



Washington County
2000
Meeting The Future Now

FEASIBILITY ANALYSIS

ENHANCED SHERIFF PATROL DISTRICT

Submitted to: Portland Metropolitan Area
Local Government Boundary Commission

VOLUME 5A

WASHINGTON COUNTY BOARD of COMMISSIONERS /
GOVERNMENT FINANCE ASSOCIATES

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I. INTRODUCTION AND SUMMARY

Public safety and justice services in Washington County -- police protection, courts, and corrections -- are no longer adequate to meet the needs of the County's growing population.

The problem is money. Because of the limited financing mechanisms available to the County, funds have not increased fast enough to keep up with population growth.

Police services in the County's urban unincorporated neighborhoods are particularly hard hit by the funding shortage. By 1985, the Washington County Public Safety Review Committee, a countywide advisory panel of community leaders and law enforcement officials, found that the Sheriff's urban patrols had fallen significantly below the level of nearby cities, and below the level considered by the committee to be a minimum standard to ensure public safety.

The committee recommended the County seek new methods outside the County General Fund to finance improved urban patrols.

County policy identifies urban level patrols as the type of municipal service that will not be funded by the County's General Fund. But there are some 115,000 Washington County urban residents who live outside cities now. And annexations or incorporations of new cities take time under Oregon law, and require careful planning to acquaint citizens with new service arrangements and to ensure a smooth transition.

A solution to help pay for patrol services is to create a law enforcement service district. The new district would provide the funds to improve urban patrols to a level that meets the minimum standard set by the Public Safety Review Committee --which is well below the prevailing level in nearby cities. As recommended by the Public Safety Review Committee, such districts can be structured so that the added cost is paid by those receiving the enhanced service.

The feasibility of a service district has been analyzed extensively over the past year, by Washington County and independent consultants: Government Finance Associates Inc. and Barney & Worth, Inc.. The results show that the committee's minimum recommended service level, 1.0 sworn officers per 1,000 residents, can be met at an annual cost of only \$68 per average single family residence in FY 1988-89.

The analysis demonstrates that a police service district is a viable option. Even at the bare minimum level recommended by the Public Safety Review Committee, there will be a marked increase in Sheriff's patrols. The number of sworn officers patrolling urban neighborhoods will double, response times will be reduced significantly, and the deputies will be able to respond to some of the non-emergency calls that go unanswered today.

As a result of this feasibility analysis, the Washington County Board of Commissioners has taken action to initiate formation of a County Service District to provide enhanced police protection for the urban areas outside cities. The district is scheduled to take effect July 1, 1988, following final approval by the Portland Metropolitan Area Local Government Boundary Commission, and funding approval by district voters.

II. BACKGROUND AND HISTORY

Public safety and justice services are no longer adequate to meet the pressing needs of Oregon's fastest growing county.

The root of the problem is funding. These services have been provided effectively over the years by county government and cities. But the funding hasn't kept pace with Washington County's population, which has nearly tripled in size since 1960, expanding to about 275,000.

The County's public safety and justice functions are supported primarily by County general funds, largely property taxes. Operating on a tax base established in 1916 for a rural county, the County's resources did not provide for growth. Until 1986, the County operated for six years on about the same property tax levies. Only stop-gap funding from special serial levies averted a crisis.

Fortunately, the County received approval in November 1986 for a new tax base that begins in FY 1987-88. Voters approved this new tax base with the understanding it will be sufficient to fund county-wide services over the next five years.

Meanwhile, other factors beyond the County's control have driven up the cost of local justice services:

- o State and federal corrections facilities have become overcrowded, placing a greater burden on the County to house state prisoners.
- o At the same time, federal court mandates have sliced the area's jail cell capacity.
- o Court facilities are also overcrowded, and more courtroom space is needed to streamline the judicial process. Lane County, at a similar population size, has twice as many judges.
- o The amount of state and federal support for justice services has declined--many outside sources have disappeared entirely.

The County's budget commitment to these services continues to grow, unchecked. By 1986-87, public safety and justice services consume 41% of Washington County's general fund--up from 36% in 1985-86.

The Need for More Urban Patrols

One serious outcome of the conflict between rising costs and flat revenues has been a marked decline of police patrols in the County's urban unincorporated areas.

Much of the County's growth, which exceeded 20,000 people in the past five years, has occurred in these urban neighborhoods outside cities. But police patrols there have actually diminished.

In fact, police service levels in these areas are significantly lower than in the nearby cities. To compare law enforcement staffing in the cities, as measured by the number of sworn officers per 1,000 residents, ranges from a low of 1.2 sworn officers per 1,000 residents up to 2.1 sworn officers per 1,000 residents in the cities. This service level compares to only .7 sworn officers per 1,000 residents in the unincorporated areas.

These figures also reflect a growing disparity in police performance. Police response time to emergency calls is lengthening and more calls are going unanswered in these areas.

Public Safety Review Committee

The Washington County Public Safety Review Committee, a countywide panel of community leaders and law enforcement officials, was appointed by Sheriff William Probstfield in 1985 to study the situation. They concluded that the level of patrols had fallen well below a safe minimum level of 1.0 sworn officers per 1,000 residents.

Information presented to the Committee demonstrates that this situation will worsen if no additional funds are provided. If current trends continue, the remaining deputies available for patrol duties will be reduced to a minimum base level that could only assure officer response to priority #1 and #2 calls. Further erosion of law enforcement levels could seriously compromise officer safety, damage Washington County's quality of life, and undermine the area's economic potential.

The Committee recommended that alternative funding methods be pursued immediately to ensure that police patrols would continue, at least at minimum levels.

A Plan to Pay for Better Urban Patrols

In response to these urgent needs addressed by the Washington County Public Safety Review Committee, an alternative funding plan has been developed to provide enhanced police patrols in urban neighborhoods.

As recommended by the Committee, the Sheriff would maintain responsibility for police patrol of areas outside cities. But the costs of patrol services in urban Communities would be borne by citizens and property owners in those areas.

Key elements of the funding plan are:

1. Base level of countywide public safety and justice services would be supported through an adequate countywide property tax base.
2. An enhanced level of patrol services needed in urban areas would be financed by new methods, such as special law enforcement districts, or by cities through annexation or incorporation.
3. Countywide taxes will not be used to provide municipal-type patrol services.

Washington County 2000

To help find permanent solutions to the County's service and funding problems, the County Board of Commissioners directed an effort to prepare a strategic plan, named Washington County 2000.

The future plan calls for the County to concentrate on providing services on an equal basis, countywide, whether residents live in a city, an unincorporated urban area, or a rural area.

At the same time, the plan acknowledges that the County's cities have shown growing interest in annexation of adjacent urban areas.

Washington County 2000 proposes two types of service provided by County government: a delivery system which clearly distinguishes between the "countywide" services, and "municipal" services.

Municipal, or city-type services, are those which benefit a specific geographic area or target population. Washington County's future plan directs these services to be funded by those people living in the benefited geographic area or transitioned to other more appropriate service providers within the next five years. The County considers urban level police protection to be an important example of this type of transitional service.

Preliminary Feasibility Study

Under the overall policy direction of Washington County 2000, a study was prepared to analyze the feasibility of a local police service district. The feasibility study was completed by independent financial consultants and presented to the County Board of Commissioners in December 1986.

The study concluded that a service or taxing district for law enforcement would be a viable option for providing financial support for enhanced urban police patrols. Even the minimum service level recommended by the Public Safety Review Committee, 1.0 sworn officers per 1,000 residents, would represent a significant enhancement of Sheriff's patrols in urban neighborhoods.

The study also presented several options for the district's administrative structure, boundaries, service level, and funding method. Preliminary multi-year financial projections were presented for one-time and ongoing costs, at each service level. The study also identified staffing needs. Formation steps for a police service district were outlined, including the requirements for Boundary Commission approval.

The results of the preliminary feasibility study were discussed by the Washington County Board of Commissioners, and later presented to the Boundary Commission by County staff and consultants on January 21, 1987.

District Configuration Options

Analysis of the police district concept continued in January 1987 with preparation of a "white paper" examining various options for district configuration. The analysis was intended to assist County policymakers in determining the ideal structure for the district.

The main questions analyzed:

- o Number of districts: whether there would be one or more districts within the urban or rural areas.
- o District boundaries: how boundaries could be best defined for multiple districts, or for service areas within a single district.

