$13,150,000
4. Modifying the Courthouse Jail, Multnomah County Detention Center and Inverness Jail Release Center. \$4,485,000
5. Providing for computer equipment and technology infrastructure for public safety and criminal records processing and tracking. \$7,500,000
6. Providing permanent financing for the 64 bed expansion of the existing Juvenile Justice Complex. \$7,000,000
7. Constructing or acquiring and equipping facilities to assist abused children and acquiring land. \$4,000,000
8. Providing for bond issuance costs and underwriting fees related to the issuance of general obligation bonds. \$1,335,000

VI. Link to Current County Policy:

The "short-term and long-term Debt Financing" policy directs the County to evaluate the feasibility of issuing long-term general obligation bonded indebtedness if the capital requirement cannot be met on a pay as you go basis and the project has been determined to benefit future citizens of the County.

VII. Citizen Participation:

Three public hearings have been held February 26, 27 and 29 and several citizens have testified.

VIII. Other Government Participation:

The City of Portland has been involved in the discussions regarding the increase in total property taxes that will result from the general obligation bond measures under consideration by the County.

EXHIBIT A

Public Safety Bond

Caption

Bonds to expand adult, juvenile corrections facilities; improve criminal tracking.

Question

Shall Multnomah County build jails, booking and corrections facilities; strengthen criminal tracking, by issuing \$79.7 million in General Obligation Bonds?

If bonds are approved, they will be payable from taxes on property not subject to the limits of section 11b, Article XI of the Oregon Constitution .

Summary

Bonds used for:

- Ending early unsupervised release of prisoners by constructing, expanding jails, acquiring land;
- Allowing police to quickly book suspects, return to patrol;
- Secure beds for mandatory substance abuse treatment for offenders;
- Restructuring computer systems of police, corrections, prosecutors, courts for tighter criminal tracking.
- Financing additional juvenile beds
- Facilities to assist abused children.

Measure authorizes up to \$79.7 million Multnomah County General Obligation bonds maturing in 30 years or less. Cost estimate: 18 cents per \$1,000 assessed value, about \$28 annually on typical home.

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EXHIBIT B

Public Safety Bond Explanatory Statement

The Multnomah County Public Safety Bond authorizes the sale of up to \$79.7 million general obligation bonds to pay for facilities that will improve public safety.

What Measure 26-45 Will Do

Measure 26-45 will fund a balanced approach to making our community safer. The increase in jail space would allow the Sheriff to end unsupervised releases due to lack of space, meaning that criminals will actually serve time. It would restructure booking and tracking facilities to make the system more effective and accountable. The bond would fund added capacity to the juvenile system to respond to dangerous juvenile offenders. It also pursues crime prevention by effective intervention in substance abuse and child abuse and neglect.

Increased Jail Beds to End Unsupervised Early Release of Prisoners

The bonds will build a new 210 bed jail and a 120 bed expansion at Inverness Jail. This responds to a 47% increase in criminal bookings in Multnomah County over the past five years (28,702 in 1991 to 42,288 in 1995.) During the same period of time, the number of jail beds has increased by only 10% (1,331 in 1991 to 1,461 in 1995).

As a result, last year the Sheriff was forced to release about 3,700 prisoners with no supervision simply because there was no room in the jails. Based on current trends, the bonds to build new jail beds will end the unsupervised release of prisoners due to lack of space.

Secure Treatment Facilities for Mandatory Drug and Alcohol Treatment of Offenders

The bonds will pay for two, 75 bed secure facilities which respond to a lack of resources for treatment of offenders whose substance abuse is a factor in their repeated criminal activity.

Computer Systems and High-Tech Equipment for Tighter Tracking of Criminals

The bonds will pay for restructured and upgraded computer and technology systems that will link police, corrections, prosecutors and courts to more tightly track criminals throughout the criminal justice system.

Restructured Booking Facilities To Eliminate Long Delays For Police

The bonds will pay for completely restructured booking and transport facilities, which respond to bottlenecks in the current system which often lead to hours-long lines of police waiting to book suspects, keeping them off the streets and away from their other law-enforcement duties.

Expansion of the Juvenile Justice Complex

The bonds will fund the 64 bed expansion of the Juvenile Justice Complex, which responds to the increase in dangerous crime by juveniles.

Child Abuse Center

The bonds will pay for a Child Abuse Center that responds to increased victimization of children, and the excess amount of time many children spend in police custody waiting for placement and evaluation. The facility will co-locate several important services to abused and neglected children to cut long waits and insure children's safety and care.

MULTNOMAH COUNTY, OREGON
PUBLIC SAFETY GENERAL OBLIGATION BOND
Estimate

INTEREST RATE	6.00%
PRINCIPLE AMOUNT	\$79,700,000
NUMBER OF YEARS	20
ANNUAL PAYMENT	\$6,948,609

		Begin Balance	Payment	Interest	Principal	Ending Balance
Year	1997	\$79,700,000	\$6,948,609	\$4,782,000	\$2,166,609	\$77,533,391
Year	1998	77,533,391	6,948,609	4,652,003	2,296,606	75,236,785
Year	1999	75,236,785	6,948,609	4,514,207	2,434,402	72,802,383
Year	2000	72,802,383	6,948,609	4,368,143	2,580,466	70,221,917
Year	2001	70,221,917	6,948,609	4,213,315	2,735,294	67,486,623
Year	2002	67,486,623	6,948,609	4,049,197	2,899,412	64,587,211
Year	2003	64,587,211	6,948,609	3,875,233	3,073,377	61,513,834
Year	2004	61,513,834	6,948,609	3,690,830	3,257,779	58,256,055
Year	2005	58,256,055	6,948,609	3,495,363	3,453,246	54,802,809
Year	2006	54,802,809	6,948,609	3,288,169	3,660,441	51,142,369
Year	2007	51,142,369	6,948,609	3,068,542	3,880,067	47,262,302
Year	2008	47,262,302	6,948,609	2,835,738	4,112,871	43,149,430
Year	2009	43,149,430	6,948,609	2,588,966	4,359,643	38,789,787
Year	2010	38,789,787	6,948,609	2,327,387	4,621,222	34,168,565
Year	2011	34,168,565	6,948,609	2,050,114	4,898,495	29,270,070
Year	2012	29,270,070	6,948,609	1,756,204	5,192,405	24,077,665
Year	2013	24,077,665	6,948,609	1,444,660	5,503,949	18,573,715
Year	2014	18,573,715	6,948,609	1,114,423	5,834,186	12,739,529
Year	2015	12,739,529	6,948,609	764,372	6,184,237	6,555,292
Year	2016	6,555,292	6,948,609	393,318	6,555,292	0
			<u>\$138,972,184</u>	<u>\$59,272,184</u>	<u>\$79,700,000</u>	

Prepared By: Finance 29-Feb-96

INVERNESS JAIL	11,500,000	Assessed Value (\$000)	37,805,011
A & D BEDS	13,150,000		
NEW JAIL	30,730,000	Home Value	150,000
CRIMINAL RECORDS COMPUTER SYS.	7,500,000		
MODIFY THREE JAILS	4,485,000	Estimated Tax Rate per thousand	0.184
JJC EXPANSION	7,000,000		
CHILD ABUSE RECEIVING HOME(S)	4,000,000	Estimated Tax	27.57
ISSUE COSTS	424,148		
CONTINGENCY	0		
UNDERWRITER DISCOUNT	910,852		
	<u>79,700,000</u>		

BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

Multnomah County's Application)
for SB1145 Construction) R E S O L U T I O N
Funds and Public Safety Strategy) 95-239

WHEREAS SB1145, enacted into law during the 1995 Legislative session, will shift to the counties responsibility for felons currently sentenced to a year or less to state prison. The law is scheduled to go into effect January, 1997; and

WHEREAS the State Legislature established a construction fund of \$59,000,000 and set up a process for allocating those funds to be approved by the Governor and the Legislature during a February, 1996 special session. County applications for construction dollars are due November 22, 1995. The Governor expressed his intent to request additional construction funds from the Legislature in 1997; and

WHEREAS the State Legislature also established a funding formula which allocates operational resources to the county. Multnomah County is expected to receive \$12,900,000 annually (adjusted for inflation and population increases) once SB1145 is in effect; and

WHEREAS Multnomah County engaged a broad range of public safety stakeholders and community members in a year long public safety planning process to address the corrections needs in our County. The need for a comprehensive continuum of sanctions was identified and the need for at least 200 additional jail beds to eliminate unsupervised matrix releases from county jails was identified; and

WHEREAS all criminal justice agencies support the elimination of matrix releases and the ability of supervising authorities to return offenders to jail to provide a swift and sure sanction. The ability to sanction offenders in this manner greatly enhances the effectiveness of community corrections programs and supervision; and

WHEREAS Multnomah County currently operates a number of effective alcohol and drug residential intervention and diversion programs, work release programs, and community supervision approaches. These strategies have proven to be effective in dealing with the estimated 70% to 80% of offenders who have alcohol and drug problems; and

WHEREAS in addition to the expanded jail and residential sanctions, the "empty bed" will not be possible without the cooperation of the District Attorney and the Judiciary in recommending and applying consistent sanctions across the population; and

RESOLUTION - Page 1 of 5

WHEREAS, the Local Public Safety Coordinating Council established under SB1145 will provide an opportunity for a continuation of effective cross-departmental and cross-jurisdictional planning efforts with citizen involvement; and

WHEREAS, the public safety strategy was developed with the following Multnomah County Urgent Benchmarks in mind:

- reduce violent crimes against people
- increase success of diversion programs
- reduce recidivism of felons
- increase drug treatment services
- increase mental health services
- reduce domestic abuse
- increase percentage of drug free babies; and

WHEREAS, Multnomah County supports the concept of SB1145 and believes counties are in a better position to reduce the recidivism rate by changing the criminal behavior patterns of offenders sentenced under the scope of SB1145. Swift and sure jail stays, coupled with effective residential alcohol and drug intervention and/or employment programs with continuing supervision, can be more effective in reducing recidivism than jail stays alone. The effectiveness of this type of sentence is greatly enhanced by the ability to place the offender back into jail for short stays for non-compliance with the agreed upon sanctions; and

WHEREAS, additional construction and operating resources from the State will enable the County to be more effective in dealing with this population and will benefit the state programmatically and financially in future years because of Multnomah County's ability to reduce the re-offense rate.

NOW THEREFORE IT IS RESOLVED that:

1. Multnomah County approves the attached Application to the State for 1145 Construction Funds. The attached application requests funds to construct 330 jail beds at the current Inverness Jail site and 150 secure residential beds at a site or sites to be determined.
2. Multnomah County urges the Legislature to expand the construction fund during its special session to fully fund the request of Multnomah County and the other Counties in the state. In addition, the County urges the Legislature to increase the operating funds available to the Counties.
3. Multnomah County will request that the Legislature delay implementation of SB1145 in Multnomah County for at least one year until new facilities can become operational.

RESOLUTION - Page 2 of 5

4. Multnomah County endorses the attached Continuum of Sanctions (Exhibit A) for offenders as the best approach for achieving the Benchmarks listed above. The continuum provides:
- An appropriate mix of jail beds and programs necessary to effectively manage the SB1145 offender.
 - An initial jail stay for the offender, followed by community sanctions and programs. While in jail, the offender must begin intensive alcohol and drug treatment when appropriate
 - An opportunity for the offender in residential treatment programs to acknowledge behavior changes which are necessary to reintegrate back into society.
 - Follow up supervision in the community
 - Enough jail beds to place the offender back in jail when s/he fails to comply with the conditions of non-jail sanctions.
5. Because funds from the State cannot and will not address the current corrections capacity and systems problems in Multnomah County, Multnomah County is committed to placing before the voters in May, 1996, a General Obligation Bond and a renewed and expanded Public Safety Serial Levy.
6. The Board will forward for public review a General Obligation Bond proposal which will include, but may not be limited to:
- a new facility on an as yet unidentified property which will expand the capacity of the system by 210 beds;
 - expand the capacity of the new Inverness facility by 75 beds and replace the current 45 bed Warehouse Annex temporary jail,
 - at least 150 beds providing supervised residential drug and alcohol, work release, and/or mental health services for offenders as they begin the transition back to the community and
 - debt financing for the newly constructed and expanded Multnomah County Juvenile Detention Facility.
7. To reduce the construction time on the new Inverness Facility, Multnomah County will advance the estimated \$900,000 costs for design and site preparation during this fiscal year. These funds will be repaid from 1145 Construction Funds and the General Obligation Bond.
8. The Board will forward for public review a Public Safety Serial Levy focusing on operational funding for the new jail, the additional beds at the new Inverness site, the residential facilities, the temporary Warehouse jail, and expanding the Multnomah County Restitution Center from 120 to 160 beds.

8. The Board will develop a plan to fund operating costs of these new facilities through SB1145 operational funding and public safety serial levies. With the completion of the two jails and the residential beds, the corrections capacity in Multnomah County will be increased by 655 jail beds and 300 residential beds. If 330 jail beds are used for SB1145 offenders and 200 jail beds are needed to eliminate the matrix release problem, Multnomah County will have 125 beds available to deal with the growth in pretrial population. Growth in the SB1145 population should be addressed in future Legislative sessions.
9. Multnomah County is committed to using funds currently devoted to retirement of debt financing of the new and expanded Juvenile Facility to provide cost effective interventions earlier in the lives of potential offenders and their families. Components include:
 - child abuse treatment for victims and offenders;
 - programs to keep at risk children in schools;
 - programs and shelter space to reduce the incidence of domestic violence;
 - developing a pilot community court to resolve neighborhood quality of life crimes;
 - residential alcohol and drug services for juvenile offenders;
 - counselors to work with families of juvenile offenders to assist them in ending the criminal patterns of their children;
 - conflict resolution services.
 - short-term residential evaluation, treatment, placement planning and family reunification services for children removed from the home for their own safety.
10. During the jail construction phase Multnomah County will use levy resources to improve the information technology systems of the public safety agencies. These improvements will provide better information collection and more efficient use of current resources and assist in tracking offenders through the system.
11. During the jail construction phase Multnomah County will also use levy resources to enhance the system's ability to evaluate the effectiveness of different corrections sanctions in meeting the benchmarks.
12. The Board of County Commissioners commits to holding a series of public meetings in conjunction with the new Local Public Safety Coordinating Council to discuss the public safety strategy and seek additional community input; and

IT IS FURTHER RESOLVED that Multnomah County is committed to continuing to work in partnership with the City of Portland to positively impact public safety. In connection with the proposed General Obligation Bond and Public Safety Levy, Multnomah County will ask the City of Portland to jointly develop proposals for joint funding in the areas of:

- alcohol and drug free housing;
- domestic violence;
- after school activities for youth;
- community courts to more effectively address quality of life crimes;
- opening a Mental Health Triage Center; and

RESOLUTION - Page 4 of 5

IT IS FURTHER RESOLVED that the Board is also committed to sharing the strategy with the Multnomah County legislative delegation and seeking their support.

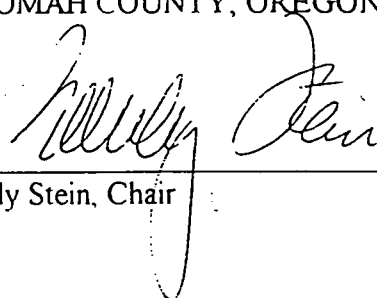
IT IS FURTHER RESOLVED, that following public review, the Board of County Commissioners will approve appropriate ballot title language for the Bond and the Levy in February, 1996.

APPROVED this 21st day of November, 1995.



MULTNOMAH COUNTY, OREGON

By


Beverly Stein, Chair

REVIEWED:

LAURENCE KRESSEL, COUNTY COUNSEL
for MULTNOMAH COUNTY, OREGON

By

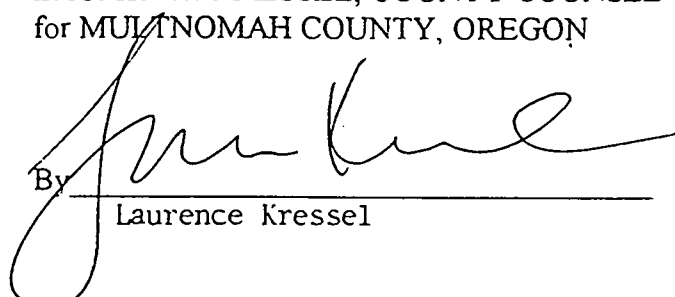

Laurence Kressel

EXHIBIT A

MULTNOMAH COUNTY'S SB1145 CONSTRUCTION APPLICATION

Construction Proposal Narrative

SB1145 Population Management Strategies

1. Describe the impact of SB1145 on the County's existing incarceration capacity based on the projected share of the 1,764 additional offenders in the community.

Based upon projections by the Oregon Department of Corrections ("DOC"), SB1145 is expected to increase Multnomah County's average daily population of felony offenders in 1997 by 700. Without additional jail space and community corrections sanctions, the impact of SB1145 will overwhelm the County's corrections resources and capacity. The County is currently forced by federal court order to release approximately 2,900 pretrial and sentenced offenders into its communities each year before the imposition or expiration of their sentences under a risk-assessment "matrix" developed by the Sheriff's Office. In order to end these "matrix releases" and restore the credibility of its criminal justice system, Multnomah County estimates the need for at least 200 additional jail beds without regard to the impact of SB1145.

According to DOC's data, from July 1994 through July 1995 Multnomah County sanctioned 1,532 felony offenders who will now be subject to SB1145. From that data, DOC projects that the County's average daily population of SB1145 offenders will be 700 by July 1997. Assuming the same growth rate for this offender population that has occurred over the past five years, and without factoring in a likely increase in its general population, Multnomah County estimates that its population of SB1145 offenders will increase to over 1150 by the year 2010.

Among the 1,532 felony offenders committed from Multnomah County in 1994-95 who would now be subject to SB1145, DOC incarcerated 76 percent in minimum custody, 22 percent in medium custody, and 2 percent in close or maximum custody. Eighty nine percent of those offenders were on parole or probation at the time of their commitment to DOC. Sixty-one percent of these parolees and probationers were revoked for technical violations, such as failure of a drug detection test or to report to a probation or parole officer. Of the 39 percent of parolees and probationers revoked for new crimes, 7 percent were convicted of person crimes, 30 percent were convicted of property crimes, and 57 percent were convicted of drug crimes. Among the 11 percent of the 1,532 offenders who were not on parole or probation at the time of their commitment to DOC, 12 percent were convicted of person crimes, 24 percent were convicted of property crimes and 59 percent were convicted of drug crimes. Multnomah County's Department of Community Corrections also estimates that 70 to 80 percent of this entire population of offenders has an alcohol or drug abuse problem relating to their involvement in crime.

From a detailed analysis of the crimes of conviction, risk profiles and history of performance on supervision of this projected SB1145 offender population (set forth in Appendix A), Multnomah County concludes that the impact of SB1145 will be felt across the County's continuum of corrections sanctions and programs. The County will need additional jail space in order to impose proportionate punishment on SB1145 offenders, and to safely manage those offenders who pose a risk to public safety by their failure under community corrections supervision or custody. In order to further protect the public, reduce the rate of recidivism of this population of offenders, and address their pervasive problems of alcohol and drug abuse, Multnomah County will also need to increase the capacity of its community corrections facilities and intervention programs.

2. Describe the County's strategy and continuum of local sanctions for the SB1145 offenders.

Multnomah County's primary strategy for SB1145 offenders is (a) to incarcerate those offenders for periods of time commensurate with the seriousness of their crimes and the risks they pose to the public, and (b) to further increase public safety and reduce the rate of recidivism among those offenders by intervening aggressively with programs designed to address their alcohol and drug abuse problems and their lack of job skills.

