

# POLICY LEVEL PROPOSAL



Health, Housing & Human Services  
Transportation & Development  
Sheriff's Office  
District Attorney's Office

## Ongoing Policy Level Proposal

**Proposal Title: Marijuana Tax Revenue Distribution**

**Proposed Change in Funding: \$1 to \$1.2 million estimated**

### Summary of Policy Level Proposal and results to be achieved:

This joint proposal for the distribution of marijuana tax revenues works to balance administration of the tax revenue in a manner that addresses multiple needs for managing the marijuana business within Clackamas County. This is a placeholder Proposal pending review and preliminary approval by the Board of County Commissioners at a May 23 work session.

Clackamas County is estimated to receive \$1-1.2 million in marijuana tax revenue for administration of various public needs related to the marijuana business. Four departments are working on a distribution formula that will best address and provide funding for Code Enforcement, prevention education, community partnerships for education, and law enforcement diversion and interdiction. A distribution plan will be brought to the Board of County Commissioners on May 23 followed by review and deliberation by the County Budget Committee in late May - early June. The revenue distribution approach will be adopted within the FY 2018-19 Clackamas County Budget in late June.

This proposal addresses the Board's Strategic Plan goals of *Building public trust through good government* and *Ensuring safe, healthy and secure communities*.

Department only

Multiple departments

Will Increase allocated costs in ensuing years

N
Y
N



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**CLACKAMAS**  
C O U N T Y

# POLICY LEVEL PROPOSAL - REQUEST FOR RESULTS

## Health, Housing & Human Services

### Administration



### Ongoing Policy Level Proposal

#### Policy Level Proposal for ongoing funding focused on affordable housing and homelessness prevention services

**Proposed Change in Funding:** \$1,200,000

Summary of Policy Level Proposal and results to be achieved:

#### WHAT ACTION ARE YOU REQUESTING FROM THE BUDGET COMMITTEE?

Consideration of the approval of general fund in the amount of \$1.2MM ongoing. Included in this request is the following:

1. Background information updating the budget committee on the housing emergency that exists within Clackamas County
2. A discussion of the potential uses for an investment of general funds as part of the County response to the housing crisis.
3. Request the approval of \$1.2 MM general funds to be directed towards affordable housing development and services.

#### Performance Clackamas:

This request is in direct alignment with Clackamas County's commitment to the Managing for Results, (MFR) process. The Board of County Commissioners and county departments have established goals and strategic outcomes regarding affordable housing for all income cohorts up to 80% Area Median Income

- By 2022, 2,000 units of housing, affordable to a variety of residents, will be developed within Clackamas County through a combination of public and private partnerships, and appropriate regulatory changes. Of that number, the Housing Authority goal will be to provide 1,000 units of affordable housing to households earning 60% of the area median income or less.

The County is committed to making strategic investments in alignment with their goals and obligated to ongoing measurement of and reporting on the effectiveness of those investments. The funding of this proposal directly aligns with that intent.

#### Housing Emergency Background

Housing prices continue to rise in the Portland metro region, unfortunately renters have been hit the hardest. Between 2011 and 2015 rents in Milwaukie and several county cities rose by more than 20% and they continue to rise. Wage increases have not kept up with housing costs. Over the same time frame wages increased approximately 12% and the gap widens. Those most at risk of severe rent burden and homelessness are our senior and disabled residents on fixed incomes.

The hard truth is that while some are dealing with the rising rents by moving further out and tightening their belts, others are not faring well. Multnomah, Clackamas, and Washington Counties' 2016 Points-In-Time counts recorded the first increase in the number of homeless people in six years. The 2017 homeless count shows an even sharper increase in Clackamas County; 1,068 homeless people were counted; 1,168 homeless children were counted by Homeless School Liaisons within the school districts. Additionally, of the 700 children enrolled in Clackamas County Head Start programs ages 0 - 5, 300 have been designated homeless. There was a dramatic 48% increase in the number of unsheltered residents counted last year as compared to 2015.

Another indicator of the growing need was demonstrated during the 2017 opening of the Housing Authority of Clackamas County waiting list. Approximately 7,000 applications were received within one week. Roughly 4,000 were selected randomly to be placed on the list in hopes of receiving housing assistance in the coming 3 to 10 years.

