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CONTRIBUTORS/CONTACTS

Board of County Commissioners

Ed Lindquist
Judie Hammerstad
Darlene Hooley

Sheriff of Clackamas County
Ris Bradshaw

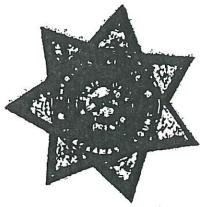
County Executive Officer
Michael Swanson

Prepared by:

James T. Grolbert, Captain
Clackamas County Sheriff's Department

Production: Joann LeBrun
Fiscal Analysis: Jim Smith
Editing: Sarah Hatfield
Publishing: Zoe Salvione

June 1994



Office of
RIS BRADSHAW, SHERIFF
CLACKAMAS COUNTY

June 20, 1994

CLACKAMAS COUNTY SHERIFF'S DEPARTMENT
2223 S. Kaen Road, Oregon City, Oregon 97045-4080
(503) 655-8218

PAT DETLOFF
Chief Deputy
K.R. BAKER
First Sergeant

As the Sheriff I have an obligation to assure a reasonable level of law enforcement and public safety to all people in Clackamas County. As part of that obligation, I am proposing the formation of an "Enhanced Sheriff's Patrol District".

This proposal helps provide a solution to some of the major issues related to law enforcement funding and service in Clackamas County.

Formation of the district will provide a significant improvement in the law enforcement service level within the affected area.

Additionally, the formation of the District will stop the subsidy of urban service levels by rural property owners that has occurred since the early 1980's.

These solutions are the goals of the Enhanced Sheriff's Patrol District. I believe this to be the most effective and responsible avenue to these goals. I very much request that the Portland Area Boundary Commission approve this proposal for submission to the November 8, 1994 General Election ballot.

Sincerely,


RIS BRADSHAW, SHERIFF

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EXECUTIVE SUMMARY

Clackamas County proposes the creation of a Service District effective July 1, 1995 to enhance Sheriff's patrol services. Areas affected are those within the unincorporated Urban Growth Boundary (UGB) of Clackamas County and the cities of Happy Valley and Johnson City.

The goal of the ESPD is to enhance patrol in the area.

The major objectives of this Enhanced Sheriff's Patrol District (ESPD) are:

- Provide for deployment of approximately one deputy per 1,000 population
- Accommodation of rapid increases in population, commercial and recreational activity
- Reduced response time to serious calls for service
- Enhanced police-community partnership
- Tax equity between urban and rural unincorporated areas

This proposal will improve police services for an estimated 1995 population of 85,274 persons living within the District area and will be based upon an estimated assessed value of \$3,763,750,000. The tax rate for this District is estimated at \$0.89 per \$1,000 assessed value.

This proposal differs significantly from previous efforts in that a "differential serial levy" was approved by voters and became effective on July 1, 1993 to fund Sheriff's services. This levy funds basic county-wide services at the same tax rate throughout the county, both in and out of cities. It relieves cities with police departments of taxation to support patrol services outside of their cities by levying a higher tax rate in the unincorporated areas and cities without police departments. Implementation of the ESPD will complete the recommendation of various planning efforts and study groups by raising patrol service levels to one deputy per one thousand population.

Clackamas County requests approval for this proposal from the Portland Metropolitan Area Boundary Commission to enable an election date of November 8, 1994.

INTRODUCTION

The urban area of Clackamas County has grown rapidly in population and commercial activity in the past decade. The opening of the Clackamas Town Center in early 1981 and the completion and opening of Interstate 205 shortly thereafter spurred rapid development. Since then, thousands of additional persons have made their homes in the area and it has become host to the most active suburban retail center in Oregon.

The Clackamas County Sheriff's Department provides law enforcement services to much of this area. Population has increased and commercial activity has exploded. This has resulted in a demand for service which is outstripping the ability of the department to respond.

Cities which operate their own police departments have raised the issue of revenue-expenditure differentials (tax "equity"). They have objected to what they perceive as city tax payers financing local patrol services outside of cities in the urbanized areas of the county. They believe those citizens receiving the services should fund those services. It has been their position that the present system of funding law enforcement through a serial levy with a uniform tax rate county-wide, while patrol services are not uniformly provided, is unfair. This issue was resolved in 1993 with passage of a differential serial levy.

