

# MONROE CITY COUNCIL

## Regular Study Session

July 21, 2020, 7:00 P.M.

### Zoom Online Meeting Platform

Join: <https://us02web.zoom.us/j/89818932920>

**Mayor:** Geoffrey Thomas

**Councilmembers:** Ed Davis, Mayor Pro Tem; Patsy Cudaback; Jason Gamble;  
Kevin Hanford; Jeff Rasmussen; Kirk Scarboro; and Heather Rousey

## AGENDA

### Call To Order

#### 1. Virtual Participation Information

The City Council meeting will be held virtually via Zoom Meeting. Due to the COVID-19 pandemic, and Proclamation 20-28.7 issued by Governor Jay Inslee, in-person attendance is not permitted at this time.

Join Zoom Meeting:

- Click link: <https://us02web.zoom.us/j/89818932920>; or
- Dial in: (253) 215-8782
- Meeting ID: 898 1893 2920

### Roll Call

### Pledge Of Allegiance

#### 1. Councilmember Scarboro

Documents:

[American Flag.jpg](#)

### Public Comments

This time is set aside for members of the public to speak to the City Council on any issue related to the City of Monroe; except any quasi-judicial matter subject to a public hearing. Three minutes will be allowed per speaker.

#### 1. Virtual Participation Information

If you are attending the meeting virtually (using the link or number provided above) please indicate that you would like to speak by clicking “raise hand” and the Mayor will call on attendees to speak at the appropriate time. If you are joining by phone, dial \*9 to “raise hand.”

Attendees can alternatively submit written comments to be read into the record at the time of the meeting. All written comments must be received prior to 5:00 p.m. on the day of the meeting and must be 350 words or less. Submit to [gpfister@monroewa.gov](mailto:gpfister@monroewa.gov).

### Staff/ Department Reports

## Councilmember Reports

### Mayor/ Administrative Reports

1. City Administrator Update (D. Knight)
2. Mayor's Update/Monroe This Week (July 17, 2020, Volume 6, Edition 27)  
(Mayor Thomas)

Documents:

[MTW Volume 6 Edition 27.pdf](#)

### Discussion Items

1. AB20-108: Review Final Court Assessment Report (D. Knight)

Documents:

[AB20-108 Court Assessment Report.pdf](#)

2. AB20-109: Housing Action Plan Update (A. Marrero)

Documents:

[AB20-109 Housing Action Plan.pdf](#)

### Executive Session

*If needed.*

### Adjournment

Majority vote to extend past 10:00 p.m.

THE CITY COUNCIL MAY ADD AND TAKE ACTION ON OTHER ITEMS NOT LISTED ON THIS  
AGENDA

Accommodations for people with disabilities will be provided upon request. Please call the Deputy  
City Clerk at 425-967-1272. Please allow advance notice.





# MONROE THIS WEEK

July 17, 2020 • Vol 6/Edition 27



## POST 7511 - AUX 7511 MONROE WA



*Thank you for reading Monroe This Week.*

*This week's edition provides details on the state's pause in the reopening of counties, a sustainability adjustment taking effect on September 1, the 4th Annual Flags For Our Fallen Virtual 5K, and the move of the Walk the Heart Path at Sky River Park, as well as a call for stories for #WeAreMonroeWA and a 2020 Census update.*



*Please contact me with any and all feedback regarding the articles below. I can be reached at [gthomas@monroewa.gov](mailto:gthomas@monroewa.gov).*

*Yours in Service,*

*Mayor Geoffrey Thomas*

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## SNOHOMISH COUNTY TO REMAIN IN PHASE 2 AS STATE PAUSES REOPENING OF COUNTIES

This past Tuesday, July 14, Governor Jay Inslee

announced a two-week pause on the reopening of Washington counties. Due to a steady increase in COVID-19 cases across Washington, counties will not be able to advance beyond their current Safe Start Washington phase until at least July 28.