Housing Affordable for our most vulnerable residents is a challenge across the County, all Departments are inundated with the growing needs of families lacking the basic human need for a safe clean place to live and grow. Housing provides a foundation for learning, employment, safety and health; strategic county investment can make a positive difference.

#### **What are we doing now?**

1. Clackamas County is currently in the process of conducting a Housing Needs Assessment in partnership with our jurisdictional partners in hopes of better understanding the varying needs across our county.
2. An Affordable Housing and Homelessness Task Force consisting of concerned community members is being formed to talk about strategies for affordable housing development and will make recommendations to the Board of County Commissioners.

A general fund commitment towards housing will provide flexible resources to respond to recommendations from our Housing Task force and to align our investments with identified needs.

## RECOMMENDATIONS:

### Strategic Results

**Clackamas County residents will experience opportunities for safe, stable, affordable housing and have improved access to supportive services through strategic county investment.**

### Guiding Principles

1. Investments must be long lasting and result in impact.
2. Strategic planning, ongoing analysis, and reporting must be a priority to guide this work.
3. Flexibility must be retained to ensure our ability to impact regulatory barriers and be responsive to community needs and the changing market.
4. Investments must be directed toward low income residents most vulnerable to the market.
5. Leverage existing funding whenever possible in partnership with the nonprofit and for profit community.
6. Plan, Do, Check and Act continuously.

### Proposed Funding Categories

#### **A. Affordable Housing Development Fund** , designate 60 to 75%, up to 900K

- **Purpose:** The Affordable Housing Development Fund is to provide a source of flexible funding to incent the development of affordable housing projects in Clackamas County. An Request for Proposals could be issued annual seeking applications from non-profit and for profit partners to participate in creative new strategies for affordable housing acquisition and development.
- **Requested use of funds:** The Housing Authority of Clackamas County, (HACC) requests access to \$150K per year for three years to hire a Development Manager. At the end of three years, by July 2021 HACC will fund this position independently. This investment will add capacity to HACC enabling the successful development of 300 affordable housing units by July 2021 as well as completion of the planning process for the development of 32 acres of affordable housing within the urban growth boundary.

#### **DRAFT Measurable Outcomes**

Annually one land purchase, property acquisition, or new development will receive gap financing, debt service, SDC buy downs or other funding subsidies. All investments must serve households earning 80% of Area Median Income or less.

**B. Housing Services Fund, designate 15% - 20%, up to \$240K**

- **Purpose:** To provide flexible service provision funding to both leverage existing federal and state resources and to encourage the engagement of non profit entities in service delivery throughout Clackamas County.
- **Requested Use of Funds:** \$100K to fund case management services to leverage a \$400K federal grant targeted at providing rent assistance for disabled homeless residents. Case management services are not an eligible expense but essential to utilization of funding.
- \$80 to 140K annually could be awarded through a community wide RFP process. Strategies identified by the task force will be prioritized in the RFP.

**DRAFT Measurable Outcomes:** Eighty non duplicated households will receive housing retention/placement services annually. 80% of those provided housing retention or placement services will remain housed after 12 months.

**C. Planning, Analysis, and Reporting set aside, designate 15% - 20%, up to 240K**

- **Purpose:** Provide funding for analysis to ensure an understanding of need and to identify frequent users across County resources. Use this information to develop targeted strategies to address identified needs.
- **Requested Use of Funds:**  
A Housing Needs Assessment for the entire County to be completed by April 2019.  
A 5 year Strategic Housing Plan to be developed and completed by September 2019.  
Use of funding for ongoing analysis and reporting to be prioritized based upon task force recommendations.