While a differential levy solved this aspect of tax equity, the area is still in need of additional police. This proposal is submitted to complete the process of achieving a solution to the need for enhanced patrol services as well as a permanent funding source for these services. It would create a service district to provide funding for law enforcement services in this area.

It is believed that the Clackamas County Sheriff's Department could smoothly accommodate the addition of thirty-six new personnel to patrol the proposed area. The existing administrative infrastructure of the department can provide necessary support without creating an additional bureaucracy or redundant administration. This benefit is consistent with demands for efficiency in government and in maintaining positive impact on other jurisdictions.

This Feasibility Analysis is being submitted to the Portland Metropolitan Area local government Boundary Commission for uses in evaluating the Service District option. It is a result of an active history, including three separate committees which studied law enforcement and related issues in Clackamas County. It proposes an Enhanced Sheriff's Patrol District as a solution to the problems of service levels and maintaining permanent financing and tax equity.

HISTORICAL BACKGROUND

Clackamas County was created in 1859 when Oregon achieved statehood. Prior to that time, the area that is now Oregon City was the site of the territorial capital. From this geographic center, administrative activities were coordinated for this area including what is now Oregon, Idaho, Washington and parts of Montana and Southern British Columbia. Law enforcement was one of these activities and, beginning in 1843, Joe Meek became the first law enforcement officer of the area's four districts. He operated from his headquarters in Oregon City and was referred to as "Sheriff". In 1845, a sheriff began serving each of the four individual districts.

After statehood the function of local law enforcement was passed to the county sheriff and limited to the geographical boundaries of the county. As population increased, some areas created additional local law enforcement services as cities were incorporated.

Since that time, the population and urbanization of the area has increased dramatically. The population of the county has now reached 302,000 according to Portland State University. The Sheriff's Department provides direct local police services to a majority of these citizens. For purposes of this study, the total population of the unincorporated county and cities without police departments is estimated at 182,468 for July 1, 1995.

The history of law enforcement funding has been directly related to the history of the county's development. The county tax base was set in 1916 and is not known to have been increased beyond the six percent limitation since then. By the decade of the 1970's, it was generally agreed that the tax base of Clackamas County was inadequate to fund the many services the county was required to perform. Attempts at increases had failed, and funding of law enforcement was becoming a critical problem. As a solution, the Board of County Commissioners placed a law enforcement serial levy on the ballot in the Fall of 1976 which was overwhelmingly approved by the voters. This five-year levy provided partial funding for sheriff's operations.

When this levy expired, three-year replacement levies, which funded an increased portion of the sheriff's budget, were approved by voters. By 1984 the sheriff's budget was almost entirely funded by a new three-year levy. This process continued through 1993 when the present three-year levy, which funds nearly all of the sheriff's operations, was approved by voters.

The levy approved by voters in 1993 was a differential levy which adjusted the revenue/expenditure ratio for Sheriff's services inside and outside of cities with police departments. Currently the tax rate for these cities is approximately \$1.25 and the rate outside is approximately \$1.62.

The levies which passed over a decade ago provided for some increases in staffing. Since that time, the sheriff's patrol staff has been slightly increased through municipal and seasonal contracts and twenty (20) deputies are being added as part of the 1993-96 serial levy election. During the decade of the 1980's the County experienced substantial growth in terms of population, as well as commercial and industrial activity. Much of the population increase in the County occurred in the unincorporated areas within the Urban Growth Boundary (UGB). Spurred by the opening of the Clackamas Town Center, the area also developed into the most intense suburban retail center in the state. As these changes occurred, various efforts were made to adapt the provision of services to meet increasing needs.

Consolidation

In 1980 a municipal consolidation effort presented on the ballot was defeated by the voters. This referendum was intended to create a "super city", which would include most of the County east of the Willamette River within the UGB, and the City of Milwaukie, into a large new city.

Other Efforts

In 1987, the Board of County Commissioners initiated an order to create and fund The Clackamas County Law Enforcement Blue Ribbon Committee. Its purpose was to study law enforcement within the county including the cities and the area within unincorporated UGB. This committee consisted of seven members: three were nominated by the Board of Commissioners, three from cities, and one by the six members previously selected.

Their consideration of law enforcement in the county continued over a period of nearly one year. It resulted in the publication of "Law Enforcement Services in Clackamas County, Description and Financial Analysis," Final Report, December 16, 1988, Center for Urban Studies, Portland State University. This report was written by consultants to the committee. (See Appendix A.) The committee itself published a list of recommendations in areas of policy and funding on February 22, 1989. (See Appendix B.)

