

RESOLUTION NO. 877

A RESOLUTION FROM THE CITIES OF CLACKAMAS COUNTY TO THE BOARD OF COUNTY COMMISSIONERS REQUESTING IMPLEMENTATION OF THE RECOMMENDATIONS OF THE "FAIR AND EFFICIENT LAW ENFORCEMENT COMMITTEE"

WHEREAS, the Clackamas County Blue Ribbon Report on Law Enforcement was presented in December, 1988; and

WHEREAS, Ballot Measure 5 reemphasizes the need for efficient and effective service delivery; and

WHEREAS, the County Sheriff and City Police Chiefs are continuing to work toward areas of operational efficiencies; and

WHEREAS, the Committee known as the "Fair and Efficient Law Enforcement Committee" was set up and recognized by the cities of this County and the Board of County Commissioners, and further that said Committee has met numerous times and intensively examined the problems and potential solutions; and

WHEREAS, said Committee has made recommendations to the cities and the Board of County Commissioners which is set forth in its report dated October 22, 1991.

NOW, THEREFORE, THE CITY OF WILSONVILLE RESOLVES AS FOLLOWS:

1. That the Wilsonville City Council does hereby request the Clackamas County Board of Commissioners implement the recommendations of said Committee as follows:

- (a) As soon as possible, the Board of County Commissioners should authorize the Clackamas County Sheriff's Department to immediately prepare the necessary submissions to the Portland Metropolitan Area Local Government Boundary Commission authorizing the creation of the recommended law enforcement district;
- (b) Citizen committees must be an essential part of the process; and
- (c) The County should submit the question of creation of the district at the May, 1992, primary election if said district is authorized by Boundary Commission action.

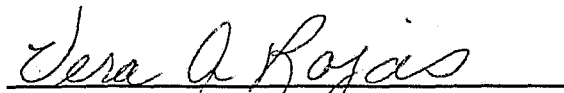
IT IS FURTHER RESOLVED that the members of the Committee, both city representatives and county representatives be commended for their time and effort to solve very difficult issues of the efficient delivery and equitable funding of law enforcement service throughout Clackamas County.

ADOPTED by the Wilsonville City Council at a regular meeting thereof this 4th day of November, 1991 and filed with the Wilsonville City Recorder this same date.



GERALD A. KRUMMEL, Mayor

ATTEST:



VERA A. ROJAS, CMC, City Recorder

SUMMARY of Votes:

Mayor Krummel	<u>AYE</u>
Councilor Carter	<u>AYE</u>
Councilor Chandler	<u>AYE</u>
Councilor Lehan	<u>AYE</u>
Councilor Van Eck	<u>AYE</u>

REPORT OF THE FAIR AND EFFICIENT
LAW ENFORCEMENT COMMITTEE

On March 7, 1991, the Board of County Commissioners of Clackamas County adopted Board Order No. 91-166 establishing the Fair and Efficient Law Enforcement Committee (FELEC). The County Sheriff and the cities of Clackamas County concurred in the formation of FELEC, whose members are as follows: Ed Lindquist, Clackamas County Commissioner; Bill Brooks, Clackamas County Sheriff; Dan Fowler, Mayor, Oregon City; and Roger Hall, Councilor, Milwaukie. Staff members of FELEC are as follows: Peter Harvey, City Manager, Lake Oswego; Michael Jordan, Administrator, Canby; Ris Bradshaw, Chief Deputy Sheriff, Clackamas County; and Mike Swanson, CEO, Clackamas County.

The purpose of the Committee was "to find ways to coordinate, cooperate and provide efficiencies in the delivery of law enforcement services and to explore ways to achieve fiscal fairness." FELEC has been meeting regularly in order to recommend a solution to this very complex matter. FELEC members agreed that many interests would guide them in their deliberations, including the necessity of solving the "tax equity" issue, providing the best possible city and County law enforcement services, laying the foundation for increased cooperative efforts in law enforcement and other areas of local government, and establishment of stable funding for law enforcement services.

