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FEBRUARY 6, 2007

BOARD MEETINGS

FASTLOOK AGENDA ITEMS OF INTEREST

Pg 2	9:30 a.m. Tuesday Multnomah County Board and Portland City Council Joint Work Session
Pg 2	1:30 p.m. Tuesday Work Session and Board Policy Discussion on Community Corrections 1145 Funding
	Thursday, February 8, 2007 Board Meeting cancelled for lack of a quorum
	Tuesday, March 6, 2007 Board Meeting cancelled for lack of a quorum
	Thursday, March 8, 2007 Board Meeting cancelled for lack of a quorum

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Tuesday, February 6, 2007 - **9:30 AM**
Portland City Hall, 2nd Floor Council Chambers
1221 SW Fourth Avenue, Portland

JOINT WORK SESSION

WS-1 The Multnomah County Board of Commissioners and Portland City Council will meet in a joint work session. The agenda will allow brief presentations by Board and Council members concerning their priorities, focusing especially on matters of joint concern. 1.5 HOURS REQUESTED.

Tuesday, February 6, 2007 - **1:30 PM**
Multnomah Building, Sixth Floor Commissioners Conference Room 635
501 SE Hawthorne Boulevard, Portland

BOARD WORK SESSION

WS-2 Board Policy Discussion on Community Corrections 1145 Funding. Presented by Shaun Coldwell, Steve Liday, Jacquie Weber and Gina Mattioda. 1.5 HOURS REQUESTED.



**Portland City Council/Multnomah County Commission
Joint Meeting Agenda
Tuesday, February 6, 2007
9:30 – 11:00 a.m.
Council Chambers, Portland City Hall (1221 SW 4th Avenue)**

MEETING OBJECTIVE

To create an opportunity for the Multnomah County Commissioners and City of Portland Commissioners to become more familiar with their shared goals and individual priorities and discuss areas for future collaboration.

9:30 a.m. Welcome (Chair Ted Wheeler/Mayor Tom Potter)

9:40 – 10:30 a.m. Introductory Remarks by Each Elected Official

Each participant will be asked to share their goals for the coming year with an emphasis on those issues that may be of mutual interest to the two jurisdictions. Each official will have up to five minutes.

- 10:30 – 10:55 a.m. City/County Collaborative Projects: Updates**
- Updates on ACCESS Program and Project 57 Jail beds
 - Charlie Makinney/Bobbie Luna; Eric King
 - Update on City/County Efforts to End Homelessness
 - Joanne Fuller; Will White

11:00 a.m. Closing Comments and Next Steps

PROJECT 57

CITY OF PORTLAND – MULTNOMAH COUNTY

JAIL BED AGREEMENT

“QUICK FACTS”

February 6, 2007

PROJECT 57 STEERING COMMITTEE

Charles F. Makinney, Chair
City of Portland

Assistant Chief Lynnae Berg, Operations Branch
Portland Police Bureau

Captain Bobbi Luna, Facility Services Commander
Multnomah County Sheriff's Office
Corrections Division

John McVay, Community Justice Manager
Recog, Em, JC2
Multnomah County Department of Community Justice

Lt Larry O'Dea, Operations Branch
Portland Police Bureau

Wayne Pearson, Senior Deputy District Attorney
Multnomah County District Attorney's Office

Lt Jeffrey W. Wheeler, Booking Manager
Multnomah County Sheriff's Office
Corrections Division

WHAT IS IT?

An intergovernmental agreement between the City and County whereby the city has agreed to pay the County \$1.3 million per year to reserve 57 secure jail beds for the pre-arraignment lodging of arrestees designated by the city.

WHY DO IT?

Due to the shortage of jail beds in the county, a priority system was established to allocate available jail beds. Top priority was given to person crime offenders who pose the greatest threat to public safety.

Prior to Project 57, for jail bed allocation purposes, crimes such as drug dealing and possession, prostitution, commercial burglary, and auto theft were considered lower priority offenses. Persons arrested on these offenses were not customarily eligible to be booked and lodged in jail prior to their arraignment. For the most part, upon their arrest, arrestees were given citations-in-lieu of custody (not unlike a traffic ticket), released, and then expected to appear voluntarily for their scheduled court appearances.

While these "lower level" crimes may not pose an immediate threat to public safety, they are:

- usually committed on the streets,
- tend to create an environment conducive to the proliferation of other order maintenance and street related crime issues, and
- have a particularly destructive impact on neighborhood livability and have come to be known as "neighborhood livability crimes."

In addition, research has shown that prior to Project 57, in excess of 40% of these "low level arrestees" failed to appear in court and entered a "Criminal Justice System Eddy," "swirling" between:

- Arrest
- Failing to Appear in Court (FTA)
- Being subject of a Bench Warrant
- Re-Offending
- Re-arrest
- FTA once again – and seldom achieving adjudication of their charges and sentencing

RECOG: It needs to be noted that the Presiding Judge has required that P57 arrestees NOT be exempted from established "recog" policies. Therefore, although P57 eligible arrestees are booked into jail, approximately 30% of them have been determined to be eligible for "recog" and are released on their own

recognizance prior to arraignment. While this was disappointing at first, it turned out to be something we have been able to live with (See FTA discussion below).

WHAT ARE THE PREMISES BEHIND P57?

P57 was designed around three premises:

1. A disproportionate percentage of persons arrested on P57 type charges are likely to be chronic, repeat offenders with extensive histories of FTA
2. Arrestees who actually appear in Court for their arraignment have a greater likelihood of making subsequent appearances to complete adjudication of their charges and begin benefiting from whatever rehab services that may be available within the court system

AND

3. Immediate incarceration upon arrest, even for short periods of time, creates a disruption in an offender's criminal behavior that COULD deter the arrestee from future, P57-type criminal activity.

WHAT'S BEEN THE RESULT OF P57?

After a full-year of P57, here's what we have found:

VOLUME OF BOOKINGS

- During the first six months, P57 arrestees occupied a weekly average of 122 jail beds
- During the second six months, P57 arrestees occupied a weekly average of 206 jail beds
- 80% of arrestees were male
- 20% of arrestees were female
- Most P57 arrestees are white (45%), compared to 61% among all Multnomah County bookings
- Black P57 arrestees (39%) are over represented when compared to regular jail bookings (24%) and Multnomah County's population (5.7%)
- There were **4,051 bookings**, involving **2,717 individuals**
- 68% of the bookings were for drug related charges
- 10% of the bookings were for prostitution related charges
- 9% of the bookings were for auto theft
- 12% of the bookings were for a wide variety of other charges

REPEAT OFFENDERS

- Of the **4,051 bookings**, **35%** (1,425) involved **repeat offenders** (persons who had been arrested on P57 charges two or more times in the 12 month period)
- Of the **2,717 individuals** arrested and booked, **18% (500)** were **repeat arrestees**
- **THUS: 18%** of the **individuals arrested** accounted for **35%** of the **bookings** - **THIS WAS NOT UNEXPECTED**
- Notwithstanding the fact that most of the arrestees are heavily impacted by drug and other substance abuses - **82% of the arrestees have not been re-apprehended on a P57 type charge since their participation in Project 57**

CHRONIC OFFENDERS

- The frequency for arrest for the 500 repeat offenders is as follows:

<u>Number of Arrests</u>	<u>Number of Arrestees</u>	
2-3	391	78%
4-5	64	13%
6-7	29	6%
8 or More	<u>16</u>	3%
	500	100%

- **22% of repeat arrestees** can be considered **CHRONIC OFFENDERS** who have been arrested more than four times and in one case, as many as 17 times within 12 months.
- **Ten of the Top Fifteen Chronic Offenders** were found to be current or former supervision clients of the Multnomah County Department of Community Justice and had been subject to a professional "Needs Assessment." The principle "needs" of these clients were as follows:

<u>Type of Need</u>	<u>Number of Clients</u>
Mental or Physical Health Care	5
Housing	8
Alcohol/Drug Treatment	10
Employment	8

- ***The Top Fifteen Chronic Offenders*** had extensive case histories recorded in the Portland Police Data System (PPDS). For the period 2000 thru 2006, **these arrestees were the subject of an average of 56 cases each.** The volume of cases range as follows:

<u>Number of Arrestees</u>	<u>Number of Cases on File</u>
3	90 – 116
5	60 - 89
5	20 - 59
2	10 - 19

FAILURE TO APPEAR (FTA)

- Research has shown that ***prior to Project 57, persons arrested for P57 type charges and issued citations-in-lieu of custody Failed to Appear or FTA'd 40% of the time.***
- During the period April thru October, 2006, the District Attorney issued 2,065 criminal complaints involving P57 arrestees. Even with existing “recog” policies (where about 1/3 are being released prior to arraignment), **91% of the defendants appeared for arraignment and ONLY 9% FTA'd**

IMPACT ON REPORTED CRIME

- Although P57 impacts areas city-wide, the primary impact area is thought to be:

On the West Side: Between the Willamette and I-405 and With SW Main being the southern most border

On the East Side: Between Broadway on the north to Hawthorne on the south and SE 12th Avenue to the Willamette River

- Uniform Crime Reporting (UCR) System's ***Part Two Crimes*** (those most closely associated with P57 offenses) ***decreased in 2006*** compared to 2005:

Impact Area	- 9%
City Wide	- 3%

- ***In the patrol districts which straddle West Burnside*** from the Willamette River to I-405, 2006 reported ***Part Two Crimes dropped 16% compared to the city wide 3%.*** Part One crimes actually increased 7% in this area.

- Part One and Two Crimes decreased 7.3% in the impact areas which closely reflects the 8% decrease city-wide.

WHAT CAN WE CONCLUDE?

I. FAILURE TO APPEAR RATES:

- Project 57 may have had a significant effect in reducing FTA rates.
- There is a strong indication that arrestees who participate in P57 booking procedures are far more likely to appear in Court for their arraignment than are those who are issued Citations-in-lieu of Custody. Folks who are booked into jail are given arraignment dates within 24 hours or the next business day. People who are issued citations are given court dates 30 to 60 days in the future.
- While we need more data to evaluate this trend, it appears that individuals who are heavily drug and alcohol impacted, as are most P57 arrestees, are more likely to be able to make their court appearances if the date of appearance is within close proximity to the occurrence of the arrest.

II. RECIDIVISM:

- It appears that participation in Project 57's arrest and booking procedures may have a positive effect in reducing an arrestee's likelihood of re-offending, particularly within the criminal charges identified for this project.
- It may be that when drug and alcohol impacted individuals are able to access whatever rehabilitative and related services that are available through the court system, they are less likely to re-offend.
- On the other and we are also dealing with a hard core group of very chronic offenders (The 22% of repeat offenders who were arrested Four or more times in 12 months). These individuals are well known to Corrections staff as being, for the most part, heavily impacted by drug and alcohol abuse AND suffering from longstanding mental health issues.
- We believe these individuals require special intervention to curtail their chronic criminal offending.
- To test this theory, the P57 Steering Committee is recommending a Chronic Offender Strategic Intervention Program (COSIP) to deal, initially at least, with the Top Fifteen Chronic Offenders (Appendix 'A').