The committee made twenty-four specific recommendations. Many of the "Service Delivery" recommendations reached agreement in written form between the sheriff and police chiefs. The recommendations relative to funding were not universally accepted by the units of governments involved. A variation of the funding recommendation was offered to voters as part of a county tax base proposal in the Fall of 1989.

This proposal was a new tax base with a revenue sharing component between the county and cities. This measure was not supported by all municipalities and was defeated. This recommendation is based upon the assumptions that one officer per thousand population should be the minimum staffing level throughout the county, and that equity should be included in the funding mechanism.

North Clackamas Blue Ribbon Committee

A second planning effort was carried out by a citizen committee called the North Clackamas Blue Ribbon Committee, which focused upon a broad range of services for the entire urban area of the county north of Oregon City and east of the Willamette River. This committee published "Report of the North Clackamas Blue Ribbon Committee, Institutional Recommendations for Providing Public Services in the North Clackamas Area," Center for Urban Studies and Department of Public Administration, Portland State University (January, 1990). (See Appendix C.)

This committee identified three areas of concern including: infrastructure improvements, public safety and quality of life improvements.

Recommendations included the establishment of three large and comprehensive service districts which would provide service to the unincorporated area as well as to the cities. They concluded that a comprehensive solution to the area required a new structure of government which would unite the area into a "regional" service provision arrangement. Their goals included, among others, the reduction of fragmentation and improved efficiency.

As of this date, a parks service district has been created which approximates this model and is intended to serve the area described above. This district includes much of the county within the UGB and the City of Milwaukie.

Fair and Efficient Law Enforcement Committee

Another planning effort was made subsequent to the Clackamas County Law Enforcement Blue Ribbon Committee. This group, known as the Fair and Efficient Law Enforcement Committee, consisted of one member of the Board of Commissioners, one mayor, one member of a city council and the Sheriff.

The committee revisited the law enforcement funding issues originally treated by the Law Enforcement Blue Ribbon Committee. They recommended an alternative to the funding recommendations suggested by the Blue Ribbon Committee which were not adopted by the county and cities.

Their specific recommendation was for the county to pursue a Law Enforcement Service District. Their recommendation was issued in October, 1991, and included the formation of a Law Enforcement Service District for the funding of patrol services in the unincorporated areas within the UGB.

It is in the context of this history that this document is submitted to the Portland Area Metropolitan Boundary Commission in an effort to carry out this recommendation. (See Appendix D.)

Why select this area for a Law Enforcement Service District?

Several alternatives were considered during the development process of this proposal. These were rejected for various reasons in favor of this specific recommendation. The primary issues, however, were the relationship of the "urban" nature of the area and its consequent need for higher levels of patrol service and funding equity.

A substantial number of calls for service received by the Sheriff originate within the UGB. In addition, the consultants who researched law enforcement for the Clackamas County Blue Ribbon Committee on Law Enforcement found that the tax equity problem exists mostly between cities with police departments and the urban areas outside of cities in the Urban Growth Boundary. They stated in their document "Law Enforcement Services in Clackamas County: Description and Financial Analysis," Final Report (December, 1988) p.88:

There is substantial subsidy from the cities to unincorporated areas of the county as a function of the Sheriff's levy. It appears to benefit the unincorporated area inside the UGB more than the unincorporated area outside the UGB....

and,

The rural area is probably getting more service than it pays for in taxes but this may be warranted by the metropolitan nature of the county, i.e., it may not be possible to cut service there....

Virtually all of the land within the UGB is now, or will be, subject to high intensity urban land use. The need for law enforcement services and enhancement of services is not limited to any particular part of this area, nor is the need to adjust for the tax equity problem. It was, therefore, considered inappropriate to leave any part of the UGB out of the proposed District.

The UGB was selected as the boundary for the proposed Service District because it includes the entire area in question. The problem of service level exists throughout the unincorporated UGB, but no extant boundary or district exclusively covers this entire area other than the UGB itself. Existing service districts such as water, sewer and park districts, for example, are much more limited geographically. Therefore, it was not possible to find a direct overlay of another district, and it was concluded that the UGB, rather than some other boundary, was most appropriate.

Because of the clear difference in land use restrictions and concentration of assessed value in the rural areas, it also appeared inappropriate to include land outside of the UGB within the proposal. It was decided to treat this area of the county differently, and to continue funding direct patrol services to the area through the Law Enforcement Levy as part of a "base level" of service.