For nearly two decades, this same population of offenders has frustrated DOC's attempts to reduce recidivism and protect the public, and has driven a continuing demand for more prisons in Oregon. In 1988, noting that Oregon's per capita reported crime rate and national ranking in that regard had remained relatively stable for over a decade, the Governor's Task Force on Corrections Planning observed:

A major factor contributing to the increase in [Oregon's] prison populations is that large numbers of offenders are failing on community supervision, resulting in a "recycling" of the some offenders through the system. ***. Many offenders are going from probation, to prison, to parole, and then back to prison again.

*** [O]ver 61 percent of the admissions to Oregon prisons were offenders whose probation or parole was being revoked ***. A [DOC] study of parolees released in 1980 showed that 35 percent of [these offenders] returned to correctional institutions within three years. A comparable failure rate existed during the 1970s. However, of inmates released on parole in 1984, 40.5 percent of them returned within three years. *** [A]t the current parole failure rate, at least 49 percent of parolees will be returning to prison within three years. The parole failure rate [alone] has a significant impact on future prison populations and the need for additional prison capacity. *** [T]he current parole failure rate of 49 percent will add 1,063 more offenders to the Oregon prison *** population over the next 10 years than if the parole rate were reduced to the 1980 rate of 34 percent, and 568 more than if the parole failure rate were reduced to 40 percent.

Concluding that "[t]his trend represents a failure of Oregon's corrections system, both in terms of the threat to public safety caused by increased violations of the conditions of community supervision and the added costs to the taxpayer for incarcerating these offenders in state prison," the Governor's Task Force explained why it proposed to reverse this trend by increasing the participation of Oregon counties in the management of the state's corrections system under "Option I" of the Community Corrections Act:

"In general, Option I counties have reduced Class C felony commitments to state prison to a greater extent than Option II or III counties. They have also established a clearer sense of purpose in the delivery of community sanctions, developed a wider range of additional services and sanctions and a closer working relationship with other agencies in the criminal justice system, and generated more local funds to supplement their CCA operations. Finally, Option I counties have developed personnel practices under which staff attain higher certification levels, receive significantly more in-service training each year, and are more satisfied with their jobs.

Id. at pp. 66, 101.

SB1145 represents further recognition of the capacity of Oregon's counties to provide more effective corrections sanctions and programs to successfully manage and control this offender population. With adequate support under SB1145, Multnomah County believes it can reverse the trend identified by the Governor's Task Force as "a failure of Oregon corrections system" through an integrated continuum of custodial and programmatic sanctions, backed up by swift and certain punishment in the form of an "empty jail bed." Multnomah County also believes it can develop corrections sanctions and programs that are more responsive to the public safety concerns of its citizens, and can administer those in a manner that better reflects the ethnic, cultural and economic diversity of its local communities.

Another of the County's key strategies under SB1145 will be the prudent and cost-effective use of its corrections sanctions, reserving the longest terms of incarceration for more serious, high-risk offenders, while targeting the pervasive problem alcohol and drug abuse among these offenders with aggressive program intervention supported by the backup sanction of available jail beds. The County also intends to continue its strategy of "tourniquet sanctioning," by reducing corrections sanctions and relaxing management control as offenders successfully progress through the County's continuum of sanctions, and by increasing those sanctions and tightening those controls when offenders fail to perform under community supervision and programs. These corrections strategies will require close cooperation and coordination among law enforcement agencies, corrections staff and sentencing judges through their active participation on the County's Local Public Safety Coordinating Council.

Multnomah County recently established a Public Safety Coordinating Council, which will include over 25 public officials, interested citizens and criminal justice professionals from across the County. (The Ordinance establishing the Council and a list of the Council's proposed membership is attached as Appendix B.) The County's Board of Commissioners has sought representation on the Council from all constituencies of its criminal justice system and communities, including representatives from local governments and minority communities across the County.

Because of the critical importance of the Council's long-term effectiveness in developing and implementing Multnomah County's public safety strategies, the complexity of selecting a diverse and representative Council membership, and the short timeline for submitting this application, Multnomah County did not seek its Public Safety Council's approval of this application. The risks of appearing to seek the Council's "rubber stamp" approval of this application in the short time available and undermining the long-term trust and confidence of Council members as a result outweighed the advantages of a potentially higher evaluation of the application by the Selection Committee.

Nevertheless, Multnomah County believes this application qualifies for the same consideration it would have received with the Public Safety Coordination Council's approval. This application is the result of the close cooperation and input by the County's public safety officials, law enforcement agencies and private citizens over the past year. In January, 1995, the County formed a Public Safety Facilities Task Force to evaluate the County's need for additional corrections facilities and to develop proposals to meet those needs. (A list of the Task Force's membership is attached as Appendix C.) The integrated continuum of sanctions proposed in this application, including the mix of proposed jail beds and alcohol and drug intervention facilities, originated with the work of that Task Force.

This construction application is based upon a "data-driven" analysis of the County's construction needs under SB1145, which is outlined in Appendix A. The County first analyzed the nature of the crimes committed by the projected SB1145 offender population and the sanctions those offenders have received in the past (see Appendix A, p. 1, "Target Population Detail"). The County then evaluated the appropriate continuum of sanctions applicable to these offenders—from jail and residential alcohol and drug intervention to intensive case management—assigning those sanctions to specific groups of offenders based upon the seriousness of their crimes, their risk to the community, and their expected progress under community sanctions and corrections programs (See Appendix A, pp. 2-5, "Population Flow and Cost"). This data-driven analysis highlighted the critical need for aggressive alcohol and drug program intervention, as well as additional jail beds to serve as backup sanctions for offenders who fail under community corrections sanctions. Multnomah County is convinced that without a sufficient reserve of "empty beds" the innovative and cost-effective community corrections programs it proposes under SB1145 cannot achieve the County's objectives of promoting public safety and reducing offender recidivism.

3. Describe the need for the requested additional incarceration capacity. How does it fit in the County strategy and continuum of local sanctions for the SB1145 population?

4 - LOCAL CORRECTIONS FACILITY CONSTRUCTION PROPOSAL NARRATIVE

Based upon the data-driven analysis described above, Multnomah County requires the following incarcerative capacity to carry out its SB1145 strategy of community protection and defense through cost-effective sanctions designed to reduce recidivism:

- 330 jail beds through an expansion of the County's Inverness Jail to provide initial sentencing capacity and "empty beds" to backup other community corrections sanctions and programs.
- 150 beds in two new or remodeled community corrections residential facilities to provide alcohol and drug intervention and work programs and training;

Multnomah County estimates that the total cost of constructing these facilities will be \$43.3 million. Appendix D to this application sets forth the County's projected construction and operating costs under SB1145. Appendix D also contains the Board of Commissioner's November 21, 1995 Resolution describing the County's strategy to fund the construction and operation of additional incarcerative capacity—most notably, to address the County's "matrix release" problem—through the issuance of general obligation bonds and a serial property tax levy.

Facility Plans and Schedules

1. Describe the proposed type of facility, bed space capacity, program areas and security levels.

Inverness Jail

The Inverness Jail is a medium security jail with a current bed count of 559. Multnomah County proposes to add 330 beds to this jail complex, along with new and remodeled infrastructure to this jail complex. Program space will be incorporated into this jail addition in order to provide alcohol and drug treatment, continuing education and job and life skills training.

Alcohol & Drug Intervention and Work Training Facilities

Two community-based residential facilities of 80 beds and 70 beds will be established to provide alcohol and drug intervention and work training and programs. These two facilities will be residential in nature, with perimeter landscaping designed to minimize the impact on surrounding neighborhoods. Construction will be no more than two stories in height, with security provided by locked doors at night.

2. Include copies of the proposed facility construction plan. These plans consist of line drawings and other documents illustrating and describing the general scope, scale and relationship of the facility components.

See Appendix E.

3. Describe the County's proposed construction project management plan including, but not limited to project staffing. Provide a schedule of when key activities will be initiated and completed. Key activities would include, but should not be limited to:

- | | |
|--|------------------------------|
| ■ Acquire Property | ■ Start construction |
| ■ Request for Proposal Architect/Engineer | ■ All Construction Completed |
| ■ Request for Proposals for Construction Management/General Contractor | ■ Shake Down Period |
| ■ Ready for Occupancy | |

These construction projects will be managed under the umbrella of Multnomah County's Facilities and Property Management, which has provided construction management services to the County for projects with budgets of up to \$40,000,000. Current County staff will be assigned to the Inverness Jail Project in a project management role using a CM/GC [?] contracting format. Two staff members will be assigned to the two Alcohol & Drug Intervention and Work Training Facilities Projects in a project management role.

4. Indicate when the new bed space will be available for the SB1145 population.

Inverness Jail Project

March 1998*

Alcohol & Drug Intervention and Work Training Facility - 80 beds

December 1997*

Alcohol & Drug/L.S./W.P./Treatment Facility - 70 beds

December 1997*

* See "Time Schedule/Matrix" attached as Appendix F).

Construction and Operating Budgets

1. Complete budget documents [attached]. These documents must be reviewed and approved by the County's Finance Office.

See Appendix G.

6 - LOCAL CORRECTIONS FACILITY CONSTRUCTION PROPOSAL NARRATIVE

2. If the County or group of Counties intends to use local funds to pay any portion of the cost of this construction project, describe the plan and status of voter approval. Identify the portion of funds, the estimated costs and what actions are required for the County or group of Counties to obtain legal authority to raise, if necessary, and spend those funds. Identify time lines within which the County or group of Counties expects this authorization to be completed.

Multnomah County intends to increase its incarcerative capacity facilities by issuance of general obligation bonds. (See Appendix D for details.) This funding proposal will be submitted to the County's voters in May 1996.

3. Describe proposed funding strategies for operation of the new or expanded correctional facility.

The annual cost of operating the facilities for SB1145 offenders sought by this application will be \$15,270,000. (See Appendix A at p. 5 and Appendix D, pp. 2-3.) Multnomah County intends to use SB1145 "impact funds" to cover these operating costs. The operation of additional facilities and expanded capacity through general obligation bonds will be funded by a serial property tax levy.

Siting and Property Acquisition Requirements

1. Attach a legal description of the property intended as the site for the proposed correctional facility. *[This property will be leased to the State to serve as COP financing collateral.]*

- Inverness Jail Property

Block 991/2, Parkrose, and Tax Lots 29 & 47, Section 15, T1N, R2E

- Alcohol & Drug Intervention and Work Training Facility - 80 Beds

The location of a building or site has not yet been determined.

- Alcohol & Drug Intervention and Work Training Facility - 70 Beds

The location of a building or site has not yet been determined.

2. Does the County or group of Counties currently own the property? If not, explain the method and time line for acquisition of the property.

- Inverness Jail Property

Multnomah County owns this property.

- Alcohol & Drug Intervention and Work Training Facility - 80 Beds

The location of the building or site has not yet been determined. Several options are available. Analysis of these options is under way, but will not be completed in time for submission with this application. The process for acquisition of this facility or site would start in February of 1996.

- Alcohol & Drug Intervention and Work Training Facility - 70 Beds

The status of this facility's site is the same as the 80 bed facility above.

3. Is the County or group of Counties willing to lease the property to the State for securing the Certificates of Participation (COP's) as provided in SB1145? *[The county will retain title to the property and improvements during the term of the lease. When the COP's are fully retired, the lease will terminate.]*

Yes.

4. Is the title to the property free and clear of all debt obligations?

- Inverness Jail

Yes.

- Alcohol & Drug Intervention and Work Training Facility - 80 Beds

The location of the facility's building or site has not yet been determined.

- Alcohol & Drug Intervention and Work Training Facility - 70 Beds

The location of the facility's building or site has not yet been determined.

5. Is the property zoned for use as a correctional facility? If not, describe the plan and status for obtaining proper zoning that will be required before COP financing.

- Inverness Jail

This site is zoned IG2h (General Industrial) which allows jail usage through the "Conditional Use" process.

- Alcohol & Drug Intervention and Work Training Facility - 80 Beds

The location of this facility's building or site has not yet been determined. Zoning processes and other required processes will start in February of 1996.

- Alcohol & Drug Intervention and Work Training Facility - 70 Beds

8 - LOCAL CORRECTIONS FACILITY CONSTRUCTION PROPOSAL NARRATIVE

The location of this facility's building or site has not yet been determined. Zoning processes and other required processes will start in February of 1996.

6. Provide a report describing the result of a "Level One" environmental hazards study performed on the proposed correctional facility site by a qualified environmental consultant. *[If the proposed property has had a prior Level One Environmental Site Survey, conducting a new one is not necessary. In that case, the county should include a copy of the existing report. If the survey cannot be found, the Board of County Commissioners should submit certification from the Board that one was conducted by a qualified environmental engineer. A brief description of a Level One Environmental Site Survey is included in this packet.]*

- Inverness Jail Site

A "Level One" environmental hazards study has not yet been performed on this site. This study will begin in December of 1995.

- Alcohol & Drug Intervention and Work Training Facility - 80 Beds

The location of this facility's site has not yet been determined.

- Alcohol & Drug Intervention and Work Training Facility - 70 Beds

The location of this facility's site has not yet been determined.

I.B. 1146 TARGET POPULATION DETAIL

	TOTAL PER YEAR	AVG LOS (MO)	MAJOR COMMITTING OFFENSE					GENDER		NEW CONVICTION				ABSC # (%)
			Person # (%)	Property # (%)	Drugs # (%)	Statute # (%)	Unkn # (%)	Male # (%)	Female # (%)	Person # (%)	Property # (%)	Drugs # (%)	Statute # (%)	
NEW CONVICTIONS	169	5.5	21 (12%)	41 (24%)	100 (59%)	7 (4%)	0	148 (88%)	21 (12%)	N/A	N/A	N/A	N/A	N/A
AR REV (TECH)	362	2.3	185 (51%)	107 (30%)	38 (10%)	12 (3%)	20 (6%)	338 (93%)	26 (7%)	N/A	N/A	N/A	N/A	133 (37%)
AR REV (NEW CRIME)	463	4.2	125 (27%)	201 (43%)	113 (24%)	9 (2%)	15 (3%)	411 (89%)	52 (11%)	27 (6%)	151 (33%)	257 (56%)	28 (6%)	100 (22%)
ROB REV (TECH)	299	4.2	57 (19%)	109 (36%)	120 (40%)	13 (4%)	0	239 (80%)	60 (20%)	N/A	N/A	N/A	N/A	151 (51%)
ROB REV (NEW CRIME)	239	5.1	29 (12%)	85 (36%)	117 (49%)	8 (3%)	0	203 (85%)	36 (15%)	20 (8%)	59 (25%)	138 (58%)	22 (9%)	72 (30%)
TOTAL	1532	4.0	417 (27%)	543 (35%)	488 (32%)	49 (3%)	35 (2%)	1337 (87%)	195 (13%)	47 (3%)	210 (14%)	395 (26%)	50 (3%)	458 (30%)

S.B. 1145 POPULATION FLOW AND COST

			JAIL \$80	WK REL \$65	RES TX \$65	RESID CT \$55	FOR PRO \$49	DAY REP \$42	HOM DET \$10	ICM \$9	SUBTOT	TOTALS	COST/DA
NEW CONV	PERSON 21	OFF.	21						21				
169 OFFENDERS		DAYS	120						60				
LOS 165 DA		SLOT DY	2,520	0	0	0	0	0	1,260	0	3,780	3,780	
27, 885 SLOT DY		COST	201,600	0	0	0	0	0	12,600	0	214,200	\$214,200	\$57
	PROP 41	OFF.	31			31			31				
		DAYS	60			60			60				
		SLOT DY	1,860	0	0	1,860	0	0	1,860	0	5,580		
		COST	148,800	0	0	102,300	0	0	18,600	0	269,700		
		OFF.	5				5			5			
		DAYS	30				70			60			
		SLOT DY	150	0	0	0	350	0	0	300	800		
		COST	12,000	0	0	0	17,150	0	0	2,700	31,850		
		OFF.	5		5			5					
		DAYS	30		90			60					
		SLOT DY	150	0	450	0	0	300	0	0	900	7,280	
		COST	12,000	0	29,250	0	0	12,600	0	0	53,850	\$355,400	\$49
	DRUG 100	OFF.	40		40			40					
		DAYS	30		90			60					
		SLOT DY	1,200	0	3,600	0	0	2,400	0	0	7,200		
		COST	96,000	0	234,000	0	0	100,800	0	0	430,800		
		OFF.	60		60					60			
		DAYS	30		90					60			
		SLOT DY	1,800	0	5,400	0	0	0	0	3,600	10,800	18,000	
		COST	144,000	0	351,000	0	0	0	0	32,400	527,400	\$958,200	\$53
	STATUTE 7	OFF.	4			4				4			
		DAYS	30			60				60			
		SLOT DY	120	0	0	240	0	0	0	240	600		
		COST	9,600	0	0	13,200	0	0	0	2,160	24,960		
		OFF.	3				3			3			
		DAYS	30				70			60			
		SLOT DY	90	0	0	0	210	0	0	180	480	1,080	
		COST	7,200	0	0	0	10,290	0	0	1,620	19,110	\$44,070	\$41

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S.B. 1145 POPULATION FLOW AND COST

		JAIL \$80	WK REL \$65	RES TX \$65	RESID CT \$55	FOR PRO \$49	DAY REP \$42	HOM DET \$10	ICM \$9	SUBTOT	TOTALS	COST/DA
PRO REV TECH	OFF.	100							100			
299 OFFENDERS	DAYS	60							90			
LOS 126 DA	SLOT DY	6,000	0	0	0	0	0	0	9,000	15,000		
37,674 SLOT DA	COST	480,000	0	0	0	0	0	0	81,000	561,000		
	OFF.	100	100						100			
	DAYS	30	30						90			
	SLOT DY	3,000	3,000	0	0	0	0	0	9,000	15,000		
	COST	240,000	195,000	0	0	0	0	0	81,000	516,000		
	OFF.	50		50			50					
	DAYS	30		90			60					
	SLOT DY	1,500	0	4,500	0	0	3,000	0	0	9,000		
	COST	120,000	0	292,500	0	0	126,000	0	0	538,500		
	OFF.	29							29			
	DAYS	30							120			
	SLOT DY	870	0	0	0	0	0	0	3,480	4,350		
	COST	69,600	0	0	0	0	0	0	31,320	100,920		
	OFF.	20				20			20			
	DAYS	30				70			60			
	SLOT DY	600	0	0	0	1,400	0	0	1,200	3,200	46,550	
	COST	48,000	0	0	0	68,600	0	0	10,800	127,400	\$1,843,820	\$40
PRO REV CRIME	OFF.	150						150				
239 OFFENDERS	DAYS	120						60				
LOS 153 DA	SLOT DY	18,000	0	0	0	0	0	9,000	0	27,000		
36,567 SLOT DA	COST	1,440,000	0	0	0	0	0	90,000	0	1,530,000		
	OFF.	50		50			50					
	DAYS	30		90			60					
	SLOT DY	1,500	0	4,500	0	0	3,000	0	0	9,000		
	COST	120,000	0	292,500	0	0	126,000	0	0	538,500		
	OFF.	25			25				25			
	DAYS	60			60				60			
	SLOT DY	1,500	0	0	1,500	0	0	0	1,500	4,500		
	COST	120,000	0	0	82,500	0	0	0	13,500	216,000		
	OFF.	14				14			14			
	DAYS	30				70			60			
	SLOT DY	420	0	0	0	980	0	0	840	2,240	42,740	
	COST	33,600	0	0	0	48,020	0	0	7,560	89,180	\$2,373,680	\$56