Evaluation criteria were applied to test each option:

1. Responsiveness to local communities
2. Equity
3. Fiscal viability
4. Service delivery efficiency
5. Administrative efficiency
6. Community support
7. Consistency with Washington County 2000
8. Potential for Boundary Commission support
9. Legal feasibility

A central issue was how to design the district(s) to maximize responsiveness to the service needs of individual communities, while keeping the enhanced police service efficient and affordable.

The study concluded the County could pursue one of the three options which would allow some element of community control over police service levels:

- A. Creation of a single county service district with a single uniform tax rate, but administered in such a way that the service levels reflected local concerns and law enforcement priorities.
- B. Formation of a county service district with a provision for "community service area" increments (and charges) above the unincorporated areawide enhanced service level.
- C. Or multiple county service districts, based on "community service areas", which provide varying levels of service at varying rates.

Citizen Response to Police Service District Proposal

Starting in February 1987, Washington County took the County 2000 plan to the community, holding a series of meetings throughout the County. The meetings were designed to give citizens an opportunity to participate, by asking questions and sharing their views on the County's plan for future service delivery. The primary focus of the meetings was the County Service District concept for law enforcement and road maintenance.

After a brief overview of the Washington County 2000 plan, the public was invited to discuss any of three functional areas of government with department directors and County Board. County officials explained their respective services and the manner in which the proposed districts and the County 2000 plan will affect future service delivery. The Sheriff highlighted the police service district proposal for interested members of the public.

Questions raised by attendees at these meetings centered on service levels and funding for police service:

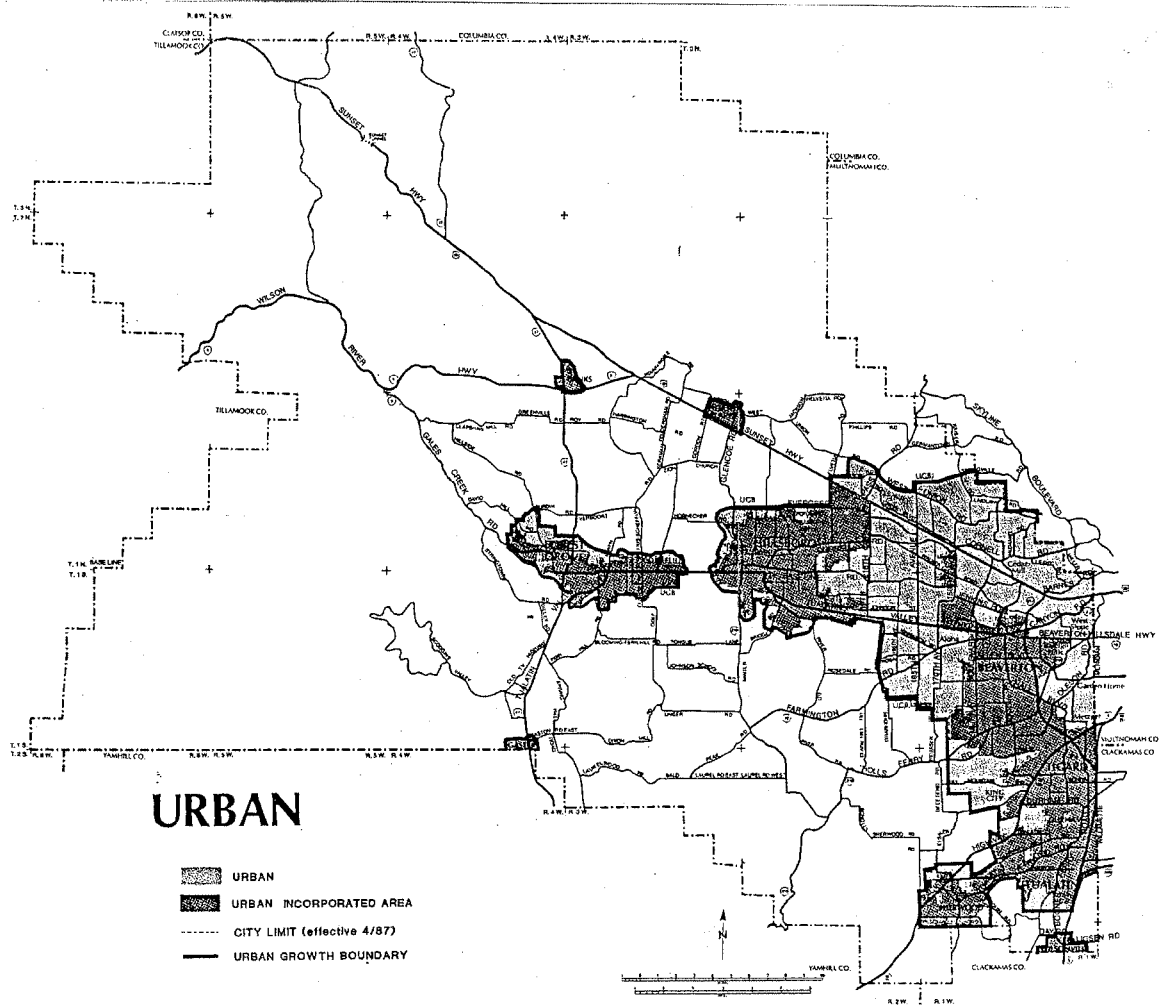
- o What does the "base level" provide in terms of service delivery?
- o What improvement does a higher staffing level offer in terms of call priority/response time?
- o What are the contrasts between two possible enhanced service levels: 1.0 and 1.6 sworn officers per 1,000 population?
- o How does the total cost of the proposed county service district compare with service costs in nearby cities?

With additional information on these service and funding issues, citizens then directed their comments and questions toward the available future service options and their relative costs. Options considered were annexation, incorporation of a new city, county service districts and the status quo. Participants noted in particular the financial advantages of being in a city.

The public consensus in these discussions:

1. A majority of citizens attending the sessions supported the county service district option as the best interim method to provide services.
2. Citizens believed the appropriate service funding level for the district is 1.0 sworn officers per 1,000 population.
3. Some attendees also urged that the County assure residents of the unincorporated areas that patrol levels will not fall below a critical "base level" in the event the service district proposal is not approved by voters.
4. Attendees generally supported a single urban (vs. multiple) county service district proposal, because of lower administrative costs.

5. Some citizens wanted assurance that the enhanced patrol services would be restricted to the County Service District boundaries and not used to subsidize other areas.
6. It was unanimous among meeting participants that the police service district proposal be submitted to voters.



III. DESCRIPTION OF THE SERVICE AREA

The service area to be covered by the Urban Law Enforcement Service District encompasses all of the urban areas outside the cities within the county (the map on the previous page and a detailed legal description accompany this report). The boundaries of the district are therefore defined by the city limits of the cities in the urban area and by the Urban Growth Boundary as determined by the Metropolitan Service District.

This area is characterized by a diverse, relatively high income residential community, considerable commercial activity, and a significant and growing industrial employment base.

Population, Demographics, and Economic Characteristics

The "Urban Unincorporated" area contains approximately 115,000 residents (approximately 42% of the County's total), and is expected to grow to almost 130,000 by 1991. These residents are housed in approximately 46,000 dwelling units, with an average household size of 2.59 persons.

Population density is approximately 2,315 persons per square mile in the entire urban area of the County. The unincorporated portion of the urban area is largely indistinguishable from the incorporated areas, encompassing similar population densities, land uses, and economic activities.

The tables and charts on the following pages serve to illustrate the growing and diverse nature of the area as well as the considerable capacity to support services gained by the citizens and businesses of the unincorporated areas.