III. CRIME RATES:

- Although reported crime decreased significantly in the P57 impact areas, too many factors influence the occurrence of crime and, without more research, it would be inappropriate and misleading to attribute the decrease in reported crime either entirely or in part to Project 57.
- However, it is particularly interesting to note that the largest decrease was realized among Part Two crimes, those crimes most closely associated with Project 57's designated offenses.
- This fact, together with the possible link between Project 57 and the apparent reduction in repeat offenses among P57 arrestees, certainly warrants further investigation.

CHRONIC OFFENDER STRATEGIC INTERVENTION PROGRAM (COSIP)

Overview:

The creation of the P57 program through the City's funding of jail beds has helped increase the rate at which defendants appear for arraignment. This is due to the fact that the defendants are booked into jail rather than being cited and allows for the defendant to be arraigned the following business day. There remains a small group of defendants who are frequently arrested and have a number of pending charges. This group primarily commits livability crimes and tends to be brought into custody on charges that are eligible for pre-trial release. Many individuals in this group are also on some form of community supervision. The general nature of their criminal activity creates a situation where these offenders receive less attention than other offenders who have been convicted of more serious property and person-to-person crimes.

Individuals caught in this cycle of arrest, failure to appear, warrants and re-arrest use a great deal of the resources available to the criminal justice system. In order to interrupt this cycle, a comprehensive supervision plan that addresses the crime causing needs of the offender has to be developed and enacted. This specialized supervision and case management would begin at booking, continue through arraignment and the pre-trial period, and then through Probation if the defendant is convicted.

Implementation:

Many of the individuals who are chronically arrested for P57 type criminal offenses and related bench warrants are usually eligible for release by Recog. Under this COSIP proposal, the City would provide the Recog staff with a list of those individuals, who are chronically arrested for P57 offenses during a specified, agreed upon time period. The staff at Recog would then override any allowable release of the defendant and recommend entering the defendant in the Pre-Trial Services Program (PSP) after arraignment. The criteria for this list will be developed and recommended by the P57 oversight committee for approval by the Multnomah County Criminal Justice Advisory Committee.

In order to create a continuous line of supervision and case management from the time of arraignment through a Court ordered period of post-conviction supervision, one Parole/Probation Officer will manage the individual arrestee's case. This Officer will act as a Pre-trial Service Officer (PO) after arraignment, through the Court proceedings and until conviction or acquittal. During the pre-trial period, the PO will work with the DA's office and the Court to determine if Formal Probation is an option available for the

defendant if convicted. It should be noted that due to budget limitations, Formal Probation is not usually available as an option for most Project 57 type offenses. Upon conviction of the defendant, the PO will then supervise the case as the Probation/Parole Officer (PO). During the course of the supervision the PO will work with the individual to identify the issues (i.e., substance abuse, mental health issues etc.) which cause their recurring criminal behavior. A plan to address their issues and needs would be developed and access to resources would be facilitated.

A review of the case histories of many of the chronic offenders reveals that, in the past, they repeatedly have been offered resources and services to help them with their needs but they ultimately decline or terminate their participation in these services. In order to impact the behavior of the identified individuals, the PO will need to correctly identify the services that will most appropriately address the individual's needs and then closely supervise, monitor, and motivate the individual to ensure that they make their Court hearings and continue their participation in rehabilitative programs and services. This level of intense monitoring, intervention, and individualized attention will require that the PO have a much smaller than customary caseload.

In addition, a team consisting of the PO, a PPB representative, and representatives from identified treatment and service agencies will meet regularly to staff the cases, develop and modify the treatment and supervision plans, and coordinate access to services for the individual. This team approach to supervising and rehabilitating the individual will allow for the most integrated, effective and efficient use of resources for the individual. It will also provide a forum to develop a plan to address the barriers faced by each individual and to develop new ways of addressing the individual's chronic use of the criminal justice system.

The PO position would be assigned to Multnomah County Department of Community Justice and funded by the City of Portland.

Current service levels and contracts would be reviewed by DCJ and the City of Portland to determine if the currently funded services would be able to meet the needs of the individuals in this program.

Total cost of this proposal will be \$88,096. This includes personnel costs, phone, office supplies, and related materials and services.

PROJECT 57
FIRST ANNUAL REPORT
CITY OF PORTLAND – MULTNOMAH COUNTY
JAIL BED AGREEMENT
November, 2005 – October, 2006

January 30, 2007

PROJECT 57 STEERING COMMITTEE

Charles F. Makinney, Chair
City of Portland

Assistant Chief Lynnae Berg, Operations Branch
Portland Police Bureau

Captain Bobbi Luna, Facility Services Commander
Multnomah County Sheriff's Office
Corrections Division

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Recog, Em, JC2
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Portland Police Bureau

Wayne Pearson, Senior Deputy District Attorney
Multnomah County District Attorney's Office

Lt Jeffrey W. Wheeler, Booking Manager
Multnomah County Sheriff's Office
Corrections Division

PROJECT 57

FIRST ANNUAL REPORT

INTRODUCTION

Project 57 is an intergovernmental agreement between the City of Portland and Multnomah County whereby the City has agreed to pay Multnomah County \$1.3 Million per year to reserve Fifty-seven (57) secure jail beds for the pre-arraignment lodging of arrestees designated by the City. Although P57 arrestees are booked and lodged into jail immediately following their arrest, in accordance with directives from the Presiding Judge of Multnomah County and the Criminal Justice Advisory Committee (CJAC), P57 arrestees are deemed eligible for release on their own recognizance, prior to arraignment, if existing Recog policies permit their release. A large number of P57 arrestees are released or "recoged" prior to their arraignment. Although complete release information is available on only half of the arrestees, it appears that over one-third of the arrestees are "recoged," most before their arraignment.

DESIGNATED P57 CHARGES

Initially, persons designated as P57 eligible arrestees were individuals who were subject to probable cause arrest on one of eight, specified charges including:

- Possession or Attempt Possession of a Controlled Substance (PCS) in a Drug Free Zone (DFZ), later changed to included areas outside DFZs
- Distribution (DCS) or Manufacture of a Controlled Substances (MCS)
- Prostitution or Attempt Prostitution in a Prostitution Free Zone (PFZ)
- Trespass II in a DFZ or PFZ or violation of an Exclusion Zone
- Commercial Burglary (Burglary II)
- DUII while driving with a Suspended or Revoked License or Felony DUI (3 prior convictions)
- Unauthorized use of a Motor Vehicle (Auto Theft)

The list of P57 eligible charges was subsequently expanded to include the following:

- Possession of a Stolen Vehicle
- Unlawful Possession of a Firearm
- Felon in Possession of a Firearm
- Identity Theft
- Forgery I
- Criminal Possession of a Forged Instrument I
- Fleeing or Attempting to Elude an Officer in a Vehicle
- Failure to Report as a Sex Offender
- Unlawfully Being in a Location Where Children Regularly Congregate
- Any PCS I or II Probation Violation when, by prior arrangement, the arrestee will be admitted to a substance abuse treatment facility.
- Any custody related to a warrant for one or more of the designated charges

RATIONALE FOR SELECTING P57 CHARGES

These offenses were selected primarily because they:

- Have a particularly destructive impact on neighborhood livability and tend to create an environment conducive to the proliferation of other order maintenance and street-related crime issues
- Are closely related to or facilitate drug trafficking
- Are considered “lower level crimes” for which offenders are not customarily subject to pre-trial incarceration and where the incidence of Failing to Appear (FTA) for arraignment and subsequent court dates is high. Indeed, prior to Project 57, persons arrested for these types of crimes were not eligible to be booked and lodged in jail. Instead, arrestees were instead, issued Citations-in-Lieu of Custody, released, and expected to appear voluntarily for their scheduled court appearances. As a result, a large number of arrestees entered a Criminal Justice System “eddy,” “swirling” repeatedly between: Arrest-FTA-Bench Warrant-Re-offense-FTA, seldom achieving adjudication of their charges and sentencing.

DEMOGRAPHIC ANALYSIS OF P57 ARRESTEES AND BOOKINGS

NOTE: Project 57 booking arrangements have been made available to and draw arrestees from all Police agencies in Multnomah County

- During the period November, 2005 thru November, 2006, there were 4,051 P57 bookings involving 2,717 people (arrestees).
- Most P57 arrestees are white (45%).
- Black P57 arrestees (39%) are over represented when compared to regular jail bookings (24%) and Multnomah County’s population (5.7%).
- 21% of P57 arrestees are female which is nearly identical to their representation among regular jail bookings (20%).
- 68% of P57 bookings are for drug related charges.
- 10% of P57 bookings are for prostitution related charges.

A summary of P57 Arrestees and Bookings by race, gender, and age is presented in Appendix ‘A.’

ASSESSMENT OF PROJECT 57 PERFORMANCE

In designing the parameters for Project 57, planners operated on the following assumptions and suppositions:

- A disproportionately large percentage of offenders apprehended on the P57-type charges likely would be chronic, repeat offenders with extensive histories of Failing to Appear (FTA) in Court,
- Arrestees who actually appear in Court for their arraignment have a greater likelihood of making subsequent Court appearances to complete adjudication of their charges and

begin benefiting from whatever rehabilitative services that may be available within the court system.

- Immediate incarceration upon arrest, even for short periods of time, creates a disruption in an offender's criminal behavior that could deter the arrestee from future, P-57 type criminal activity

During the first 12 months of Project 57, data compiled has shown the following:

Usage of Available Jail Beds:

- During the first six months, P57 arrestees occupied a weekly average of 122 jail beds.
- During the second six months, arrestees occupied a weekly average of 206 jail beds

Failure to Appear (FTA) in Court Rates:

- Prior to Project 57, during the period May 2004 to November 2005, of the individuals issued Citations-in-Lieu of custody for P57-type charges, 40% Failed to Appear in Court (FTA'd) for arraignment.
- As was noted in the Introduction above, based on existing "recog" policies and practices, a large number of P57 arrestees are released from jail prior to their arraignment. During the period April through October, 2006, the District Attorney issued 2,065 criminal complaints involving P57 arrestees. Even with existing "recog" practices, of the 2,065 criminal complaints issued, 91% (1,573) of the defendants appeared for their arraignment, and ONLY 9% (162) Failed to Appear in Court (FTA'd) for arraignment.

P57 Crime Recidivism:

- Of the 4,051 P57 Bookings, 35% (1,425) involved REPEAT P57 Arrestees (two or more P57 arrests each)
- Of the 2,717 individuals arrested, 18% (500) were REPEAT P57 Arrestees
- Thus, 18% of those arrested accounted for 35% of the bookings
- 82% (2,266) of the arrestees have not been re-apprehended on a P57 type charge since their participation in Project 57. A random sample (1%) of these one-time arrestees was drawn and their Portland Police Data System (PPDS) criminal histories were examined to assess their criminal activity both before and after contact with Project 57. Everyone in the random sample had significant histories of drug and/or alcohol related offenses. In addition, after their initial involvement with P57 arrest and booking procedures, individuals within the sample had the following arrest records:

50%	NO Post P-57 Arrests recorded by PPDS
8%	At least one Non-P57 eligible arrest
14%	At least one P57 eligible arrest

Repeat Arrestees:

- 78% of the repeat arrestees were arrested between two and three times. The frequency of arrest for the 500 repeat arrestees is as follows:

Number of Arrests

2-3

4-5

6-7

8 or More

Number of Arrestees

391 78%

64 13%

29 6%

16 3%

500 100%

- The average age of the Top Fifteen repeat arrestees is 38 years and their gender and race distribution is as follows:

Male 87%

Female 13%

Black 87%

White 6%

Indian 6%

- Ten of the Top Fifteen repeat arrestees were found to be current or former supervision clients of the Multnomah County Department of Community Justice and had been subject to a professional "Needs Assessment." The principle "needs" of these clients were as follows:

Type of Need

Number of Clients

Mental or Physical Health Care

5

Housing

8

Alcohol/Drug Treatment

10

Employment

8

- The Top Fifteen arrestees had extensive case histories recorded in the Portland Police Data System (PPDS). For the period 2000 thru 2006, these arrestees were the subject of an average of 56 cases each. The volume of cases range as follows:

Number of Arrestees

Number of Cases on File

3

90 - 116

5

60 - 89

5

20 - 59

2

10 - 19

A detailed listing of the criminal histories and demographics of the Top Fifteen arrestees in presented in Appendix 'D.'