Why not fund these services from the county general fund?

A discussion of the current general fund of Clackamas County is included in the section titled **The Goal of the Enhanced Sheriff's Patrol District**. As discussed above, the county general fund has been inadequate to support general county functions, as well as patrol within the UGB, or other Sheriff's services.

Why not fund these services from a differential tax base?

A differential tax base as opposed to a serial levy has been discussed. Under this method of funding, those areas with police departments would pay one rate and those receiving Sheriff's services would pay another higher ("differential") rate. This method is less attractive because a tax base would include all county services, not just law enforcement.

The county has attempted to secure an enhanced tax base on several occasions without success. These proposals attempted to enhance the existing, county-side tax base and did not include a differential rate for cities.

The present sheriff's levy does tax at differential rates as described above. It relieves cities with police departments of financing sheriff's patrol services outside of cities, but does not provide a sufficient level of patrol, nor does it provide a stable, permanent funding source. The present levy configuration also displaces some patrol resources from rural areas outside the UGB to areas within the UGB due to high demands for patrol services.

Past Service District proposals

Similar proposals were narrowly defeated by voters in May and November of 1992. The changing conditions of local and state government and rapid growth, together with Ballot Measure Five mandated revenue impacts, appear to make this proposal viable for presentation to voters on November 8, 1994. The "photo finish" of the last election also indicates that citizens are receptive to this concept, i.e. according to the Clackamas County Elections Department, the November 1992 ballot title resulted in 16,746 "yes" votes and 17,258 "no" votes. This is a difference of only 510 votes - a percentage of 49.3 to 50.7.

THE GOAL OF THE ENHANCED SHERIFF'S PATROL DISTRICT

The goal of the ESPD is to provide enhanced patrol service to the area.

Objectives

1. Deployment of approximately one sworn officer per thousand population within the District.
2. Reduced response times to emergency and other types of calls for service, to provide an acceptable level of protection for life and property.
3. Enhanced community partnership between the patrol serving the area and residents, businesses and visitors.
4. Creation of a permanent funding base.
5. Tax equity between urban and rural unincorporated areas

Objective Number One - Deployment of One Sworn Personnel per Thousand Population

This proposal is based upon the assumptions that the above listed objective of approximately one officer per thousand population is adequate to provide service to the area, and that the present level of staffing is not adequate. The proposal is made in the context of the unique history of the development of law enforcement, funding mechanisms of both the sheriff and general county, and the magnitude and patterns of economic growth in the area.

Tables representing the general county tax base for Clackamas County are on the following pages along with comparisons with other counties in the area. The information obtained from respective county assessors clearly indicates that the county does not receive similar levels of funding as the other counties. Requests for increases in the tax base have been unsuccessful. This has made it necessary for the county to fund law enforcement through a serial levy which is separate from general county funding.

Because of this funding situation it appears necessary to continue funding many sheriff's services from three-year serial levies. Under the Service District proposal, enhanced patrol services in the ESPD would be funded by the District. All remaining services provided by the sheriff would be funded by the serial levy or special contract payments.

Effects of the Service District on the Law Enforcement Levy

Sheriff's services, other than contracts, are funded from the Law Enforcement Levy. The distribution of funds from this levy are listed in the tables below, excluding the effects of urban renewal:

The current three-year levy began July 1, 1993 and will expire on June 30, 1996. It is a "rate-based" levy with an approved rate for the 1993-94 tax year of about \$1.25 inside cities and \$1.62 outside cities per \$1,000 assessed value as listed above. The distribution of the levy to sheriff's operations will include funding for county-wide services and patrol services in the unincorporated areas outside the UGB. This funding will support a level of approximately 0.571 officers per one thousand (1000) population. This ESPD funding will raise the number of deputies to approximately 1.0 officer per one thousand (1000) population.