Although not available specifically for the unincorporated area of the County, some economic data for the the entire County are illustrative of the relative economic strength of the area:

Median Household Effective Buying Income (1985)

Washington County	\$30,898
Clackamas County	\$27,437
Multnomah County	\$21,463
City of Portland	\$19,868

Retail Trade 1978 to 1985 (000)

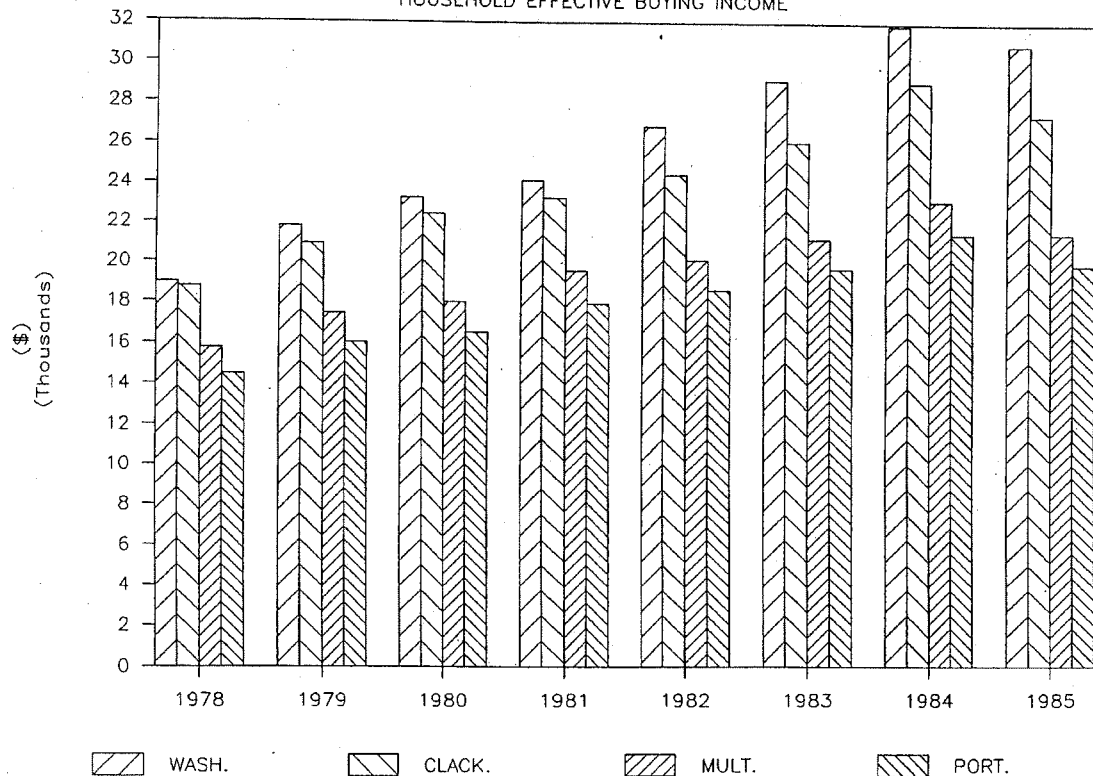
	<u>1978</u>	<u>1985</u>	<u>Annual Growth</u>
Washington County	\$738,154	\$1,925,998	+14.7%
State of Oregon	\$8,470,146	\$15,159,386	+ 8.7%

Per Capita Income

	<u>1979</u>	<u>1984</u>	<u>Annual Growth</u>
Washington County	\$9,711	\$13,938	10.6%
Clackamas County	\$9,188	\$12,924	10.4%
Multnomah County	\$10,408	\$13,334	8.1%
State of Oregon	\$8,664	\$11,613	9.6%

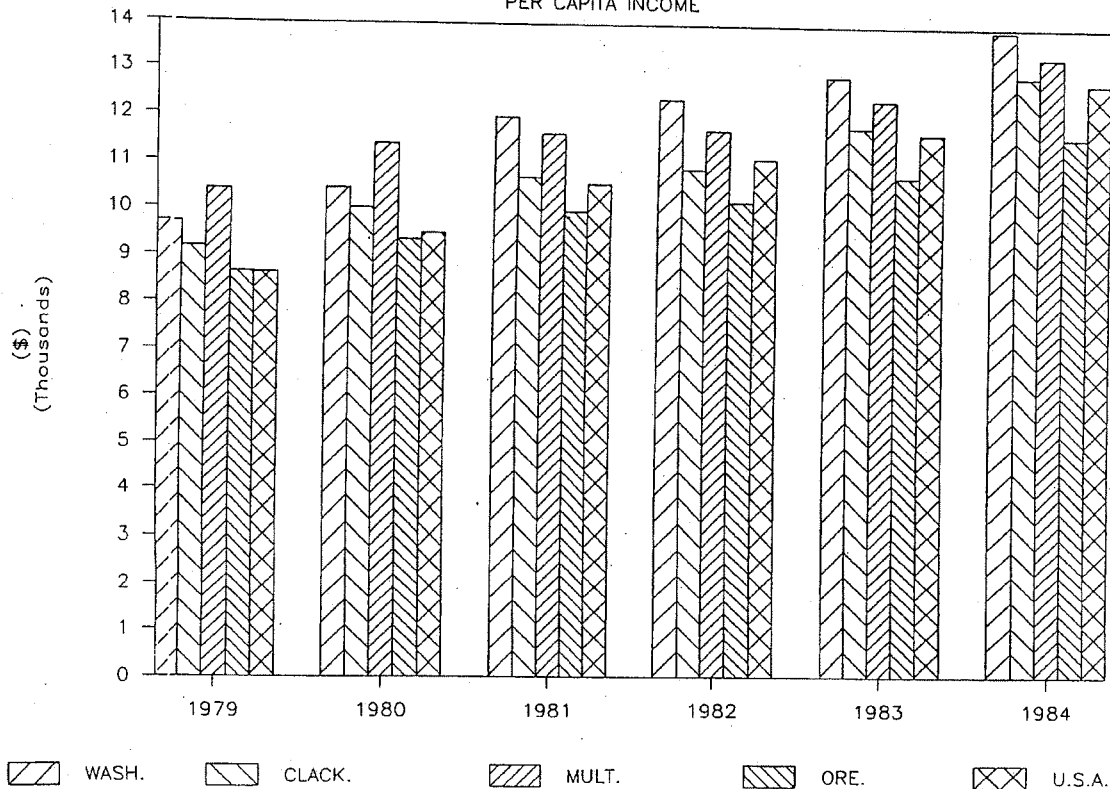
COMPARATIVE ECONOMIC STATISTICS — MEDIAN

HOUSEHOLD EFFECTIVE BUYING INCOME



COMPARATIVE ECONOMIC STATISTICS

PER CAPITA INCOME



Assessed Value and Employment Information

The urban unincorporated area provides a major locus of employment for the County, representing approximately 38.8% of the retail employment and 41.0% of the non-retail employment, amounting to 40.6% of total employment in the County (in 1987).

The total assessed value of the urban unincorporated area is approximately \$4 billion, with residential property accounting for 69.7%, commercial 10.4%, industrial 9.3%, utilities 3.4%, and business personal property 6.7%. Farm and forest properties account for only a very small portion of the total assessed value in the urban area.

A detailed data base for the County, including statistics for the urban unincorporated area, appears in the Appendices.

IV. DESCRIPTION OF SERVICES TO BE PROVIDED

This section analyzes the current level of police service in Washington County's urban neighborhoods, and describes the enhanced services to be provided through the proposed police service district. Comparisons are also shown with police services elsewhere in Washington County and Oregon.

Current (Basic) Service Level

The current level of police service provided by the Washington County Sheriff is estimated to be approximately .7 sworn officers per 1,000 population.

The current police service level has been found to be inadequate--even dangerously low--by the Washington County Public Safety Review Committee and other close observers:

- o Police response to emergency calls varies greatly, taking up to 15 minutes in portions of the urban area.
- o Sheriff's deputies respond only to priority #1, #2, and #3 calls. Non-emergencies (priority #4, #5, and sometimes #3 calls) are handled by phone.
- o Follow-up investigations are performed by detectives only when solvability chances are determined to be high.

It is projected that this basic level of police protection--already inadequate-- will continue to deteriorate in the future as costs grow and funds are shifted to other critical programs. Sworn officers available for patrol duties could fall to about half of the current levels within 4-5 years. Today's estimated level of .7 sworn officers per 1,000 population will keep dropping in the County's unincorporated areas in the foreseeable future.

The diagram on the next page outlines the particular services available at the current (basic) police service level. Response times are shown for five urban sub-areas (Area 6 is rural). Response for other key police functions are also explained: follow-up investigation, traffic emergencies and enforcement, crime prevention and community education.

Additional material describes the County Sheriff's call priority criteria and responses:

WASHINGTON COUNTY SHERIFF
ALTERNATIVE FUNDING FOR URBAN PATROL

CURRENT BASIC PATROL

Service Level: Current 1986-87 Service Level .7 sworn officers/1000 pop.