Reported Crime in P57 Impact Areas:

Although the entire city derives benefits from programs such as Project 57, those neighborhoods generally considered to be the most likely to see a direct impact from Project 57 are the urban core areas:

On the West Side: The area bounded by the Willamette River, I-405 on the west and north, and SW Main Street on the South (generally considered to encompass the Downtown, Old Town, Chinatown and Pearl Districts) and

On the East Side: The area bounded by Broadway Boulevard on the north to Hawthorne Boulevard on the south and between SE 12th Avenue on the east and the Willamette River (generally considered to be the Lower Eastside and Lloyd Districts).

Patrol Districts and neighborhoods included in this area are:

821/822 - Old Town/Chinatown/Pearl Neighborhoods

831/831 - Downtown Neighborhood

841/842 " "

690/711 - Lloyd District/ Kerns/Buckman Neighborhoods

- In the Uniform Crime Reporting System (UCR), Part Two crimes include those which are most closely associated with P57 designated offenses (see Appendix 'C'). Compared to 2005, 2006 reported Part Two crimes decreased in the impact areas as follows:

<u>Area</u>	<u>Percent Change</u>
P57 Impact Area	- 9%
City Wide	- 3%

- In the patrol districts (821/822 and 831/832) which straddle West Burnside Street in the P57 impact area, Part Two Crimes decreased dramatically while Part One crimes actually increased.

<u>Type of Crime</u>	<u>2005</u>	<u>2006</u>	<u>Percent Change</u>
Part One	1,327	1,418	+ 7%
Part Two	5,407	4,556	-16%

- Compared to 2005, 2006 Part One and Two crimes in the impact area decreased by 7.3%, closely reflecting the city-wide decrease of 8%.

CONCLUSIONS

- **Fail to Appear (FTA) Rates:** It appears that Project 57 has had a significant effect in reducing FTA rates. As previously noted, a large number of P57 arrestees, after being booked into jail, are released in accordance with long standing "recog" policies and practices. However, there is a strong indication that arrestees who participate in P57 arrest and booking procedures are far more likely to appear in court for their arraignment than are those persons who are issued Citations-in-Lieu of custody. This may be attributed to the fact that P57 arrestees are given arraignment dates within twenty-four (24) hours or the next business day following their arrest. Persons issued Citations-in-Lieu of custody are generally given arraignment dates 30 to 60 days following their arrest. Although more data and experience is needed to test this trend, it appears that when individuals are heavily drug and alcohol impacted, as with the P57 arrestees, they are more likely to be able to make their court appearances if the date of appearance is within close proximity to the occurrence of their arrest.
- **Recidivism:** It appears that participation in Project 57's arrest and booking procedures may have a positive effect on an arrestee's likelihood of re-offending, particularly within the criminal charges identified for this project. Although further research is needed to substantiate this trend, it appears that when drug and alcohol impacted individuals are able to access whatever rehabilitative and related services that are available through the court system, they are less likely to re-offend.
- **Repeat Arrestees:** It appears that participation in P57's arrest and booking procedures may have a positive effect in curtailing repeat offenders. The vast majority (78%) of repeat arrestees appear to stop re-offending after two or three arrests. On the other hand, a solid 22% of repeat arrestees can be considered chronic offenders who have been arrested more than four times and in one case, as many as 17 times within 12 months. The chronic offenders are well known to Corrections staff as being, for the most part, heavily impacted by drug and alcohol abuse AND suffering from longstanding mental health issues. These individuals require special intervention to curtail their chronic criminal offending. To test this theory, the P57 Steering Committee is recommending a Chronic Offender Strategic Intervention Program to deal, initially, with the Top Fifteen Chronic Offenders. This proposal is presented in Appendix 'E'
- **Reported Crime:** Although reported crime decreased significantly in the P57 impact areas, too many factors influence the occurrence of crime and, without more research, it would be disingenuous to attribute the decrease in reported crime either entirely or in part to Project 57. However, it is particularly interesting to note that the largest decrease was realized among Part Two crimes, those crimes most closely associated with Project 57's designated offenses. This fact, together with the possible link between Project 57 and the apparent reduction in repeat offenses among P57 arrestees, certainly warrants further investigation.

APPENDIX 'A'

DEMOGRAPHIC ANALYSIS OF

P57 ARRESTEES

Appendix 'A'

P57
DEMOGRAPHIC ANALYSIS OF ARRESTEES
 NOVEMBER, 2005 THRU NOVEMBER, 2006

	<u>ONE TIME ARRESTEES</u>		<u>REPEAT ARRESTEES</u>		<u>ALL ARRESTEES</u>		<u>2006 MC BKGS</u>
RACE:							
White	1,072	47%	181	36%	1,253	45%	61%
Black	740	33%	284	57%	1,024	37%	24%
Hispanic	370	16%	25	5%	395	14%	11%
Asian	62	3%	3	-	65	2%	2%
Indian	<u>22</u>	1%	<u>7</u>	1%	<u>29</u>	1%	<u>2%</u>
TOTAL	2,266	100%	500	100%	2,766	100%	100%
GENDER:							
Male	1,797	79%	384	77%	2,181	79%	80%
Female	<u>469</u>	21%	<u>116</u>	23%	<u>585</u>	21%	<u>20%</u>
TOTAL	2,266	100%	500	100%	2,766	100%	100%
AGE:							
Teen	140	6%	28	5%	168	6%	
20-29	948	42%	120	24%	1068	39%	
30-39	582	26%	138	28%	720	26%	
40-49	423	18%	160	32%	583	21%	
50 +	<u>173</u>	8%	<u>54</u>	11%	<u>227</u>	8%	
TOTAL	2,266	100%	500	100%	2,766	100%	

APPENDIX 'B'
P57 BOOKINGS BY CRIMINAL CHARGE

Appendix 'B'

P57
BOOKINGS BY CRIMINAL CHARGE
 NOVEMBER, 2005 THRU OCTOBER, 2006

<u>CHARGE</u>	<u>BY ONE TIME ARRESTEES</u>	<u>BY REPEAT ARRESTEES</u>	<u>ALL ARRESTEES</u>
Drugs	1,561 59%	1,190 84%	2,752 68%
Prostitution	319 12%	98 7%	417 10%
Auto Theft	298 9%	82 6%	380 9%
Other	<u>448</u> <u>17%</u>	<u>55</u> <u>4%</u>	<u>503</u> <u>12%</u>
TOTAL	2,266 100%	1,425 100%	4,051 100%

APPENDIX 'C'
REPORTED CRIMES IN P57
IMPACT AREAS

Appendix 'C'

REPORTED CRIMES IN P57 IMPACT AREAS AND CITY WIDE

<u>PATROL DISTRICT</u>	<u>2005</u>			<u>2006</u>			<u>PERCENT CHANGE</u>
	<u>PART I CRIMES</u>	<u>PART II CRIMES</u>	<u>TOTAL</u>	<u>PART I CRIMES</u>	<u>PART II CRIMES</u>	<u>TOTAL</u>	
821/822	850	2,852	3,702	885	2,844	3,729	+ 0.72%
831/832	477	2,555	3,032	533	1,712	2,245	(26.0 %)
841/842	1,157	1,958	3,115	1,172	1,936	3,108	+ 0.22%
711/690	<u>2,291</u>	<u>2,287</u>	<u>4,578</u>	<u>2,006</u>	<u>2,283</u>	<u>4,289</u>	(6.3 %)
TOTAL	4,775	9,652	14,427	4,596	8,775	13,371	(7.3 %)

<u>PRECINCT</u>	<u>2005</u>			<u>2006</u>			<u>PERCENT CHANGE</u>
	<u>PART I CRIME</u>	<u>PART II CRIMES</u>	<u>TOTAL</u>	<u>PART I CRIMES</u>	<u>PART II CRIMES</u>	<u>TOTAL</u>	
Central	7,881	11,914	19,795	7,125	10,636	17,761	(10%)
East	12,751	11,359	24,110	10,320	11,665	21,985	(9%)
Northeast	7,970	7,626	15,596	7,269	7,648	14,917	(4%)
North	3,361	3,957	7,318	3,232	3,759	6,991	(4%)
Southeast	9,624	9,263	18,887	8,043	9,258	17,301	(8%)
CITY WIDE	42,154	45,341	87,495*	36,347	44,069	80,416*	(8%)

* Total for all 5 precincts will differ from the citywide totals because some offenses have an unknown location

Part One Crimes:

Murder
Rape
Robbery
Aggravated Assault
Burglary
Larceny-Theft
Motor Vehicle Theft
Arson

Part Two Crimes:

Drug Offenses
Misdemeanor Assault
Vandalism
Prostitution
Child Abuse
Criminal Trespass
Embezzlement
Forgery

APPENDIX 'D'
P57
TOP FIFTEEN CHRONIC OFFENDERS

TOP FIFTEEN CHRONIC ARRESTEES
PPDS CRIMINAL HISTORIES
2000-2006

<u>NAME</u>	<u>GEN</u>	<u>RAC</u>	<u>AGE</u>	<u>YEAR</u>	<u>CASES</u>	<u>OFFENSES/ISSUE</u>
Arrestee #1	M	B	44	2006	23	PCS/DCS DFZ/TRS Tri Met Park Exclusion Disorderly Conduct Fugitive CCW Assault – Simple Littering
Arrestee #2	F	B	43	2006	16	PCS/DCS DFZ/TRS Tri Met Marijuana DWS Fugitive Disorderly Conduct Drinking in Public PGE
				2005	15	PCS DFZ/TRS PGE
				2004	26	PCS/DCS DFZ/TRS Fugitive Tri Met Disorderly Conduct Prostitution PFZ/TRS
				2003	2	PCS DFZ/TRS Disorderly Conduct Mental Cared For
				2002	3	Mental Cared For

<u>NAME</u>	<u>GEN</u>	<u>RAC</u>	<u>AGE</u>	<u>YEAR</u>	<u>CASES</u>	<u>ISSUE/ OFFENSES</u>
Arrestee #2 (Continued)				2001	1	Mental Cared For
				2000	2	DFZ/TRS Fugitive Mental Cared For
Arrestee #3	M	B	33	2006	17	PCS/DCS DFZ/TRS Tri Met Disorderly Conduct Drinking in Public Park Exclusion Vandalism Aggravated Assault
Arrestee #4	M	B	39	2006	14	PCS/DCS DFZ/TRS Disorderly Conduct Fugitive Drinking in Public Fugitive Ex-Con -PF Tri Met
				2005	10	PCS/DCS DFZ/TRS Tri Met Vandalism Domestic Violence Drinking in Public Fugitive DWS Traffic Offense DUII Prostitution PFZ/TRS
				2004	5	DFZ Larceny Fugitive Tri Met