While other parts of our nation have seen a steep rise in confirmed cases and hospitalizations, Washington has thankfully avoided such a circumstance. Our state did see an upward tick in hospitalizations in June, while remaining below the peak numbers of earlier this spring. Governor Inslee stated that the pause order is based on both the increase in confirmed cases and an estimated transmission rate indicating infected persons are transmitting the virus to others. This combination leaves Washington in what the Governor called a 'dangerous situation' if left unchecked. Snohomish County remains in Phase 2 for the duration of the pause.



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## SUSTAINABILITY ADJUSTMENT TAKES EFFECT SEPTEMBER 1

Effective September 1, 2020, the rate for Republic Services' collection of garbage, recycling, and organics in the City of Monroe will increase by \$1.86 per month for Residential



Customers, \$1.86 per month per dwelling unit for Multifamily Complex Customers, and \$.50 per month per yard for cart-based Commercial Garbage Customers. This increase reflects the Sustainability Adjustment approved by the City Council at its [June 23 Business Meeting](#), and was enacted to ensure continued recycling collection in the City due to new constraints, higher disposal costs, and lower resale cost recovery imposed on the global recycling industry. Questions? Visit Republic Services' [website](#) to learn about this surcharge or call Republic Services' Customer Service at (425) 778-0188.

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## FLAGS FOR OUR FALLEN 5K GOES VIRTUAL

As you may have already heard, on June 30, VFW Post 7511 made the decision to transition this year's [4th Annual Flags For Our Fallen 5K](#) to a virtual event. This decision was made in consideration of the COVID-19 pandemic, to ensure the opportunity to remember the lives of the brave men and women who have paid the ultimate sacrifice for our country, while maintaining social distancing. As a virtual event, participants are encouraged to run a 5K, either alone or with a friend, on the Saturday, August 22 race day and post photos on social media using the #Flags4rFallen hashtag. The deadline to register with a guarantee of a t-shirt is July 25, so the VFW encourages runners to [register](#) soon. I will be speaking via a VFW live stream at the race kickoff at Lake Tye Park, and look forward to "seeing" everyone there!



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## WALK THE HEART PATH REMAINS OPEN AT SKY RIVER

## PARK, MOVED TO NEW LOCATION

As you may recall, in [early June](#) the Monroe Parks Department painted a half-mile heart path at Sky River Park. At that time, I invited all Monroe residents to Walk the Heart and reflect on what WE can do better as a community. The original path passed through the park's ballfields. Since then, Snohomish County has shifted into Phase 2, and the ballfields have reopened for limited practices in compliance with Governor Inslee's [guidelines for sporting activities](#). With the reopening of the ballfields, it was important to the City to keep the Walk the Heart path open. The path has been shifted to the west, around the playground equipment. I invite you to Walk the Heart at its new location, to continue to reflect upon what we can do better as a community, and to continue to share your thoughts with me.



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## CITY SEEKS STORIES FOR #WeAreMonroeWA

In last week's edition of [Monroe This Week](#), I shared that the City launched a new Facebook page entitled [We Are Monroe WA](#). Similar to [Humans of New York](#), #WeAreMonroeWA features stories about the people who make Monroe the amazing community it is, because we are all Monroe. Have a story to share? Email [wearemonroewa@monroewa.gov](mailto:wearemonroewa@monroewa.gov), or text 360-722-1684. Please include a photo with your story submission, and if it is about a specific person, their contact information so the City can get their permission to share the story. Follow the #WeAreMonroeWA page for uplifting stories about our community.



#WeAreMonroeWA

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## CENSUS RESPONSE RATE STRONG, BUT MORE TO GO

While Monroe's [2020 Census Response Rate](#) remains strong, it has slowed significantly since I last reported on the 2020 Census here in [Monroe This Week](#). As of Wednesday, July 15, Monroe's response rate sits at 70.2%. While this rate is above both the country as a whole (62.1%) and the state (67.5%), it is slightly behind Snohomish County (70.7%), and is an increase of just 1.1% since the first week of June.



Census information is used to direct billions of dollars in federal funds to local communities for schools, roads, and other public services. Results are also used to determine the number of seats each state is allocated in Congress. Completing the Census is quick and easy. You can help bring federal funds to Monroe and raise our response rate by completing the [2020 Census](#).