Response Time by Area

Priority	1	2	3	4	5	6
#1	5-10 min	5-10 min	5-15 min	5-15 min	5-10 min	10-40 min
#2	response time to vary by availability of units					
#3	response time to vary by availability of units					

Follow-up

Investigation:

Person-to-person crime	>By detective
Property crimes (over \$200)	>based on solvability factors
Property crimes (under \$200)	>by insurance report

Traffic:

Emergencies	>Yes
Major traffic	>Yes
Minor traffic	>As available

Crime Prevention/

Community Education:

>3 individuals

NOTE: This is the current level of staffing for the non-jail sworn officers in the department. At this level, response time can vary significantly due to the vast area to be covered with few patrol cars. Patrol response to priority #3 and minor traffic would be jeopardized. Priority #4 and #5 calls would be handled by alternate response.

Staffing levels of detectives and special teams could be returned to current service levels. All follow-up investigations are performed by detectives when it has been determined that the chances for solvability are high.

CALL PRIORITY CRITERIA AND RESPONSES

PRIORITY 1

Criteria: Any call where the circumstances present an immediate threat to life or property.

Response: Officers will be dispatched immediately. Calls will not be held.

Calls can be dispatched up to 15 minutes before the end of an officer's shift.

Overtime is automatically authorized; supervisors will be notified

Officers can be called out of breaks, etc., to respond.

PRIORITY 2

Criteria: Calls which require an officer's presence to resolve the problem. This includes all cold major crimes.

OR: A call where there is no immediate threat to life or property present, but a potential threat to life or property may be involved.

OR: Calls involving crimes where the suspect is known and the officer has a reasonable expectation of being able to contact the suspect (e.g., suspect there, location known)

Response: Notify supervisor before holding the call if an officer in the area is not available.

Can be dispatched up to an hour before the end of an officer's shift with supervisor approval.

PRIORITY 3

Criteria: Calls involving minor crimes that may not require an officer's presence to resolve.

OR: If injuries exist they are minor and victim does not desire medical treatment.

OR: There is good suspect information: suspect is not present and there is no reasonable expectation of being able to contact suspect.

Response: Refer to Response, Priority 4.

PRIORITY 4

Criteria: Calls which do not require an officer's presence to resolve.

OR: Those calls which involve the peace and order maintenance functions of the Sheriff's Department.

OR: An officer at the scene would take a report and do no additional investigation.

OR: There is no usable suspect information.

OR: No prosecution is desired; civil compromise.

Response: Calls may be held if an officer in the area is not available. Supervisor will be notified if call is held more than 1/2 hour.

No overtime will be authorized.

Officers will not respond out of district without prior approval of a supervisor.

Calls can be dispatched up to an hour before the end of the officer's shift unless the call may run into overtime.

The desk may service calls without usable suspect information.

Calls may be serviced by alternate response (see Priority 5) in some instances.

PRIORITY 5

Criteria: Calls which do not require any response from the Sheriff's Department and should be handled by some other agency or person(s).

Alternate

Response: Refer to an appropriate agency or person.

These calls are generally not services by patrol or the desk.

Source: Washington County Sheriff, January 1987

Enhanced (Urban Minimum) Services Level

The proposed police service district will provide law enforcement services at the level recommended by the Washington County Public Safety Review Committee as the minimum for the County's urban areas. This minimum level is approximately 1.0 sworn officers per 1,000 population.

Committee members and local law enforcement officials say this enhanced service level will significantly improve the quality and quantity of police protection within the urban unincorporated area (albeit at a lower level than nearby cities):

- o The enhanced service level will provide approximately twice as many patrol officers doubling the current round-the-clock force protecting urban unincorporated neighborhoods.
- o Police response to emergency calls will be speeded-up due to added patrol support. Emergency response will be 5 minutes in all areas (compared to up to 15 minutes at the current service level).
- o Police officers will be safer, with backup available in emergencies.
- o Deputies will respond to all property crimes.
- o Important law enforcement programs already in place in Washington County for traffic, crime prevention, and drug enforcement will be shielded from cutbacks.

The diagram on the next page outlines the effect of these service enhancements in each portion of the County's urban area.

The second diagram shows the projected allocation of new patrol officers by sub area within the district.

WASHINGTON COUNTY SHERIFF
ALTERNATIVE FUNDING FOR URBAN PATROL

ENHANCED PATROL (Urban Minimum)

Service Level: Minimum recommended by 1.0 sworn officers/1000 pop.
Public Safety Review Committee

Response Time by Area

Priority	1	2	3	4	5	6*
#1	5 min.	5 min	5 min.	5 min	5 min	10-40 min.
#2	response time to vary by availability of units					
#3	response time to vary by availability of units					

Follow-up

Investigation: Person-to-person crime	>By patrol and detectives
Property crimes (over \$200)	>based on solvability factors
Property crimes (under \$200)	>By patrol based on solvability factors

Traffic: Emergencies	>Yes
Major Traffic	>Yes
Minor Traffic	>As available

Crime Prevention/ Community Education:	>3 individuals
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NOTE: This level of service would emphasize the reduction in response time to Priority 1 calls. Patrol would reassume some level of follow-up investigation, again based on solvability factors. The additional patrol officers would allow for an increased emphasis on drugged driving/MIP and some directed patrol activities.

Priority #3 and minor traffic calls would be handled when units were available. Priority #4 and #5 calls would continue to be handled by alternate response.

* No change or enhancement to service level expected for this area.

WASHINGTON COUNTY POLICE SERVICE DISTRICTS

ALLOCATION OF NEW PATROL OFFICERS

SERVICE AREAS	Estimated <u>% Assigned</u>
ONE	27-29%
TWO	14-17
THREE	9-16
FOUR	24-29
FIVE	14-18

Comparisons with Other Jurisdictions

Comparing levels of police protection from area to area is less than exact science. However, in order to evaluate the service situation in Washington County, several proxy measures were developed by the Public Safety Review Committee. With the help of the County Auditor and consultants, the Committee examined such factors as: police budget dollars per capita, staff per 1,000 population, and staff per square mile.

The most commonly applied measuring stick is sworn officers per 1,000 population. This measure is recognized as a common basis of understanding and comparability and is used by law enforcement agencies across the U.S. to compare their departments with others. The measure is also readily understood by the general public.

It may be instructive to compare the current (basic) police service level in Washington County (.7 sworn officers per 1,000 population), and the enhanced service level proposed for the service district (1.0 sworn officers per 1,000), with other similar standards in the area:

- o 1.5 sworn officers per 1,000: the approximate police service level in the cities where the Sheriff provided enhanced protection under contract (1984-85).
- o 1.6 sworn officers per 1,000: the service level in the County's larger cities--Beaverton, Hillsboro, Tigard. This is also the statewide and national norm for cities of 25-50,000.
- o 1.8 sworn officers per 1,000: approximate police service level for the City of Portland.

Selected service level comparisons are shown on the next page.

The enhanced service level made possible by the service district will remain well below the service levels in neighboring cities-- the bare minimum needed to avert a crisis. However, the service district is intended to be a temporary, transitional measure, leading to new permanent service arrangements as they become available.