<u>NAME</u>	<u>GEN</u>	<u>RAC</u>	<u>AGE</u>	<u>YEAR</u>	<u>CASES</u>	<u>OFFENSE/ISSUE</u>
Arrestee #4 (Continued)				2003	5	PCS Park Exclusion Disorderly Conduct Traffic DWS
				2002	5	PCS Fugitive Tri Met Auto Theft
				2001	11	PCS DFZ/TRS Robbery Park Exclusion Fraud Tri Met
				2000	10	PCS DFZ/TRS Robbery Traffic Tri Met Aggravated Assault Domestic Violence Vandalism Assault – Simple
<hr/>						
Arrestee #5	M	B	49	2006	11	PCS DFZ/TRS Park Exclusion
				2005	15	PCS DFZ/TRS Tri Met Escape Drinking in Public Residential Burglary
				2004	9	PCS/DCS DFZ/TRS Park Exclusion Traffic

<u>NAME</u>	<u>GEN</u>	<u>RAC</u>	<u>AGE</u>	<u>YEAR</u>	<u>CASES</u>	<u>OFFENSES/ISSUE</u>
Arrestee #5 (Continued)				2003	2	PCS Escape Disorderly Conduct
				2002	11	PCS Disorderly Conduct Larceny Traffic Park Exclusion Fraud
				2001	0	-----
				2000	3	PCS Aggravated Assault Assault – Simple Assault – Officer Fugitive Vandalism Domestic Violence
Arrestee #6	M	B	48	2006	14	PCS/DCS DFZ/TRS Tri Met Fugitive Drinking in Public Larceny Airport Exclusion PGE
				2005	35	PCS/DCS DFZ/TRS Larceny Fugitive Drinking in Public Park Exclusion
				2004	17	PCS/DCS DFZ/TRS Larceny Drinking in Public
				2003	3	PCS Drinking in Public Park Exclusion

<u>NAME</u>	<u>GEN</u>	<u>RAC</u>	<u>AGE</u>	<u>YEAR</u>	<u>CASES</u>	<u>ISSUE/ OFFENSES</u>
Arrestee #6 (continued)				2002	3	Larceny Fugitive
				2001	11	PCS/DCS DFZ/TRS Larceny Fugitive Park Exclusion
				2000	1	PCS DFZ/TRS
Arrestee #7	M	B	32	2006	12	PCS/DCS DFZ/TRS Auto Theft Disorderly Conduct Fugitive Tri Met
				2005	11	PCS DFZ/TRS Fugitive
				2004	5	PCS DFZ
				2003	10	PCS/DCS Larceny Tri Met Marijuana Traffic DWS Fugitive
				2002	2	PCS DFZ/TRS
				2001	1	PCS DFZ/TRS Traffic DWS

<u>NAME</u>	<u>GEN</u>	<u>RAC</u>	<u>AGE</u>	<u>YEAR</u>	<u>CASES</u>	<u>ISSUE/ OFFENSES</u>
Arrestee #8	F	I	36	2006	19	PCS/DCS DFZ/TRS Prostitution Park Exclusion RR Exclusion Drinking in Public PFZ/TRS
				2005	37	PCS DFZ/TRS RR TRS Park Exclusion Tri Met Fugitive PGE Ex Con -PF Public Drinking
				2004	38	PCS DFZ/TRS Tri Met
				2003	4	PCS DFZ/TRS Homicide Larceny Park Exclusion
				2002	8	PCS Disorderly Conduct
				2001	3	DFZ/TRS Tri Met Domestic Violence Disorderly Conduct
				2000	1	PCS DFZ/TRS Tri Met

<u>NAME</u>	<u>GEN</u>	<u>RAC</u>	<u>AGE</u>	<u>YEAR</u>	<u>CASES</u>	<u>ISSUE/ OFFENSES</u>
Arrestee #9	M	W	33	2006	23	PCS/DCS DFZ/TRS Assault – Simple Assault - Officer Tri Met Disorderly Conduct Park Exclusion Fraud Airport Exclusion
				2005	34	PCS DFZ/TRS Fraud PGE Graffiti Larceny Tri Met Fugitive
				2004	35	PCS DFZ/TRS Traffic Fugitive Fraud Sex Offense – Expose Tri Met
				2003	4	PCS Disorderly Conduct Fugitive Tri Met CCW
Arrestee #10	B	M	43	2006	14	PCS DFZ/TRS PFZ/TRS Fugitive DWS Traffic
				2005	3	PCS DFZ/TRS Auto Theft Fugitive

<u>NAME</u>	<u>GEN</u>	<u>RAC</u>	<u>AGE</u>	<u>YEAR</u>	<u>CASES</u>	<u>ISSUE/ OFFENSES</u>
Arrestee #10 (Continued)				2004	0	-----
				2003	3	PCS Threats Domestic Violence Fugitive
				2002	0	-----
				2001	0	-----
				2000	5	PCS DFZ/TRS Aggravated Assault Domestic Violence Burglary-Residential Larceny Tri Met
<hr/>						
Arrestee #11	M	B	33	2006	9	PCS DFZ/TRS Assault – Simple Tri Met Escape Fugitive Mental Cared For
				2005	43	PCS/DCS DFZ/TRS Tri Met PGE Park Exclusion Littering Vandalism
				2004	10	PCS DFZ/TRS Larceny Fugitive Tri Met Aggravated Assault

ISSUE/

<u>NAME</u>	<u>GEN</u>	<u>RAC</u>	<u>AGE</u>	<u>YEAR</u>	<u>CASES</u>	<u>OFFENSE</u>
Arrestee #11 (continued)				2003	3	PCS DFZ/TRS Tri Met Marijuana Fugitive Park Exclusion Drinking in Public
				2002	1	Park Exclusion
				2001	0	-----
				2000	8	PCS DFZ/TRS Assault – Simple Assault – Officer Escape Child Abandonment Tri Met Fraud
Arrestee #12	M	B	38	2006	14	PCS/DCS DFZ/TRS Fugitive Tri Met Drinking in Public Littering Larceny CCW Assault – Simple Park Exclusion
				2005	8	PCS DFZ/TRS Larceny Tri Met Assault – Simple Escape Auto Theft Family Disturbance

<u>NAME</u>	<u>GEN</u>	<u>RAC</u>	<u>AGE</u>	<u>YEAR</u>	<u>CASES</u>	<u>ISSUE/</u> <u>OFFENSE</u>
Arrestee #12 (Continued)				2004	14	PCS DFZ/TRS Larceny Fugitive Drinking in Public DUI Traffic DWS Warrant
				2003	1	PCS Tri Met
				2002	12	PCS Aggravated Assault Liquor – Furnishing Larceny Fugitive Tri Met Auto Theft Traffic DWS Disorderly Conduct Assault – Simple
				2001	11	PCS DFZ/TRS Auto Theft Littering Disorderly Conduct Tri Met Fugitive
				2000	11	DFZ/TRS ID Theft Disorderly Conduct Drinking in Public Marijuana

<u>NAME</u>	<u>GEN</u>	<u>RAC</u>	<u>AGE</u>	<u>YEAR</u>	<u>CASES</u>	<u>ISSUE/ OFFENSE</u>
Arrestee #13	M	B	21	2006	8	PCS/DCS DFZ/TRS
				2005	5	PCS/DCS DFZ/TRS Littering Tri Met Marijuana Drinking in Public
				2005	8	PCS/DCS DFZ/TRS Traffic Sex Off-MJF
Arrestee #14	M	B	33	2006	14	PCS/DCS DFZ/TRS Fugitive Tri Met Assault – Simple Park Exclusion
				2005	24	PCS/DCS DFZ/TRS Tri Met Traffic Disorderly Conduct
				2004	19	PCS DFZ/TRS Tri Met Traffic – Hit & Run
				2003	4	PCS Fugitive Disorderly Conduct Larceny Robbery
				2002	0	-----
				2001	0	-----
<u>NAME</u>	<u>GEN</u>	<u>RAC</u>	<u>AGE</u>	<u>YEAR</u>	<u>CASES</u>	<u>ISSUE/ OFFENSE</u>

Arrestee #14
(Continued)

2000

12

PCS
DFZ/TRS
Robbery
Sex Off Sod: FAM
Family Disturbance
Assault – Simple
Assault – Officer
Tri Met
Fraud
Aggravated Assault
Vandalism

Arrestee #15 M

B

46

2006

8

PCS/DCS
DFZ/TRS
Fugitive
Tri Met
DWS
Traffic
Auto Theft

2005

10

PCS
DFZ/TRS
Fugitive
Marijuana
Larceny
Tri Met
Assault – Simple
Auto Theft
Domestic Violence

2004

0

2003

1

Auto Theft

2002

1

Robbery
Fugitive

2001

1

DFZ/TRS

2000

18

PCS/DCS
DFZ/TRS
Fugitive
Tri Met
Forgery

LEGEND:

CCW	Carrying a Concealed Weapon
DCS	Distribution of a Controlled Substance
DFZ/TRS	Trespass in a Drug Free Zone
DWS	Driving While Suspended
Ex Con – PF	Ex-Con in Possession of a Firearm
PCS	Possession of a Controlled Substance
PFZ/TRS	Trespass in a Prostitution Free Zone
PGE	Parking Garage Exclusion
Sex Off – MJF	Sex Offense – Minor Juvenile Female
Sex Off – Sod FAM	Sex Offense – Sodomy Force Adult Male

APPENDIX 'E'

**CHRONIC OFFENDER
STRATEGIC INTERVENTION PROGRAM
(COSIP)**

CHRONIC OFFENDER STRATEGIC INTERVENTION PROGRAM (COSIP)

Overview:

The creation of the P57 program through the City's funding of jail beds has helped increase the rate at which defendants appear for arraignment. This is due to the fact that the defendants are booked into jail rather than being cited and allows for the defendant to be arraigned the following business day. There remains a small group of defendants who are frequently arrested and have a number of pending charges. This group primarily commits livability crimes and tends to be brought into custody on charges that are eligible for pre-trial release. Many individuals in this group are also on some form of community supervision. The general nature of their criminal activity creates a situation where these offenders receive less attention than other offenders who have been convicted of more serious property and person-to-person crimes.

Individuals caught in this cycle of arrest, failure to appear, warrants and re-arrest use a great deal of the resources available to the criminal justice system. In order to interrupt this cycle, a comprehensive supervision plan that addresses the crime causing needs of the offender has to be developed and enacted. This specialized supervision and case management would begin at booking, continue through arraignment and the pre-trial period, and then through Probation if the defendant is convicted.

Implementation:

Many of the individuals who are chronically arrested for P57 type criminal offenses and related bench warrants are usually eligible for release by Recog. Under this COSIP proposal, the City would provide the Recog staff with a list of those individuals, who are chronically arrested for P57 offenses during a specified, agreed upon time period. The staff at Recog would then override any allowable release of the defendant and recommend entering the defendant in the Pre-Trial Services Program (PSP) after arraignment. The criteria for this list will be developed and recommended by the P57 oversight committee for approval by the Multnomah County Criminal Justice Advisory Committee.