S.B. 1145 POPULATION FLOW AND COST

		JAIL \$80	WK REL \$65	RES TX \$65	RESID CT \$55	FOR PRO \$49	DAY REP \$42	HOM DET \$10	ICM \$9	SUBTOT	TOTALS	COST/DA
PAR REV TECH	OFF.	100			100				100			
362 OFFENDERS	DAYS	30			60				60			
LOS 70 DA	SLOT DY	3,000	0	0	6,000	0	0	0	6,000	15,000		
25,340 SLOT DA	COST	240,000	0	0	330,000	0	0	0	54,000	624,000		
	OFF.	142		142	0		142					
	DAYS	30		90	0		60					
	SLOT DY	4,260	0	12,780	0	0	8,520	0	0	25,560		
	COST	340,800	0	830,700	0	0	357,840	0	0	1,529,340		
	OFF.	20				20			20			
	DAYS	30				70			60			
	SLOT DY	600	0	0	0	1,400	0	0	1,200	3,200		
	COST	48,000	0	0	0	68,600	0	0	10,800	127,400		
	OFF.	100							100			
	DAYS	30							90			
	SLOT DY	3,000	0	0	0	0	0	0	9,000	12,000	55,760	
	COST	240,000	0	0	0	0	0	0	81,000	321,000	\$2,601,740	\$47
PAR REV CRIME	OFF.	150							150			
463 OFFENDERS	DAYS	120							60			
LOS 126 DA	SLOT DY	18,000	0	0	0	0	0	0	9,000	27,000		
58,338 SLOT DA	COST	1,440,000	0	0	0	0	0	0	81,000	1,521,000		
	OFF.	100		100					100			
	DAYS	30		90					60			
	SLOT DY	3,000	0	9,000	0	0	0	0	6,000	18,000		
	COST	240,000	0	585,000	0	0	0	0	54,000	879,000		
	OFF.	213							213			
	DAYS	90							90			
	SLOT DY	19,170	0	0	0	0	0	0	19,170	38,340	83,340	
	COST	1,533,600	0	0	0	0	0	0	172,530	1,706,130	\$4,106,130	
TOTALS												
OFF./PROG		1,532	100	447	160	62	287	202	1,043			
SLOT DAYS		92,310	3,000	40,230	9,600	4,340	17,220	12,120	79,710		258,530	
COST		7,384,800	195,000	2,614,950	528,000	212,660	723,240	121,200	717,390		\$12,497,240	\$48
SLOT NEED/YR		253	8	110	26	12	47	33	218			

S.B. 1145 POPULATION FLOW AND COST

	JAIL \$80	WK REL \$65	RES TX \$65	RESID CT \$55	FOR PRO \$49	DAY REP \$42	HOM DET \$10	ICM \$9	SUBTOT	TOTALS	COST/DA
FAILURE ADJ											
ADJ SLOT DAYS	120,573	2,250	34,643	7,600	3,565	13,633	9,595	66,673		258,530	
ADJ COST	9,645,800	146,250	2,251,763	418,000	174,685	572,565	95,950	600,053		\$13,905,065	\$54
ADJ SLOT NEED	330	6	95	21	10	37	26	183			

EST ALLOC \$12,902,750
 ADJ COST \$13,905,065
 AVAILABLE (\$1,002,315)

OUTPAT A&D
 1145 POP
 60% OF POP 919
 NON-HLTH PLN 500
 COST/OFF. \$800
 A&D COST \$400,000
 ADJ COST \$14,305,065
 AVAILABLE (\$1,402,315)

DRG FREE HSG
 OFFENDERS 500
 COST/OFF. \$1,200
 HSG COST \$600,000
 ADJ COST \$14,905,065
 AVAILABLE (\$2,002,315)

RES COORD
 1 FTE/DIST+JAIL 5
 COST/FTE \$50,000
 COST/YR \$250,000
 ADJ COST \$15,155,065
 AVAILABLE (\$2,252,315)

ATTACHMENT 4 Page 19

Proposed Membership of the
Public Safety Coordinating Council

Chair

Beverly Stein

Statutory Members

Sharron Kelley
Commissioner
Multnomah County

Donald Londer
Presiding Judge
Circuit Court
Multnomah County

Dan Noelle, Sheriff
Multnomah County

Mike Schrunk
District Attorney
Multnomah County

Roger Vonderharr, Mayor
Fairview

Art Kanori
Chief of Police
Gresham

Bernie Guisto
Oregon State Police

Erik Kavarsten, City Manager
Troutdale

Elyse Clawson, Director
Department of Juvenile Justice
Multnomah County

Michael Greenlick
Defense Attorney appointed
by the Circuit Court

Tamara Holden
Director, Department of Community
Corrections, Multnomah County

Lorenzo Poe, Director
Department of Children and Families
Multnomah County

Ray Mathis
Executive Director
Citizens' Crime Commission

Discretionary Members

Vera Katz, Mayor
Portland

Charles Moose
Chief of Police
Portland Police Bureau

Avel Gordly
State Representative
District 19

Kris Olsen
US Attorney

Bill Keys
District Court Judge
Multnomah County

Mike Balter
Boys and Girls Aid Society

Judith Hadley, Chair
Community Corrections Advisory Committee

Bill Hovey
Citizens' Crime Commission

Linda Hutchinson
Crime Victims United
Attorney

Linda Jaramillo
Violence Prevention Coordinator
Multnomah County

Gary Perlstein, Chair
Administration of Justice Dept.
Portland State University

Judy-Ellen Low
Oregon Domestic Violence Council

Gerald McFadden
Volunteers of America

Steve Moskowitz
Attorney

Donna Redwing
Gay & Lesbian Alliance Against Defamation

Chiquita Rollins
Domestic Violence Coordinator
Multnomah County

Ingrid Swenson
Attorney

PUBLIC SAFETY FACILITIES TASK FORCE

Bill Hovey
15800 Oswego Shore Ct
Lake Oswego, OR 97034
697-8773

Dan Oldham
313/Sheriff
251-2400 FAX: 253-2663

Greg Schar
314/MCIJ
248-5129 FAX: 248-5069

Barbara Simon
313/Sheriff
251-2503 FAX: 251-2428

Cameron Warren
Three Oaks Development Corp
P.O. Box 30929
Portland, OR 97230-0929

Mike Schrunk
101/600
248-3162 FAX: 248-3643

Tamara Holden
Community Corrections
161/600
248-3701 FAX: 248-3990

Susan Clark
Children Family Svcs
166/6
248-6344 FAX: 248-3926

Jim Hennings
Public Defenders Office
630 SW 5th Avenue
Portland, OR 97204
225-9100 FAX: 295-0316

Doug Bray
Court Administration
101/236
248-3957 FAX: 248-3425

Bill Wood
313/Sheriff
251-2428 FAX: 253-2663

Vera Poole
313/Sheriff
251-2542 FAX: 253-2663

Tom Slyter
331/MCCF
248-5080 FAX: 248-5489

Larry Aab
313/231
251-2489 FAX 251-2439

Norm Monroe
106/1500
248-3962 FAX: 248-3093

Philip Abraham
Multnomah County Courthouse
1021 SW 4th Ave, Rm 616
Portland, OR 97204
248-3804 FAX: 248-3425

Jerry Johnson
Gresham PD
1333 NW Eastman Pkwy
Gresham, OR 97030
661-3000 FAX: 665-1639

Art Knori
Gresham PD
1333 NE Eastman Pkwy
Gresham, OR 97030
661-3000 FAX: 665-1639

Betsy Williams
Dept. Environmental Svcs
412/206
248-5012 FAX: 248-3048

Gerald McFadden
Volunteers of America
527 SE Alder
Portland, OR 97214
235-8655

Kathy Page
119/4th Floor/Medical
248-3959

Tim Moore
313/Sheriff
251-2544

Merlin Juilfs
313/104/Hansen
251-2515

Dave Williams
Portland PD
119/1526
823-0009 FAX: 823-0342

Ray Mathis
221 NW 2nd
Portland, OR 97209
228-9411 FAX 228-5126

Commander Rich Haug
313/Sheriff
251-2514 FAX: 253-2663

Dave Warren
Finance
106/1430
248-3822 FAX 248-3292

Commissioner Sharron Kelley
106/1530
248-5213 FAX: 248-5262

Elyse Clawson
Juvenile Justice Division
311/1
248-3594 FAX: 248-3218

Joanne Fuller
Juvenile Justice Division
311/1
306-5599 FAX: 248-3218

Jim Street
15790 NW St. Andrews Dr
Portland, OR 97229

Mark Weiner
106/1530
248-5137 FAX 248-5440

Bernie Guisto
City of Gresham

FAX: 731-3031

Barbara Grider
ASAP Treatment
224-0075 FAX: 274-7642

Maria Rojo de Steffey
Multnomah County Chair's Ofc
106/1500
248-3308 FAX: 248-3093

Cary Harkaway
Community Corrections
161/600
248-3039 FAX: 248-3990

Charles Cameron
Washington County
Administrator
155 North First Avenue
Hillsboro, OR 97124
648-8685 FAX :693-4545

David Blanchard
PSU Center for Urban Studies
725-8034

Kris Olsen Rogers
US Attorney
888 SW Fifth Avenue, Suite 100
Portland, OR 97204
727-1000 FAX: 727-1117

Paul Lorenzini
Pacific Corp
464-6305 FAX: 464-6305

Bill Farver
106/1515
248-3958 FAX: 248-3093

Mayor Vera Katz
City of Portland
1220 SW Fifth
Portland, OR 97204
823-4120 FAX: 823-3588

Pat Bozanich
OSU, Extension Energy
Program
800 NE Oregon #10
Portland, OR 97232
731-4104 FAX: 731-4570

Darrell Milner
PSU, PO Box 751
Portland, OR 97207
725-3472 FAX: 725-4882

Dr. Annette Jolin
PSU-Public Administration
Urban Studies
PO Box 751
Portland, OR 97207
725-5199 FAX: 725-5199

Jim Emerson
Facilities Management
421/3
248-3322 FAX: 248-5082

Judi Hammerstad
Clackamas County Chair
906 Main Street
Oregon City, OR 97045
655-8581 FAX: 650-8944

Linda Hutchinson
Crime Victims United
1020 SW Taylor Street
Portland, OR 97205-2512

Reg Madsen
US Marshall
620 SW Main, Room 423
Portland, OR 97205
326-2209 FAX: 326-4176

Shayla Herzog
3084 SW Fairmont Blvd
Portland, OR 97201

Darlene Carlson
106/1500
248-5217 FAX: 248-5262

Mayor Paul Thalhoffer
City of Troutdale
104 SE Kibling Avenue
Troutdale, OR 97060
665-3242 FAX: 667-6403

Judith Hadley
2921 SE Tibbetts
Portland, OR 97202
234-9438

Jeff Kushner
Department of Corrections
945-5760 FAX: 945-5760

Elizabeth Warman
Boeing
667-8733 FAX: 667-8775

George Hanson
3823 NE View Court
Gresham, OR 97030

Barry Crook
Budget/Finance
106/1430
248-3575 FAX: 248-3292

Steven Wax
Federal Public Defender
851 SW Sixth Ave, Ste 1375
Portland, OR 97204
326-2123 FAX: 326-5524

Robert Trachtenberg
106/1530
248-5213 FAX: 248-5262

11-20 REVISED

Operational Costs and Funding

Program

Funding Source

	SB 1145	New Property Tax, County Share	Juvenile Facility on Go Bond	Requested Assistance from City of Portland	Cost per Offender per year
MCRC Expansion		40 Beds \$670,000			
Annex Expansion		9 Beds \$480,000 to annualize \$400,000 included in ongoing budget			
MCIJ III - Inverness Expand. including Alcohol and Drug treatment in jail	330 Beds \$9,645,000 165 with treatment 165 without	120 Beds \$2,400,000 with treatment (45 funded from Annex)			
Public Safety Information Systems Improvements Across Jurisdictions and Program Evaluation		(\$7,000,000) (from late start up)			
Minimum/Medium Security Facility- New, Expanded MCCF - potential capacity 550 beds		210 Beds \$4,200,000 est. (lower with new facility design) (55 un- funded)			
4 A&D and work release Residential Facilities including Specialized Residential Housing and Mental Health Triage Facility	150 Beds \$2,815,000 (25 unfunded)	150 Beds \$2,300,000 (50 unfunded)		\$500,000 (Triage Center)	
Pretrial Release		300 slots \$360,000			
Post Sentence Supervision and	25 slots				

Home Detention	\$95,000				
Day Reporting Centers	\$575,000 staffing 40 slots				
Forest Camp Expansion	\$175,000 added staffing 10 slots				
A&D and Mental Health Outpatient	\$400,000 500 slots (900 total w. insr)				\$ 1,825
Intensive Supervision	\$600,000 180 slots				\$ 2,857
Alcohol and Drug Free Housing	\$600,000 support services 500 clients/slots			\$1,500,000	
Residential Housing Coordination	\$250,000				
Domestic Violence Intervention			? slots \$500,000	\$500,000	
Sanctions: quality of life crime Community courts			? slots \$500,000	\$500,000	
Juvenile A&D			15 slots \$508,000		\$33,867
Family Preservation			? slots \$396,000		
Conflict Resolution			? slots \$125,000		
Child Abuse Treatment			50 slots \$700,000		\$14,000
Juvenile Truancy			300 slots \$825,000		\$ 2,750
After School Programs				\$500,000	

Total Need	\$15,115,000	\$10,410,000	\$3,554,000	\$3,500,000
Amount Available	\$12,900,000	\$9,300,000	\$3,000,000	?

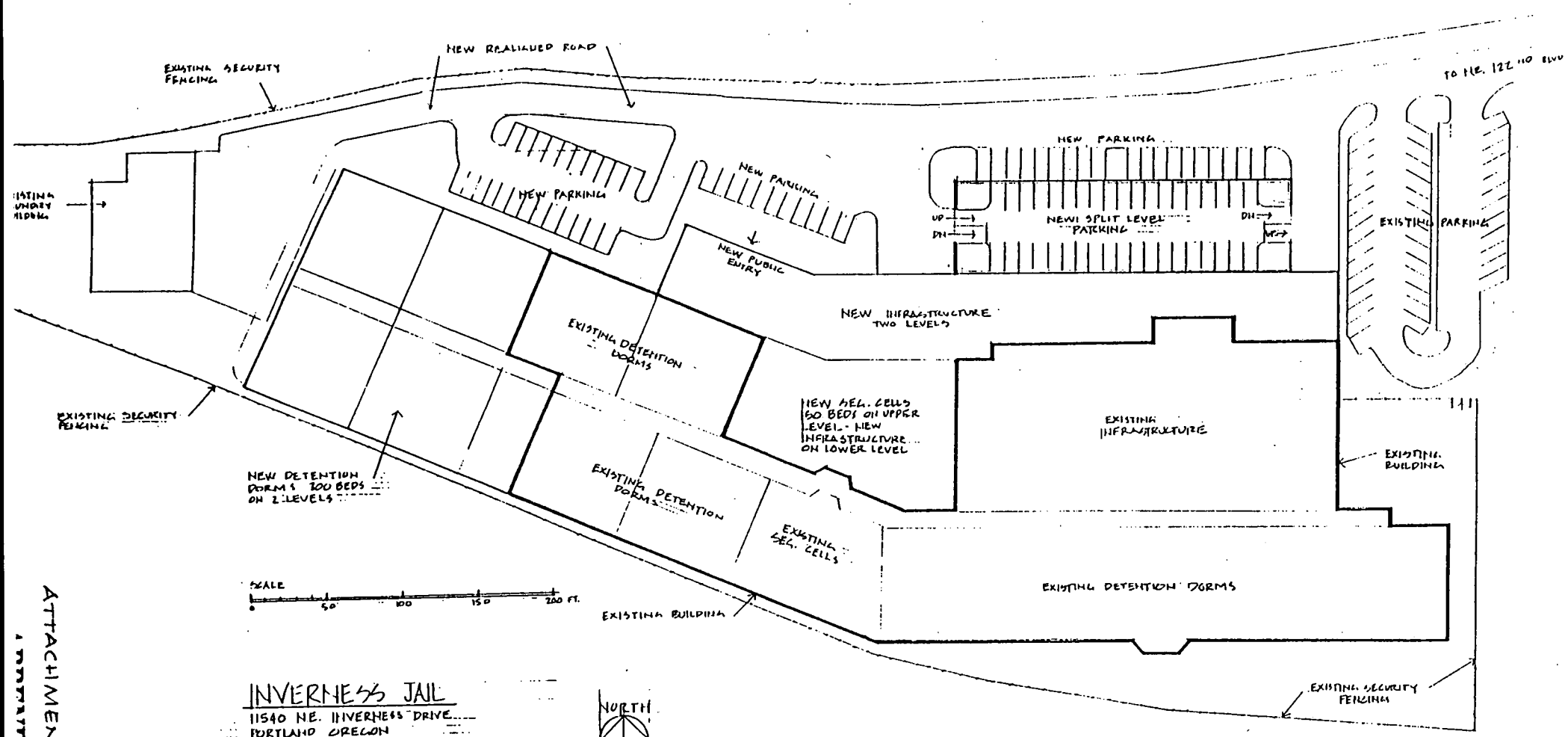
REVISED 11-20

Construction Costs and Funding

Program	SB 1145	GO Bond	Cost per Bed
Remodels of existing facilities - MCDC (cells and booking) Courthouse Jail Release Center		\$1,485,000	
Inverness Expansion	330 \$31,775,000	120 \$11,500,000 replaces Annex net 75	\$96,300
4 A & D and Work release minimum security facilities (including Residential Housing and Mental Health Triage)	150 \$11,650,000 (assumes land acquisition for one facility and one remodeled facility)	150 \$13,150,000 (assumes land acquisition for two facilities)	
Minimum/medium Sec. Facility Potential Regional Site - Expansion possibilities		210 \$26,730,000 (assumes no land acquisition)	\$127,000
New Juvenile Detention Facility Including Recent Expansion of Beds		192 Beds (Juv) \$38,400,000 (not all collected from property taxes)	

Net Bed Increase 405 (MCIJ) + 40 (MCRC) + 210 (new site) = 655

TOTAL	\$43,425,000	\$91,265,000



INVERNESS JAIL
 11540 NE. INVERNESS DRIVE
 PORTLAND OREGON
 MULTNOMAH COUNTY
 450 BEDS

TIME SCHEDULE/MATRIX

[illegible]

- | | | |
|---|---|--|
| A | - | Select Architect |
| B | - | Select CM/GC Contractor |
| C | - | Foundations Bid |
| D | - | Start Construction Work - Foundation Systems |
| E | - | Full Construction Bid |
| F | - | Finish Construction Work |
| G | - | Start Site Selection Process |
| H | - | Site Clear to Start Construction |
| I | - | Start Construction |

* May be effected by site availability, negotiations, and zoning and neighborhood issues.

** May be effected by weather conditions, materials availability and labor issues.

Inverness Jail (450 New Beds)

- Construction Costs	\$30,949,100.00
- Architect/Eng. Costs	2,500,000.00
- Testing & Inspection	
- Project Admin.	
- Site Dev. Costs	
- Movable Equip.	
- Start Up	5,579,600.00
- Project Contingency	<u>4,300,000.00</u>
	<u>\$43,328,700.00</u>

Square footage costs are based on costs experienced by a contractor currently building similar facilities in this area. Square footages for new construction associated with various functions (i.e. dorms, cells, and medical services) are based upon existing, corresponding functions at the Inverness Jail. Architect/Engineering costs are calculated at 8%. A 10% contingency is being carried with regard to total project costs. In addition to the state's budget category for "owner's soft costs," which includes testing and inspections, project administration, site development costs, movable equipment and start up costs, the County's relevant cost of \$5,579,600 above, also includes percent for art, jurisdictional permits and fees, temporary work and phasing of construction.

Two Alcohol & Drug Intervention and Work Training Facilities

- Construction Costs	\$6,630,000.00
- Architect/Eng. Costs	763,000.00
- Testing & Inspection	
- Project Admin.	
- Site Dev. Costs	
- Movable Equip.	
- Start Up	1,257,000.00
- Project Contingency	<u>1,500,000.00</u>
	<u>\$10,150,000.00</u>

Square footage costs are based on costs experienced by a contractor working in this area. Architect/Engineering costs are calculated at 12%. A 15% contingency is being carried with regard to total project costs. In addition to the state's budget category for "owner's soft costs," which includes testing and inspections, project administration, site development costs, movable equipment and start up costs, the County's relevant cost of \$1,257,000 also includes percent for art, jurisdictional permits and fees.