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# UPCOMING CITY COUNCIL MEETING SCHEDULE

The City Council will meet in a Regular Study Session Meeting on Tuesday, July 21, 2020. The meeting will be held via the Zoom remote meeting platform and participation information will be posted with the July 21 agenda.

The City Council will also meet in a Regular Business Meeting on Tuesday, July 28, again via the Zoom remote meeting platform. The City has issued **formal notice** that a Public Hearing, declaring certain property as Surplus and authorizing its disposition, will take place during the July 28 meeting. Participation information for the Business Meeting and Public Hearing is included in the above link. The Business Meeting agenda will be posted on Friday, July 24 and can be accessed by clicking the button below.

[Council Agendas/Minutes](#)

## CITY COUNCIL MEMBERS



Councilmember  
Patsy Cudaback



Councilmember  
Kevin Hanford



Councilmember  
Ed Davis



Councilmember  
Jason Gamble



Councilmember  
Jeff Rasmussen



Councilmember  
Kirk Scarboro



Councilmember  
Heather Rousey

Have a question for your Councilmembers?  
Contact them at [councilmembers@monroewa.gov](mailto:councilmembers@monroewa.gov)





# MONROE CITY COUNCIL

## Agenda Bill No. 20-108

<b>SUBJECT:</b>	<b>Review Final Court Assessment Report</b>
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<b>DATE:</b>	<b>DEPT:</b>	<b>CONTACT:</b>	<b>PRESENTER:</b>	<b>ITEM:</b>
07/21/2020	Exec	Deborah Knight	Deborah Knight	Discussion Item #1

**Discussion:** 07/21/2020; 01/21/2020; 12/03/2019; 10/01/2019 (Public Safety)  
**Attachments:** 1. Court Assessment Final Report

**REQUESTED ACTION:** Review the Final Court Assessment report. Discuss the report findings and recommendations. Provide direction to Mayor Thomas and city staff on preferred alternatives.

### POLICY CONSIDERATION

*The policy question for the city council is whether to accept the Final Court Assessment Report and recommendations.*

*After reviewing the report findings, the cities of Lake Stevens and Sultan have decided not to pursue a joint court with the City of Monroe at this time. This agenda bill is focused on the facts, findings, and recommendations for the Monroe Municipal Court as a “stand-alone” court.*

*This is an opportunity for the city council to review the Final Report and ask questions about the facts and findings. The city council may want to use the report recommendations to inform priority investments in the 2021 budget and to update the six-year strategic plan for 2021-2026.*

### DESCRIPTION/BACKGROUND

#### Background

The City of Monroe formed a municipal court in 2014 under Chapter 3.50 RCW. Monroe Municipal Court is a court of limited jurisdiction. The Municipal Court judge is authorized by Washington State statute to preside over criminal misdemeanors, gross misdemeanors, traffic infractions and other City of Monroe Code violations. The Court is in session on Tuesday, Wednesdays, and Fridays.

The court has been in operation for five years under Judge Mara Rozzano. Pam Haley has served as the Court Administrator along with a full time court clerk and two part-time security officers. Judge Rozzano resigned in December 2019. Judge Jessica Ness was appointed in February 2020.

The change in court leadership and interest from Lake Stevens and Sultan in contracting with the City of Monroe for court services provided an opportunity to evaluate program strategies to improve existing court outcomes and alternative service provision models available to the parties for adult infraction and misdemeanor court and probation services.

In October of 2019, the City of Monroe issued a Request for Proposal (RFP) for a court assessment. The city received three proposals. The city council awarded a contract to The Other Company (Anne Pflug) and Karen Reed Consulting LLC.

The scope of work included:



# MONROE CITY COUNCIL

## *Agenda Bill No. 20-108*

- Assessing the Monroe Municipal Court including current and projected case-loads, staffing needs; work methods, programs; current facilities, future requirements; and a menu of potential program changes that can improve productivity and/or desired outcomes.
- Assessing the court needs of the cities of Lake Stevens and Sultan including court and customer service requirements; current and projected court cases; implications of court service changes; and implications for capacity of the Monroe court facilities and technologies.
- Financial, direct and indirect service and criminal justice outcomes, and impact comparisons of court service alternatives including expanding the Monroe Municipal Court (MMC) to provide services to Lake Stevens and Sultan; Court and probation service proposal from Evergreen District court (if provided); modifying the MMC to provide diversion court and/or probation services; continuing current levels of services, discussion of recommendations and next steps.