In order to create a continuous line of supervision and case management from the time of arraignment through a Court ordered period of post-conviction supervision, one Parole/Probation Officer will manage the individual arrestee's case. This Officer will act as a Pre-trial Service Officer (PO) after arraignment, through the Court proceedings and until conviction or acquittal. During the pre-trial period, the PO will work with the DA's office and the Court to determine if Formal Probation is an option available for the defendant if convicted. It should be noted that due to budget limitations, Formal Probation is not usually available as an option for most Project 57 type offenses. Upon conviction of the defendant, the PO will then supervise the case as the Probation/Parole Officer (PO). During the course of the supervision the PO will work with the

individual to identify the issues (i.e., substance abuse, mental health issues etc.) which cause their recurring criminal behavior. A plan to address their issues and needs would be developed and access to resources would be facilitated.

A review of the case histories of many of the chronic offenders reveals that, in the past, they repeatedly have been offered resources and services to help them with their needs but they ultimately decline or terminate their participation in these services. In order to impact the behavior of the identified individuals, the PO will need to correctly identify the services that will most appropriately address the individual's needs and then closely supervise, monitor, and motivate the individual to ensure that they make their Court hearings and continue their participation in rehabilitative programs and services. This level of intense monitoring, intervention, and individualized attention will require that the PO have a much smaller than customary caseload. .

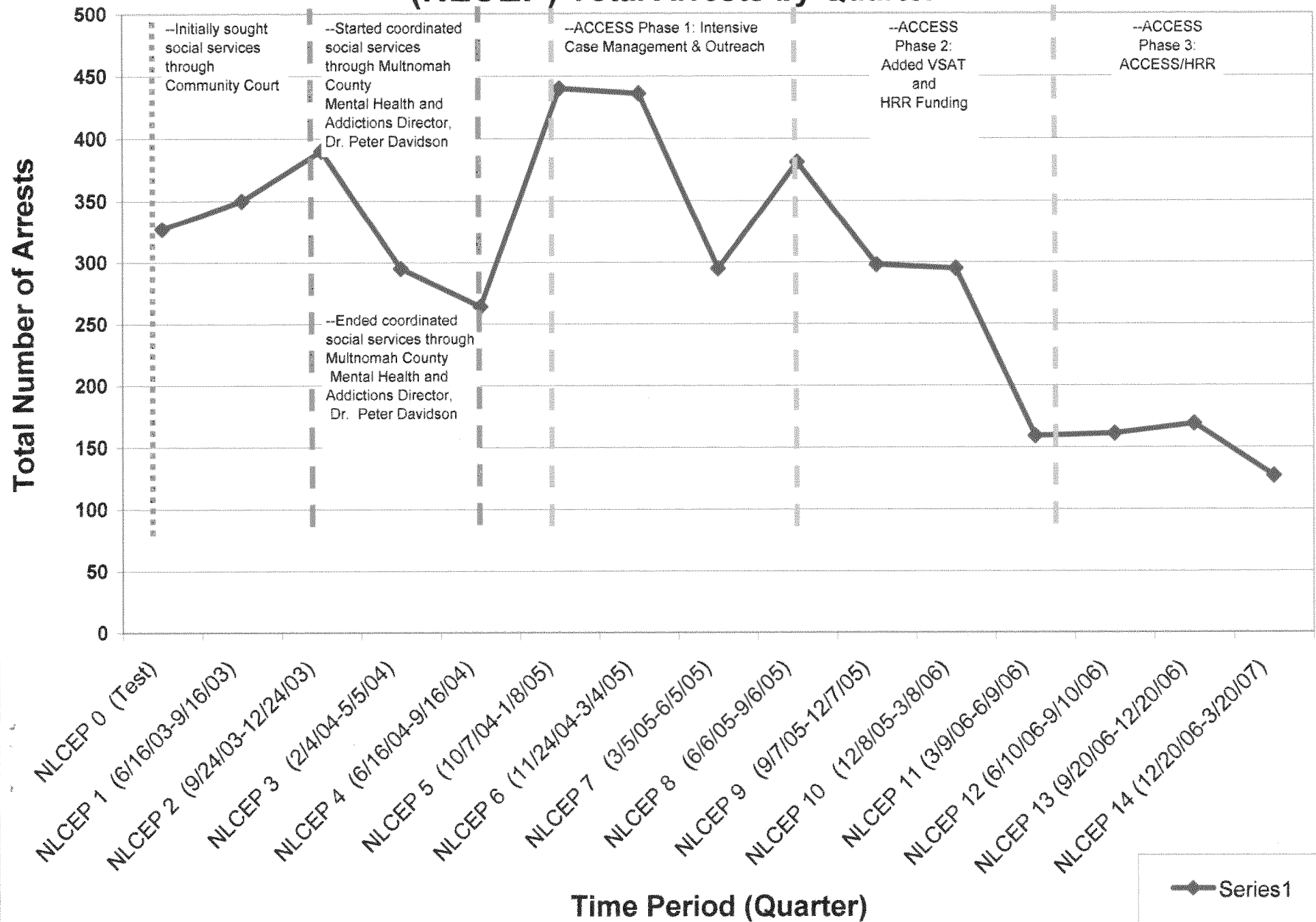
In addition, a team consisting of the PO, a PPB representative, and representatives from identified treatment and service agencies will meet regularly to staff the cases, develop and modify the treatment and supervision plans, and coordinate access to services for the individual. This team approach to supervising and rehabilitating the individual will allow for the most integrated, effective and efficient use of resources for the individual. It will also provide a forum to develop a plan to address the barriers faced by each individual and to develop new ways of addressing the individual's chronic use of the criminal justice system.

The PO position would be assigned to Multnomah County Department of Community Justice and funded by the City of Portland.

Current service levels and contracts would be reviewed by DCJ and the City of Portland to determine if the currently funded services would be able to meet the needs of the individuals in this program.

Total cost of this proposal will be \$88,096. This includes personnel costs, phone, office supplies, and related materials and services.

Neighborhood Livability Crime Enforcement Program (NLCEP) Total Arrests by Quarter



Home Again

*A 10-year plan to end homelessness in
Portland and Multnomah County*

PRELIMINARY OUTCOMES **2 YEARS OF 10 YEAR PLAN IMPLEMENTATION**

2006 RESULTS

- **379** chronically homeless people moved into permanent housing, over 40% were directly from the streets
- **310** homeless families moved into permanent housing, including **134** high-resource families.
- **164** units of permanent supportive housing opened and **267** units were added to the development pipeline.

2005 RESULTS

- **660** chronically homeless people moved into housing, 295 directly from the streets
- **407** homeless families with children were permanent housed, including **208** high resource users
- **254** units of permanent supportive housing opened, with another **223** units in the pipeline*

PERCENT OF GOALS REACHED – YEAR TO DATE

Outcome	2 Year Goal	YTD	% achieved
Chronically homeless who have homes	565	1,039	184%
Families housed	500	770	154%
(high resource using families)	150	369	246%
Permanent supportive housing opened*	260	480	185%
(added to pipeline)*	420	379	90%

**Numbers do not total 2005 results plus 2006 results due to fluctuation of scattered site units, added units in 2005 that were not previously counted, and loss of others that were in pipeline without full funding secured.*



MULTNOMAH COUNTY AGENDA PLACEMENT REQUEST (short form)

Board Clerk Use Only

Meeting Date: 02/06/07
Agenda Item #: WS-1
Est. Start Time: 9:30 AM
Date Submitted: 01/30/07

Agenda Title: Multnomah County Board of Commissioners and Portland City Council Joint Work Session

Note: If Ordinance, Resolution, Order or Proclamation, provide exact title. For all other submissions, provide a clearly written title.

Requested Meeting Date: February 6, 2007 Amount of Time Needed: 1.5 hours
Department: Non-Departmental Division: Chair Ted Wheeler
Contact(s): Bill Farver, COO
Phone: 503 988-5066 Ext. 85066 I/O Address: 503/600
Presenter(s): Chair Ted Wheeler and Mayor Tom Potter, County and City Commissioners

General Information

1. What action are you requesting from the Board?

The Multnomah County Board of Commissioners and Portland City Council will meet in a joint work session. The agenda will allow brief presentations by Board and Council members concerning their priorities, focusing especially on matters of joint concern.

2. Please provide sufficient background information for the Board and the public to understand this issue. Please note which Program Offer this action affects and how it impacts the results.

There is a strong mutual interest in making progress on a number of common areas of interest and concerns. Some of these areas involve budget decisions. Others require better alignment or working relationships. Leadership on the respective elected boards in both jurisdictions have broad experience in both city and county government and the issues dealt with by both governments.

3. Explain the fiscal impact (current year and ongoing).

4. Explain any legal and/or policy issues involved.

5. Explain any citizen and/or other government participation that has or will take place.

This is a public meeting. The County will hold a similar session with the Gresham City Council and will identify areas on this list that need to involve Gresham and the East County cities.

Required Signature

**Elected Official or
Department/
Agency Director:**

TED WHEELER

Date: 01/31/07

BOGSTAD Deborah L

From: FARVER Bill
Sent: Tuesday, January 30, 2007 12:31 PM
To: #ALL CHAIR'S OFFICE; #ALL DISTRICT 1; #ALL DISTRICT 2; #ALL DISTRICT 3; #ALL DISTRICT 4
Cc: SHERIFF; KIRK Christine A; SCHRUNK Michael D; MARCY Scott; GRIFFIN-VALADE LaVonne L; #DRM; #DRM CC; BOGSTAD Deborah L; AAB Larry A
Subject: Portland/Multnomah County joint session

Next Tuesday from 9:30 to 11 am, the City Council of Portland and the County Board will meet in joint session at Portland City Hall.

Attached are a draft agenda for the meeting and a draft matrix of issues that the City of Portland and Multnomah County are involved in. The draft agenda allows each of the ten elected officials five minutes to share their goals with an emphasis on those issues that may be of mutual interest to both jurisdictions.

I developed the attached matrix with the assistance of our department managers in preparation for the meeting. I hope it will be helpful to you.

Chair Wheeler's goal for the future is to form a small work group to address the issues in the attached matrix in more detail. I would be happy to add other issues or your commentary to the draft matrix for our future work together. Please let me know if you have questions or concerns.

1/31/2007

Portland City Council/Multnomah County Commission
Joint Meeting Agenda

(REVISED DRAFT)

Tuesday, February 6, 2007

9:30 – 11:00

Portland City Council Chambers

MEETING OBJECTIVE

To create an opportunity for the Multnomah County Commissioners and City of Portland Commissioners to become more familiar with their shared goals and individual priorities and discuss areas for future collaboration.

9:30 a.m. Welcome (Chair Wheeler/Mayor Potter)

9:40 – 10:30 a.m. Introductory Remarks by Each Elected Official

Each participant will be asked to share their goals for the coming year with an emphasis on those issues that may be of mutual interest to the two jurisdictions. Each official will have up to five minutes.

10:30 – 10:55 a.m.