Level of Law Enforcement Service in Washington County: 1984-85

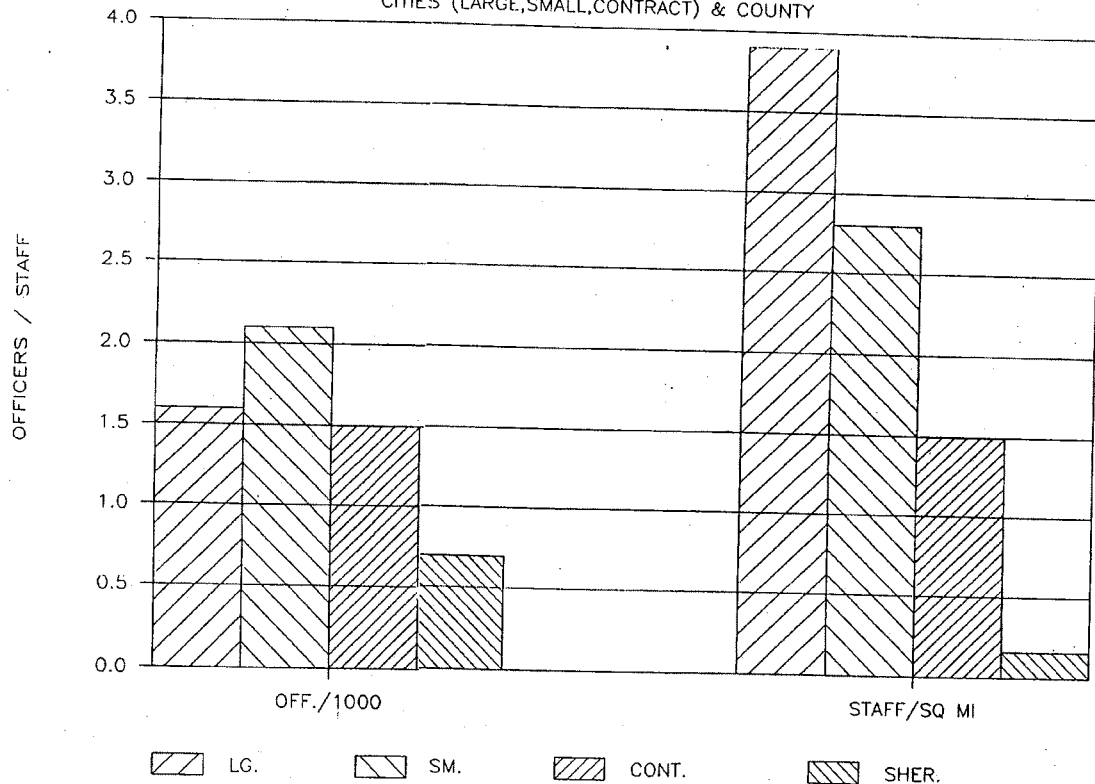
	<u>Police Budget Per Capita (\$)</u>	<u>Staff per 1000 Pop.</u>	<u>Staff per Sq. Mile</u>
Large Cities	70.59	1.6	3.9
Small Cities	72.84	2.1	2.8
Contract Cities	41.35-68.12*	1.5	1.5
Sheriff**	36.91	.7	.16

- * Lower figure reflects allocations by cities for previously contracted protection by Sheriff. Higher figure reflects Auditor's estimate of actual cost to County of protecting those cities.
- ** Shows level of service in areas where Sheriff provides primary protection, excluding contract cities.

Source: Washington County Public Safety Review Committee

COMPARISON OF POLICE STAFFING LEVELS

CITIES (LARGE, SMALL, CONTRACT) & COUNTY



V. ADMINISTRATION AND GOVERNANCE

County service districts for local police services are authorized by state statutes, under ORS 451. These statutes provide service districts as a mechanism to deliver special services and raise monies to support these services, within a defined sub-area of the county.

Under ORS 451, the County Board of Commissioners serves as the district's governing body.

The following sections outline provisions for the proposed police service district's formation, as well as its administrative and governing structure.

Formation of a County Service District

Formation of a county service district would follow the procedure outlined in ORS 451, and general statutes regarding formation of special districts set forth in ORS 198.

The major steps involved in forming the service district include:

- 1) Initiate service district formation.
- 2) File formation petition with Boundary Commission.
- 3) Conduct final hearing on County order.
- 4) Hold election on service district formation if sufficient written requests are received prior to or at the time of the final hearing.
- 5) Approve final order creating service district.

Because the proposed county service district would be located entirely within Washington County, the County Commissioners can initiate the formation of such a district. An order setting forth the County's intention to form a district, along with the district's name and boundaries must be filed with the Boundary Commission for approval. Subject to approval by the Boundary Commission, the County Commissioners are required to hold one final hearing on the petition to form the district. If sufficient written requests for an election (15 percent of the electors or 100 electors, whichever is less) are not filed with the County prior to the date of the final hearing, the County's order creating the district will take effect at the date of the final hearing. If sufficient petitions for an election are received, an election of registered voters in the proposed district must be held at the next available election date.

After the service district has been formed, the governing body of the district is required to prepare an order that specifies the facilities to be constructed and/or maintained and the method in which they will be financed. This order, notwithstanding the prior authorization that may have been approved by voters during formation proceedings, is subject to referendum either by resolution of the governing body or by the 60th day after the date of the order. The petition must be signed by a number of electors registered in the district that is not less than 25 percent of all votes cast in the district for the office of Governor at the most recent election at which a candidate for Governor was elected to a full term. If sufficient signatures are obtained, an election must be held at the next district election but no sooner than 40 days after the date of the order calling for the election.

The full process is estimated to take up to 345 days from the time a petition to form the district is initiated by the County until final approval of the preliminary construction and financing order is received. However, the County anticipates that certain portions of the schedule can be accomplished in shorter times than the maximum allowed by the statutes.

Boundary Commission Review

Establishing a county service district as discussed above, requires approval by the Portland Metropolitan Area Local Government Boundary Commission. The Boundary Commission's function outlined in ORS 199.410:

- o Guide the creation and growth of special districts
- o Assure adequate quality and quantity of services and safeguard the financial integrity of each local governmental unit.
- o Provide an impartial forum to resolve inter-jurisdictional questions.
- o Determine boundaries that are consistent with local comprehensive planning, and considering timing, phasing and availability of services.

The Boundary Commission sets standards to judge the feasibility of a proposed unit of government. Commission policy in effect over the years has encouraged the provision of municipal-type services by full service cities, while it has discouraged the proliferation of districts.

The burden is placed upon the proponent, in this case Washington County, to demonstrate the feasibility of the proposed service district.

Statutes require a feasibility study for any such major boundary change. The study must include:

- o A description of services or functions performed and provided.
- o An analysis of their (services) relationship to other existing or needed governmental services.
- o Alternative service providers.
- o An estimate of the tax rate required to provide services.

This feasibility study is being submitted to the Boundary Commission by Washington County to fulfill these statutory requirements for service district formation.

Once a proposal and feasibility study have been submitted, the Boundary Commission has a maximum of 120 days to review and approve the proposed district (but may act within a shorter timeframe). The County has been working with the Boundary Commission staff and feels that a 90 day period may be adequate for that portion of the review process.

Community Service Areas

The Washington County 2000 policy dictates that the County seek methods for community input in service delivery and funding decisions. To enhance local control and to allow for more informed choices by the time of dissolution in five years requires that citizens become knowledgeable about the service situation in their area, and better acquainted with the future options.

To accomplish this familiarization, Washington County proposes establishing "community service areas", which will be sub-areas of the police service district. Through this approach, neighborhood citizens will be given an opportunity to help determine appropriate police services.

Boundaries for the areas will be determined at a later time. To the extent possible, the County intends to work with existing community groups and leaders to structure the community service areas along traditional neighborhood boundaries.

VI. IMPACT ON OTHER JURISDICTIONS

The proposed local police service district is intended to be a temporary, transitional governmental body. Its purpose is to provide funding and services for up to a five-year interim period, allowing for the County, cities, and the citizens to reevaluate the provision of urban services in the urban area.

Effects on Cities

The service district's most significant potential impact is on cities in and near the district. A concern has been raised that the district could impede the cities' annexation programs, making a smooth transition unlikely.

Through careful cooperation with the cities, a series of measures are being implemented to mitigate this concern.

Steps being taken to ensure a smooth and certain transition of police services:

1. The service district as proposed is consistent with County policy under the Washington County 2000 plan. County policy concentrates the County's attention on county-wide services and identifies municipal-type services to be funded by a dedicated revenue source outside the County general funds, or transferred to more appropriate service providers.
2. Leaders of urban unincorporated neighborhoods and officials of cities have been involved in developing the service district proposal.
3. The service district will provide only the minimum recommended service level--well below the more desirable urban service level available in nearby cities.
4. Police service delivery in the district is arranged to promote easy transition to cities.
5. Washington County will seek transition agreements with cities located adjacent to service district boundaries.
6. The County will work closely with community groups in the service district throughout the five-year interim period to encourage and support their efforts to study and pursue long-term service options.

7. The County has submitted proposed legislation for the 1987 Legislature which would prevent the district from becoming a permanent entity.

Transition Agreements

To enable an eventual smooth transfer of services, Washington County proposes to seek "transition agreements" with affected cities.

The agreements' purpose would be to set forth the best possible service plan to ease the transition. After cities agree on their future service areas, the County will pursue individual agreements with each city. The process of developing the agreement is expected to provide the cities with a thorough understanding of service delivery issues in their areas. The agreements will also enhance working relations between city and county police service professionals.