3. Describe the County's proposed construction project management plan including, but not limited to project staffing. Provide a schedule of when key activities will be initiated and completed. Key activities would include, but should not be limited to:

- | | |
|--|------------------------------|
| ■ Acquire Property | ■ Start construction |
| ■ Request for Proposal Architect/Engineer | ■ All Construction Completed |
| ■ Request for Proposals for Construction Management/General Contractor | ■ Shake Down Period |
| ■ Ready for Occupancy | |

These construction projects will be managed under the umbrella of Multnomah County's Facilities and Property Management, which has provided construction management services to the County for projects with budgets of up to \$40,000,000. Current County staff will be assigned to the Inverness Jail Project in a project management role using a CM/GC [?] contracting format. Two staff members will be assigned to the two Alcohol & Drug Intervention and Work Training Facilities Projects in a project management role.

4. Indicate when the new bed space will be available for the SB1145 population.

Inverness Jail Project

March 1998*

Alcohol & Drug Intervention and Work Training Facility - 80 beds

December 1997*

Alcohol & Drug/L.S./W.P./Treatment Facility - 70 beds

December 1997*

* See "Time Schedule/Matrix" attached as Appendix F).

Construction and Operating Budgets

1. Complete budget documents [attached]. These documents must be reviewed and approved by the County's Finance Office.

See Appendix G.

6 - LOCAL CORRECTIONS FACILITY CONSTRUCTION PROPOSAL NARRATIVE

PUBLIC SAFETY LEVY

Caption

Three year Levy to operate jails, book suspects, track criminals.

Question

Shall Multnomah County operate jails, levy 77.96 cents per \$1,000 assessed valuation outside tax base for three years beginning 1996-97?

Summary

Three-year serial levy keeps existing county jails open and operating; provides operating money for newly constructed jail, booking and transport facility, and computer criminal tracking equipment.

Levy cost estimate is about 78 cents per \$1,000 of assessed value per year. Typical home pays \$9.60 per month, to help pay for:

- Ending unsupervised release of offenders due to lack of jail space;
- Operating five existing county jails;
- Operating new jail spaces at existing facilities;
- Expanding restitution center which is a low cost corrections facility;
- Getting police back out on street by booking suspects faster.

If levy is not approved, jail operations would be cut back, and 560 beds at Inverness Jail would have to close. Hundreds of inmates per month would be released early without supervision.

This levy provides operating funds for jails, mandatory treatment and tighter criminal tracking and ends the early release of criminals

This serial levy will provide an estimated \$24.4 million in 1996-97, \$31.6 million in 1997-98, and \$33.8 million in 1998-99 dedicated to public safety services.

This levy is subject to the \$10 local government limit in Section 11b, Article XI, Oregon Constitution.

The estimate tax cost for this measure is an ESTIMATE ONLY based on the best information available from the county assessor at the time of the estimate.

Explanation

Multnomah County operates the jails that hold the people our police arrest. Nine out of ten Multnomah County jailed inmates are being held for felony charges. The existing levy that expires June 30, 1996 pays for keeping all the current jail facilities open and operating.

Our Public Safety Problem

Public safety services are currently inadequate to meet demand. In 1995, 3,726 inmates were released early and unsupervised from county jails because there was not enough space. Population growth in the metropolitan area will make this problem worse. In spite of county efforts to improve efficiency and utilize a full continuum of sanctions to maximize the effectiveness of the system, public safety is already compromised due to inadequate capacity.

The Public Safety Solution

The most cost effective solution to increasing the number of people our system can hold is through a mix of new and expanded facilities and programs. The construction of new buildings or expansion of existing buildings are proposed to be funded through a general obligation bond. The cost to operate new or expanded jails and mandatory programs are funded through this serial levy.

The Current Levy Expires

The current public safety levy expires June 30, 1996. It provides about one third of the current operating costs of county jails. If we choose to operate new facilities, enforce mandatory treatment and end the early release of prisoners, we must pass a new levy.

Ending Early Release of Prisoners

The new levy will fund the operations of proposed additional jail space to increase public safety. Last year the County was forced to release approximately 3,700 prisoners without any supervision simply because of a lack of space. The new levy will help end the early release of prisoners.

Convicted Criminals Will Serve Time

In addition to continuing the operation of the 560 beds at Inverness the increased levy will operate 120 additional beds at Inverness as well as 210 beds at a new jail that are proposed to be built in 1997 and begin operating in 1998. There will also be increased capacity at the Multnomah County Restitution Center which is a low cost corrections facility where inmates pay room and board.

Mandatory Treatment

A majority of offenders in jail are drug or alcohol abusers. Incarcerating them protects the public safety for a period of time but does not solve the problem of treatment. This levy pays for mandatory treatment for drug and alcohol abusers who can not be rehabilitated without intensive intervention.

Tracking Criminals

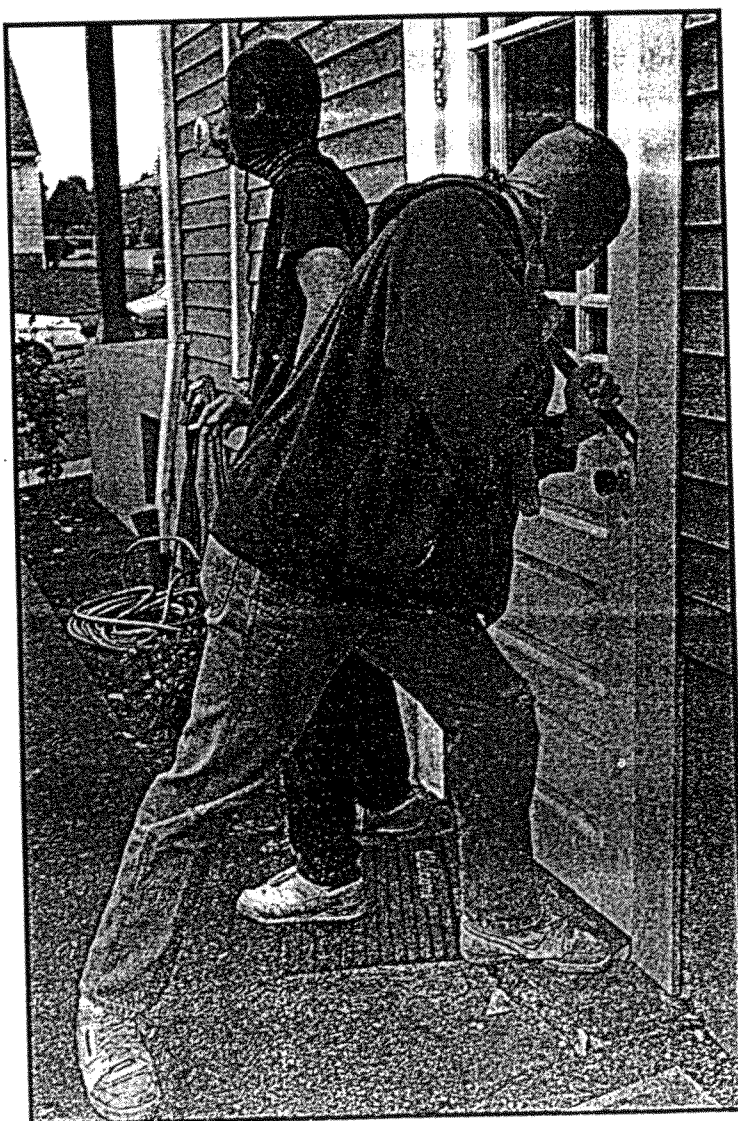
Offenders fall between the cracks of a complex public safety system because of antiquated computer systems that are not linked. Computer tracking technology that is currently being used by the police and Sheriff, district attorney, Courts, Juvenile Justice and Community Corrections will be upgraded and integrated in order to transfer information between the existing components of the public safety system.

How Much Will It Cost?

78 cents per \$1,000 of assessed value or about \$9.60 per month on a typical home.

**LAST YEAR, 3,700
CRIMINALS WALKED
OUT OF JAIL EARLY...**

***because
there
wasn't
any
room
for
them.***



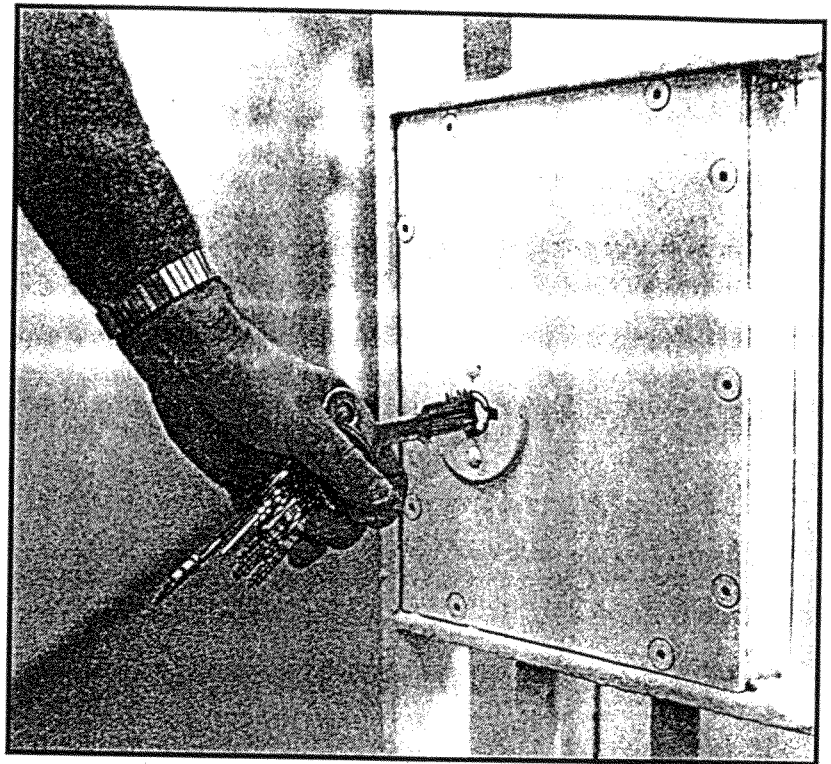
There is something we can do about crime.

We are all frustrated with crime – and there is good reason. The criminal justice system has fallen dangerously behind: lack of jail space, outdated systems and the cycle of drug and abuse related crimes means that for many crimes there are little or no consequences.

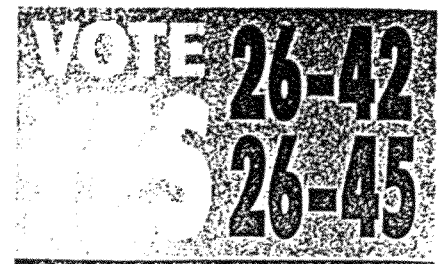
We know that. So do the criminals.

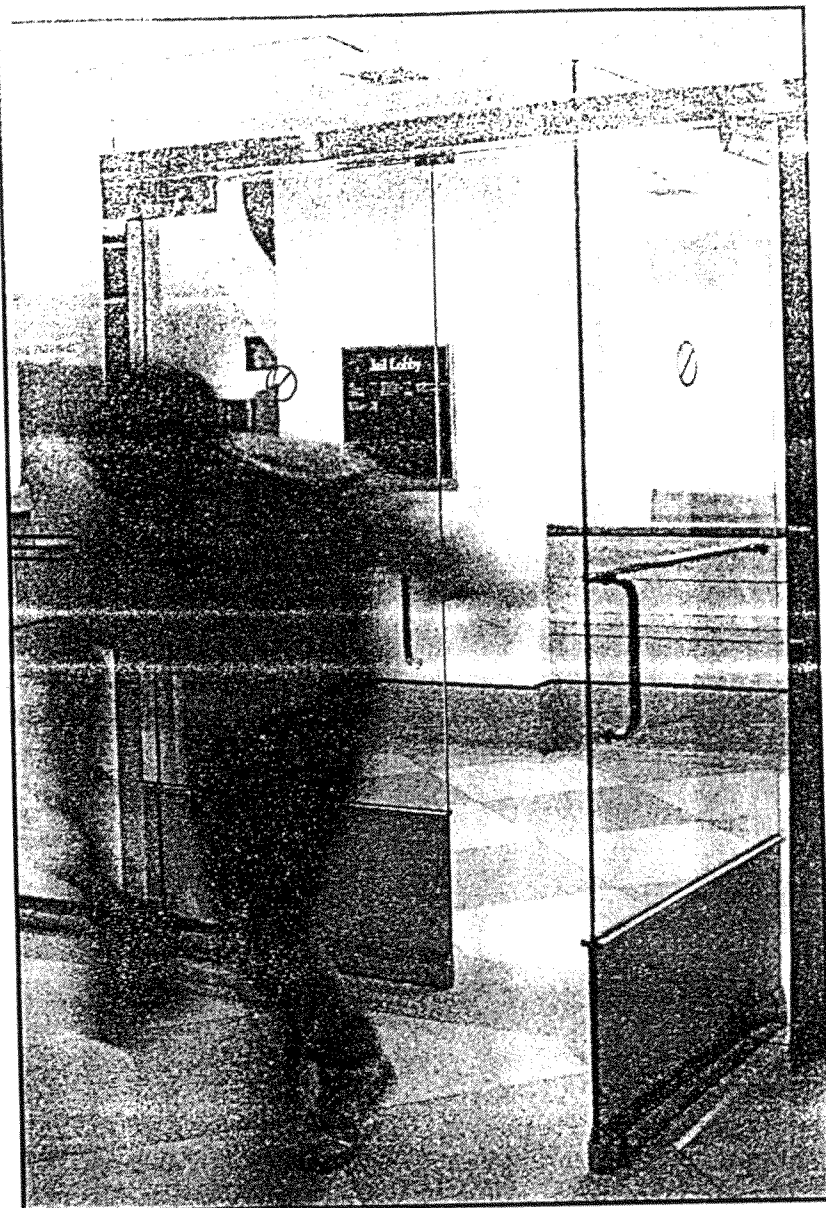
But now we have a chance to do something about it.

We can pass Measures 26-42 and 26-45: the tough, balanced approach to crime for Multnomah County.



**For a Safer
Community**



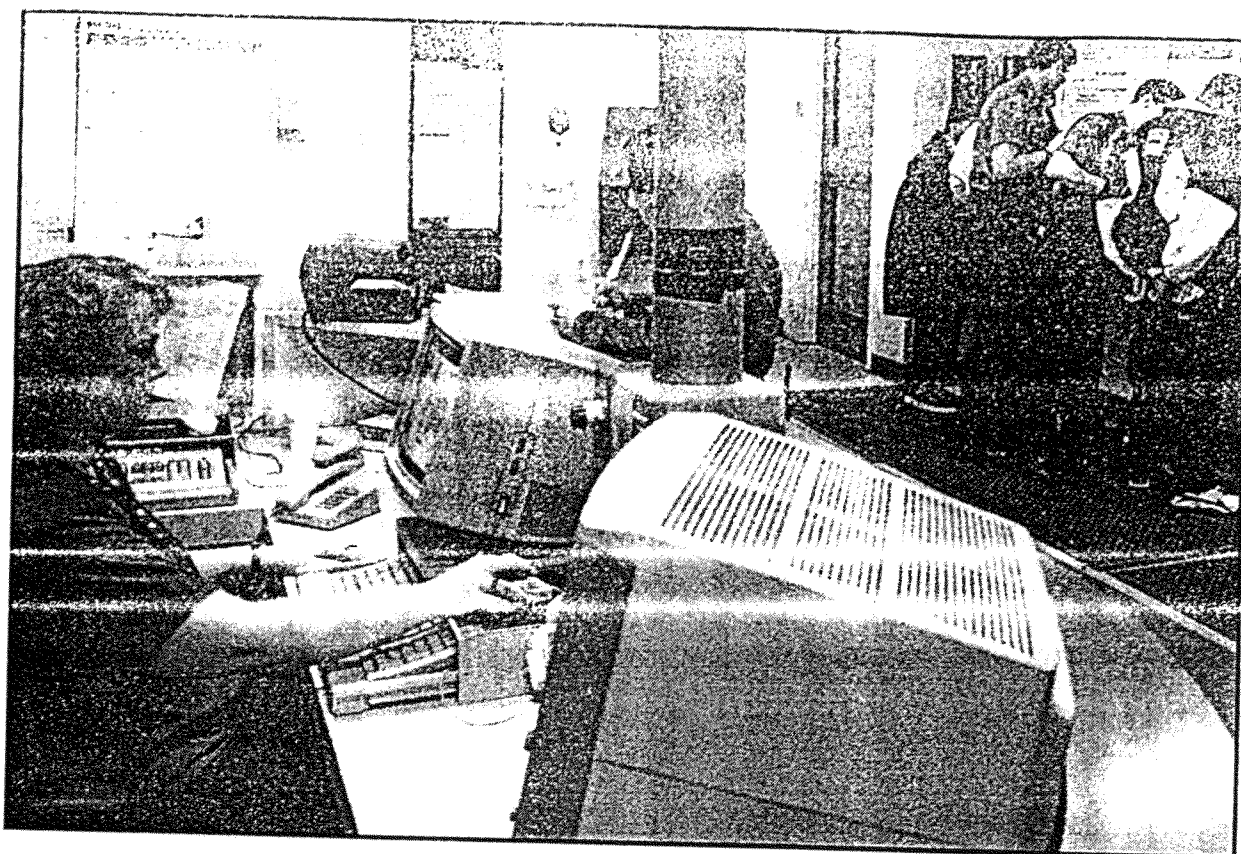


Over the past five years, criminal bookings in Multnomah County have gone up over 45%.

The result? In the past year alone, over 3,700 prisoners received a "get out of jail free" card because there wasn't any room for them. That's 3,700 people who belong in jail that were sent back into our neighborhoods.

Measures 26-42 and 26-45 will build and operate a new 210 bed jail and a 120 bed expansion at Inverness Jail to stop the early, unsupervised release of inmates.

**Stop the early,
unsupervised
release of criminals.**



Computers for tighter tracking of criminals.

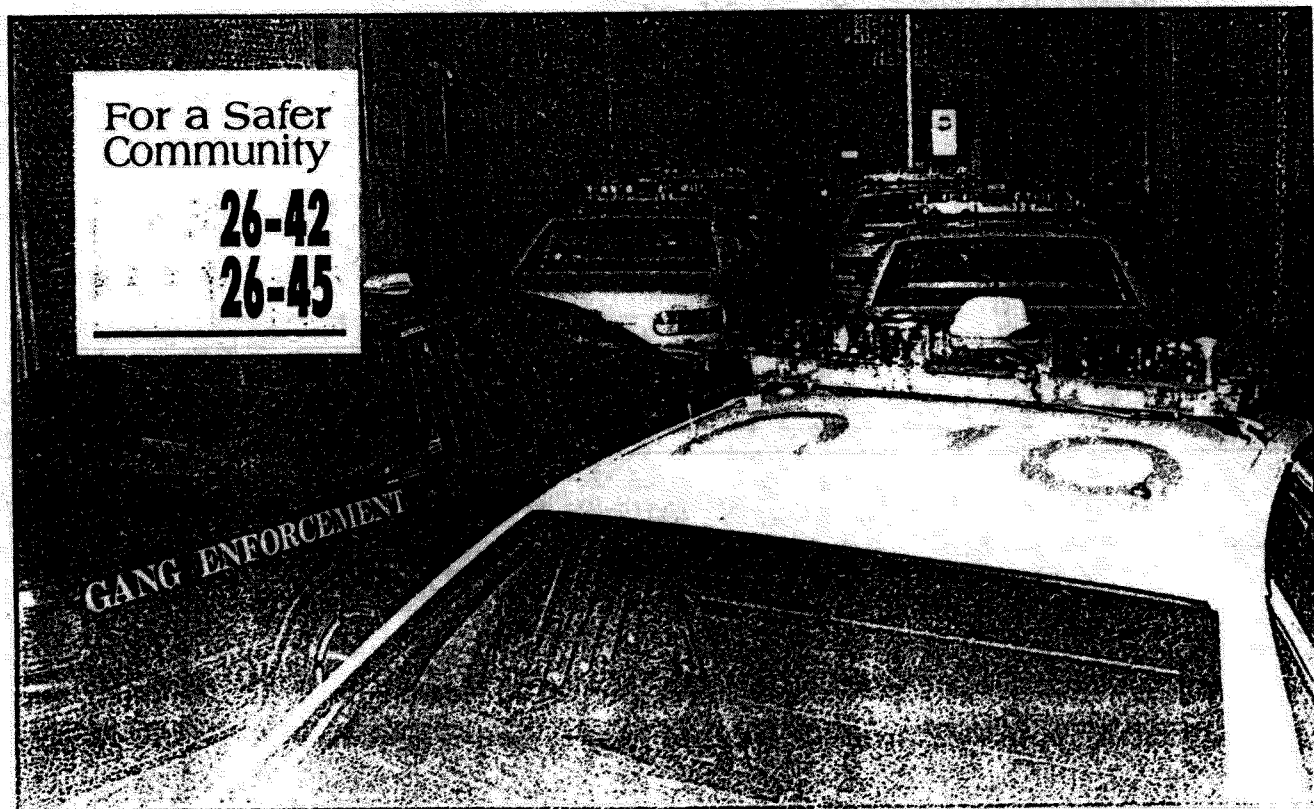
Right now, the tracking of criminals throughout the criminal justice system can be a hit-or-miss affair. Different computer systems don't "talk" to each other, and there are many cracks for criminals to slip through.