CURRENT DISTRIBUTION OF DIFFERENTIAL LEVY

	WITHIN CITIES WITH POLICE	UGB/RURAL/ CITIES WITHOUT POLICE
Sheriff	\$1.11	\$1.48
Other Funding	-0-	-0-
For Criminal Justice	0.14	0.14
TOTAL	\$1.25	\$1.62

Description of Present Sheriff's Services and Funding

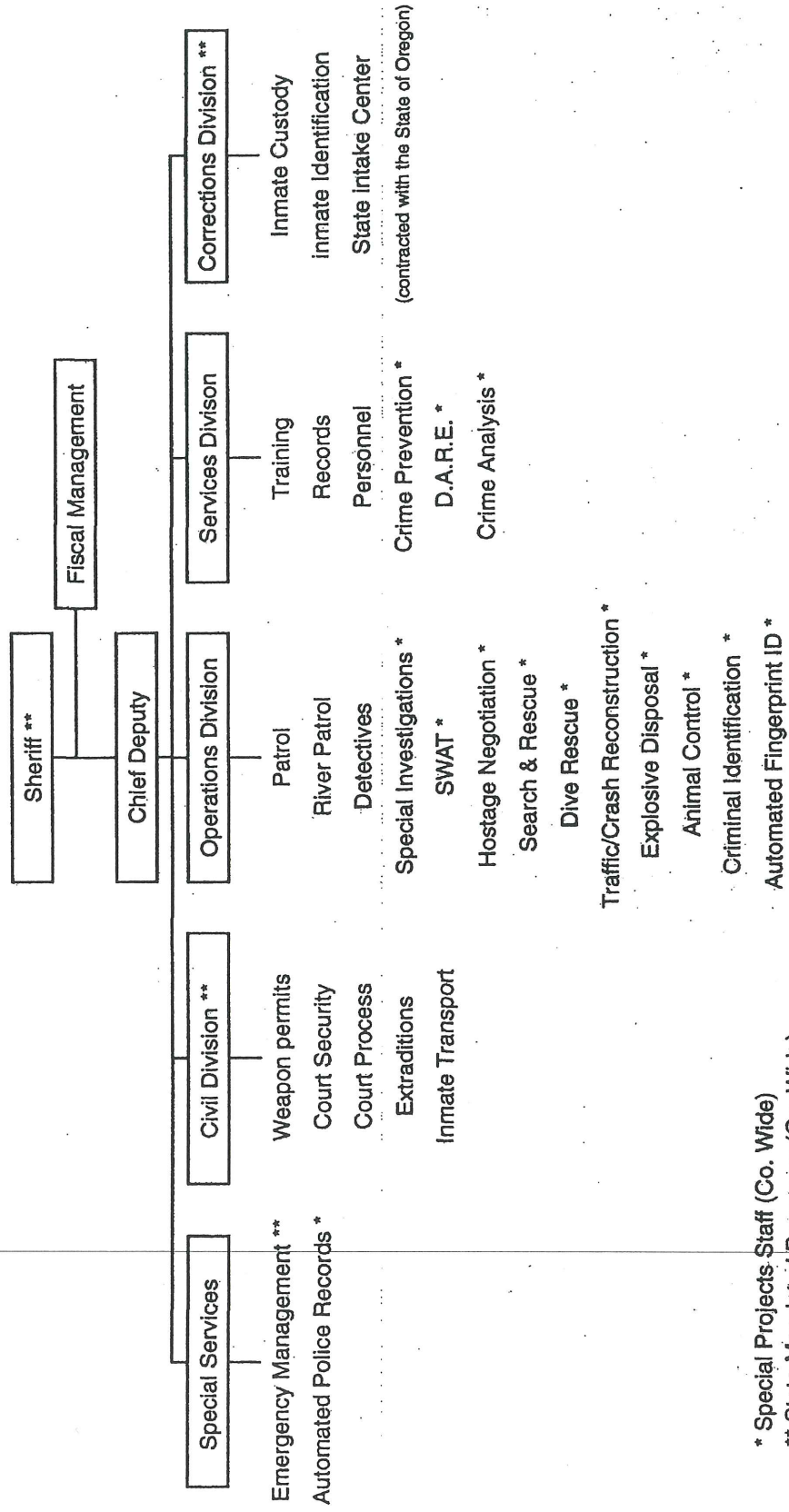
The Sheriff's Department now provides a full range of local law enforcement services funded by the three-year law enforcement levy. The operation of the jail and civil divisions serve a county-wide function. There are also special projects patrol staff providing county-wide services available in all areas of the county and cities with police departments including:

Investigations
Criminal Identification
Administration
Hostage Negotiation
Animal Control Administration

Crime Analysis
Accident Reconstruction
Data Systems
Dive Rescue

Search and Rescue
Special Investigations
SWAT
Explosive Disposal

Sheriff's Department Program Chart



* Special Projects Staff (Co. Wide)

** State Mandated Programs (Co. Wide)

The sheriff's patrol function is mainly deployed in the unincorporated areas as described in the following table. Eighteen sworn personnel funded through contract agreements provide direct city police services to four cities within the county and some other counties. Some patrol service is provided to cities with police departments in the event of an emergency, when the city has no patrol available to respond to a priority call, or in the event of a joint operation.