**DRAFT Measurable Outcomes:** A Strategic Housing Plan will be developed and adhered to in alignment with needs assessment and task force recommendations and Board of County Commissioner approval. Annual Reporting on measurable outcomes will be prepared

Multiple departments

Will Increase allocated costs in ensuing years

N
N

# POLICY LEVEL PROPOSAL - REQUEST FOR RESULTS



Fund 216  
Dept. # 1624

## Ongoing Policy Level Proposal

### Seeking Ongoing Support to Open 26 Jail Beds at the Clackamas County Jail

**Proposed Change in Funding:** \$1,116,509 (Personnel: \$798,310; Inmate Costs: \$318,199)

**Summary of Policy Level Proposal:** Seeking Funding for Six Deputies and Associated Costs to Open 26 Jail Beds

This proposal seeks funding for 6 Deputies required in order to achieve full utilization of 26 additional, unopened jail beds. Funding will provide security staffing and the materials and services required to open 26 closed jail beds in two separate areas of the Clackamas County Jail.

This funding will open a dorm for female inmates increasing the female capacity of the jail by 6 beds. Additionally, the 8 medical beds built in 2011, which have never been occupied, will open for inmates with mental health and medical needs that require close observation by security and medical staff--doubling our current medical beds in the facility. These additions will help provide sensitive and appropriate services to individuals with mental illness in our custody. [CCSO Strategic Goal #1: Improve Livability for Citizens of Clackamas County]

This request includes all the necessary inmate costs: medical care, food, inmate services and inmate expenses for 26 inmates, 24 hours per day for a period of 365 days. This proposal will allow the Clackamas County Jail to provide better care for inmates and will free up other beds to reduce the growing number of forced releases.

Forced releases are the number of inmates who are released because there are not enough beds to support the criminal justice system. In calendar year 2017 the Clackamas County Jail saw an increase in forced releases from the prior year by 285; going from 3,206 to 3,491. This represents an increase of 8.89% from calendar year 2016. Force releasing inmates has a significant impact on the rate of fail to appear warrants being issued. Force released inmates are frequently re-arrested for failing to appear in court. [CCSO Strategic Goal #2: Hold Offenders Accountable for Court Appearances and Release Conditions & CCSO Strategic Goal #3: Reduce the Number of Inmates Force Released Into the Community] In addition to the cost on public safety, these arrests place an additional burden on the entire criminal justice system and represent hidden costs to agencies within the criminal justice system.

Department only  
Multiple departments  
Will Increase allocated costs in ensuing years

<u>Y</u> /N
Y/ <u>N</u>
<u>Y</u> /N

# Clackamas County Sheriff FY 2018-19 Policy Level Proposal

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# **Request: Funding to Open 26 Jail Beds**

- Ongoing Request of the General Fund in the amount of \$1,116,509
  - \$798,310 for Personnel Costs
  - \$318,199 for Inmate Costs