Measures 26-42 and 26-45 will restructure computer systems of police, corrections, prosecution, and the courts to more effectively track criminals. With tighter criminal tracking, we can help stop the crime.

State's booking and transport facilities have been stretched past the breaking point. Police are often stuck in lines for hours waiting to book suspects, when we need them to patrol our streets.

Measures 26-42 and 26-45 will completely restructure and update booking and transport facilities to save time, save money and get police back on the streets to protect us.

**Get police
out of lines
& back on
the streets,
quickly.**



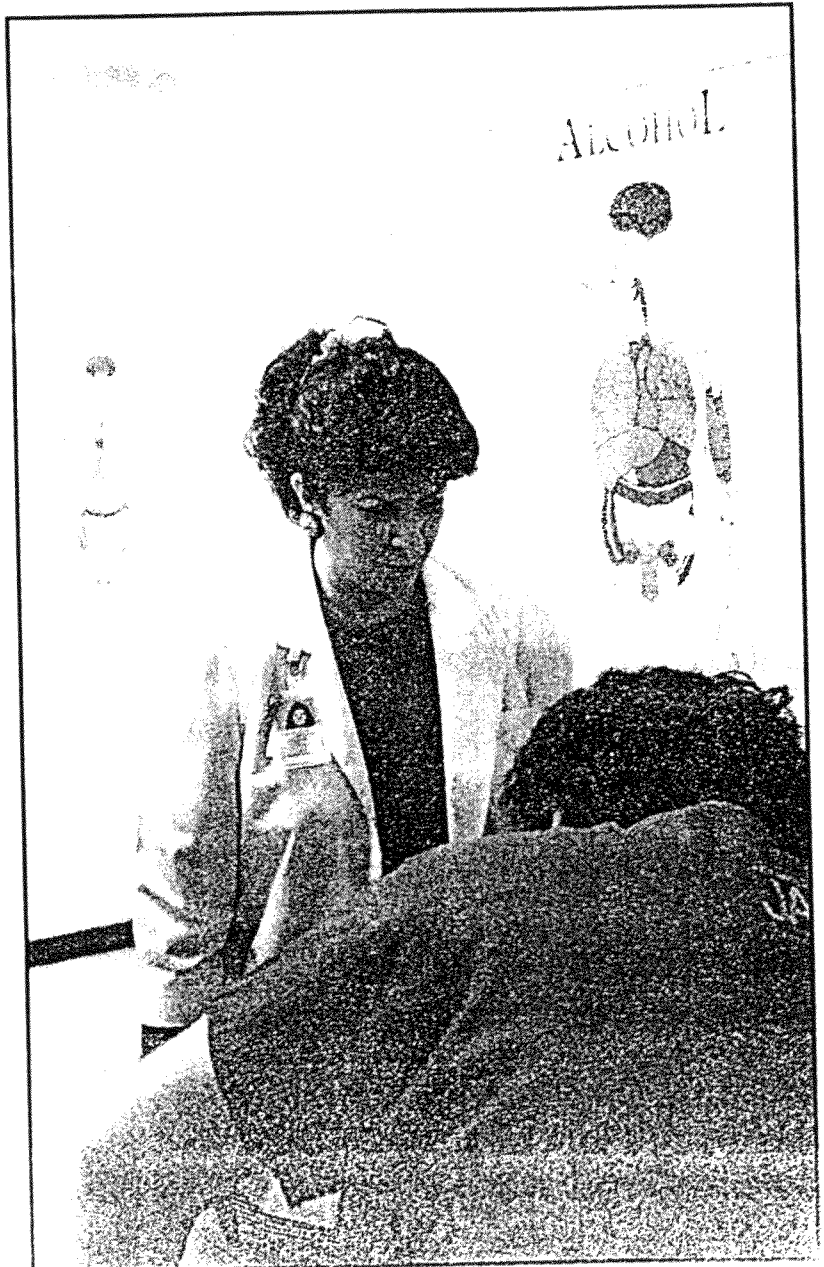
Mandatory drug & alcohol treatment for offenders.

Over 75% of prisoners in Multnomah County have a drug or alcohol problem when they enter the system. The percentage is even higher for repeat offenders. Drug and alcohol abuse perpetuates the cycle of crime.

Measures 26-42 and 26-45 will build and operate 150 secure beds for mandatory drug and alcohol treatment of offenders to break the cycle of crime while keeping us safer.

For a Safer
Community

26-42
26-45



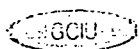


Helping abused & neglected children safely & quickly.

There can be few more traumatic experiences for a child than being removed from their home. But right now, lack of resources and coordination of services means that some children spend hours in a patrol car or at a caseworkers' desk while people try to find a place for them.

Measures 26-42 and 26-45 will create a Child Abuse Reception Center that will safely and quickly care for abused and neglected children who are removed from the home, even if it's for their own protection. The Center will also concentrate and coordinate services for abused children to make sure they get the help they need.

P.A. Rep.
PAID



For a Safer Community

MEASURE 26-42
MEASURE 26-45

MEASURE 26-42

CAPTION:

Three year Levy to operate jails, book suspects, track criminals.

QUESTION:

Shall Multnomah County operate jails, levy 77.96 cents per \$1,000 assessed valuation outside tax base for three years beginning 1996-97?

SUMMARY:

Three-year serial levy keeps existing county jails open and operating; provides operating money for newly constructed jails, booking and transport facility, and computer criminal tracking equipment.

Levy cost estimate is about 78 cents per \$1,000 of assessed value per year. Typical home pays \$9.60 per month, to help pay for:

- Ending unsupervised release of offenders due to lack of jail space;
- Operating five existing county jails;
- Operating new jail spaces at existing facilities;
- Expanding restitution center which is a low cost corrections facility;
- Getting police back out on the street by booking suspects faster.

If levy is not approved, jail operations would be cut back, and 560 beds at Inverness Jail would have to close. Hundreds of inmates per month would be released early without supervision.

This serial levy will provide an estimated \$24.4 million in 1996-97, \$31.6 million in 1997-98, and \$33.8 million in 1998-99 dedicated to public safety services.

This levy is subject to the \$10 local government limit in Section 11b, Article XI, Oregon Constitution.

The estimate tax cost for this measure is an ESTIMATE ONLY based on the best information available from the county assessor at the time of the estimate.

MEASURE 26-45

CAPTION:

Bonds to expand adult, juvenile corrections facilities; improve criminal tracking.

QUESTION:

Shall Multnomah County build jails, booking and corrections facilities; strengthen criminal tracking, by issuing \$79.7 million in General Obligation Bonds? If bonds are approved, they will be payable from taxes on property not subject to the limits of section 11b, Article XI of the Oregon Constitution.

SUMMARY:

Bonds used for:

- Ending early unsupervised release of prisoners by constructing, expanding jails, acquiring land;
- Allowing police to quickly book suspects, return to patrol;
- Secure beds for mandatory substance abuse treatment for offenders;
- Restructuring computer systems of police, corrections, prosecutors, courts for tighter criminal tracking.
- Financing additional juvenile beds.
- Facilities to assist abused children.

Measure authorizes up to \$79.7 million Multnomah County General Obligation bonds maturing in 30 years or less. Cost estimate: 18 cents per \$1,000 assessed value, about \$28 annually on a typical home.

1996-1999 MULTNOMAH COUNTY PUBLIC SAFETY LEVY PROPOSAL

Overview

The County proposes authority to levy \$0.7796 per thousand of assessed value for three years beginning July 1, 1996 for operations of County public safety services. This rate based levy will replace the \$0.5288 per thousand rate based levy that expires on June 30, 1996.

The levy is proposed for the May 21, 1996 ballot.

Revenue to be Raised

The ballot measure shows the estimated annual levy amounts from this rate based levy as:

1996-97	24,400,000
1997-98	31,600,000
1998-99	33,800,000

Attachment A-1 is a three year financial summary showing estimated revenues and expenditures in the Jail Levy Fund assuming the amounts shown in the table above are actually levied.

Attachment A-2 is a three year financial summary showing estimated revenues and expenditures assuming the County levies no more than is available in our "share" of the \$10 rate for local government property taxes.

Purpose of the Levy

This measure extends or replaces the expiring justice levy, increasing the rate. The county would collect approximately 78 cents per \$1,000 of assessed value, about \$117 per year on a home assessed at \$150,000.

Approval of the levy will allow the county to:

- Continue to operate the 605 jail space Inverness Jail
- Operate 120 additional jail spaces at Inverness Jail
- Operate 210 jail spaces in a new jail
- Pay for 155 residential drug and alcohol treatment spaces for offenders, an increase of 75
- Expand the adult work release Restitution Center by 40 jail spaces

If the county is not able to operate Inverness jail, about 40 percent of the county's total jail spaces, additional offenders will have to be released without supervision. Estimated releases would range from 700 to 1,000 offenders per month.

Other Property Taxes

The proposed Library Levy and the proposed Public Safety Levy both replace three year tax rate levies that expire at the end of 1995-96. In addition, the County plans to seek voter authorization to issue \$108.7 million of General Obligation Bonds for justice and library related capital.

Since 1976-77, the County has had at least one serial levy in place during seventeen of the twenty fiscal years. The Board has considered replacing the existing levies with an expanded tax base. However, the risk associated with proposing a tax base has persuaded the Board to continue with serial levies. It is possible that the Board will either pursue rolling the levies into a tax base in 1998, or substituting another revenue source for these County property taxes.

A discussion of the combined impact of this levy and the other measures accompanies this memorandum.

Service Indices

The proposed changes in the level of funding are directed at increasing the number of jail spaces. The number of people arrested exceeds the space available to detain them until trial. The following table shows estimates of how many individuals the additional spaces will house during the year.

Sheriff's Programs Enhancement	Beds	Days	Bed Days	Turnover Rate*	Annual Pop Impact
MCRC Expansion	40	365	14,600	8.11	324
MCIJ Expansion SB 1145	330	365	120,450	1.38	456
Levy	120	365	43,800	10.43	1,251
New Jail Expansion	210	365	76,650	10.43	2,190

* Turnover rate is the number of times per year a jail space is used for a different inmate.

BASE AND ADDS

PUBLIC SAFETY LEVY

BASE OPERATIONS

	Sheriff	Health	Community Corrections	Total
1996-97	16,003,466	2,200,163	1,815,709	20,019,338
1997-98	15,700,196	2,266,522	1,873,812	19,840,530
1998-99	15,557,811	2,331,272	1,935,648	19,824,732

The base budget covers the operation of Inverness Jail (including the 50 space annex), 80 contractual alcohol and drug treatment spaces, the transport functions to move prisoners through the system, and all the support costs directly attributable to Inverness Jail (such as Corrections Health, food costs, work crew supervision, etc.).

MCRC Expansion

	Sheriff	Health	Total
1996-7 Cost	605,040	11,599	616,639
1997-8 Cost	624,264	11,999	636,263
1998-9 Cost	642,812	12,377	655,189

This will increase the capacity of the Multnomah County Restitution Center to 160 beds. MCRC is operated as an adult residential work release center. MCRC provides work release, inmate programs, and other services to inmates who are serving sentences in Multnomah County. The estimated cost is net of room and board revenue.

MCIJ Expansion

	Sheriff	Health	less SB 1145 Revenue	Total
1996-7 Cost	0	0	0	0
1997-8 Cost	12,970,341	1,558,874	(9,701,467)	4,827,748
1998-9 Cost	16,454,171	2,202,629	(12,616,934)	6,039,866

This expansion of 450 jail spaces will increase the Inverness Jail campus to its maximum capacity. The 1997-98 cost assumes the facility will begin to operate in January 1998. Of the 450 planned jail spaces, 330 are expected to be paid for using SB 1145 funds. Only 120 are assumed to be part of the levy cost.

New Jail Expansion

	Sheriff	Health	Total
1996-7 Cost	0	0	0
1997-8 Cost	2,190,054	130,008	2,320,061
1998-9 Cost	3,785,198	312,270	4,097,468

The construction of a new jail, with 210 jail spaces, is designed to keep pace with the growing need for additional jail spaces as the Portland Metropolitan region grows. Construction is anticipated to be the same type as the Inverness Jail and is anticipated to be ready for occupancy by January 1998.

Data Processing for New Jail Space

1996-7 Cost	260,063
1997-8 Cost	113,288
1998-9 Cost	116,683

The addition of jail spaces, and the construction of additional facilities, will require staffing and other charges to assure that the expansions are included in the Sheriff's Office data processing systems.

Staffing Remodeled Space in Existing Jails

1996-7 Cost	0
1997-8 Cost	788,998
1998-9 Cost	656,439

1996-99 Public Safety Levy

The public safety bond proposal includes remodeling of the Justice Center to increase the size of the booking facility and remodeling of Inverness Jail to incorporate the transport function there rather than downtown. The enhanced space will allow additional prisoners to be processed. The increased processing will require additional staff which is covered by this proposal.

In Jail Alcohol and Drug Treatment

1996-7 Cost	0
1997-8 Cost	615,964
1998-9 Cost	714,115

Alcohol and drug evaluation and treatment programs in jail are currently funded by the Target Cities grant. This proposal will extend the programs, at a reduced level, when the grant expires.

Substance Abuse Treatment and Work Release Centers

1996-7 Cost	0
1997-8 Cost	957,890
1998-9 Cost	1,301,974

Three centers, each with a 75 bed capacity, are planned. Two of the three centers are expected to be funded with SB 1145 revenue. The costs of the remaining 75 beds, which are to be funded by the levy, are shown here. The 1997-98 cost assumes the levy funded center will be operational by October 1997.

Most of the beds will be dedicated to residential treatment because data indicates that a significant percentage of local offenders are drug-involved and unable to make positive changes in their lives without intensive intervention. A limited number of spaces will be reserved for a structured work release program focusing on pre-employment training and job development

PUBLIC SAFETY LEVY -- ATTACHMENT A -1

Levy Amounts Authorized

REVENUES	1996-97 Projected	1997-98 Projected	1998-99 Projected	1999-2000	2000-2001
BWC	0	2,843,177	1,828,951		
Prior Years Levy	482,824	600,580	754,735	983,765	390,033
Current Interest	12,890	13,324	14,107	14,954	15,851
Prior Years Interest	79,317	99,940	115,791	128,897	133,132
Interest on Investments	143,000	128,000	150,000		
SB 1145 Revenue		9,701,467	12,616,934		
General Fund Support		0	0		
Other Revenues	98,000	100,940	103,968		
Subtotal	816,031	13,487,428	15,584,487	1,127,616	539,016
Current Levy	23,058,000	29,704,000	31,772,000		
TOTAL REVENUES	23,874,031	43,191,428	47,356,487	1,127,616	539,016
Levy Amount	24,400,000	31,600,000	33,800,000		

REQUIREMENTS

Personal Services	14,408,214	26,586,676	31,456,375		
Materials & Services	6,400,212	12,885,369	14,882,992		
Capital Outlay	<u>222,428</u>	<u>1,890,431</u>	<u>98,833</u>		
TOTAL EXPENDITURES	21,030,854	41,362,476	46,438,200	0	0
Contingency / Fund Balance	2,843,177	1,828,951	918,287		
TOTAL REQUIREMENTS	23,874,031	43,191,428	47,356,487	0	0

PUBLIC SAFETY LEVY -- ATTACHMENT A -2

Levy to Stay within "Share"

REVENUES	1996-97 Projected	1997-98 Projected	1998-99 Projected	1999-2000	2000-2001
BWC	0	2,843,177	0		
Prior Years Levy	482,824	600,580	754,735	0	0
Current Interest	12,890	13,324	14,107	14,954	15,851
Prior Years Interest	79,317	99,940	115,791	128,897	133,132
Interest on Investments	143,000	128,000	150,000		
SB 1145 Revenue		9,701,467	12,616,934		
General Fund Support		1,918,750	3,950,452		
Other Revenues	98,000	100,940	103,968		
Subtotal	816,031	15,406,177	17,705,987	143,851	148,983
Current Levy	23,058,000	25,956,299	28,732,213		
TOTAL REVENUES	23,874,031	41,362,476	46,438,200	143,851	148,983

Levy Amount	24,400,000	27,613,084	30,566,184		
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REQUIREMENTS

Personal Services	14,408,214	26,586,676	31,456,375		
Materials & Services	6,400,212	12,885,369	14,882,992		
Capital Outlay	<u>222,428</u>	<u>1,890,431</u>	<u>98,833</u>		
TOTAL EXPENDITURES	21,030,854	41,362,476	46,438,200	0	0
Contingency / Fund Balance	2,843,177	0			
TOTAL REQUIREMENTS	23,874,031	41,362,476	46,438,200	0	0

PUBLIC SAFETY LEVY -- ATTACHMENT B

Expenditure Detail

Object	Line Item	96-7	97-8	98-9
	5100 PERMANENT	9,499,696	17,369,635	20,558,104
	5200 TEMPORARY	94,541	204,678	254,776
	5300 OVERTIME	796,661	1,743,605	2,140,524
	5400 PREMIUM	143,954	295,724	350,304
	5500 SALARY RELATED	2,348,324	4,047,251	4,708,129
Direct Personal Svcs		12,883,176	23,660,891	28,011,837
	5550 INSURANCE	1,525,038	2,925,785	3,444,538
Total Personal Svcs		14,408,214	26,586,676	31,456,375
	6050 SUPPLEMENTS	0	0	0
	6060 PASS-THROUGH	0	0	0
	6110 PROFESSIONAL SVCS	2,051,566	3,334,483	3,809,810
	6120 PRINTING	17,184	46,916	37,649
	6130 UTILITIES	0	0	0
	6140 COMMUNICATIONS	68,386	134,533	146,781
	6170 RENTALS	6,618	7,299	7,890
	6180 REPAIRS AND MTCE	85,569	159,622	223,227
	6190 MTCE CONTRACTS	516	6,080	11,905
	6200 POSTAGE	110	476	864
	6230 SUPPLIES	411,382	1,888,651	1,520,046
	6270 FOOD	875,994	1,736,035	2,652,790
	6310 EDUCATION & TRAININ	33,713	120,359	116,220
	6330 TRAVEL	866	1,468	2,040
	6520 INSURANCE	0	0	0
	6530 EXTERNAL D.P.	0	4,170	0
	6550 DRUGS	44,677	82,296	106,596
	6610 AWARDS & PREMIUMS	0	0	0
	6620 DUES & SUBSCRIPTIO	1,014	2,132	2,993
	6650 SPECIAL PROGRAMS	0	0	0
	6700 BOOKS & MATERIAL	0	0	0
Direct Materials & Svcs		3,597,595	7,524,520	8,638,811
	7100 INDIRECT COSTS	1,764,489	3,358,266	3,949,590
	7150 TELEPHONE	61,953	116,995	113,890
	7200 DATA PROCESSING	22,489	420,992	61,545
	7300 MOTOR POOL	234,292	568,497	545,153
	7400 BLDG MGMT	553,846	690,877	1,314,734
	7500 OTHER INTERNAL	156,561	185,920	230,991
	7550 LEASE PAYMENTS	0	0	0
	7560 MAIL/DISTRIBUTION	8,987	19,303	28,278
Internal Svc Reimbursements		2,802,617	5,360,849	6,244,180
Total Materials & Svcs		6,400,212	12,885,369	14,882,992
	8100 LAND	0	0	0
	8200 BUILDINGS	0	0	0
	8300 OTHER IMPROVEMENT	0	30,000	0
	8400 EQUIPMENT	222,428	1,860,431	98,833
Total Capital Outlay		222,428	1,890,431	98,833
Total Direct Budget		16,703,199	33,075,842	36,749,482
Total Expenditures		21,030,854	41,362,476	46,438,200

**1996 and 1997 Expectations of the Operating Costs
Associated with SB 1145 Felons**

	96-7	97-8	98-9
Sheriff's Office			
Inverness, 330 beds \$	0 \$	4,934,649 \$	9,645,800
Rental beds from State (up to 330)	1,954,705	4,361,801	
SB 1145 Offender records	74,571	153,616	
SB 1145 Offender Mgmt	172,886	356,145	
Subtotal \$	2,202,162 \$	9,806,211 \$	9,645,800
Community Corrections / Community Justice			
Work release (6) \$	0 \$	0 \$	146,250
Residential treatment (95)	384,475	1,238,890	2,251,763
Residential treatment (21)			418,000
Transitional housing	103,923	300,641	850,000
Outpatient A&D	70,920	249,189	400,000
Learning Center	67,017	266,737	
Forest Project (10)	36,410	95,036	174,685
Day Reporting (37)	200,987	362,461	572,565
Alternative Community Service	48,588	53,513	
Mental Health evaluation	9,567	34,659	
Electronic monitoring	45,727	178,538	95,950
SB 1145 Community Intervention	397,872	614,409	600,053
SB 1145 Off Mgmt	170,797	256,856	
Subtotal \$	1,536,283 \$	3,650,929 \$	5,509,266
Total Expected Spending \$			
	3,738,445 \$	13,457,140 \$	15,155,066

Note:

96-7 and 97-8 amounts are based on budget modifications and March requests for the 97-8 budget.