Development of the report included three phases – 1) Information and data collection from the three courts providing services – Monroe, Marysville, and Evergreen District Court; 2) Analysis and development of draft recommendations; and final report and presentations. The consultants conducted interviews and site visits; projected case-loads; and evaluated court facilities.

Nine court options were analyzed and three caseload scenarios. Six facilities options that met specific criteria were examined for Monroe.

After reviewing the report findings, the cities of Lake Stevens and Sultan have determined not to pursue a joint court with the City of Monroe. Since the proposed joint court is no longer an alternative this agenda bill is focused on the report findings and recommendations specific to the Monroe Municipal Court.

### Report Findings

- Criminal Activity. Monroe's top crimes include – property crimes, theft, drugs and graffiti/tagging, compared to Lake Stevens and Sultan which list traffic as the number one and number two crimes. 68% of crimes in Monroe are committed by people who live outside the city. 46% of infraction holders do not respond to tickets. Monroe's failure to respond rate for parking tickets is 26%.
- Court Case Levels. Monroe has a relatively stable number of misdemeanor filings and a variable level of infractions over the past 20 years. The number of misdemeanor filings per 1,000 residents have declined consistent with statewide trends.
- Staffing. The Monroe court is understaffed. With only two full-time employees, there is a lack of redundancy if one person is on vacation or sick. Monroe's staff workload (case volume) is twice or more, than comparable municipal courts in Western Washington. The court administrator (Pam Haley) spends 40% of her time on probation-related work.
- Customer Service. Court staff are excellent and highly responsive, accessible, and flexible. Judge Ness (and previously, Judge Rozzano) are always available for warrants.
- Costs. Of the three cities (Monroe, Lakes Stevens and Sultan), Monroe has the lowest jail cost per misdemeanor and the highest public defense cost per case. The cost to process a misdemeanor for each court (Monroe, Marysville, and Evergreen District Court) are relatively similar – Monroe (\$1,385); Marysville (\$1,308); and Evergreen (\$1,198).



# MONROE CITY COUNCIL

## *Agenda Bill No. 20-108*

- District Court. For Monroe, the Evergreen District Court would be the least expensive option from a financial perspective. Snohomish County appears to be subsidizing the court with criminal justice sales taxes and state revenues. County court staff are paid less than Monroe court staff. The trade-off would be a loss of control over criminal justice priorities and intervention programs to motivate repeat offenders to change their behavior and create accountability.
- Facilities. Current Monroe court facilities (shared council chambers and office space) are not adequate to meet court program, staffing and records needs. There are multiple demands for the use of the council chambers where court operations are conducted. Court security is limited. Security scan and video equipment must be set up and taken down each time. Court customers share lobby space with other city hall customers. The court office space is at capacity for staff and records.
- Technology. The court website offers limited information and self-help services. There are no automated on-line or phone services for customer payments. The court does use video appearance with jail.
- Probations Officer. Monroe has enough misdemeanor offenders (134 in early 2019) to warrant a formal probation program with professional staff – currently probation services are handled by the court administrator, Pam Haley, and Judge Ness. This is a top priority for the city's prosecutors. Police report that probation staffing would help address homeless population challenges. Probation officers frequently coordinate with social workers. When used correctly, probation is a tool to increase accountability and motivate offenders to change behavior.
- Pubic Defense Costs. When comparing per case costs, Monroe spends more money on public defense costs compared to Lake Stevens and Sultan; but less money on jail and prosecutor costs.
- Mental Health or Community Court. Monroe does not have enough eligible cases to justify a separate mental health or community court.
- Joint Court. Although a joint court serving Monroe, Lake Stevens and Sultan is financially feasible, it's clear the Monroe Municipal Court does not currently have adequate staff or facilities to serve Monroe court clients. The parties would need to agree to make significant investments to serve Lake Stevens and Sultan court clients.
- Court Sustainability. Monroe should determine the feasibility of funding sustainable court staffing, probation, and improving online/automated phone services.