- Updates on Access Program and Jail Beds - P57
- Update on River Patrol
- Update on Mental Health Task Force Recommendations
- Update on City/County Efforts to End Homelessness

11:00 a.m. Closing Comments and Next Steps

DRAFT REVISED 1-17 PM

CITY OF PORTLAND/ MULTNOMAH COUNTY PARTNERSHIP DISCUSSIONS

ASSUMPTIONS 1-17

1. There is a strong mutual interest in making progress on a number of common areas of interest and concerns.
2. Some of these areas involve budget decisions. Others require better alignment or working relationships.
3. The leadership is strong motivated to make progress and there seem to be minimal ego and turf concerns.
4. Leadership on the respective elected boards in both jurisdictions that have broad experience in both city and county government and the issues dealt with by both governments.
5. There is a strong value for action over discussion.
6. The County will hold a similar session with the Gresham City Council and will identify areas on this list that need to involve Gresham and the East County cities.

MEETING OBJECTIVES

1. Share status/progress to date on a number of major public policy issues of joint concern to the two bodies.
2. Obtain shared understanding of objectives moving forward and designation of leads, as appropriate.
3. Obtain shared understanding of timelines and need to revisit issues, as appropriate.

COMPARISON OF BUDGETS AND REVENUES

GOVERNMENT	CITY OF PORTLAND	MULTNOMAH COUNTY
Projected General Fund expenditures and revenues FY07	\$355 revenues \$327 expenditures	\$320 revenues (ongoing) \$340 expenditures to cover currently funded programs (dealing with the loss of \$32 million in three year ITAX revenues)
Projected Total Budget FY07		
Projected action to balance budget	\$9 million increase	\$10 million reduction in services and/or increase in revenue (+ use of \$10 million one time only – see below)
Projected one time funding (above reserves)	\$19 million	\$15 (does not include \$10 million one time only revenue projected to balance in FY08) County plans to use \$10 million in FY09 to cushion next stage of reductions. County plans to allocate \$5 million in innovations/ investment to reduce future costs.
Projected general fund reserves and percentage	\$51 million; approximately 15%	\$28 million; 10% as defined in financial policies
Current Bond rating	Aaa	Aa1

County assumptions in building budget:

1. Most increased state general funds will offset County backfills of state responsibilities. (e.g. increase funds under 1145 will provide greater stability, but not greater services). Part, but not all, of new projected revenue in Governor's budget, has been built into projections.
2. Revenues from other jurisdictions assumed to continue.
3. Controlling health care costs through open contracts.
4. Constant PERS rates; CPI at 3.25%
5. Additional BIT growth, if any, allocated to BIT reserve fund.
6. Program offers assumed on all current services.

POTENTIAL ISSUES OF COLLABORATION

AREA	ISSUE / DESIRED OUTCOME	RECENT HISTORY	RECOMMENDED ACTIONS
PUBLIC SAFETY			
Public Safety Planning Process	Publicly understood plan that uses evidence based practices and return on investment to guide budget and policy decisions	Cities and County fund aspects of public safety system. Imbalances of system components make system operate inefficiently. Many elements of the system use evidence based practices within their areas of responsibility.	Hire consultant to compile current data and funding levels, develop template to measure return on investment and identify system gaps and recommend balanced system with specific measurable outcomes and levels of service corresponding to levels of joint funding. Portland City participation through Police. Jointly funded, potentially through LPSCC funds.
A/D Treatment for chronic, homeless offenders	Maintain current level of residential beds to support ACCESS clients who are also enrolled Housing Rapid Response	For the past two years the City has partnered with the County to provide a model of housing and treatment services for homeless people who the Police most frequently book.	Maintain \$120,000 for three residential treatment beds. Revenue assumed in County revenue forecast.
Jails – P 57	Maintaining current level of jail beds. Expand to parole and probation coverage.	For the past two years, the City of Portland has provided \$1.3 million to fund 57 beds at MCIJ. Steering Committee asks that County request funds to hire a parole and probation officer for this population.	Continue P57 funding through Portland City budget. Current funding arrangement. Assumed in County revenue forecast. Add \$92,000 for Parole and Probation services.
West County patrol	Review proposals for City to provide west county patrol services more efficiently	The City of Portland and Multnomah County have considered proposals in the past whereby the County would contract for rural west side patrol services from the City of Portland. County currently serves with one car. Sauvie Island summer service an issue.	Discuss potential contract options with Sheriff and law enforcement union. Return to Portland City Council /County Boards if agreement possible.

Civic Justice Corps	City corps that will provide restorative justice alternatives employment for offenders		City funds for \$200,000; County provides appropriate candidates for employment through Dept. of Community Justice. Volunteers of America to administer the program.
Community Service Projects	Maintain current level of service to support juvenile and adult work crews.	The City pays for the supervision of adult and juvenile offender work crews designed to help maintain city spaces. (\$250,000)	Assumed in County revenue estimates.
PUBLIC SAFETY	AND	EMERGENCY SERVICES	
Emergency management	Development of Regional management structure and facility	County is in process of hiring new Emergency Manager; Chair and Mayor's staff have met to give direction to developing regional emergency management structure and facility	Continue current work. Ask City of Portland and Multnomah County emergency managers to meet with comparable personnel in other cities in Mult. County and neighboring counties. Pursue facility that can accommodate staff from all local jurisdictions. Goal is fall, 2008.
Sobering services	Maintaining current services and encourage their expansion	Central City Concern has provided sobering services to this community by contract with the County for many years. CCC is planning a facility and programmatic upgrade.	Fund sobering services based on past use of services. Seek appropriate payments from City and neighboring jurisdictions. Current total direct cost of \$570,000 w/ \$87,000 in admin/support costs.
Mental Health Emergency Services	Maintaining current services and fund their expansion	Mayor's Mental Health Task Force has developed a report identifying \$6 million of recommendations to improve the system. The Task Force will request additional state funds.	County and City will advocate at the Legislature for funding of the recommendations.

YOUTH	AND EDUCATION		
SUN system	Strong, stable SUN system. Increased opportunities to provide services and volunteer opportunities through this system.	SUN system has grown over the years with joint City/County support.	Implement recommendations of SUN Task Force. Greater ownership from cities and school districts over SUN as a service delivery model. Maintain current level of County funding. Commit to stable funding for school sites for given period of time.
Advocacy with districts; gang issues	Quality services to students and parents that enhance educational growth and development.	City and County have both broadened their funding of city and county schools in response to funding crises. Both jurisdictions have concerns about current school policies and practices.	Advocate with the school districts for use of culturally competent instruments for parental involvement; more consistent expulsion and suspension policies that provide greater options to maintain students in educational programs; language in discrimination/harassment policies which include all County/City protected categories. Develop unified approach to gang programs
CHIF	Maintaining current services and encourage their expansion	City sponsored \$10 million levy devoted to early childhood programs within the City passed in 2001. Levy will need renewal in 2008.	City and County should jointly discuss highest priorities with school districts. Jointly advocate for continuation. Coordinate ballot submission for 2008. (See courthouse discussion)
Joint Youth Engagement Initiative	Youth involvement throughout City & County government	County has current Youth Commission as part of Commission on Children and Families. City would like to join and use group to advise Council and City departments. Originally the Youth Board was a joint City/County effort.	Adopt language at both City and County to provide an official role for youth. Develop plan for shared youth/citizen engagement strategies.

TRANSPOR- TATION INFRA- STRUCTURE			
Bridges	Adequate funding for bridges. Better alignment with transportation policies of City.	County funding of bridge maintenance, capital improvements, and replacement has reached crisis proportions. Without additional funds County will be unable to pursue critical capital improvements on Morrison Bridge or a replacement for the Sellwood Bridge. County will not be able to pursue new transportation projects in rural Multnomah County with current funding allocations. City and County agreement on transportation funding allocates current state revenues.	Reexamine/renegeotiate current City/County agreement on distribution of current state transportation funds. Identify a minimum of approximately \$4 million to enable bridge maintenance and capital projects to continue. Discuss whether City or County should provide bridge services and/or whether we should jointly support a regional approach
New County Courthouse	Current County Courthouse has substantial deferred maintenance. Essential public service that is very vulnerable to earthquakes. Remodeling and restorations are not feasible.	Hawthorne Bridgehead site identified and approved by Board. City Council supports use of \$9 million PDC funding to assist relocation of bridge ramp.	Confirm PDC approval of \$9 million to improvements on the Hawthorne bridgehead site. City involvement with and support for County legislative advocacy and possible local funding for new Courthouse built within five years. Coordinate ballot submissions.

SUSTAIN- ABLE ECON. DEVELOP.			
Small business advisory group	Improvement business climate.	City has Small Business Advisory Group. County would like to join.	Chair met with City of Portland's SBAG. Expand current City Group to include County representation. Discuss with City of Gresham.
Environmental sustainable practices	More joint efforts and policies.	Good joint planning and work have laid the groundwork for expanding our efforts.	Ask Sustainability Commission and staff for high priorities items. For example, pursue wind energy pilot with the County
BASIC NEEDS			
10 Year Homeless Plan; Housing and support services	Maintaining current services and encourage their expansion. Rethink/ remap system.	City and County both fund housing and housing supports to different client populations. Both recognize gaps in services and integral nature of housing and social supports to successful client outcomes.	City and County rethink current roles, responsibilities and service systems. Appoint joint working group under leadership of Will White and Joanne Fuller.
Animal Control	Maintaining current services	City currently funds one officer to do off- leash enforcement in city parks.	City maintains funding at current level (\$100,000). Service unlikely to continue at same level without funding.

GOOD GOVERNMENT			
Mult Stat	Joint City County service improvements.	This fall, the County will be beginning a Mult Stat process. Monthly performance reviews with our agencies tracking major performance objectives. Sessions will be organized around public safety, basic needs, education, accountability, vibrant communities, and thriving economy.	City participation, as appropriate. For example, Portland Police would be a vital component for the public safety work. BHCD would be helpful on basic needs discussions.
Legislative priorities	Agreement on joint priorities, as appropriate. .	Support recommendations that stem from Mayor Potter's Mental Health Task Force. Explore opportunities for a Regional Transportation Authority.	
Business Income Tax volatility	City has business license tax. County has business income tax.	City considering changes in system. County interested in discussing changes that could stabilize revenue in future years. County will facilitate related discussion with East County cities on sharing of current revenues.	Continue discussions between Chair's Office, Commissioner Naito's office and City after City has made policy choices.
Library Services District	Stable library funding. Investigate alternative, stable funding options with stakeholders.	With voter renewal of library levy (11-06), now is the time to investigate alternative funding options and governance arrangements to provide more long term stability funding to this essential local government function. Nearly 60% of the library's budget comes from a 5-year local option levy.	Submission of levies/district requires joint jurisdictional planning.
211	Support those services already being used by City and County residents	City and County currently do not fund this service. Telephone based health and human services information and referral source for	City and County share funding for this service proportional to community usage; on a per capita basis of 33 cents a call, the

		routine inquiries as well as in the event of a natural and other disaster. In 2006, City residents placed 46,471 calls to this line (92% of calls placed by Multnomah County residents). Both Clackamas and Washington County provide substantial financial resources to this service.	City would pay \$180,000 per year and the County \$42,000.
Diversity Conference	Continued partnership supporting the annual Diversity Conference	The City of Portland, Multnomah and Clackamas Counties have jointly supported, planned, and managed the successful Diversity conference for the last several years. The conference has become a highlight for our employees and a valuable tool for increasing our workforce's cultural competency.	Continue the financial and coordination partnership.
MWESB	Continue the improve the partnership to jointly develop the capacity of minority-owned and women-owned and emerging small business contractors (MWESB)	The County annually enters into contracts with the City to support our MWESB program; the total contracts' value is \$95,200. City provides: Equal Employment Opportunity (EEO) certification program; Sheltered Market Program (SMP) services; Division of Work (DOW) source lists, training and monitoring services.	Change SMP program to increase diverse capability contractors and to get more bids submitted. Improve the timeliness of the certification data that the County receives. Strengthen communications.
Code Enforcement for City of Portland	Cost recovery for code enforcement of Title 8 and 13 – Sanitation and Specified Animals (e.g. bees, livestock, exotic animals)	1968 - Title 8 and Title 13 (City of Portland) code enforcement transferred to County. No City support after 1981. Past requests for city for cost recovery	Cost recovery from City would amount to \$67,000 for current service level.