98-9 amounts are extracted from Carey Harkaway's initial program design incorporated in the SB 1145 Construction Fund application, November 1995.

SUMMARY OVERVIEW OF PROPERTY TAXATION AFTER MEASURE 50

Discretionary Revenues

1. Property Taxes

Multnomah County property taxes for 1998-99 will be levied under an entirely new system because of the passage of Measure 50 in June 1997. Although the changes from the prior property tax system are too complex to describe in detail, some crucial differences need to be summarized here.

- ***Assessed Value and Real Market Value***

Assessed value of real property is the dollar amount on which taxes are collected – the taxable value. Real market value is what the property could be sold for. In Oregon, under the property taxation system prior to 1997, the two things were the same thing. Properties paid taxes based on how much they were worth. A property that could be sold for \$200,000 paid twice as much tax as a property in the same city that could be sold for \$100,000.

Measure 50 disconnected assessed value of properties from their market value. Assessed value is now the *lowest* amount of the following:

- a. the property's July 1, 1995 assessed value minus 10% plus 3%, or
- b. the property's July 1, 1997 assessed value plus 3%, or
- c. the property's real market value.

If a property has been improved since July 1, 1995, then the value of the improvements may increase its assessed value, if those improvements:

- a. total \$10,000 or more since the last assessment date, or
- b. total \$25,000 or more over the last three years.

If a property is sold, its assessed value is not changed by the sale. If a property assessed at \$100,000 for purposes of taxation is sold for \$400,000, its assessed value remains \$100,000. Next year, its assessed value can grow no more than 3%.

Now, this situation (interesting though it is) presents only practical difficulties for the property tax collection process. It is clear enough to implement. However, it sacrifices taxation equity to predictability. The nature of real estate sales is that properties in some areas are more desirable than properties in other areas (and, therefore, become worth different amounts over time), and that some kinds of property attract buyers more readily than other kinds of property. Real market value tends to change from year to year. Those increases or decreases no longer affect assessed value. Therefore, taxes will not follow what property is worth. However, what the system loses in equity it gains back in predictability. If a property owner does not alter his or her property, he or she will know with a great deal of certainty

Property Tax Overview

what the taxes on that property will be – at least regarding the taxes levied to pay for government operations.

- ***Permanent Tax Rate***

Measure 50 provides governments a new kind of property tax authority. Under the previous system, voters generally authorized governments to collect a certain dollar amount of taxes. Under the current system, governments are authorized to collect a tax rate, in perpetuity. This *permanent tax rate*, established retroactively effective July 1, 1997, combined all the authorized taxes for operations that each government had as of July 1, 1997, reduced that levying authority to provide a tax reduction to taxpayers, and converted the reduced authority into a permanent tax rate.

Multnomah County's permanent tax rate is \$4.3481. That is, the County is authorized to collect \$4.3481 for every thousand dollars of *assessed value* of every property in the county, every year. Because the permanent tax rate replaced a tax base and two serial levies as of July 1, 1997, the County proposes to segregate the revenue it produces into three "pots." The bulk of the revenue (69.7%) will be used for general purposes as the tax base was under the previous system. The revenue from the two "fossil levies" will be spent on library services (10.4%) and public safety (19.9%) as though the serial levies continued. This is not a legal requirement. It is a policy direction.

As assessed value grows, the taxes collected by Multnomah County will also grow. Assessed value will grow in two ways:

1. for the overwhelming majority of properties, it will grow 3% per year;
2. for properties that have new construction, it will grow more than 3%.

The 1998-99 Budget assumes overall growth in assessed value of 3.5%. We expect additional new construction worth approximately \$1.8 billion to be added to the tax roll in addition to the general 3% increase.

The combination of assessed value and the permanent tax rate will produce \$146,280,392 in property tax revenue for the operation of County programs.

- ***Compression***

Compression is a relatively familiar concept in Oregon, being the mechanism whereby Measure 5 (the 1990 property tax limitation measure) reduced property taxes. However, Measure 50 deals with compression differently and requires some explanation.

As under Measure 5, under Measure 50 no property owner is subject to taxes in excess of \$10 per thousand of *real market value* for local government operations. (Notice that this factor in Measure 50 still requires that the County maintain records

Property Tax Overview

of real market value of property even though the taxable value, the assessed value, is computed independently of what the property can be sold for.)

Under Measure 5, property was taxed on its real market value. Every property in a city was taxed for local government operations either at a rate below \$10 per thousand (and hence not subject to compression) or above \$10 per thousand (and therefore had taxes "compressed" to \$10 per thousand). Under Measure 50, the taxable value and the real market value are disconnected. Therefore, it is possible for one property to have local government taxes that work out to less than \$10 per thousand while the same taxes on the property next to it are compressed.

How? Two computations are required. First, the tax rates for the various overlapping governments are applied to the *assessed value* of the properties. That produces a tax amount for each property. Then those tax amounts are divided by the *real market value* of each property. If the local government tax amount for a property works out to more than \$10 per thousand of real market value, then the taxes on that property are reduced to \$10 per thousand of real market value.

This is far from academic to Multnomah County. Compression means that revenues will be lower than the amount of taxes levied. To estimate how much lower, so that a reasonable budget can be put together, has turned out to be a very complex process. Every property must be computed individually. Moreover, if taxes are reduced for a taxpayer, there is a hierarchy to property taxes that causes the reduction to decrease revenue differently for different kinds of tax levies.

Levies for debt are compressed only after all other taxes on a property are reduced to zero. Permanent tax rates are affected by compression before levies for debt but are not reduced until all local option levies are reduced to zero on a property. Local option levies are compressed to zero on a property before any other taxes are affected.

There is only one local option levy in place in Multnomah County, and it is the County Library Levy.

- ***New Local Option Levy – Major Library Expansions***

While Measure 50 makes it impossible for a government to permanently increase property taxes, it allows governments to ask voters for approval of levies in addition to the permanent tax rate. The term of these levies, local option levies, cannot exceed five years.

As part of the response the County made to Measure 50, library hours, services, and material purchases were reduced. In November 1997, at a special election, voters approved a local option levy not merely to restore the cuts but to expand library services. The levy is authorized at \$0.5947 per thousand dollars of assessed value. It was expected to produce \$19.6 million of revenue in 1998-99. However, compression will reduce this to \$15.5 million. The General Fund will cover the resulting shortfall.



MULTNOMAH COUNTY, OREGON

BOARD OF COUNTY COMMISSIONERS

BEVERLY STEIN

DIANE LINN

GARY HANSEN

LISA NAITO

SHARRON KELLEY

BUDGET & QUALITY

PORTLAND BUILDING

1120 S.W. FIFTH - ROOM 1400

P. O. BOX 14700

PORTLAND, OR 97214

PHONE (503) 248-3883

TO: Bill Farver

FROM: Dave Warren
Ching Hay

DATE: July 9, 1998

SUBJECT: Current Construction Cost Estimates for Jail and A&D Facilities

Summary

Bob Nilsen has given us the following estimates for jail and A&D facility construction. Compared with the original estimates, costs now appear about \$9.5 million higher. Construction at the Radio Tower site will add another \$6.5 million to costs. Part of this increase is inflation in construction costs. Some design changes have also contributed. The revenues from issuing bonds would not be adequate to cover the current estimates.

Adding interest earnings (\$6.4 million) to the construction appropriations will not completely offset the estimated costs. Some potential offsets will reduce cost estimates and design changes may make the projects possible within the revenue available.

The following table summarizes Bob Nilsen's budget status report (which is attached).

		Original Budget December-95	Current Project Estimates July-98	Change	Percent Change
New Jail					
	<i>Bonds</i>				
Number of Beds		210	265	55	26.20%
Construction and Land*	\$	30,730,000	\$ 34,746,200	\$ 4,016,200	13.07%
Radio Tower site remediation			\$ 6,469,000	\$ 6,469,000	
A&D Facilities					
	<i>Bonds and SB 1145</i>				
Number of Beds		300	300	0	0.00%
Construction and Land*	\$	23,995,000	\$ 29,784,300	\$ 5,789,300	24.13%
Jail and A&D Total		\$ 54,725,000	\$ 70,999,500	\$ 16,274,500	29.74%

*Land costs are assumed to be as budgeted. No adjustment has been made for any particular site. All variances result from changes in construction estimates.

July 9, 1998

Jail

Reasons for increase in jail cost are:

- Inflation
- Slightly larger dorms – increase in beds from 210 to 265
- Full kitchen rather than partial kitchen

Bob Nilsen reminded me that the original estimates were based on building a facility adjacent to Inverness and sharing kitchen facilities. The Siting Committee rejected the site adjacent to Inverness Jail. Separating the two sites adds to the cost because support function space and facilities must be included.

Selection of the Radio Tower site was known to entail potential additional costs. These costs include about \$4 million for structural fill and \$2.5 million for wetland work specific to the Radio Tower site. If we include these estimates, the current estimate for the new jail rises to about \$41 million and the overall increase for both sets of facilities is about \$16 million.

The current estimated costs do not include estimates for:

- City of Portland requirements such as sidewalks, roads, traffic lights, etc.
- Geo-Tech work
- Costs associated with PIR and EXPO to reduce jail site footprint

A&D Facilities

Funding and spending plans shown above include both bond revenue and SB 1145 money from the State.

Reasons for increases in cost are:

- Inflation
- Change from light frame commercial/residential construction to commercial/detention type construction.

Again, Bob Nilsen reminds me that the original estimates were for residential or nursing home facilities. Since then the need for more security has changed the kind of construction. Note, however, that Bob Nilsen's original budget figures overstate the bond and SB 1145 revenue available for these projects. The bond funds available were \$13,150,000. The SB 1145 contribution from the State will be \$10,845,000.

Potential Offsets

The Port of Portland appears to be willing to provide \$50,000 per acre of mitigation for 30 acres on the Radio Tower site. This will save \$1.5 million. Reducing the footprint of the building will result in only about half the estimated fill being required – savings may reach \$2 million.

Several design options for the jail building are under consideration: building four housing dorms only, instead of an administrative segregation unit of single cells (saving about \$1 million), or building the shell

July 9, 1998

only for an administrative segregation unit (also saving almost \$1 million), or building only three dorms with only the shell for a fourth housing dorm (saving \$1.6 million)

		Original Budget December-95	Current Project Estimates July-98	0 Change	Percent Change
Jail and A&D Total	\$	54,725,000	\$ 70,999,500	\$ 16,274,500	29.74%

Potential Offsets

New Jail

Port mitigation	\$	(1,500,000)	\$ (1,500,000)
Reduced footprint		(2,000,000)	(2,000,000)
Change construction scope		(1,000,000)	(1,000,000)
Subtotal	\$	(4,500,000)	\$ (4,500,000)

A&D Facilities

Because siting, design, even the number of facilities, are unknown, offsets cannot be identified.

Total After Offsets	\$	54,725,000	\$ 66,499,500	\$ 11,774,500	21.52%
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Interest Earnings

Some of the shortfall (about \$6.4 million) could be offset by interest earnings. The Board has passed a resolution dedicating interest earnings to capital. The earnings could be used to offset the cost of these facilities, to increase spending on data processing systems funded by the bond, or to increase funding for the children's crisis center. Interest earnings are not likely to increase as fast as inflation increases costs, so that the balance between revenues and expenditures is not likely to improve with time.

Other Bond Funded Projects

Dave Boyer has given me a spreadsheet (attached) which shows the following information about the other projects.

None of the Children's Crisis Center \$4 million allocation has been committed or spent.

Projects funded from the technology portion of the bond are under development. I believe the full \$7.5 million has been committed, although revisions to the scope of work and costs of those projects are always possible. Only \$1.55 million had actually been spent through May 31.

Construction at Inverness Jail funded by the bond (95 beds) is nearly complete. Actual spending through May 31 was \$7.6 million. Some of the \$11.5 million may remain unspent when the final bills are paid, but this is not certain.

Note that constructing 330 additional beds at Inverness for SB 1145 prisoners has not been included in the tables or discussion above. About 50 of those beds are still being constructed. I do not believe we could automatically divert any unspent SB 1145 revenue into some other project on the list, although I

July 9, 1998

believe we could submit an amended plan if the A&D beds for 1145 prisoners require additional funding.

Electronic systems at the Courthouse Jail, Inverness, and the Justice Center are being repaired and replaced. I believe the total cost of this set of projects is likely to use up the \$4.5 million appropriation.

Issue costs and refinancing the COP's at Juvenile have been paid out and about \$370,000 of that \$8.3 million can be used for other projects.

Attachment

Wayne George
Bob Nilsen
Karyne Dargan
Julie Neburka

MULTNOMAH COUNTY'S NEW CORRECTIONS FACILITIES

Budget Status
June, 1998

**NEW JAIL
Bonds**

	<u>Funds Spent</u>			
	<u>Original Budget</u>	<u>As of June 1,</u>	<u>Current Budget</u>	<u>Current Project Estimates</u>
	210 Beds Dec-95		Jun-98	265 Beds Jun-98
Hard Costs (14)	\$ 17,093,000.00		\$17,093,000.00	\$ 20,756,000.00
Soft Costs (15)	\$ 9,637,000.00	\$ 650,000.00	\$ 8,987,000.00	\$ 9,340,200.00
Project Cost	\$ 26,730,000.00		\$26,080,000.00	\$ 30,096,200.00 (1)(4)(5)(6)(7)
Acquired Property (This is in addition to above project cost)	\$ 4,000,000.00		\$ 4,000,000.00	\$ 4,000,000.00

- 1) Other Pending costs
\$3,969,000.00 Structural Fill(2)
\$2,500,000.00 Wetland Work (3)
- 2) Port of Portland agreement may affect this estimate. Quality of Port provided fill material not known at this time
- 3) Type of required wetland work will effect this estimate
- 4) City of Portland requirements (i.e. sidewalks, roads, traffic lights, etc.) not known at this point
- 5) Geo-Tech work not started/owner access required
- 6) Costs associated with PIR and EXPO to reduce the Jail Site footprint not yet identified
- 7) Related square footage represents Jail space only but in context to attached A&D facility / Details of Jail stand alone spaces worked out

**A&D FACILITIES
Bonds
S.B. 1145**

	<u>Funds Spent</u>			
	<u>Original Budget</u>	<u>As of June 1,</u>	<u>Current Budget</u>	<u>Current Project Estimates</u>
	300 Beds on Four Sites Dec-95		Jun-98	300 Beds Jun-98
Hard Costs (14)	\$ 13,933,500.00		\$13,933,500.00	\$ 17,334,000.00
Soft Costs (15)	\$ 6,366,500.00	\$ 650,000.00	\$ 5,716,500.00	\$ 7,800,300.00
Project Costs	\$20,300,000.00	(10)(11)	\$19,650,000.00	\$ 25,134,300.00 (12)(13)
Acquired Property (This is in addition to above project cost)	\$ 4,000,000.00		\$ 4,000,000.00	\$ 4,000,000.00

- 10) Cost estimates based on directions from community corrections in 1995 to build 3 new A&D treatment facilities and remodel on existing nursing home type building. All these facilities were to be light frame commercial construction.
- 11) \$300,000.00 above this estimate given back to the State (S.B.1145) by Community Corrections.
- 12) Related square footage represents A&D space only but in context to attached Jail facility - details of A&D stand alone spaces not yet worked out.
- 13) Cost estimate based on a secure facility with commercial - detention type construction.
- 14) "Hard Costs" are actual costs to construct building and site work.
- 15) "Soft Costs" include, siting process, Architectural and Engineering fees, percent for Art, fees/Permits, Quality Control, Furnishings, etc..