The outline of current allocation of sheriff's services is as follows:

Population:	182,468
Total Sworn Personnel:	79
Sworn Personnel per 1000:	79 = .433

Funding for nearly all of the above listed services, other than contracts, comes from a three-year county-wide law enforcement serial levy.

The following are tables of comparative staffing levels and service cost ranges of large agencies and agencies within the Clackamas UGB. These data reflect jurisdictions with populations most similar to the Service District and jurisdictions in the Clackamas County UGB with police departments. This table reflects the latest available data from Board on Public Safety Standards and Training (BPSST) and shows the relatively low staffing levels within the ESPD area. (See Appendix G.)

COMPARISON OF STAFFING AND COST OF OREGON'S FOUR LARGEST POLICE DEPARTMENTS WITH THE ESPD *

DEPARTMENT	NUMBER OF POLICE	POPULATION SERVED	ANNUAL BUDGET	OFFICERS PER 1,000 POPULATION	POLICE BUDGET PER CAPITA
EUGENE	149	119,235	12,893,813	1.25	108.13
GRESHAM	96	73,185	10,829,413	1.31	147.97
SALEM	151	113,325	12,449,570	1.72	109.86
PORTLAND	957	471,325	80,752,794	2.03	171.33
AVERAGE				1.58	134.32
ESPD	36.1	85,274	3,042,984	0.42	35.63
CURRENT LEVY	49.2	85,274	4,969,358	0.58	58.17
ESPD/LEVY TOTAL	85.3	85,274	8,012,342	1.00	93.80

**COMPARISON OF STAFFING LEVELS AND COSTS OF CLACKAMAS COUNTY
POLICE DEPARTMENTS IN UGB WITH ESPD ***

DEPARTMENT	NUMBER OF OFFICERS	POPULATION SERVED	ANNUAL BUDGET	OFFICERS PER 1,000 POPULATION	POLICE BUDGET PER CAPITA
GLADSTONE	12	10,975	871,196	1.09	79.38
LAKE OSWEGO	40	32,555	4,988,482	1.23	153.23
MILWAUKIE	26	19,955	2,254,781	1.30	122.99
OREGON CITY	23	17,315	2,027,465	1.33	117.09
WEST LINN	19	18,165	1,754,506	1.05	96.58
AVERAGE				1.20	113.85
ESPD	36.1	85,274	3,042,984	0.42	35.63
CURRENT LEVY	49.2	85,274	4,969,358	0.58	58.17
ESPD/LEVY TOTAL	85.3	85,274	8,012,342	1.00	93.80

The above data are included to provide a context for the scope of the District proposal relative to financial feasibility and a comparison to similar areas. It should also be noted, however, that budget reporting procedures for personnel and other costs may vary considerably across jurisdictions, so care is recommended in making comparisons.

Both the Clackamas County Law Enforcement Blue Ribbon Committee and the Fair and Efficient Law Enforcement Committee have recognized the insufficiency of the current level of patrol personnel. Both committees and the sheriff have recommended a level of at least one officer per one thousand citizens. (See Appendices B and D.)

Objective Number Two - Reduced Response Time

Response time is an important factor in measuring police performance. It is defined as the time lapse between receiving a request for help and the arrival of a law enforcement officer at the scene. The patrol response of the Sheriff's Department remains service oriented and motivated. However, because of insufficient patrol staff, response time to emergencies is delayed; therefore, it is not possible to provide timely response to non-emergency events in a manner the public appears to expect.

Many other performance measures exist and have been treated in the literature of police administration. Response time, however, is an important measure of performance in that it is a measure of public safety in times of emergencies. It also is an indicator of how long citizens must wait for non-emergency services. The present response time for sheriff patrols in the proposed area is in the table **Historical Patrol Response Time** on page 23.

For many years the Sheriff's Department has operated under a policy of responding to all requests for service. It has now become necessary to curtail responses in some cases due to increasing call loads and the need to prioritize investigations.