FELEC met with the County Assessor and representatives of both the Oregon Department of Revenue and Portland Metropolitan Area Local Government Boundary Commission, and considered the prior work of the Clackamas County Blue Ribbon Committee on Law Enforcement and the North Clackamas Blue Ribbon Committee on Governmental Services. FELEC members wish to acknowledge their debt to those who actively participated in current and past efforts to reach a solution.

In making its recommendations, FELEC members agreed that the "tax equity" and service delivery issues would be best addressed by assigning the responsibility for the payment of services primarily to the recipients of those services. In addition, the urban, unincorporated areas of the County should be provided with the tools to increase their level of law enforcement services should they desire to do so. Thus, a law enforcement service district which encompasses the unincorporated area of the County within the Urban Growth Boundary, including any cities which request inclusion in the district, should be established to provide patrol and desired enhanced services within the district. Simultaneously, FELEC members agreed that certain services provided by the Sheriff's Department should be provided on a County-wide basis. Thus, local jurisdictions may wish to look to

the Sheriff's Department for assistance in providing services which the Department provides on a County-wide basis. In keeping with this approach, the following services of the Sheriff's Department would be financed on a County-wide basis: administration, investigation, special operations, civil division, jail and data processing. These services, together with one half of an officer per thousand in the rural area of the County, should be funded through a County-wide serial levy or tax base. The County-wide tax would reflect a reduction for fees, contracts or other revenues for these services and would include County-wide law enforcement functions presently funded partially by the Law Enforcement Levy (e.g., District Attorney, Community Corrections, child abuse support investigations). These functions currently amount to approximately 20¢ per thousand within the Law Enforcement Levy.

RECOMMENDED ACTION: FELEC recommends that the Board of County Commissioners authorize the Clackamas County Sheriff's Department to immediately prepare the necessary submissions to the Portland Metropolitan Area Local Government Boundary Commission authorizing the creation of the recommended district. Citizen committees must be an essential part of the process. In addition, upon receiving the concurrence of the cities of Clackamas County with this plan, the County should submit the question of the creation of the district at the May, 1992 Primary Election. Of course, Boundary Commission action is a condition precedent to the ballot question and should be pursued with the May, 1992 date in mind.

The members of FELEC unanimously endorse this proposal and recommend it to the Clackamas County Board of County Commissioners and the cities of Clackamas County. It is the Committee's strong belief that this is a positive first step in implementing a solution to the issues of the efficient delivery and equitable funding of law enforcement service throughout Clackamas County. Upon implementation of the district, further discussions have to be undertaken. Those discussions will, with this start, proceed upon a strong foundation of cooperation and mutual respect.

ANALYSIS OF ENHANCED PATROL DISTRICT

ASSUMPTIONS

POPULATIONS

		% TTL COUNTY
Total County	279500	100.0%
Cities with PD (incl Wilsn/Estc)	117865	42.2%
Unincorp.	161635	57.8%
Total Service Area - Rural	91257	32.7%
total Service Area - Urban	70378	25.2%

ASSESSED VALUE (in\$M)

Total County	\$12,400,000	100.0%
Cities with PD (incl. Wilsn/Estca)	5,716,400	46.1%
Total Sheriff Service Area	6,683,500	53.9%
Total Service Area - Rural	3,153,320	25.4%
Total Service Area - Urban	3,530,280	28.5%

Population figures are from current PSU estimates for total county and cities.
Percentages for rural and urban population were taken from BRC REPORT 8-25-88.
Assessed value total was an estimate by CC Assessor.
Assessed value for cities and Sheriff Service area were calculated using percentage
from the Assessor's Tax Statement for 1990.
Percentages applied to the total assessed value for rural and urban values were taken
from BRC REPORT 8-25-88.

SHARED COSTS TAX RATE

SERVICE AREA - CLACKAMAS COUNTY (incl. cities, enhances dist.)