MULTNOMAH COUNTY, OREGON
PUBLIC SAFETY GENERAL OBLIGATION BONDS
\$79,700,000 1996B Issue
As of June 30, 1998 (first closing)

	Total Amount	Interest Earned	Bond Technology	Inverness Jail	New Jail	A & D Beds	Children's Home	JJ Complex	Ct Hs, Inv Jail Justice Center	Issue Costs
October 1 Issue										
Proceeds	79,700,000	-	7,500,000	11,500,000	30,730,000	13,150,000	4,000,000	7,400,000	4,485,000	935,000
Sub -total Available for Construction	79,700,000	-	7,500,000	11,500,000	30,730,000	13,150,000	4,000,000	7,400,000	4,485,000	935,000
Add:	-									
Interest Earned 1996/97	2,966,690	2,966,690								
Interest Earned 1997/98	3,594,950	3,594,950								
Less: Rebate Payable	(147,393)	(147,393)								
Total Available for Construction	86,114,247	6,414,247	7,500,000	11,500,000	30,730,000	13,150,000	4,000,000	7,400,000	4,485,000	935,000
Less:										
Capital costs 1995/96	(482,778)	-	-	(451,264)	(704)					(30,810)
Capital costs 1996/97	(10,677,982)	-	(561,070)	(1,717,448)	(158,325)	(180,728)		(7,236,758)	(222,716)	(600,937)
Capital costs 1997/98	(9,142,074)		(1,173,175)	(6,188,010)	(470,868)	(407,324)	(9,224)	(94,117)	(793,066)	(6,290)
Capital costs 1998/99	-									
Capital costs 1999/2000	-									
Fund Balance June 30, 1998	65,811,413	6,414,247	5,765,755	3,143,278	30,100,103	12,561,948	3,990,776	69,125	3,469,218	296,963

Prepared by Finance Division
Date

7/11/98

BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

Authorizing the Sheriff to Purchase)	
Land and Obtain All Necessary)	RESOLUTION
Permits to Construct a New Jail and)	97-173
Alcohol and Drug Treatment Center)	
at the Radio Towers Site)	

WHEREAS, the Siting Advisory Committee (SAC), a 15 member citizen advisory committee, recommended three possible sites for a new jail and a secure residential alcohol and drug treatment center; and

WHEREAS, the Board of County Commissioners (Board) accepted the report of the SAC and requested that further feasibility studies of each site be conducted; and

WHEREAS, a team of technical experts conducted a preliminary site assessment of the three top-ranked sites for a new Multnomah County Corrections Facility; and

WHEREAS, this team conducted a systematic and thorough analysis of engineering, environmental, land-use and permitting issues at each site; and

WHEREAS, the analysis also identified flaws which are technical conditions of the property that, if not resolved, render a site unsuitable; and

WHEREAS, potential flaws were identified at each site; and

WHEREAS, the environmental contamination in combination with the proximity of a chlorine plant at the Northwest Industrial site render that site unsuitable for building a jail and secure residential alcohol and drug treatment center; and

WHEREAS, the SAC recommended the Radio Towers site (*A parcel of approximately 91 acres situated southerly of and adjacent to Expo Center land, northerly of and adjacent to Portland International Raceway land, and westerly of and adjacent to Expo Road and Interstate Highway 5*) as its first choice and the

Rivergate site (*A parcel of approximately 35 acres situated within Blocks 9 and 14, Rivergate Industrial District, at a location to be determined, easterly of N. Lombard Street and northerly of N. Ramsey Blvd. Extended*) as the first alternative site for the building of a new jail and a secure residential alcohol and drug treatment center; and;

WHEREAS, potential solutions exist to address all of the potential flaws identified at the Radio Tower site; and

WHEREAS, despite possible solutions the environmental and land issues at the Radio Tower site may prove impossible to obtain; and

WHEREAS, the County is obligated to make the best use of taxpayer investment by minimizing construction and operating costs, and maximizing building design efficiency; now therefore

IT IS RESOLVED that the Board authorize Sheriff Noelle to move forward with the purchase of land and obtaining the necessary permits to construct a new jail and secure residential alcohol and drug treatment center at the Radio Towers site; and

IT IS FURTHER RESOLVED that the Board authorize Sheriff Noelle to commission a Citizens Working Group comprised of representatives of local neighborhood, business, and environmental organizations to advise the Sheriff and the County on design, construction, building footprint, good neighbor plan, natural resource plan issues, transportation plan, and operation of the new jail and secure residential alcohol and drug treatment center; and

IT IS FURTHER RESOLVED that the Board also authorize Sheriff Noelle to enter into negotiations with the Port of Portland to secure a written agreement by November 30, 1997 which details the legal resources, environmental mitigation, enhancement and capital to be contributed by the Port to assist in the acquisition of necessary permits for construction at the Radio Towers site; and

IT IS FURTHER RESOLVED that the Board authorize Sheriff Noelle to gain agreement with the City of Portland to supplement environmental

mitigation and enhancement efforts the City is making on or about the Radio Towers site; and

IT IS FURTHER RESOLVED that in accordance with the recommendations of the SAC, the environmental mitigation to be completed by the County and its partners at the Radio Towers site shall exceed the minimum standards required by construction permits; and

IT IS FURTHER RESOLVED that if the new jail and secure residential alcohol and drug treatment facility cannot be built at the Radio Towers site because the environmental and land use permits cannot be obtained that Sheriff Noelle be authorized to proceed with securing the Rivergate site; and

IT IS FURTHER RESOLVED, that the Board direct Sheriff Noelle to give no less than quarterly progress reports concerning both the permitting process as well as the construction of the new jail and secure residential alcohol and drug treatment center.

APPROVED this 28th day of August, 1997.



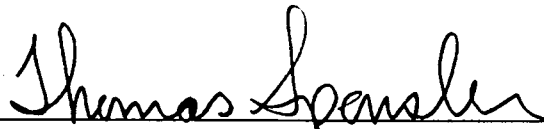
BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON


Beverly Stein, Chair

REVIEWED:

THOMAS SPONSLER, COUNTY COUNSEL
FOR MULTNOMAH COUNTY, OREGON

By


Thomas Sponsler, County Counsel

revised 8/28/97

PROJECTION OF JAIL DEMAND
MULTNOMAH COUNTY
OCTOBER 31, 1995

Jail beds are used for the new arrestees, sentenced offenders, system violators, and holds for other jurisdictions and agencies. The demand for these beds is dependent on the policies, procedures, and laws that affect these respective populations.

The level of reported crime is dependent on many factors. A recent review by the MCSO Planning and Research Unit indicates that population growth rates are not highly correlated with reported crime. Similarly, booking rates and the demand for jail beds are highly policy driven. While population growth relates to jail demand, there are many other factors that have a more direct relationship. These factors include public attitude, law changes, jail policies, community corrections policies, parole board policies, District Attorney charging policies, and many others.

Since jail bed demand is dependent on many factors, forecasting this demand is extremely difficult. Any forecasts must be understood as only estimates, since future conditions that affect bed demand, are unknown.

The following jail bed forecast considers past jail bookings, current policies and procedures, arrest rates, matrix releases, and past and projected Senate Bill 1145 inmate numbers. Considering these factors, it would appear reasonable to project a 5% per year increase in jail demand. This increase is calculated as +5% per year over the preceding year.

The figures on the following chart are estimates considering past and current conditions. Since jail demand is highly policy dependent, these estimates should be reviewed annually so that they can be adjusted to the changing policies and laws.

The starting figures for the SB 1145 population and the number to eliminate matrix releases are lower than existing projections but are utilized in this paper (Draft C) due to the possibility that existing resources may not be available to build and operate the optimum number of jail beds.

Projected Jail Demand
Multnomah County
(Increase Rate of 5% / Yr Compounded)

YEAR	CURRENT JAIL POPULATION (Minus 100 USM Inmates)	MATRIX ELIMINATION	SB 1145 POPULATION ²	TOTAL DEMAND
1995	1361	200	---	1561
1996	1429	210	---	1639
1997	1500	220	400	2120
1998	1576	232	420	2228
1999	1654	243	441	2338
2000	1737	255	463	2455
2001	1824	268	486	2578
2002	1915	281	511	2707
2003	2011	295	536	2842
2004	2111	310	563	2984
2005	2217	326	591	3134
2006	2328	342	621	3291
2007	2444	359	652	3455
2008	2566	377	684	3627
2009	2695	396	718	3809
2010	2829	416	754	3999

a.jailproj.wtw

1. This is a low estimate of the number of beds that would be necessary to end the use of matrix releases.
2. This is the low estimate of the use of jail beds by offenders sentenced under SB 1145. While all of the SB 1145 offenders are sentenced to prison for a year or less, adequate jail space may not be available for them in local custody.

Factors considered in Developing the Jail Bed Projection:

Arrests 1985-1994 (Multnomah County)

Person Crime Arrests	+27.7%
Property Crime Arrests	+ 6.5%
Behavior Crime Arrests	+23.2%
Total Crime Arrests	+18.5%

Jail Bookings 1985-1994 (see attached chart)

Increase of 89% during 10 year period
Mean ave. Of +7.45% per year

Matrix Releases 1986-1994(see attached chart)

YEAR	RELEASES
1986	1048
1987	2523
1988	4157
1989	4089
1990	3529
1991	1561
1992	1491
1993	2563
1994	2971

Number of Jail Beds in Multnomah County 1986-1995

YEAR	JAIL BEDS
1984	662
1985	778
1986	712
1987	862
1988	988
1989	1078
1990	1106
1991	1331
1992	1331
1993	1342
1994	1371
1995	1452*

*Includes 100 Marshal Beds.

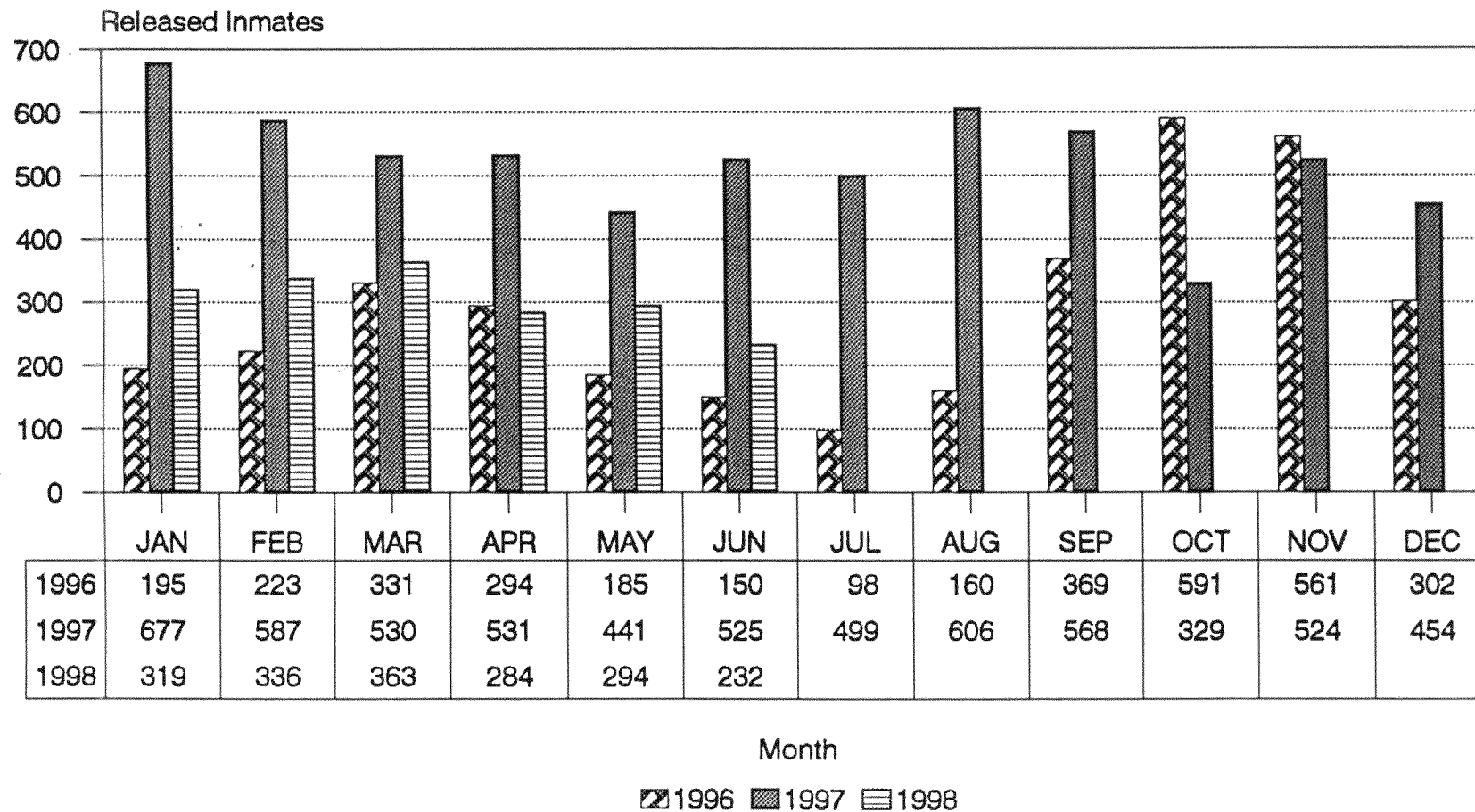
Senate Bill 1145 Population

- ▶ State provided planning number for persons sentenced to 12 mo. Or less to prison from Multnomah County for 1997 was 700 inmates.
- ▶ The increase from FY 91-94 (4 years) was 20% or an average of 5% per year.
- ▶ The State's two year projection (past 1997) indicates a 10% increase or an average of 5% per year increase.

A:jailproC.wpd.10/31/95.wtw

POPULATION RELEASE

Monthly Totals 1996-1998



New Multnomah County Corrections Facility

New Jail Newsletter

Vol. 2, No. 8 July 1998

A newsletter in the public interest keeping citizens informed on the planning and design of the new corrections facility in Multnomah County.

Jail Design 101

The centerpiece of the sixth meeting of the citizens Working Group, the 13-member panel advising the County on the design and planning of the new Radio Towers jail, was a presentation on principles that steer jail design and on design features where the County needs the advice of the Working Group and community.

To promote safety and efficiency for inmates, deputies and the public, an overriding goal of jail design is to promote long, clear sightlines for supervision and to minimize the amount of movement, both within the jail and in and out of the facility for visitors, staff and supplies.

Dean Vlahos, one of the architects with KMD, Inc., the design firm hired by the County for this project, listed the various components of a jail – housing, medical, visitation. Each element of a jail has relationships with the other components. For example, there is movement of inmates between the housing units and the visitors' areas.

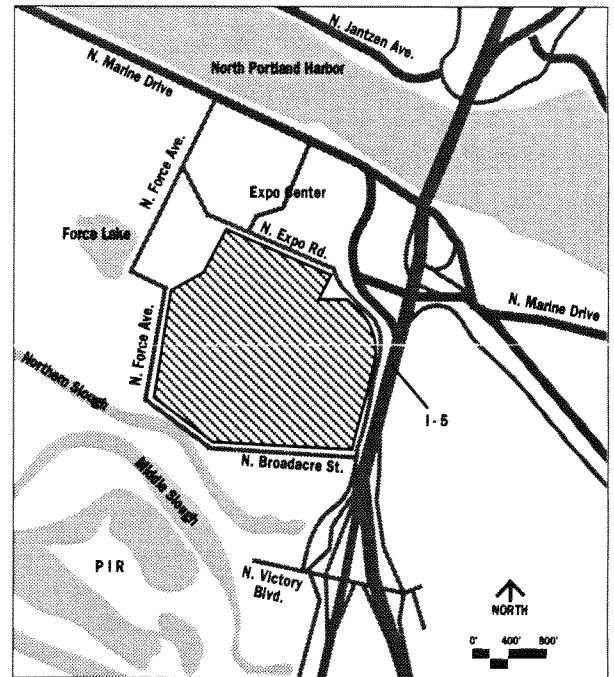
These relationships dictate certain adjacencies within the building for safety and efficiency. Adding up these adjacencies leads to a certain form for the building that is fixed. Lt. Luna reminded the Working Group that jails have a very specific function, to secure

and detain bad guys, and a poorly designed jail cannot be operated safely no matter how many deputies you provide.

Key areas of the design where the County will be seeking citizen input include: exterior building appearance, especially the public entrance; landscaping and buffering; the transition between the facility and the wetland mitigation; and signage, public art and public space. These and other facets of design will be the subjects for future Working Group meetings and public workshops through the balance of the year.

In other items, the Working Group received an update showing how members' suggestions from the May 1998 meeting were integrated into the conceptual plan for the wetland mitigation. Wetland mitigation is the subject for the next Radio Towers jail open house/public workshop held July 14th.

Sheriff Dan Noelle answered questions from the Working Group on operational security concerns that led the County to decide to remove the 300-bed drug & alcohol treatment facility from the Radio Towers site (see the Sheriff's letter in last month's *New Jail Newsletter*).



The Radio Towers Site for the New Jail

In addition, Lt. Bobbi Luna informed the Working Group that discussions on shared parking with the City of Portland and Expo continue, and therefore the County has yet to select a location on the parcel for the building.

Also, the County's transportation analysts will be studying major events traffic at PIR and the Expo Center. The jail has less intensive transportation demands than likely industrial developers of the 91-acre industrially-zoned Radio Tower parcel, and a jail is more flexible in its operations to adjust to neighbor-

Continued on page 2

ing traffic. The goal is to find ways the Sheriff can adjust jail operations to minimize the impacts during events for both the jail and the event goers. For example, the jail could restrict visitor hours or find alternative ways for staff to get to the jail during events.

Public comment at the close of the meeting centered on the role of government in restoring wetlands.

Next Up: Buffering

A focus for the seventh meeting of the Working Group, scheduled for Tuesday, July 28th, will be a primer on the range of buffering and landscaping techniques that can be employed to help hide the facility. This is an issue of major concern for site neighbors, and one where citizen input will be vital.

In addition, the County should have a new conceptual design for the 2,000-bed jail, sans the alcohol & drug treatment facility. The County is still discussing shared parking arrangements with Expo and the City of Portland, resolution of which will help drive a decision on where on the 91-acre parcel to place the facility. If these discussions have been resolved before the Working Group meeting, the County may have a selected site orientation. This leads to another set of choices about how to position the facility within the chosen site orientation.

In addition, there will be a report on the Open House/Public Workshop held July 14th on wetland mitigation conceptual design.

Members of the citizens Working Group:

Bobbi Luna, chair

Don Arambula

Chris Bailey

Lynnae Berg

Jeff Gilligan

Chuck Harrison

Tim Hayford

Laf Keaton

Ginger Martin

Larry Mills

David Myers-Eatwell

Peter Teneau

Walter Valenta

Gordon Wilson

Survey on Wetland Mitigation

With the jail at full build-out on the site, up to 70 acres of the 91-acre industrially-zoned Radio Towers parcel will remain untouched.

The County is committed to improving substantially quality of the wetland areas on the site, as well as restoring acres of former wetland to wetland conditions. After the jail project is constructed, there will be at Radio Towers

more acres of wetland than are there now, and all will be of a greater diversity and higher functional value.

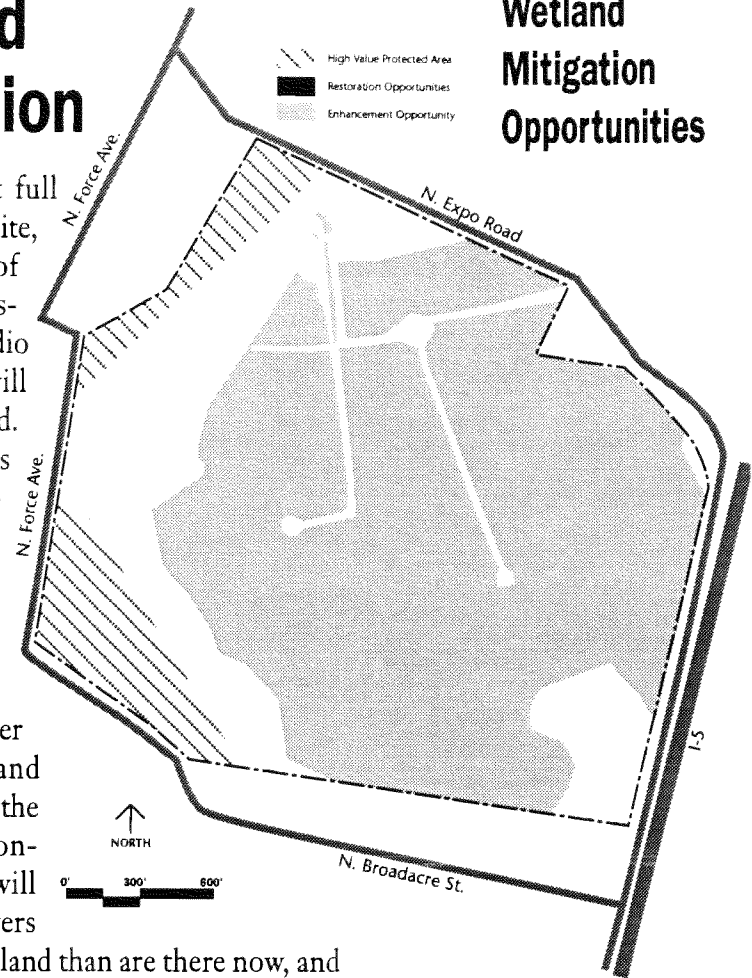
What should the rest of the Radio Towers parcel look like? This has been a question that the Working Group and citizens at a public workshop have been struggling with. Now it is your turn.