**FY 2018-19 Policy Level Proposal**

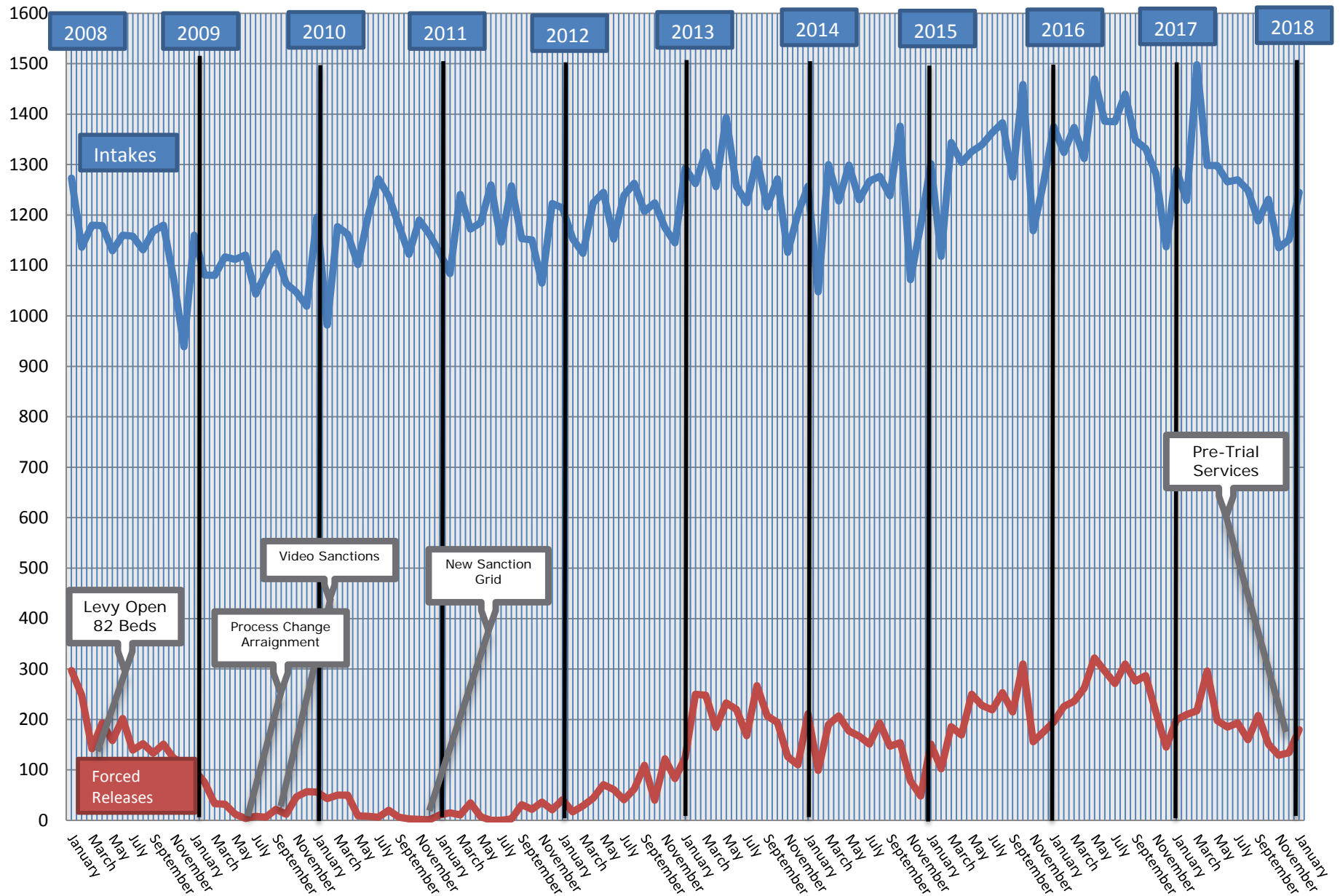
- This proposal seeks funding for 6 Deputies to open 26 additional Jail beds
- Funding this proposal will:
  - Open a dorm for female inmates
  - Open medical beds for inmates requiring mental health or medical services
  - Provide medical care, food and other living expenses for these inmates

**Funding to Open 26 Jail Beds**



**Funding to Open 26 Jail Beds**

# Intake vs. Forced Release by Month 2008-2018



# Benefit to the County

- Reduction of forced releases which allows higher risk inmates to remain in custody; furthering the County's priority area of ensuring safe, healthy and secure communities
- Enhances community safety by providing accountability and builds public trust through good government
- Modernizes a portion of our aging Jail facility which expands services to the population with mental and physical health care needs