The previously stated objective of reducing response time can be obtained by staff increases possible with the proposed District. It can also provide resources to avoid curtailing sheriff's responses to calls as discussed above. The estimated future response times for sheriff patrols in the proposed area are in the table on **Estimated Future Patrol Response Time in Service District Area - with Enhancements**. These are based upon surveys of response times and estimates of the impact of a level of one sworn officer per thousand citizens. They are contrasted with response times based upon the present level of staffing.

Prioritization of Patrol Response - Current Sheriff's Policy:

The following are definitions and criteria for various levels of patrol responses:

Priority Level 1: These calls are answered immediately. If the situation requires, personnel on other assignments may be recalled to handle these situations, or off-duty personnel, detectives, etc., may be required to assist.

- A. Calls requiring attention to physical injury or imminent physical injury to a person.
- B. Calls to cover another police officer.
- C. Any call to a crime of violence for which there has not been an appreciable delay in reporting by the victim.
- D. Calls of a felony in progress.
- E. Calls to a riot, major disturbance, etc., or for which failure to immediately respond would likely result in any of the above.

Priority Level 2: These calls may be delayed under certain conditions.

- A. Calls of non-violent felonies and misdemeanors.
- B. Calls of "cold" violent crimes that have not resulted in serious injury, where the delay is significant and the result of the victim's own actions.
- C. "Cold" disturbance calls.
- D. Service calls that will obviously require later contact, i.e., abandoned autos, found property, missing persons, etc.

Priority Level 3: These calls will not be answered during times of exceptional demand for service.

- A. There is no criminal activity.
- B. There is no violence involved, and no significant potential for violence.

HISTORICAL PATROL RESPONSE TIME IN SERVICE DISTRICT AREA

PRIORITY	OAK LODGE/ JENNINGS LODGE	I-205	WEST SIDE
LEVEL 1	6.9	8.0	8.9
LEVEL 2	10.2	11.5	11.8
LEVEL 3	12.4	12.2	11.1

Expressed in minutes

Current rate of 0.54 deputies per 1000 population

ESTIMATED FUTURE PATROL RESPONSE TIME IN SERVICE DISTRICT AREA - WITH ENHANCEMENTS

PRIORITY	OAK LODGE/ JENNINGS LODGE	I-205	WEST SIDE
LEVEL 1	5.0	5.0	5.0
LEVEL 2	Variable	Variable	Variable
LEVEL 3	Variable	Variable	Variable

Expressed in minutes

Future Rate of 1.0 Deputy per 1000 Population

Level Two and Level Three response times will be based upon availability of units to respond. These times will be reduced from present levels, but it is not feasible at this time to estimate the magnitude of these reductions.

Objective Number Three - Enhanced Community Partnership

The third objective is enhancement of the law enforcement partnership with the community. Increased patrol intervention into community problems can be more effectively provided with the proposed staffing enhancements. Pro-active patrol operations will enable increased patrol activities focusing on special neighborhood problems. Community-oriented police responses to neighborhoods and aggressive enforcement activities directed to specific neighborhood problems will be possible.

Time for such activities can be expressed as a function of "uncommitted" patrol time; that is, time available to patrol personnel which is not consumed by patrol responses.

Objective Number Four - Creation of a Permanent Funding Base

The levy will fund county-wide sheriff's services within cities with police departments and patrol outside the UGB. This will create an arrangement similar to that of Washington County in which the County General Fund finances county-wide and rural law enforcement from the county tax base while patrol services in the UGB are funded by a service district.

In this case, county-wide and unincorporated services are funded by the sheriff's levy and increased patrol within the UGB will be funded on a permanent basis from the service district. This will protect against future subsidizing of the unincorporated UGB area by tax payers of the rural unincorporated area. The great demand for patrol services in the proposed area draws resources from rural patrol areas. While the Washington County model includes a tax base which is permanent, the voters of Clackamas County have regularly rejected tax base proposals while supporting Sheriff levies. This reality has caused Clackamas County to seek a solution similar to that of Washington County but tailored to the unique history and governmental processes in Clackamas County.

Objective Number Five - Tax Equity between Urban and Rural Unincorporated Areas

The proposed ESPD area is a densely populated and active region. The level of residential, commercial, social and transit activities have resulted in high demands for patrol responses. This has caused some displacement of patrol services from the rural areas outside the UGB to the urban areas inside the UGB while both areas are taxed at the same rate. This proposal is expected to solve the problem of tax equity between urban and rural unincorporated areas.