HB 2907

At the request of Washington County, a special bill was introduced for consideration by the 1987 Oregon Legislature. Sponsored by the House Committee on Intergovernmental Affairs, HB 2907 would give the County new authority to limit the term of a county service district's existence. This would ensure that the district serves during an interim period only, as a temporary means to transition municipal-type services to other providers.

Specifically the bill:

- o Allows the County to form the district subject to dissolution at a certain date.
- o Limits a district formed by this method to a 10-year maximum life.
- o Restricts the district's taxing authority to coincide with these time limits.
- o Requires Boundary Commission review and approval to determine need for continued service district existence; and provides the Boundary Commission with authority to order the district to be dissolved.

The proposed bill is currently under consideration by the Oregon House of Representatives. The House Intergovernmental Affairs Committee voted on March 24, 1987 to send HB 2907 to the floor with a "do pass" recommendation. There is no apparent opposition to the bill, and a favorable vote is anticipated.

The Senate will begin to hear House initiated bills in mid-April. The bill is to be referred to the Senate Committee on Government Operation and Elections.

A copy of the proposed legislation is included in the Appendices.

VII. FISCAL ANALYSIS

The tables throughout this section summarize the costs, taxes and financial impacts associated with the creation of the Police Service District for the Urban Unincorporated area.

A. Budget Summary

The budget, which is presented as a summary of the resources and requirements of the "General Fund" of the District, is intended to represent the total cost and resources needed to provide the enhanced services for a three year period.

1. Requirements

The total requirements of the fund are estimated to be \$3.158 million in FY 1988-89 rising to \$4.315 million in FY 1990-91.

The majority of the expenditures are for salaries and other costs associated with the addition of 64 sworn and 5 non-sworn positions to the Sheriff's department (total positions rise to 83 by 1990-91 as the base County funding for patrol services loses purchasing power). Capital outlay represents annual payments over a three year period to reflect a total purchase of approximately \$460,000 to be incurred during FY 1988-89 (adjusted for incremental costs as more positions are added).

The fund budget also includes provisions for direct expenses for materials and services and for in kind services provided by the Sheriff's office and the County's support services function and central administration, totaling approximately \$763,000 in FY 1988-89.

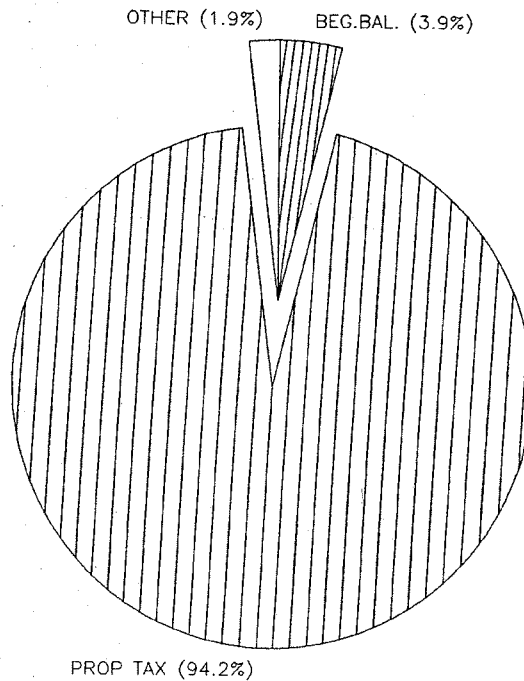
2. Resources

The resources of the fund consist primarily of property taxes, interest earnings, and service charges and fees (citation and fine revenues). Because the fund begins operation "fresh" on July 1, 1988 with no cash, the budget indicates a cash flow "loan" from the County to carry expenditures until the district begins to receive revenues. In reality, this resource may take the form of a tax anticipation borrowing from another, outside source.

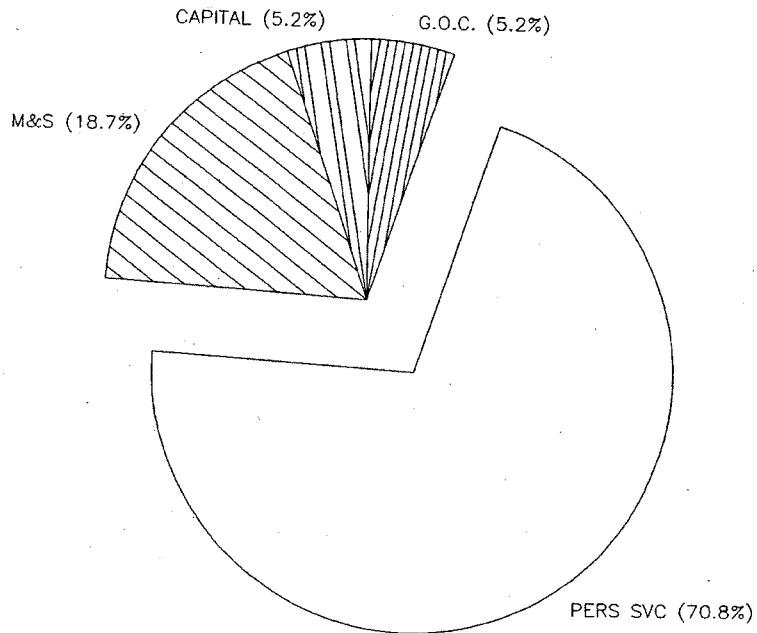
Property taxes are calculated at a 90% collection rate - in other words, only 90% of the taxes levied in any year will be received in that year, with the balance received over a three year period. This pattern of receipts is roughly comparable to the County's historic experience.

POLICE SERVICE DISTRICT

BUDGET RESOURCES



POLICE SERVICE DISTRICT
BUDGET REQUIREMENTS



POLICE SERVICE DISTRICT OPERATING FUND BUDGET
=====

	<u>FISCAL YEAR ENDING</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>
RESOURCES				
BEGINNING BALANCE		\$0	\$145,525	\$176,704
REVENUES				
TAXES				
CURRENT YEAR	2,998,708	3,244,321	3,710,168	
PREVIOUS YEARS	0	249,892	353,658	
SERVICE CHARGES AND FEES	50,000	50,000	50,000	
INTEREST EARNINGS	9,941	21,046	24,937	
TOTAL REVENUES	3,058,649	3,565,259	4,138,762	
TRANSFERS FROM THE COUNTY	100,000	0	0	
TOTAL RESOURCES	\$3,158,649	\$3,710,784	\$4,315,466	
REQUIREMENTS				
I. PERSONAL SERVICES	\$2,173,352	\$2,639,769	\$3,020,814	
MATERIALS AND SERVICES	559,479	698,620	875,437	
CAPITAL OUTLAY	177,668	195,692	213,716	
EXPENDITURES - SUBTOTAL	2,910,499	3,534,080	4,109,967	
TRANSFERS TO THE COUNTY				
CASH TRANSFERS	102,625	0	0	
GENERAL OPERATING CONTINGENCY	145,525	176,704	205,498	
TOTAL REQUIREMENTS	\$3,158,649	\$3,710,784	\$4,315,466	
<hr/>				
POSITIONS - SWORN	64	71	78	
POSITIONS - NON SWORN	5	5	5	
POSITIONS - TOTAL	69	76	83	
<hr/>				

VIII. FUNDING MECHANISMS, PUBLIC FINANCE POLICY, AND TAX IMPACTS

Funding Mechanisms

The County has examined a number of alternative mechanisms for funding the service district and concluded that the most logical, equitable and efficient means of funding would be through the imposition of a property tax levy. The nature of the levy will be determined later in the district implementation process, with a three year serial levy being the most likely outcome.

The alternatives which were examined included fees or service charges based on calls for service, land use, area, or other measure of demand for services.

Also considered were other types of special taxes, such as excise taxes on luxuries.

Tax Policy and Equity Issues

The most significant public finance policy related to the provision of police services in the urban unincorporated areas is the elimination of the "urban subsidy" paid by city residents and businesses for police services to areas outside city boundaries. Funding of the District through a property tax levied only within the district's boundaries eliminates the need for a subsidy and optimizes tax equity within the County.

All of the alternatives to the property tax suffered from one or more serious shortcomings and none provided superior enough tax equity to warrant use. The service charge and fee mechanisms require new and potentially cumbersome information-gathering, processing and collection systems, and would be unfamiliar to users. Special taxes bear no necessary relationship to public safety services, and also would probably require development of new systems for administration.