**MULTNOMAH
COUNTY**

Portland City Council/Multnomah County Commission Joint Meeting Agenda

Tuesday, February 6, 2007

9:30 - 11:00 a.m.

Council Chambers, Portland City Hall (1221 SW 4th Avenue)

MEETING OBJECTIVE

To create an opportunity for the Multnomah County Commissioners and City of Portland Commissioners to become more familiar with their shared goals and individual priorities and discuss areas for future collaboration.

9:30 a.m. Welcome (Chair Ted Wheeler/Mayor Tom Potter)

9:40 - 10:30 a.m. Introductory Remarks by Each Elected Official

Each participant will be asked to share their goals for the coming year with an emphasis on those issues that may be of mutual interest to the two jurisdictions. Each official will have up to five minutes.

10:30 - 10:55 a.m. City/County Collaborative Projects: Updates

- Updates on ACCESS Program and Project 57 Jail beds
 - Charlie Makinney/Bobbie Luna; Eric King
- Update on City/County Efforts to End Homelessness
 - Joanne Fuller; Will White

11:00 a.m. Closing Comments and Next Steps

BOGSTAD Deborah L

From: Blackmer, Gary [gblackmer@ci.portland.or.us]
Sent: Sunday, November 19, 2006 2:29 PM
To: BOGSTAD Deborah L
Subject: FW: City and County collaboration

Hi Deb,
 Could you forward this to Chair-elect Wheeler and Commissioner-elect Cogen please?
 Thank you!
 Gary

-----Original Message-----

From: Blackmer, Gary
Sent: Sunday, November 19, 2006 2:21 PM
To: City Elected Officials; City Elected Officials Exec's
Cc: 'mult.chair@co.multnomah.or.us'; 'district1@co.multnomah.or.us'; 'serena@co.multnomah.or.us'; 'district3@co.multnomah.or.us'; 'lonnie.j.roberts@co.multnomah.or.us'; 'FLYNN Suzanne J'
Subject: City and County collaboration

At the Council retreat I mentioned my concern that the City, contrary to its Urban Services Policy, was beginning to provide services normally done by Multnomah County. I stated that the City should consider whether to get into the provision of County services or whether it should really look at revenue issues. I mentioned that in the past the City had blocked an attempt by the County to increase revenues to keep up with service demands even as the state was reducing its financial support for County services. I perceived some surprise among Council members that anything like that happened.

I am attaching a series of memos from 1999 that is an example of the City's role in preventing the County from proposing a levy for operating a jail and alcohol and drug treatment center. It contains:

- a letter from Chair Beverly Stein proposing a City/County work session
- a background memo from County Budget Manager Dave Warren to City and County officials
- a response from then-OMF Director Tim Grewe refusing to reconsider a Mutual Agreement adopted in 1993 by the City and County
- a copy of the Mutual Agreement adopted by the City and County.

I think City Council should reconsider policies periodically and assess whether the objectives have changed, and whether the context when it was created is no longer relevant. The cities and County agreed 23 years ago to specialize in the type of services they receive - cities provide urban services and the county provides human services. Resolution A and Urban Services Policy were a major undertaking and they successfully streamlined government services, eliminated much duplication, and reduced costs to the public. Before abandoning those principles and stepping in to provide services that the County can't afford, the City should evaluate whether it wishes to create another social services administrative structure.

My experience as a City and County auditor has taught me that the City of Portland has no inherent advantage over the County in providing social services. And my experience has taught me duplication will inevitably lead to the discovery of inefficiencies, calls for consolidation, and the studies, negotiations, and sometime transfers of people and duties. I've seen and participated in enough consolidation reviews to know that they seldom result in a satisfying conclusion. The last consolidation I recall was of Emergency Management (no longer consolidated), which occurred at the same time that the City was withdrawing from the consolidated alarm enforcement operation provided by the County.

11/20/2006

The common theme in our community has been the declining state funding for state-driven services such as education, corrections, health and mental health. Portland and Multnomah County have a long history of collaboration, except when it comes to money it seems. I would urge you to explore working with the new Multnomah County Board of Commissioners with the goal of meeting our community's needs by considering existing or new policies that get the best value for our local tax revenues.

Gary Blackmer

Portland City Auditor
1221 SW 4th Avenue, Room 140
Portland, OR 97204
503-823-4078
<http://www.portlandonline.com/auditor>



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

October 7, 1999

To: Portland City Council

From: Beverly Stein, Chair *BS*

Re: Proposed Levy

Earlier this week I forwarded to you a copy of the memo about Multnomah County's process to determine the size and composition of a possible community safety levy to submit to County voters next year. The Board of County Commissioners will need to make final decisions on the levy this spring.

Attached please find a memo from Multnomah County Budget Director, Dave Warren, offering his perspective on the concern raised by Portland Finance Director, Tim Grewe regarding the joint resolution on levy capacity. As Dave's analysis indicates, the agreement passed in the wake of Measure 5 needs to be revisited. Much has changed with the passage of Measure 50 and the impact of various funding initiatives is difficult to track.

I have talked to each of you already about the issues that are driving this levy question. The principle one is the need for operating funds for the new jail and alcohol and drug treatment center. Possible levy components will have a direct impact on the quality of services you provide to Portland residents and touch on issues around which you have considerable knowledge and passion.

Therefore, I propose that we schedule a joint meeting later this fall to discuss our joint community safety priorities and how we should coordinate funding requests to the voters in the post-Measure 50 environment. There may be other issues that we should include on that agenda.

On behalf of the Board, I look forward to the discussion.

c. County Elected Officials





MULTNOMAH COUNTY, OREGON

BOARD OF COUNTY COMMISSIONERS

BEVERLY STEIN
DIANE LINN
SERENA CRUZ
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: Chair Beverly Stein
Commissioner Diane Linn
Commissioner Serena Cruz
Commissioner Lisa Naito
Commissioner Sharron Kelley

COPY: Mayor Vera Katz
Commissioner Charlie Hales
Commissioner Jim Francesconi
Commissioner Erik Sten
Commissioner Dan Saltzman

FROM: Dave Warren, Budget Manager

DATE: October 6, 1999

SUBJECT: County Levy Plans and Impacts on Portland's Levy Capacity

In response to the draft memorandum proposing a local option levy in November 2000, Tim Grewe, Director of Portland's Office of Finance and Administration, has written to point out that such a levy would increase the County's property taxes beyond the 1991 agreement limiting the City and County to their share of 1991 levies. Tim Grewe's memo is attached.

Possibly you will recall that this matter was brought to the Portland City Commissioners' attention in May 1999 when I sent them copies of two analyses of the potential impact of an additional local option levy. Conceptually, those analyses still represent the clearest expression of the situation we have been able to put together. Mark Campbell explained, in one of them, why he believed that such a levy could not produce more than \$26 million of additional property tax revenue. In the second, I pointed out that a levy of that size would dramatize the way in which Measure 50 rendered the the 1991 agreement difficult to apply. I am going to quote from my own memo because I believe it is essentially correct.

"First, the two jurisdictions agreed, following the passage of Measure 5, not to encroach upon each other's share of the property taxes. Those shares were never defined precisely, but they were in the neighborhood of 38% County, 61% City, 1% all other. The primary point of the agreement was to limit Measure 5 damage.

Under Measure 5, compression was spread proportionately to the size of the levying authority. Additional taxes by Multnomah County would cause additional compression to both the County and the City. Since the City's taxes were roughly twice the County's

County Levy Plans and Impacts on Portland's Levy Capacity
October 6, 1999

taxes, any compression stood to cost the City roughly twice as much as the County. Once property values grew fast enough that neither government's taxes were compressed, the agreement became difficult to deal with objectively. Since neither government stood to lose revenue, the share of taxing capacity became a political and theoretical concern rather than a pragmatic one.

Measure 50, by changing the way compression is applied, makes the agreement both more difficult to conceptualize and of more uncertain import. Local option levies cannot cause compression to occur in any other kind of property tax. Local option levies can only create compression among each other. Voter approval of a second local option levy for the County would not reduce property taxes for Portland. However, the agreement has not been rewritten to reflect this fact. Passage of the Library levy has raised the County's portion of property taxes in Portland from about 40% to about 42% of the taxes collected.

Note that the 1997 Library and Public Safety levies had already raised the County's property taxes in Portland to about 42% of the *taxes collected*. However, under Measure 5, there was an untapped property tax capacity so that the County collected about 38% of the *potential taxes*. Under Measure 5 the untapped capacity was easy to calculate and to show. Under Measure 50 it is far more difficult to express. Of the \$10 per \$1,000 of real market value that is theoretically available in Portland, the County's 1998-99 operating levies collect about 39%. Portland's operating taxes constitute about 54%. Approximately 5% is not collected, yet both governments already encounter compression.

However I look at it, *we may not now comply with the terms of the property tax sharing agreement* – irrelevant though I believe those terms to be under the new Constitutional provision. An additional levy will raise the question again."

As was the case in 1997, Multnomah County in 1999 will receive about 42.4% of the *taxes collected* in Portland. Passage of an additional local option levy would increase that percentage – a preliminary estimate is that the County would receive about 46% of the *taxes collected*.

An aspect missing from this discussion is the total capacity available within the \$10 cap. To estimate that capacity, and to project it into the future, requires knowing the real market value of property in Portland. I do not have that information for 1999. Therefore, I cannot give you, at this time, the County percentage of the *potential property taxes* under the \$10 cap – the fact most relevant to the 1991 agreement. Nor can I begin to develop scenarios about how that capacity is likely to change over the next five years. However, I have no reason to believe the County could propose an additional levy and keep its share of property taxes within 38% of the levying potential.

In the hope of clarifying, let me pose two hypothetical situations: one in which Portland proposes and the voters approve a local option levy for parks, and a second in which Portland proposes and the voters approve a charter amendment allowing amortization of the unfunded liability in the Police and Fire Disability and Retirement System.