On page 3 is a brief description of three broad concepts for the wetland mitigation at Radio Towers. Please read them over, and complete the brief questionnaire. Tell us what features of each plan you like best, which overall concept sounds best to you, and what adjustments you'd suggest to your favored concept to make it even better.

This information will be presented to the County at the August Working Group meeting.

Please mail in the survey by **Friday, July 31, 1998** to: Lt. Bobbi Luna, Multnomah County Sheriff's Department, 1120 SW 3rd Avenue, Room 322, Portland, OR 97204.

Wetland Mitigation Opportunities



CONCEPT A: LAKE RESTORATION

Description: Restore historic, large lake, tidal marsh and slough system that once covered the site:

- Excavate a deep water lake patterned on 1888 survey maps
- Recreate sloughs with riparian forest
- Mimic historic hydrologic regime with seasonal flooding
- Establish historic plant communities

Comments: This concept has the most open water and is the simplest in terms of habitat diversity. The deeper water of the lake could potentially support turtles and amphibians. Construction would be relatively simple – remove the pump and other hardware and restore the slough.

Values Emphasized:
Flood Storage, Education,
Wildlife Viewing.

CONCEPT B: SHOREBIRD RESERVE

Description: Create a system of shallow-water ponds and lakes to support shorebird use.

- Create ponds and islands with shallow gradients, varied topography.
- Create a varied and expansive shoreline with sedge and cattail habitat.
- Incorporate rocks, pebbles, sand, grasses and invertebrate habitat.
- Fluctuate water levels consistent with shorebird migrations.

Comments: This concept has less open water and greater habitat diversity than Concept A. Water levels and the sizes of ponds could fluctuate significantly with local rainfall levels. Construction would involve new plantings (mostly herbaceous) and partial site regrading.

Values Emphasized:
Wildlife Viewing, Public Access/
Recreation, Flood Storage.

CONCEPT C: HABITAT MOSAIC

Description: Create a complex forested, scrub-shrub and open water habitats.

- Create meandering sloughs and oxbows of varying widths.
- Emphasize woody vegetation for shade and wildlife cover.
- Control water levels and allow for seasonal fluctuations.
- Create forest and hydrologic links to neighboring habitats.

Comments: This option has the least open water, most tree cover, and greatest habitat diversity of the three options discussed to this point. The riparian forest could support great blue herons, great horned owls and red tail hawks while emergent plant, logs and rocks could benefit turtles and amphibians. Construction would involve mostly woody plantings and significant site regrading.

Values Emphasized:
Water Quality, Education, Wildlife Viewing,
Aesthetic Quality.

Survey

**1. Which values are most important to you? (Circle up to three)**

Aesthetic Quality (i.e., beauty)	Education
Flood Storage	Public Access/Recreation
Water Quality	Wildlife Viewing

2. Overall, which is your favorite concept? (Circle One)

Concept A:	Concept B:	Concept C:
Lake Restoration	Shorebird Reserve	Habitat Mosaic

3. What improvements could be made to your favored concept to make it even better?

4. Do you have other advice to help guide the wetland mitigation plan?

5. Do you have any questions about the wetland mitigation plan for the environmental experts? (If so, please include your name, address and phone number)

Thanks for your ideas.

Please clip and mail by Friday, July 31, 1998 to:

Lt. Bobbi Luna,
Multnomah County Sheriff's
Department,
1120 SW 3rd Avenue, Room 322,
Portland, OR 97204.

NAME

ADDRESS

CITY/STATE/ZIP

PHONE

County Board Work Session on New Corrections Facilities

On Thursday, July 23, 1998, the Board of County Commissioners is holding, in lieu of its regular meeting, a morning-long work session on the two new County corrections facilities: the recently-separated Radio Towers jail and the alcohol & drug treatment center. Sheriff Dan Noelle and Lt. Bobbi Luna will provide the Board with an update on the jail project since the Board selected the Radio Towers parcel as the site for the new jail in Resolution 97-173, adopted unanimously on August 28, 1997. As with a meeting of the Board, the public is welcome to attend the work session.

When? Thursday, July 23, 1998,
9:30 a.m.

Where? County Courthouse
1021 SW 4th Avenue, Room 602
Portland

Seventh Meeting of the Citizens Working Group:

When — *Tuesday, July 28, 1998*
6:00 p.m. to 8:00 p.m.

Where — *Kenton Firehouse,*
8105 North Brandon
Portland

**Take Tri Met
Bus # 4 —
Fessenden**

Questions? Comments? Call Lt. Bobbi Luna at 248-3282.

**Monthly Working Group meetings are held on the 4th Tuesday of the month.
The eighth meeting is Tuesday, August 25, 1998.**

Multnomah County Sheriff's Department
12240 NE Glisan St.
Portland, OR 97230



CITY OF

PORTLAND, OREGON

OFFICE OF PUBLIC UTILITIES

Jim Francesconi, Commissioner
1220 S.W. Fifth Avenue
Portland, Oregon 97204
(503) 823-3008
FAX: (503) 823-3017

JUL 15 PM 12:24

DEPT. OF PUBLIC UTILITIES

July 7, 1998

Dan Noelle
Multnomah County Sheriff
12240 NE Glisan Street
Portland, OR 97204

Dear Sheriff Noelle:

Thank you again for meeting with me and Gordon Wilson last month about the shared parking proposal for the Radio Towers site. This letter is to confirm our agreement about the concepts we discussed in the meeting, summarized below.

(1) The area in question is the City-owned land (part of West Delta Park, and currently used as overflow parking for the Portland International Raceway) immediately south of the Radio Towers site. Since our master planning calls for Broadacre Street to be relocated to the north (near the property line), this parking area would be across the street from the new jail, if you choose to locate the building on the southeast part of the Radio Towers property. The attached map shows the approximate area.

(2) While the City does not support nor oppose the siting of the new corrections facility at the Radio Towers site, if the project does pass the necessary state and federal environmental reviews, we do have an interest in protecting as much wetland as possible. Taking advantage of shared parking opportunities is a logical way to reduce the development footprint (and, therefore, the fill requirements) at that site. The parking demand created by City facilities at Delta Park have sharp peaks and valleys, and if you are willing to schedule your visitor parking around our peak demand times, then we are very supportive of your using City-owned land for visitor parking.

(3) As part of the first phase of jail construction, the County would build on City property:

- ▶ 200 parking spaces (requiring approximately 3 acres) for visitors to the jail;
- ▶ associated City-required landscaping and stormwater treatment for the 200 parking space area;
- ▶ the segment of the new Broadacre Street needed to serve the jail (approximately 700 feet running west from North Expo Road); and
- ▶ a connector between the new Broadacre and the existing Broadacre (approximately 250 feet), if necessary.

(4) As part of the second phase of jail construction (to the maximum size, 2,000 beds), the County would construct additional staff parking on its property but would continue to rely on the 200 spaces on City-owned land for visitor parking.

(5) Shared parking arrangements:

- ▶ The jail's normal visiting hours would be 7:00 a.m. to 10:30 p.m. on Monday through Friday, 9:00 a.m. to 10:30 p.m.
- ▶ The City will give the County 60 days notice about upcoming events for which the City would need to use the 200 parking spaces. (Normally, we expect this to take the form of an annual event calendar available by the end of February, but some late-summer events may not be scheduled until later, in which case we would still give you 60 days advance notice.)
- ▶ When notified about upcoming events, the County will either restrict visiting hours or post a notice to discourage visitors during those times, informing them that traffic will be heavy and parking in the visitors lot will not be available.
- ▶ For the Saturday and Sunday of the Rose Festival-sponsored CART races at PIR, the jail will suspend visitation entirely. After the second phase of the jail (with additional staff parking) is completed, the County will make 100 spaces of its staff parking available for visitors to the CART race.
- ▶ The City will reserve the right to charge visitors to park on City land, and the County will reserve the right to charge visitors to park on County land.

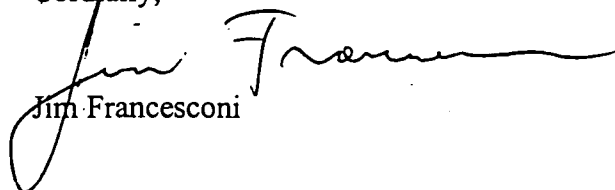
(6) Design and construction coordination:

- ▶ The County will coordinate with the City in the design and construction of the 200 spaces, along with associated landscaping and stormwater treatment, so those spaces fit smoothly into the larger parking lot that may be built by the City on adjacent land.
- ▶ The County will coordinate with the City on the design and construction of its segment of the new Broadacre Street.

If this description of our agreement is acceptable to you, please indicate it by signing below. If and when formal approvals have been received for the jail project from federal and state authorities and through the City's Conditional Use Master Plan process, then I will ask our City Attorney's Office and Parks staff to work with County staff in preparing a formal intergovernmental agreement for action by our respective governing bodies.

Thank you--and our thanks also to Lieutenant Luna--for your persistence and patience in working out this agreement. If you have further questions, don't hesitate to call me or Gordon Wilson.

Cordially,


Jim Francesconi

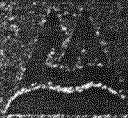
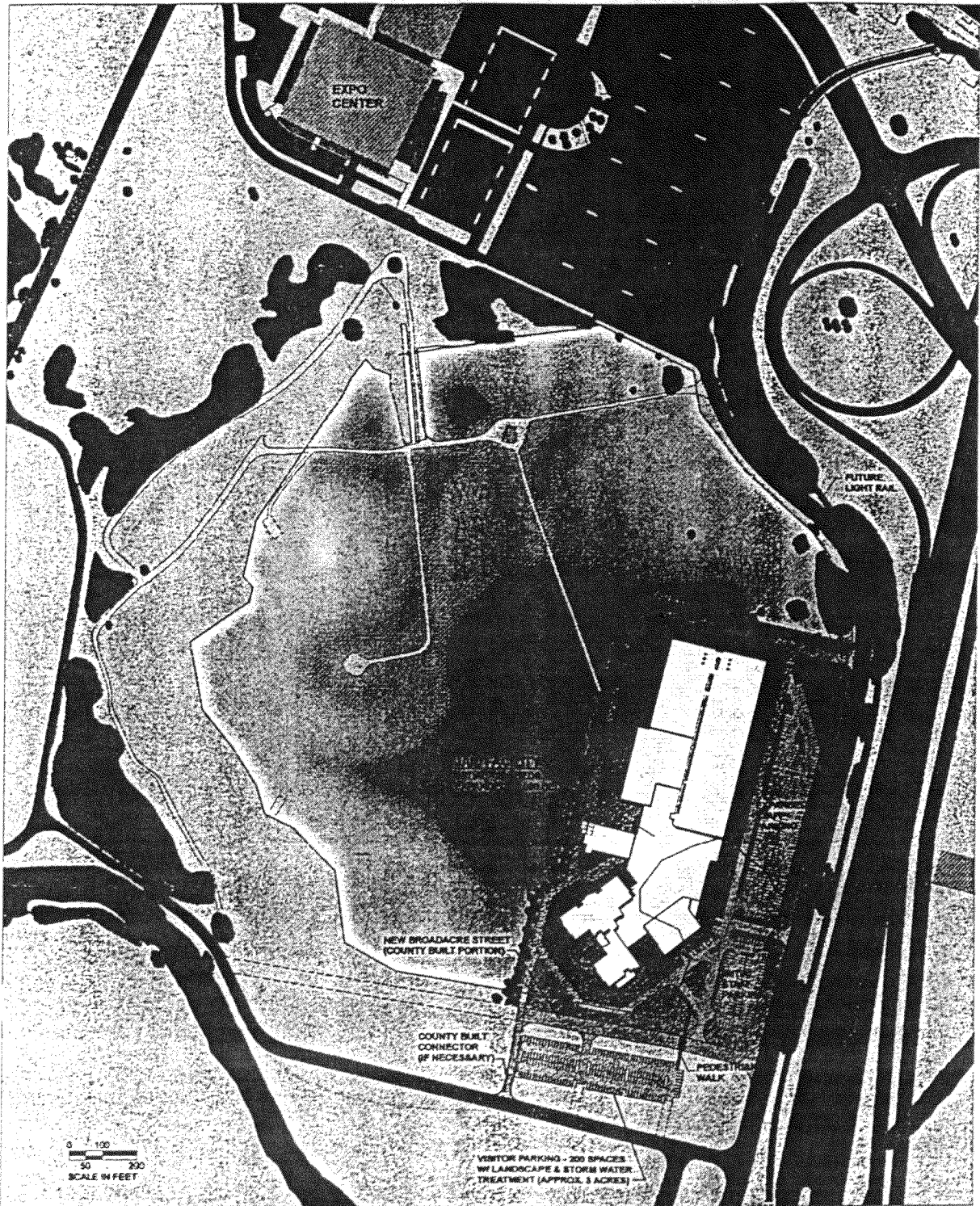
Agreed by:

Dan Noelle, Multnomah County Sheriff

Date

cc: Charles Jordan, Director of Parks & Recreation
Dick Clark, Portland Rose Festival Association
Don Arambula, Kenton Neighborhood Association
Wendy Grady, Community Association of Portsmouth
Walter Valenta, Bridgeton Neighborhood Association
Tom Griffin-Valade, North Portland Neighborhood Office
Mike Houck, Audobon Society
Yvonne Vallette, U.S. Environmental Protection Agency
Mary Abrams, Bureau of Environmental Services
Jay Mower, Columbia Slough Watershed Council
Tom McGuire, Bureau of Planning
Peter Teneau, Kenton Neighborhood Association
Paul Fishman, Fishman Environmental Services
Jim Morgan, Metro Parks
Jim Sjulín, Portland Parks & Recreation, Natural Resources
Chris Bailey, Expo Center
Dave Kim, Kitchell
Clark Worth, Barney & Worth, Inc.
Harry Auerbach, City Attorney's Office
John Mitchell, Mitchell Nelson Group
Dale LaFollette, Portland International Raceway
Gordon Wilson, Portland Parks & Recreation

OPTION B - CONCEPTUAL SITE PLAN WITH DETAIL OF CORE AND SPILL-BEYOND PARKING



MULTNOMAH COUNTY'S NEW CORRECTIONS FACILITY

MULTNOMAH COUNTY SHERIFF'S OFFICE

ARCHITECT: [illegible] 215-551-1111



METROPOLITAN EXPOSITION-RECREATION COMMISSION

July 20, 1998

Lt. Bobbi Luna
Multnomah County Sheriff's Office
12240 NE Glisan Street
Portland, Oregon 97230

Dear Lt. Luna:

Chris Bailey forwarded your letter regarding the possibility of shared parking between the proposed new County jail and the Expo Center to me. I am the General Manager of the Metropolitan Exposition-Recreation Commission, which manages Expo on behalf of Metro.

First of all, thank you for taking the time to summarize your meeting with staff of the Expo Center. I understand that through the Citizens Working Group, the Sheriff continues to address multiple community issues and facility design elements towards a timely completion of the project. Within this context and to facilitate the process, this letter is intended to comment upon two of the most immediate subjects.

Your letter correctly notes the basic issues and limitations affecting the Expo Center's ability to engage in the construction of a parking structure. While it is evident that the Expo Center occasionally lacks sufficient parking for events, any financial commitment toward the construction of structured parking would be significant and, in our view, detrimental to accommodating current facility priorities and related financial obligations: it is highly unlikely that such a project would produce a net revenue flow for Expo, and, since Expo lacks any kind of operating subsidy, it must carefully consider all proposed projects for their effect on the bottom line. Therefore, and excluding any new and substantial information to the contrary, we do not foresee any continued interest in this particular matter.

Regarding the Sheriff's interest in the approximate eight acres of Expo property located northwest of the Radio Towers site, it is our understanding that three roadway alignment drawings have been produced and the preferred option was communicated to Mr. Dave Kim of Kitchell. We believe that Mr. Kim is currently continuing his analysis of the preferred alignment and that we would anticipate further discussions on this matter.

If you have any questions or require further clarification, please feel free to contact me.

Sincerely,

Mark B. Williams
MERC General Manager

cc: Jeff Blosser
Chris Bailey

**Multnomah County
Public Affairs Office**

Working Document

Project: Secure Alcohol and Drug Treatment Facility

PAO Internal Stakeholders: County Board, Department of Community Justice, and
Department of Environmental Services

Tasks	Responsible Entities	Timeline
Develop Fact Sheet	Community Justice Lead: G. Martin	July 28 th meeting
Finalize Fact Sheet		August 7 th
Develop Public Involvement Work Plan, which includes tasks, timeline/key decision points with project, division of labor, budget, and other elements from "Facilities Siting Public Involvement Manual"		
Identify Stakeholders		
Outreach/Informing Stakeholders		
Create Mailing Lists		
Determine and Develop Timeline for other Public Education Materials		
Preparation for public involvement meeting/gathering		
Media work		
Logistics of public meeting/gathering/workshop <ul style="list-style-type: none"> • Agenda • Location • Facilitation • Speakers • Materials • Food 		
Contact Key Stakeholders by phone/e-mail/door to door		
Do outreach to media		
Mail out fact sheet and public meeting schedule		
Finalize facilitation details		
Confirm presence of key stakeholders		
Hold meeting/gathering/workshop		
Present citizen recommendations for mitigation to CJ, DES, and ?others		
Negotiate changes to proposal and prepare information for second public meeting		
Mail out notice on second public meeting		
Hold second public meeting, present proposal changes to public, highlight mitigation efforts		
Develop a preliminary recommendation fact sheet		
Prepare site recommendation to County Chair		
Present Board of County Commissioners with Public Involvement Report		
Present Public Involvement Report to Citizens		

Funding Timelines of Three Operational Options

Budget and Quality
7/23/98

Fiscal Year	Original Levy Proposal	1998-99 Budget Level	1997-98 Level
	200+ bed jail, 150 Alcohol and Drug/ Mental Health / Work Release Secure Beds	Lease Alcohol and Drug Beds, annualized costs of 1997-8 construction, additional services	Annualized costs of 1997-98 operations, programs limited to June 98 operation level
1998-99	Operational cost \$38.8 million Ending balance \$7.5 million	Operational cost \$38.8 million Ending balance \$7.5 million	Operational cost \$35.2 million Ending balance \$9.5 million
1999-2000	Operational cost \$41.6 million Shortfall approximately \$1.2 million	Operational cost \$41.6 million Shortfall approximately \$1.2 million	Operational cost \$36.3 million Ending balance \$4.6 million
2000-01	New facilities operating. Operational cost \$52.8 million Shortfall \$19 million <i>New revenue source needed</i>	No new facilities, Operational cost \$42.8 million Shortfall \$9 million <i>New revenue source needed</i>	Operational cost \$37.3 million Ending balance \$1.9 million
2001-02			Operational cost \$38.5 million Shortfall \$1 million
2002-03			Operational cost \$39.6 million Shortfall \$3 million

OPERATING FUNDS ISSUE

WHY IS THIS AN ISSUE? IMPACT OF 47/50

IS THE COUNTY COMMITTED TO A NEW PROPERTY TAX LEVY?

YES	NO
<p>What is the PS/Levy Plan??</p> <p>How much (\$20 – collect \$15)?</p> <p>When? Nov. 2000</p> <p>Support for concept? For a campaign?</p> <p>Impact of other levies/GO Bonds on gaining public support?</p> <p>What does levy include?</p> <p>Other approaches more effective than Jail/A and D?</p> <p>How long? 2 months? Public process?</p> <p>Who leads the effort?</p>	<p>Live within current resources</p> <p>Cut some now – glide path</p> <p>No A and D contract (\$4 mill)</p>
	<p>OR Seek New Revenue Source</p>
<p>210 beds?</p> <p>YES</p> <p>Maybe</p> <p>NO</p>	<p>Either way, must still decide</p> <p>Whether to build and use to replace existing facility</p>
<p>_____</p> <p>If yes, decide Site now</p> <p>If maybe, delay until plan complete</p> <p>If no, decide whether to construct anyway</p>	