A final factor in favor of a property tax based system was the traditional use of this mechanism to fund public safety services, and the direct link of these services to property-related risks. Although much of the work of a police agency involves person-related crimes and incidents, there is a very strong relationship to protection of property and a long tradition of taxpayer acceptance of this relationship.

Tax Rates and Impact on Taxpayers

Based on the projected assessed value at the time of the implementation of the district, the tax rate required to meet the annual requirements will be 78 cents (\$0.78) per thousand dollars of assessed value. This translates to \$67.88 per year on the average value single family residence in the unincorporated urban area (approx. \$87,000), or \$5.66 per month.

The tax rate and annual cost would rise to 91 cents (\$0.91) and \$80.43 by FY 1990-91.

It should be noted that these projections are estimates based on the current proposed boundaries of the district. The total revenues, costs and tax rates of the district would likely change significantly over a period of years as annexations or incorporations remove service responsibilities and assessed value from the district.

Thus, caution should be exercised in evaluating projections in the later years.

POLICE SERVICE DISTRICT - PROPERTY TAX CALCULATIONS

	<u>FISCAL YEAR ENDING</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>
CURRENT YEAR				
TOTAL LEVY		\$3,331,898	\$3,604,801	\$4,122,408
COLLECTION RATE		90%	90%	90%
NET COLLECTIONS - CURRENT YEAR		\$2,998,708	\$3,244,321	\$3,710,168
ESTIMATED UNPAID		\$333,190	\$360,480	\$412,241
PRIOR YEARS				
1989 (75% FIRST YR, 100% SECOND)		\$0	\$249,892	\$83,297
1990 (75% FIRST YR, 100% SECOND)		\$0	\$0	\$270,360
1991 (75% FIRST YR, 100% SECOND)		\$0	\$0	\$0

ESTIMATED AVERAGE COSTS TO TAXPAYERS

	<u>FISCAL YEAR ENDING</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>
ESTIM. TAX RATE (\$/\$1000 ASSESSED VAL.)		\$0.78	\$0.82	\$0.91
VALUE OF AVERAGE SINGLE FAMILY RESIDENCE		\$87,358	\$87,761	\$88,103
COST PER AVERAGE SINGLE FAMILY RESIDENCE		\$67.88	\$71.87	\$80.43

This rate compares favorably with the taxes being paid by these same taxpayers for other "public safety" services in the unincorporated areas. For example, Washington County RFPD # 1 had a tax rate of \$2.61 per thousand dollars of assessed value in 1986-87, Tualatin RFPD had a rate of \$2.99 and Washington County RFPD #2 had a \$1.49 rate.

The bar graph following this page compares the rates for the proposed service district with those of existing public safety districts and with the Tualatin Hills Park and Recreation District (another large district which serves the urban unincorporated area).

Putting the cost in the context of overall population in the urban unincorporated area, the taxes levied on residential properties would amount to \$19.06 per person per year, or 0.12% (approximately one tenth of one percent) of average per capita county income.

As demonstrated in previous sections, the income levels of residents of Washington County exceed those of the other counties in the region, the metropolitan area as a whole, and the State of Oregon. Thus, the relatively small burden represented by the district should not severely impact residents. In addition, the urban unincorporated area serves as an employment base for the County, and related commercial and industrial properties would be taxed at the same rates, contributing proportionately to the District's needs.

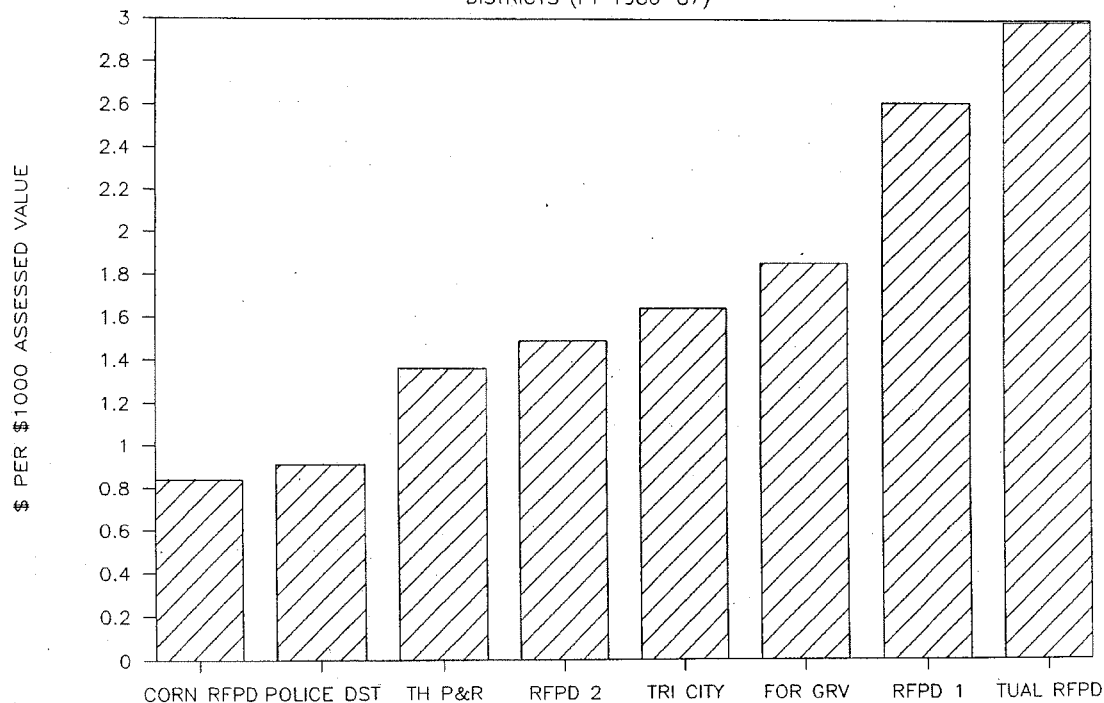
The taxes for the district would be shared among the classes of property as follows:

Single Family Residential	63.0%
Multi Family Residential	6.4%
Commercial	10.5%
Industrial	9.4%
Utility	3.5%
Business Personal Property (store fixtures, etc)	6.7%

Thus, all of the sectors of the community would contribute to the support of the district proportional to their shares of the total assessed value of the District.

TAX RATES — SELECTED WASHINGTON COUNTY

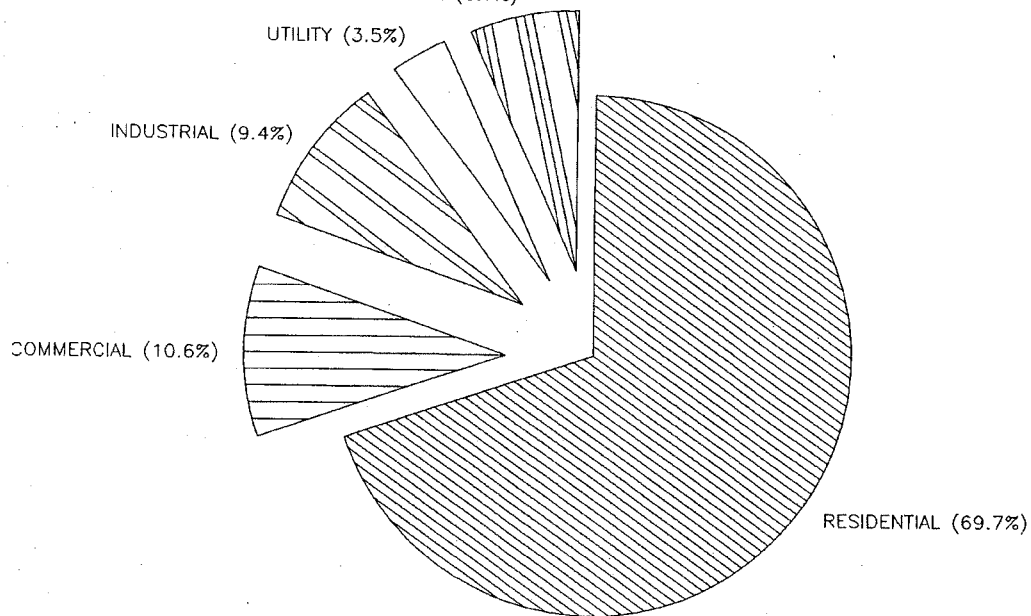
DISTRICTS (FY 1986-87)



POLICE SVC. DISTRICT FY 1990-91 (\$0.91)