TIME SCHEDULE

Decision by Board of County Commissioners and Sheriff to proceed with Service District Proposal	June 23, 1994
County files Service District Proposal with Feasibility Analysis and other materials to Boundary Commission, no later than	June 24, 1994
Boundary Commission Hearing of Proposal	July 28, 1994
Last day to certify measure and explanatory Statement	Sept. 8, 1994
Election Date	Nov. 8, 1994
District begins Operation	July 1, 1995

Start-Up

1. **Hiring:** Hiring of personnel can be accomplished through the existing recruitment and selection resources of the county. Sufficient resources exist to conduct testing, evaluation, background investigations and other necessary procedures. The existing organizational resources of the county and Sheriff's Department are sufficient to conclude these tasks on schedule. It is expected that all personnel would be hired on or about July 1, 1995.
2. **Training:** Field training will be required for all new personnel, and police academy training for that portion of new personnel who are not certified by the Board on Public Safety Standards and Training (BPSST). Ideally, half of the personnel recruited will be BPSST certified police officers. The existing pool of current and future Field Training Officers working in the Patrol Section of the department would provide the necessary field training for these personnel. New deputies with no police experience will be required to attend the BPSST Basic Police Academy in addition to field training similar to that described above. It is anticipated that the entire new staff for the District could be on-line in less than a year.
3. **Equipment:** All equipment, such as vehicles, communications gear, and other items necessary for start-up, can be in place and operational within the limits of the above described deployment schedule.

Operations

1. **Administration:** Administration for the activities of the District can be provided by the existing organizational structure of the Sheriff's Department. No new command personnel will be necessary above the Watch Commander (lieutenant) level. The existing structure of one Sheriff, one Chief Deputy and four Division Commanders (Captains) would constitute the sworn members of the present and future administration.
2. **Equipment:** Vehicles and related special equipment are currently maintained by the shops of the Clackamas County Department of Transportation and Development (DTD). A financial agreement exists between the Sheriff and DTD under which all vehicles are purchased, prepared and serviced. It is estimated that approximately seventeen new patrol and other vehicles will be necessary. It is the opinion of DTD that no new facilities or special expenditures will be necessary in order to accommodate this equipment.

Communications equipment is purchased, prepared and serviced by the Clackamas County General Services Agency (GSA). Their radio shops will require no additional facilities, special expenditures or personnel in order to support the additional communications equipment necessary for the District.

Dispatching is also provided by a division of GSA.

3. **Facilities:** The Sheriff's Department does not have a patrol facility in the proposed District boundaries. In order to accomplish the mission of the patrol district and form enhanced community partnerships, a facility within the District will be needed. The District proposal will include funding for the facility.

The option to create a facility within the District through lease or purchase also exists. The county will investigate the options of partnerships with other county departments in developing a facility in north county area. The west side areas would be best served by creating a reporting station there and originating patrols from Wilsonville. Routine response from Wilsonville would be in the range of ten to fifteen minutes. Emergency responses would be less.

The proposal assumes that the current organizational structure of both the general county and the Sheriff's Department can support the personnel necessary for operation of the District without creation of new bureaucracies, governing bodies or administrative units.

APPENDIX

- A. *"Law Enforcement Services in Clackamas County: Description and Financial Analysis, Final Report," (December 16, 1988).*
- B. *"Clackamas County Blue Ribbon Committee on Law Enforcement Recommendations" (February 22, 1989).*
- C. *"Report of the North Clackamas Blue Ribbon Committee, Institutional Recommendations for Providing Public Services in the North Clackamas Area" (January, 1990).*
- D. *Fair and Efficient Law Enforcement Committee Recommendations (October, 1991).*
- E. *"Recommendations For Service Improvements in Clackamas County Law Enforcement" Bill Brooks, Sheriff (Jan 30, 1989).*
- F. *Legal description of the service area.*
- G. *Correspondence from BPSST regarding annual personnel and budget Study, Oregon Law Enforcement Agencies, Fiscal Year 1993-94 Oregon Board on Public Safety Standards and Training - Unpublished data - Jeri Hemmer, Monmouth, Oregon (503) 378-2100.*
- H. *Correspondence from the Center for Population Research. Portland State University. Census (April, 1994).*
- I. *Population Estimates for Oregon: July 1, 1993. Center for Population Research. Portland State University. Census for July 1, 1993.*