1. If a \$26 million County Community Safety Levy were approved by the voters, and Portland voters approved a \$26 million City Parks Levy, there would be three local option levies in place. Within Portland they would total approximately \$65 million

County Levy Plans and Impacts on Portland's Levy Capacity
October 6, 1999

<u>Property Tax</u>	<u>Total Amount</u>	<u>Amount in Portland</u>
Library Levy	\$22 million	\$18 million
Community Safety Levy	\$26 million	\$21 million
Parks Levy	<u>\$26 million</u>	<u>\$26 Million</u>
Total	\$74 million	\$65 million

Note that the Parks Levy is collected entirely within the City. It represents about a third of the total local option levy amounts, but within Portland (where compression is most likely to occur) it represents 40% of the amount to be collected.

These three levies potentially compress each other. If they did, every dollar lost to compression would be split proportionally among the three levies. The Library Levy would lose about 28% of whatever was lost to compression; the Community Safety Levy would lose about 32% of whatever was lost to compression; and the Parks Levy would lose about 40% of whatever was lost to compression. And because the tax burden is higher with these levies, more properties are likely to reach the \$10 cap (increasing the amount of revenue lost to compression).

The important point is that the compression caused by the Library Levy, the Community Safety Levy, and the Parks Levy affects only the local option levies themselves. It will not reduce taxes collected through the Measure 50 permanent tax rates.

On the other hand, if Portland plans to propose a local option levy, it is clear that the County proposal for a Community Safety Levy would be a serious stumbling block worth serious debate.

2. If a \$26 million County Community Safety Levy were approved by the voters, and Portland voters amended the City Charter to allow prefunding of retirement benefits, there would be only two local option levies. For the sake of simplicity, assume that within Portland the tax burden might be approximately the same as in example 1.

<u>Property Tax</u>	<u>Total Amount</u>	<u>Amount in Portland</u>
Library Levy	\$22 million	\$18 million
Community Safety Levy	\$26 million	\$21 million
Retirement Amortization	<u>\$26 million</u>	<u>\$26 Million</u>
Total	\$74 million	\$65 million

In this case, however, the compression situation would be entirely different.

Because the tax to retire the unfunded liability is *not* a local option levy, it will experience *no compression*. Each dollar of compression would cause revenue reductions in the two County local option levies, (46% from the Library Levy and 54% from the Community Safety Levy). The entire revenue shortfall would be concentrated in the local option levies. If they are reduced to \$0 on any given property, then compression would be spread to the City and County permanent tax rate collections.

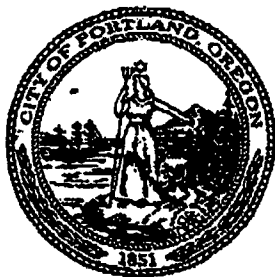
This points out that while the City of Portland can take action that reducing County revenue, the County's local option levies are much less likely to reduce the City's tax collections. Note

**County Levy Plans and Impacts on Portland's Levy Capacity
October 6, 1999**

further that the City's actions could have this effect on the County even though the City might stay within the parameters of the 1991 share agreement.

As the County proceeds toward a decision about an additional levy, the impact on Portland needs to be kept in mind. Clearly, adhering to the 1991 agreement would limit any potential County tax to an amount that does not address the costs of the Rivergate Facility. Equally clearly, the State Constitution is now structured so that no local option levy of the County can cost Portland a nickel. Unless Portland also chooses to propose a local option levy, there is no competition between an additional County levy and Portland's taxing authority. Therefore, the question becomes whether the County's responsibilities for the public safety of the community justify offering the public a choice to increase property taxes.

It is obviously important that the Portland City Council participate in discussions around the question of any additional County tax levy. Presumably the 1991 sharing agreement will be part of the debate. My belief is that the agreement's goals cannot be achieved by its mechanism. It was designed to deal with a property tax system that has since undergone fundamental change. It is no longer relevant to the potential problems that arise under the current Constitutional limits. I hope that we rethink how to stay out of each other's way rather than use the 1991 agreement to dictate property tax decisions.




CITY OF PORTLAND

OFFICE OF FINANCE AND ADMINISTRATION

Vera Katz, Mayor
Timothy Grewe, Director
1120 S.W. Fifth Avenue, Rm. 1250
Portland, Oregon 97204
(503) 823-5288
FAX (503) 823-5384
TDD 823-6868

MEMORANDUM

TO: David Warren, Multnomah County Budget Manager

FROM:  Tim Grewe, Director, Office of Finance and Administration

DATE: October 5, 1999

SUBJECT: County Levy Plans and Impacts on City/County Joint Resolution Regarding Levy Capacity

COPIES: Mayor Vera Katz
Commissioner Charlie Hales
Commissioner Jim Francesconi
Commissioner Erik Sten
Commissioner Dan Saltzman

I have reviewed the County's Memo dated September 29, 1999, regarding the County's proposal to seek new property tax serial levy authority at the November 2000 General Election. I have very serious concerns about this proposal, particularly with respect to the amount of levy capacity available to the County for such purposes and the potential negative financial impacts that will be imposed on the City.

As you know, following the passage of Measure 5 the City and County agreed to *coordinate and share* available levy capacity under the then new Measure 5 \$10 local government tax-rate limit. Relative shares were defined as percentage shares in place as of FY1990-91: 61% for Portland and 38% for County. A Joint Resolution was passed by both governments pledging to *coordinate and share* use of available Measure 5-levy capacity. Both governments pledged to remain within these historical shares and to consult with one another on property tax levy matters.

To that end, beginning in FY1991-92, the City reduced existing serial levy authority for Parks, Public Safety, and Street Lighting so as to be able to over levy FPD&R to offset expected compression *and* stay within a 61% historical share of available levy authority. Furthermore, the City brought annual street light program costs into the General Fund over a three year period rather than encroaching into the County's share of capacity, and rather than asking voters for a new serial levy (serial levies had been used to fund these program costs during the preceding 25 years).

With the passage of Measure 50, urban renewal collections authority was greatly expanded. The City, in determining urban renewal collections authority as required by Measure 50 enabling legislation, prepared all of its tax levy calculations so as to ensure that urban renewal divide-the-taxes plus special levy collections (as well as other City levy authority) did not encroach on the County's 38 percent share of available levy capacity under Measure 5. These calculations and levy plans were reviewed at length with County staff and the City made two appearances before the Board of County Commissioners explaining how it was going to

size urban renewal collections and stay within the shares agreement with the County. These calculations included an increased FPD&R levy in the out-years under the assumption that a long-term funding plan for these unfunded pension costs would be put into place and would require an allocation of tax capacity within the 61 percent of overall capacity allocable to the City. One outcome of this process was that Portland held back urban renewal collections authority (in the option 3 districts) and released assessed values to local governments, increasing County (and City) property tax revenues above what they would have otherwise been.

Based on our calculations it appears that the County came through Measure 50 with no effective reduction in property tax revenues due largely to the fact that voters approved a \$0.59 per \$1,000 local option library serial levy at the time Measure 47 was approved. In addition, the County had a previously authorized fixed term serial library levy (\$15.3 million in FY1996-97) and jails serial levy (\$26.5 million in FY1996-97) "rolled" into its Measure 50 fixed permanent tax rate. Thus the County's current fixed tax-base tax rate includes both a library and jails operating element, serial levies that would have otherwise expired. From this perspective, the County collects its current local option library levy on top of pre-Measure 50 serial tax levies that have been rolled into its permanent tax rate.

Although the passage of Measure 50 complicates the relationship between the City and County, Measure 5 is still in effect and dictates tax levy capacity available to all local governments. If I understand your Memo correctly, the County is now contemplating seeking voter approval for a new jails levy that is large enough to consume all existing excess capacity under the Measure 5 \$10 limit. This clearly violates the existing Joint Resolution. If there is roughly \$25 million of levy capacity available, then the County's share at 38% would be about \$9.5 million, with all but about 1% of the remaining \$15.5 million being Portland's share.

The City continues to believe that the Joint Resolution is still in effect. Consequently, the need to *coordinate and share* property tax levy capacity is certainly as valid today under Measure 50, *if not even more valid*, as it was initially under Measure 5. This should also be the County's view precisely because local option levy authority absorbs compression first. The City can stay within its allocable share of levy capacity and compress County local option levies with voter approval of a charter amendment that would allow higher FPD&R tax levy collections. In the absence of a new or revised agreement, we will continue to develop, share and coordinate our financial plans and tax levy needs with the County based on the existing Joint Resolution.

**BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON**

In the Matter of Mutual Agreements)	
With the City of Portland For Share)	RESOLUTION
of Property Tax Receipts)	93-19

WHEREAS, prior to the passage of Ballot Measure 5, local governments could collect any amount of property taxes authorized by the voters; and

WHEREAS, prior to the passage of Ballot Measure 5, the amount of property taxes levied and collected by local government jurisdictions was not affected either by changes in assessed value of property, or property taxes collected by neighboring local governments; and

WHEREAS, with the passage of Ballot Measure 5, local governments in a taxing area are now limited to a total property tax rate of \$10 per thousand dollars assessed valuation and must share a fixed amount of total property tax dollars available within the \$10 rate limit; and

WHEREAS, by increasing its tax base or serial levies, a local government can increase its share of property taxes while reducing taxes to neighboring local governments; and

WHEREAS, for the past two years, the City of Portland and Multnomah County have structured their total property tax levies so that no revenues were taken away from other local governments and so that each government receives its pre-Measure 5 share of available tax dollars; and

WHEREAS, this policy meant that in FY 1991-92, the City of Portland did not levy the full amount of the authorized Street Light Levy; and

WHEREAS, this policy meant that in FY 1992-93, the City of Portland did not certify a PDC levy, nor did it seek to extend the Parks Improvement Levy, the Public Safety Capital Levy, and the Street Light Levy; and

WHEREAS, this policy means for FY 1993-94 that Multnomah County will not be able to levy property taxes sufficient to meet the full operating needs of libraries and jails; and

WHEREAS, this policy meant that for FY 1991-92 and FY 1992-93 Multnomah County has not been able to collect sufficient property taxes to meet the full operating needs of libraries and jails; and

WHEREAS, given that the amount of property tax dollars available to local governments is now limited, it is vital that local governments living under a tax rate limit coordinate their property tax planning so as not to cause adverse impact upon the ability of other local governments to deliver needed services; and

WHEREAS, the guiding principal of such tax planning should be that no local government increases its share of the total property tax receipts at the expense of its neighbors without the acquiescence of those other local governments; and

WHEREAS, governments constrained by the property tax limit will seek alternate revenues that may negatively affect policy goals of the community.

NOW, THEREFORE, BE IT RESOLVED, that the City Council of the City of Portland and the Board of Commissioners of Multnomah County affirm that neither government will take action to increase its share of total local governmental property tax receipts without mutual agreement with the other jurisdiction; and

BE IT FURTHER RESOLVED, that neither the City of Portland nor Multnomah County will enact significant new discretionary revenues without first reviewing with the other government the impact of such measures on the policy goals of both governments.

ADOPTED on this 21st day of January, 1993.

MULTNOMAH COUNTY, OREGON

By

Gladys McCoy
Gladys McCoy
Multnomah County Chair

CITY OF PORTLAND, OREGON

By

Vera Katz
Vera Katz
Mayor, City of Portland

REVIEWED:

LAURENCE KRESSEL, COUNTY COUNSEL
for Multnomah County, Oregon

By

L. D. B.
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9738G

CITY OF PORTLAND ATTORNEY

By

Jeffrey L. Rogers