POLICE SERVICE DISTRICT

PROPERTY TAX SHARES BY PROPERTY TYPE



DATA FOR THE URBAN UNINCORPORATED AREA

<u>FISCAL YEAR ENDING</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>
POPULATION	121,752	124,728	127,700
HOUSEHOLDS	46,964	48,123	49,278
DWELLING UNITS	48,597	49,784	50,971
PER CAPITA INCOME	\$16,229	\$16,698	\$17,166
HOUSEHOLD INCOME	\$38,863	\$43,504	\$44,685
ASSESSED VALUE			
RESIDENTIAL			
SINGLE FAMILY	\$2,700,384	\$2,767,026	\$2,833,438
MULTI-FAMILY	274,962	281,748	288,510
TOTAL	2,975,346	3,048,774	3,121,948
COMMERCIAL	451,866	467,008	482,000
INDUSTRIAL	401,155	412,658	424,151
UTILITIES	148,610	153,068	157,660
PERSONAL PROPERTY	288,708	297,369	306,290
FARM AND FOREST	22,006	22,666	23,346
TOTAL	\$4,287,691	\$4,401,543	\$4,515,395

NUMBERS OF PROPERTIES (URBAN UNINCORP)

RESIDENTIAL			
SINGLE FAMILY	30,912	31,529	32,161
MULTI-FAMILY (AVG. 6.73 UNITS)	2,104	2,146	2,189
COMMERCIAL	1,297	1,323	1,350
INDUSTRIAL	492	501	512
UTILITIES	325	332	339
FARM AND FOREST	45	46	47
INSTITUTIONAL	1,317	1,343	1,370
PERSONAL PROPERTY	0	0	0

IX. CONSISTENCY WITH BOUNDARY COMMISSION POLICY

One of the key objectives of the feasibility study is to assess whether the proposed service district is consistent with policies and practices of the Portland Metropolitan Area Local Government Boundary Commission. As discussed earlier, the Boundary Commission must approve formation of a county service district.

The proposal for a local urban police service district has been drafted, in large measure, to satisfy Boundary Commission requirements. The Washington County 2000 plan, too, has been specifically designed to be consistent with Boundary Commission policy.

This section analyzes the feasibility of the proposed service district from the Boundary Commission's perspective.

Boundary Commission Requirements

Boundary Commissions are established under Oregon law to provide a forum for resolving boundary questions in metropolitan areas. Specific Boundary Commission functions, outlined in ORS 199.410:

- o Provide a method for guiding the creation and growth of special districts.
- o Assure adequate quality and quantity of public services, and the financial integrity of each local government unit.
- o Provide an impartial forum to resolve local government jurisdictional questions.
- o Ensure that boundary determinations are consistent with local comprehensive planning and that the timing, phasing, and availability of services be taken into consideration when making a boundary determination.

The Portland Area Boundary Commission has gained considerable experience, over more than a decade, throughout the Metropolitan Area, in deciding issues of district formation, boundary changes, annexations, and incorporations. Over this period, the Commission has evolved a well-defined set of standards for reviewing various types of service and boundary proposals. These policies and standards further clarify the Commission's approach to its decisions under ORS 199.400.

Review of Service District Benefits

From the vantage point of the Boundary Commission, the proposed district has numerous advantages. In summary, the district meets the Commission's statutory requirements:

- o Assures adequate quality of police services--significantly better than current service.
- o Raises the amount of services available.
- o Maintains--and improves--the financial integrity of each affected local government unit. Does not hinder annexation/incorporation. Lowers the potential County tax burden on city residents, leaving taxing capacity for city purposes.
- o Is consistent with local planning.
- o Provides a timely solution, making enhanced service available at the earliest possible date.

Benefits of the service district proposal include:

1. Elimination of the "urban subsidy":

Urban police patrols, together with rural road maintenance, represent the largest segments of the so-called "urban subsidy". This term describes the portion of county-wide taxes collected within cities which is then spent by the County on services delivered primarily outside the cities. The service district provides a method to eliminate this unfair subsidy by charging benefited properties directly for the cost of urban services.

2. The Washington County 2000 plan is consistent with Boundary Commission policy:

Boundary Commission policy emphasizes that urban services are most logically delivered by full service cities. The Washington County 2000 plan clearly identifies countywide services to be provided by the County, while calling for municipal services to be funded by the ultimate beneficiaries of the service, or transferred to other agencies.

3. The proposed district would be temporary:

Washington County has asked the Oregon Legislature to establish a "sunset" provision for county service districts, giving the County and Boundary Commission a way to guarantee the district does not become a permanent fixture.

4. Does not compete with existing service providers:

At present, there is no alternative service provider ready to serve the affected area. Later, transition agreements with cities in the urban areas will be in place to ensure close coordination that smoothes the transition to other options as they become available.

5. Cities support the proposed district:

Washington County has involved the County's cities in the design of the district and has gained their backing.

6. The district prevents illogical boundaries:

The single urban police district proposed has been configured to maximize the opportunity for the orderly transitioning of police service to cities within a five year period. No new illogical boundaries are established which could hinder service efficiency under either the interim or eventual arrangements.

7. Adequate quality and quantity of services are provided:

As analyzed earlier in this report, the proposed district will deliver more services and higher quality services than are currently available. Patrol staffing will double. Emergency response time will drop. Police will respond to calls which today may go unanswered. A potential crisis identified by the Public Safety Review Committee will be averted.

8. The financial integrity of each governmental unit is assured:

The district's major objective is to provide badly needed additional funding. These new revenues are to be in the form of increased property taxes to be paid by district residents and businesses. Only the County is affected -- there are no other immediate financial impacts on other

jurisdictions. Over the five year interim period, the service district offers a mechanism to assist nearby cities in stabilizing their financial integrity through possible future annexations or incorporations.

The district will also help to prevent any long term blight which might occur in the interim period, thereby safeguarding the cities from possible long term liabilities which could be inherited upon annexation or incorporations. In addition, city taxpayers will no longer be asked to support (through their county taxes) municipal level policing in the unincorporated areas.

9. The police service district is consistent with comprehensive planning:

Oregon planning law requires cities to plan for future services in and around their boundaries. Washington County and the Boundary Commission have mutually encouraged the cities to agree on future service boundaries which cover the County's entire unincorporated urban area.

When the cities have completed this task, and their future boundaries coincide, the future service patterns within the County will be known. The cities and the County will then be able to plan jointly to assure that adequate services, reasonably priced, are delivered throughout the urban area.

10. The district reinforces Boundary Commission policy:

The Boundary Commission has stressed a policy that all urban designated areas should eventually become part of a full service city. The proposed district is specifically designed as an interim method to fund minimum law enforcement services while residents examine their future service options such as becoming part of a full service city.

X. SCHEDULE FOR IMPLEMENTATION

The County has targeted FY 1988-89 as the startup year for the police service district. This schedule is designed to achieve that objective while leaving adequate time for review by the Boundary Commission and for voter involvement as many as two times prior to ultimate operation of the District. The potential need for two separate votes requires that the County work closely with the Boundary Commission to meet the Commission's information needs, thereby reducing that portion of the schedule from the statutory limit of 120 days to approximately 90 days, while still leaving ample time for Boundary Commission public processes.

COUNTY SERVICE DISTRICTS TIME SCHEDULE

-Initial County 2000 Community Presentations	Feb.26/Mar.5, 12, 19, 1987
-Board Discussion of County Service District (CSD) Options	Mar 24, 1987
-Board Receives CSD Economic Feasibility Studies	Apr 7, 1987
-Board Submits CSD Proposals to Boundary Commission	Apr 14, 1987
-Boundary Commission Files Approval with Board	Jul 15, 1987
-Board Hearing on CSD Formation (Calls for Election if 100 signatures received)	Aug 6, 1987
-File Ballot Title	Aug 12, 1987
-Election Date (District Formation)	Sept 15, 1987
-Election Date (District Funding)	Nov 3, 1987
-Law Enforcement District Begins	July 1, 1988

XI. APPENDICES

- A. White Paper (january report to board)
- B. Preliminary Feasibility Study (december)
- C. Washington County Urban Services Database
- D. Detailed Cost Estimates - from sheriffs report
- E. Legal Description of District
- F. Public Safety Review Committee Final Report
- G. Washington County 2000 Materials
- H. Resolution and Order
- I. H.B. 2907

Appendices are at the Clerk's desk for your review.