**Funding to Open 26 Jail Beds**

# Forced Releases Clackamas County Jail

Captain Lee Eby, Jail Commander



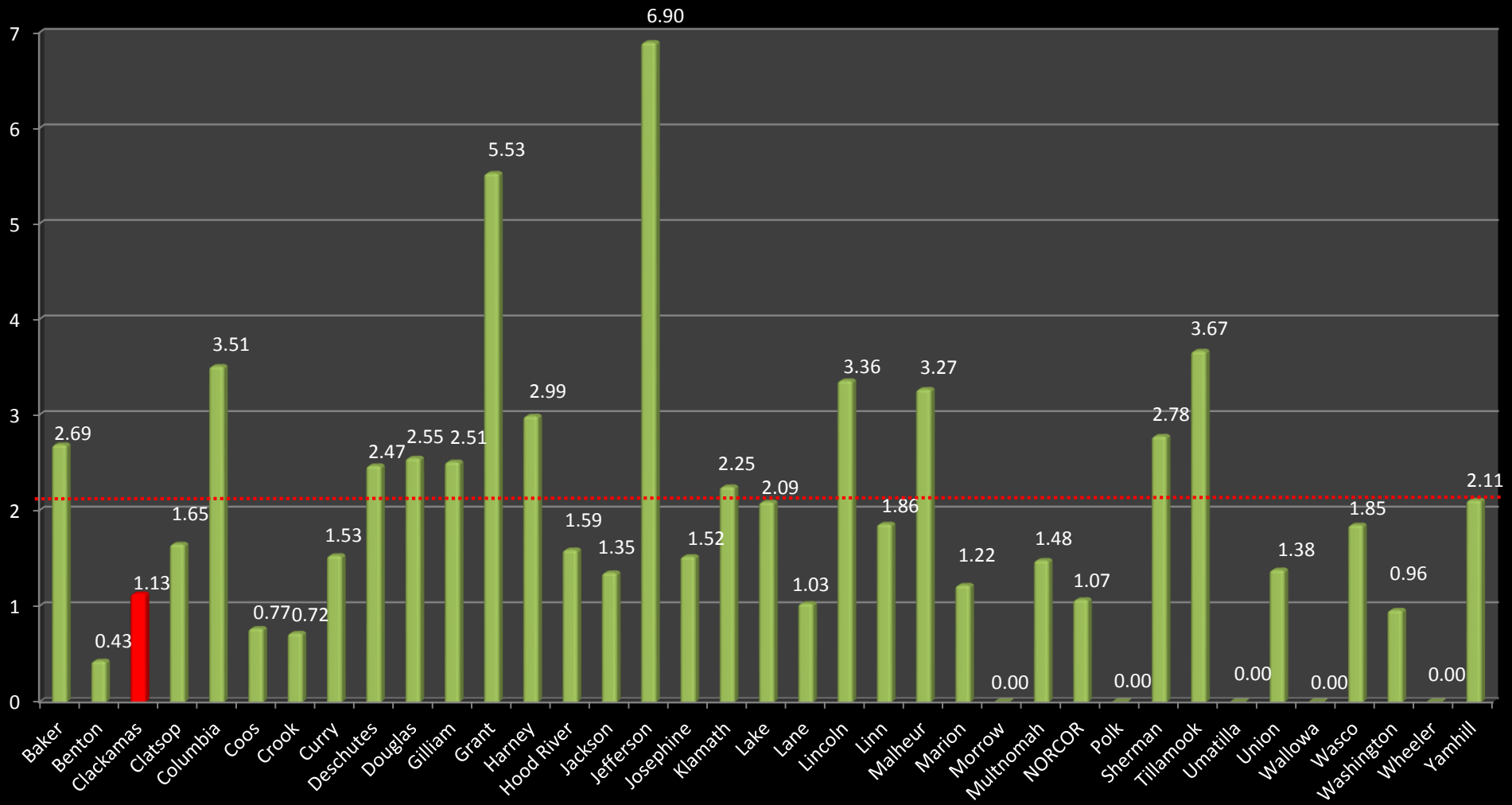
# Clackamas County Jail

2017

- 15,182 Intakes
- 36.8 bookings per 1,000 residents
- 465 Beds
- 484 Average Daily Population (ADP)
- 11.64 Days—Average Jail Stay per inmate



## County Jail Beds per 1000 Population in 2017



# Forced Releases “MATRIX”

3,491 Forced Release



Oregon Statute (ORS 169.046)

- Forced releasing occurs when the number of inmates in its local correctional facility exceeds that capacity limit so that a county jail population emergency exists. This is often referred to as overcrowding. If the jail capacity limit is reached the Sheriff may carry out the steps of the emergency plan to get below the capacity limit of the jail.
- Inadequate number, or usage, of jail bed space by the criminal justice system.
- The quantity of those brought to jail, and the longer the period of time individuals are confined to the jail, the more likely the capacity of the jail will be reached and the need to force release will occur.