Assessed value (in \$M)	\$12,400,000
Administration	1,726,885
Investigation	1,289,985
Patrol (Rural - .5 off/M pop)	2,798,275
Serv (incl. spc ops)	2,555,184
Civil	894,856
Jail	2,822,811
Data	373,154
Emergency Services	62,751
Other	-0-
TOTAL EXPEND.	\$12,523,881
Rate of Taxation	\$1.111

ENHANCED L.E. DISTRICT PATROL COSTS ONLY AND ADDED TAX RATE (1.0 Officer/M)

Population	70,379
Assessed Valuation (per \$m)	\$ 3,530,280
Required Officer per M population	1.0
Required sworn officer in district	70.4
Rate per hour	\$49.50
Direct man years	62.4
1845 Man hours per man year	115,128
TOTAL PATROL COST PER ENHANCED DISTRICT	\$ 5,698,836
Added tax rate	\$1.61

RATE COMPARISON SHERIFF SERVICE DISTRICT FY 91-92

<u>RATE</u>	<u>BASE RATE</u>	<u>ENHANCED RATE</u>	<u>TOTAL</u>
ALL CLACKAMAS COUNTY	\$1.11**		\$1.11
ENHANCED DISTRICT	\$1.11 **	\$1.61	\$2.72

**Add approximately \$.20/Thousand to the Base Rate for services including District Attorney, Community Corrections and Child Abuse Support Investigations.

County officials offer law-enforcement plan

After months of talks, Clackamas proposes district to handle patrols of urban areas

By VINCE KOHLER
of The Oregonian staff

ANALYSIS

OREGON CITY — The ambitious proposal to form a law-enforcement service district for Clackamas County's urban unincorporated areas was the result of months of complex dickering among officials of the county and its cities.



LINDQUIST

The plan, unveiled Monday, will be on the May 1992 primary ballot.

The proposed district would meet rising demand for more sheriff's patrols in the county's rapidly growing urban areas that are outside cities but within the urban growth boundary. Forming the district also would redistribute the burden of taxes for sheriff's services and make them more equitable countywide, the officials said.

If voters in the proposed district approve its formation next year, property taxes for sheriff's services would drop in cities and in rural areas. Law-enforcement taxes probably would increase in the new district, but taxpayers there would have enhanced street patrols.

The proposal would defuse a long-standing controversy over equitable law-enforcement financing in the county while respecting the cherished autonomy of the sheriff's office and municipal police agencies.

The proposal could set a pivotal precedent for regional cooperation on other services in the era of Ballot Measure 5. The deal's importance was dramatized at a news conference on Monday, when committee members shied away from using the term "negotiations" to describe the work of their eight-member panel, and instead sought to present a united front.

"We all started out representing our own particular areas, but after about the second meeting, we became a team," said Ed Lindquist, chairman of the county Board of Commissioners. "The goal was to solve the problem for all the people of the county."

The plan would shift some of the tax burden for countywide sheriff's service from city taxpayers to tax-

payers in the urban areas outside of cities, in line with the recommendation of a blue-ribbon committee. In return, it also would confer new authority on taxpayers outside the cities to set their own law-enforcement priorities and to decide how much they will spend on them.

The sheriff's office and city police departments soon will initial related agreements for closer cooperation and sharing services, including special investigations and data processing.

"It's a declaration by all of us to maximize cooperation in the law-enforcement community," Sheriff Bill Brooks said. "Not all police departments are equal in what they can do."

The committee spent months inching toward the consensus unveiled Monday. Agreement was predicted in July, but that proved unrealistic. Committee members suggested that the extra time was needed to negotiate a minefield of conflicting political interests.

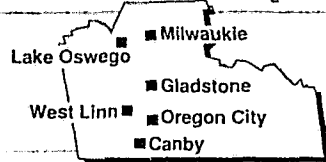
"It was a tough row, but the group worked well together," said Michael F. Swanson, county chief executive officer. "City and county people were able to come together on what appeared to be an intractable problem."