# Forced Releases “MATRIX”

3,491 Forced Release

Jail Bed Capacity:

465

Average Daily Population:

484

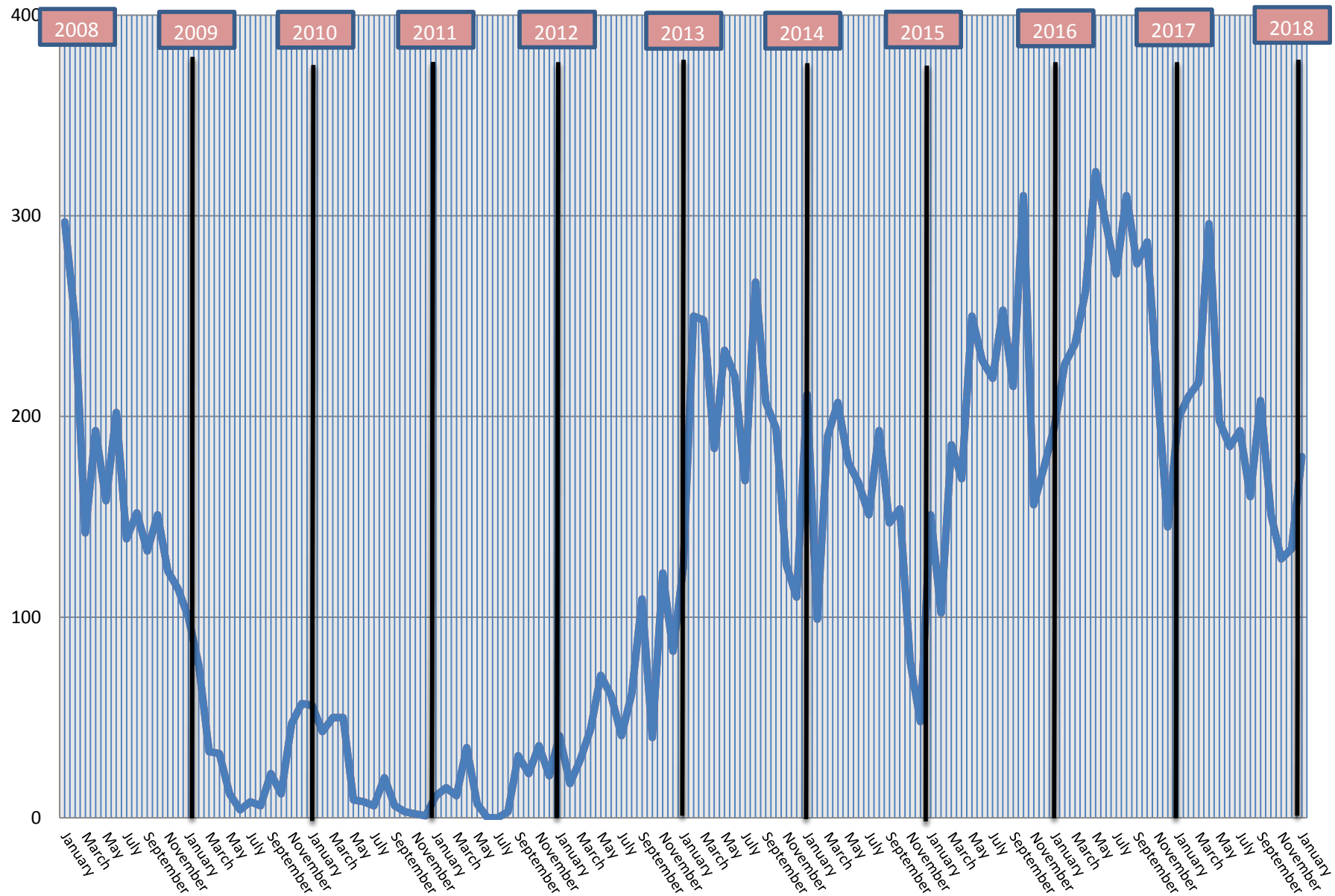
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Difference