Serving on the panel were Swanson, Lindquist, Mayor Dan Fowler of Oregon City, Brooks and Ris Bradshaw, his chief deputy. Other members were Roger Hall of the Milwaukie City Council; Peter C. Harvey, Lake Oswego city manager; and Michael Jordan, city administrator of Canby.

"This will resolve the main disparity, which was in the cost of patrol services," Fowler said. "We wanted a solution that would be real — not some pie-in-the-sky solution that would be perfect but that the voters would not accept."

He predicted that cities in the county would endorse the proposal.

A blue-ribbon committee about 18 months ago found that taxpayers in the county's cities unfairly subsidize rural sheriff's patrols even though they have their own police forces. The subsidy of about \$1.8 million annually is through the property taxes that city dwellers pay for the countywide serial levy that supports sheriff's operations.



METROSOUTH

COMMUNITY
NEWS AND
FEATURES

County, cities propose law enforcement service district

Proposal calls for enhanced sheriff's patrols to serve county's urban unincorporated area

By VINCE KOHLER
of The Oregonian staff

OREGON CITY — Officials of Clackamas County and its cities on Monday proposed forming a law enforcement service district to beef up sheriff's patrols in the county's urban unincorporated area. The plan will be on the May 1992 primary ballot.

The district would meet rising demand for more sheriff's patrols in the county's rapidly growing urban areas that are outside cities but within the urban growth boundary. Forming the district would redistribute the burden of taxes for sheriff's services and make them more equitable countywide, the officials said.

If voters approve the district, property

taxes for sheriff's services would drop in cities and in rural areas. Law enforcement taxes likely would increase in the new district, but taxpayers there would enjoy greatly enhanced street patrols.

"The people in the district would get to define the level of police service they want — they get to make the decision and they will get what they pay for," said Michael F. Swanson, county chief executive officer. "And it will be their service, dedicated service — they won't share it with the cities or the rest of the county."

The plan was unveiled by a panel of elected officials and high-level managers including Swanson, as the keystone of a long-sought, law-enforcement funding agreement. The committee had worked on the

pact since spring.

The county Board of Commissioners will take up the proposal on Nov. 7. The plan is to go to the Portland Metropolitan Area Local Government Boundary Commission by January. There will be local public hearings before the plan goes on the primary ballot.

The sheriff's office and city police departments also will soon initial agreements for closer cooperation and sharing of services, as part of the plan.

"We've picked a solution that's win-win-win-win," said Chief Deputy Ris Bradshaw, one of the committee members. "There are a lot of interest groups involved, but I like to think this is pretty simple."

The proposed district would serve about 70,300 people living in Clackamas County's urban unincorporated areas. Happy Valley, Johnson City and Rivergrove could join the district if they wished. It would not include Wilsonville, which is outside the urban growth boundary, or cities that have police departments.



BRADSHAW



SWANSON

Forming the district would redistribute the burden of taxation for sheriff's services. A committee about 18 months ago found that taxpayers in the county's cities unfairly subsidize rural sheriff's patrols even though they have their own police forces. The subsidy of about \$1.8 million annually is through the property taxes that city dwellers pay for the countywide serial levy that supports sheriff's operations.

If the district were formed, the cost to all

county taxpayers of the sheriff's serial levy would fall to about \$1.31 per \$1,000 of assessed property valuation, or \$78.60 annually on a \$60,000 home. The annual levy rate now is \$1.55 per \$1,000.

Those in the new law enforcement district would pay the lower rate and would share in sheriff's services such as the county jail, data processing and specialized crime investigations. But they also would pay about \$1.61 per \$1,000 each year for enhanced sheriff's patrols designed to meet urban law enforcement requirements. That would mean an estimated total rate in the new service district of \$2.92 per \$1,000, or \$175.20 annually on a \$60,000 home.

Bradshaw said the ideal would be to have at least one deputy per 1,000 population in the new district, although the actual service level would be decided at public hearings. The patrol level now in rural areas is less than 1/2 deputy per 1,000 population and is about .62 deputy per 1,000 in urban areas, he said.