19

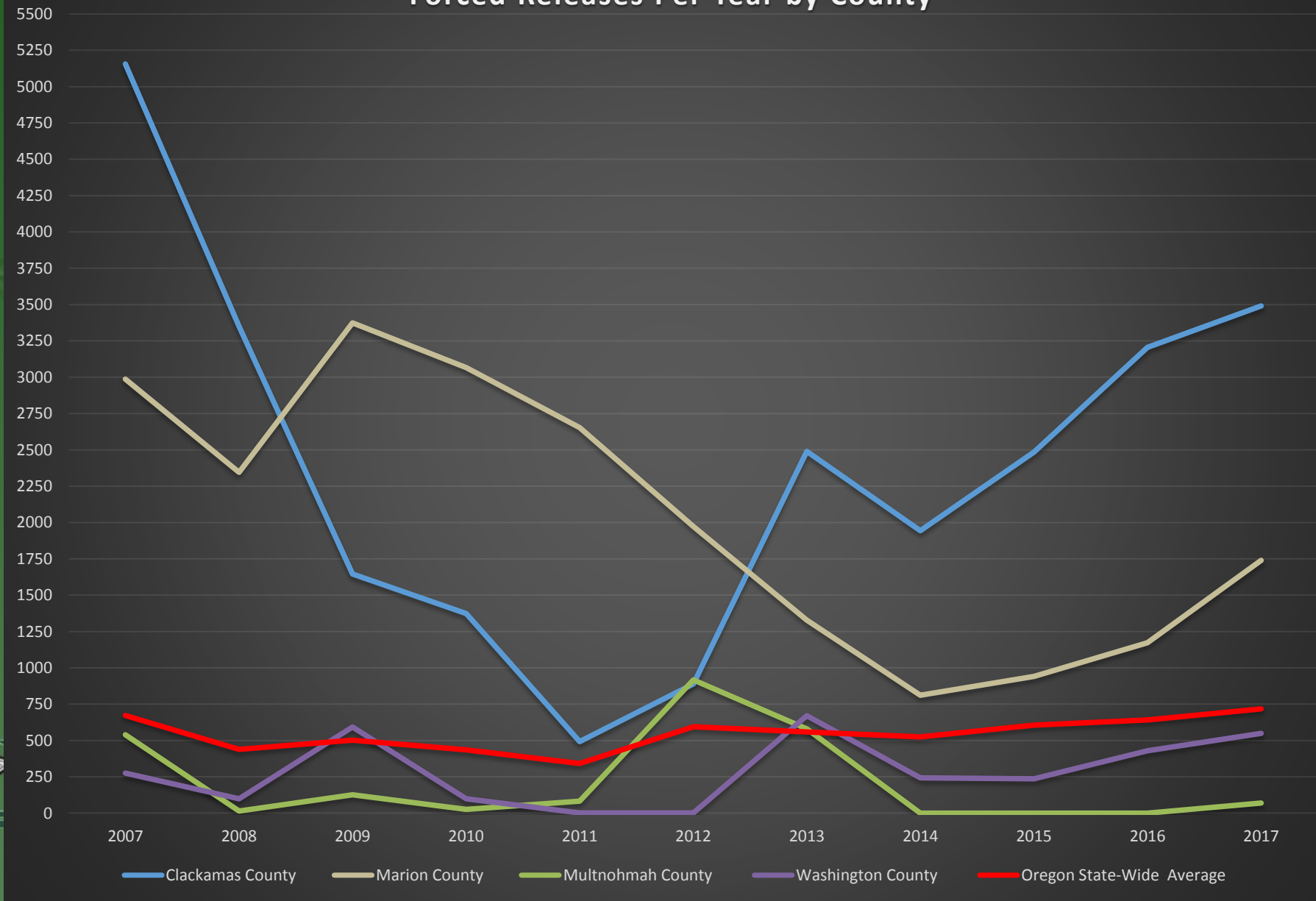


## Clackamas County Forced Release by Month 2008-2018

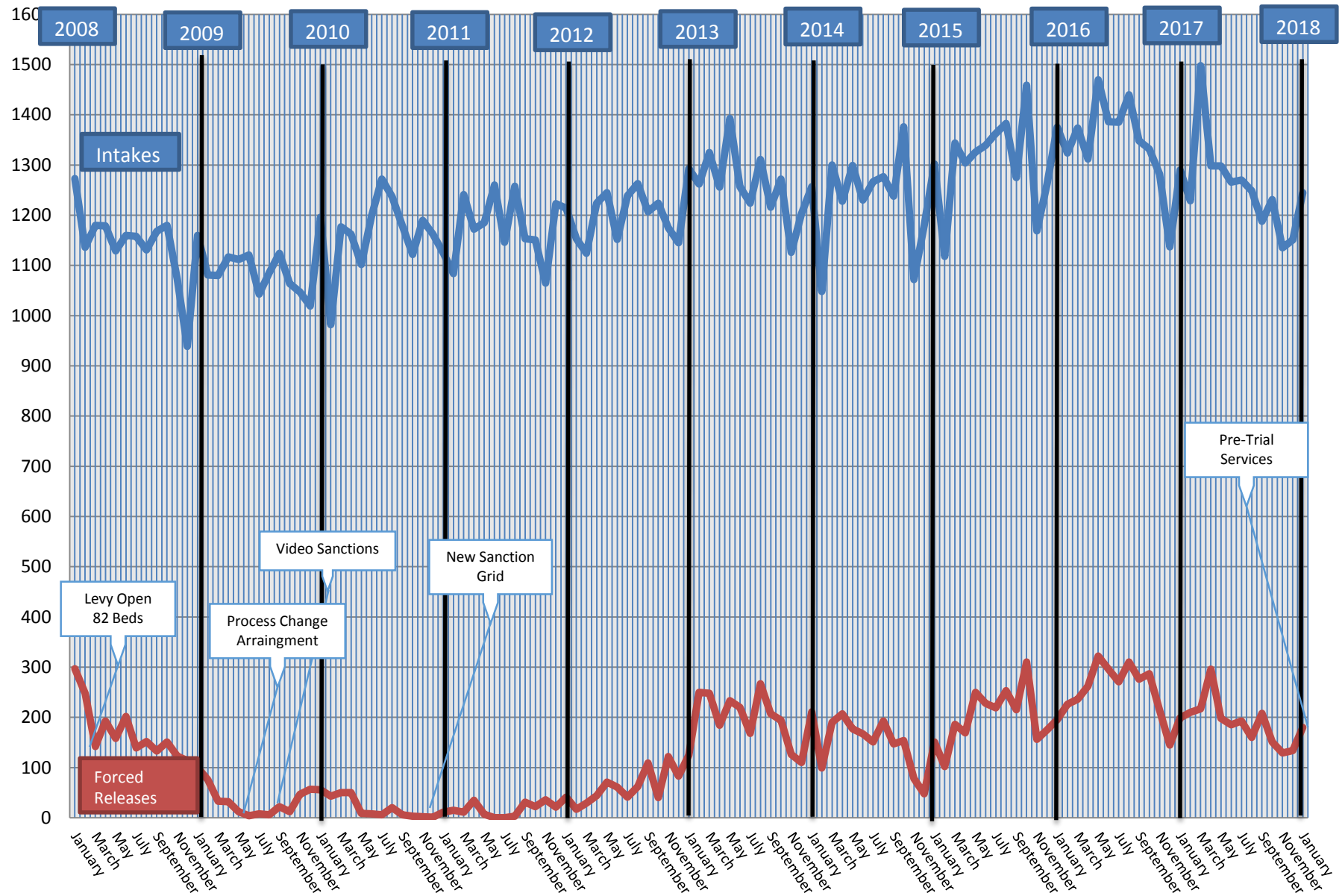




Forced Releases Per Year by County



## Intake vs. Forced Release by Month 2008-2018



# Forced Release Factors

The function of forced releases is to release the individual with the least risk to the public to reoffend. The factors include:

## LEVEL OF RISK

- 1) age;
- 2) gender;
- 3) age of first arrest;
- 4) severity of current crime;
- 5) number of prior arrests for a person, property or other (statutory) type of crime;
- 6) was this person arrested for a person, property or other type of crime in the last five years;
- 7) any prior theft conviction;
- 8) any prior revocations on parole or probation;
- 9) any prior incarcerations;
- 10) multiple custody cycles; and
- 11) previous sentence type (probation or incarceration).



# Forced Releases

## Top 10 Charges 2017

475.894 PCS-METH

164.045 THEFT II

164.043 THEFT III

164.245 CRIMINAL TRESPASS II

475.854 PCS-HEROIN

162.195 FAIL TO APPEAR II

811.182 DRIVING WHILE SUSPENDED/REVOKE

164.135 UNAUTH USE OF MOTOR VEH

033.065 CONTEMPT - PUNITIVE

813.010 DRIVING UNDER INFL OF INTOX