### Recommendations

- Court Services. Preserve the city's control of court services to ensure consistent application of the city's judicial philosophy, enforcement of quality of life issues, and customer service. Maintain and fully-fund the Monroe Municipal Court. Continue to implement programs to lower costs, increase efficiency, and improve customer service (Mayor and Staff Recommendation).
- Staffing. Improve Monroe's service levels to be comparable to service levels provided by Marysville and Evergreen District Court:
  - Add .25 FTE court specialist



# MONROE CITY COUNCIL

## *Agenda Bill No. 20-108*

- Add .8 FTE probation officer
- Continue funding embedded social workers in public defender office and police department
- Leverage Technology. Maximize the use of technology and digital methods for ticket processing and collection including self-help on line and phone access/processing to reduce staff and judicial time. Increase user friendliness of infraction information and web/phone processing to increase response rates, reduce in-person appearances and increase collections. Add online and automated phone payments on the court webpage to provide 24/7 self-service options for customers.
- Facilities. Secure or construct an adequate court facility.
- Mental Health or Community Court. Start an alternative court program within the existing court; or negotiate access to Mental Health Court through Snohomish County District Court or Marysville. A motivating atmosphere, low barrier access to services/treatment, and continued to community support after completion are essential for success.
- Diversion Center. Leverage Carnegie and Diversion Center resources through Pioneer Human Services and other mental health providers.
- Case Work. Periodically convene social workers, probation staff, prosecutor, and service providers to develop problem-solving plans for repeat offenders.
- Medically Assisted Treatment Program. Offer medically assisted treatment program through probations officer, social worker, or third party provider to help offenders understand and change behaviors.
- Funding. Apply to Snohomish County Mental Health Chemical Dependency Sales Tax Advisory Board to secure funding from the regional tax supporting County Mental Health Court. Explore the feasibility of applying for chemical dependency/mental health sales tax monies and/or state funding programs to support programs for repeat offenders.

### **FISCAL IMPACTS**

Table 1 below shows the comparison court costs for the three cities – Monroe, Lake Stevens and Sultan. As shown in Table 1, Monroe is subsidizing approximately \$150,000 of court expenditures with General Fund revenues. Monroe has the highest per court case (\$1384). These costs are projected to increase over the next six years.

While court costs have increased, there has been an off-set reduction in the city's jail costs. Over the last five years, the city's criminal justice costs (court + jail) have declined from 9% of the city's General Fund to 6% of the budget since 2016 even while jail costs are rising.

Table 2 below shows costs estimates to operate the Monroe Municipal Court. The Assessment Report shows the current court facilities are not sustainable. Table 3 provides several facility cost estimates.

The policy question for the city council is whether to maintain current court services and control over the city's court services. If the council wants to continue to operate a municipal court, future General Fund budgets will need to include staffing and facility improvements which have long-term fiscal impacts. Mayor Thomas and city staff are seeking input from the city council on future investments in the city's municipal court.



# MONROE CITY COUNCIL

## Agenda Bill No. 20-108

Table 1\_Court Operations Comparison

Monroe Monroe Municipal Court		Lake Stevens Marysville Municipal Court Contract		Sultan Evergreen District Court Contract	
2019/20		2019/20		2019/20	
Court/Probation Revenue		Court/Probation Revenue		Court/Probation Revenue	
Fines and Fee Revenue	\$240,290	Fines and Fee Revenue	\$242,925	Fines and Fee Revenue	\$25,363
Probation Fee Revenue	\$17,076	Probation Fee Revenue Collected	\$6,720	Probation Fee Revenue Collected	\$2,304
<b>Total Revenue</b>	<b>\$257,366</b>	Probation Fee Revenue Retained by Marysville	-\$6,720	Probation Fee Revenue Retained by Evergreen	-\$2,304
		<b>Total Revenue</b>	<b>\$242,925</b>	<b>Total Revenue</b>	<b>\$25,363</b>
<b>Court Costs:</b>		<b>Court Costs:</b>		<b>Court Costs:</b>	
Personnel - Judicial Officers	\$75,246	Marysville Court Contract	\$197,844	Evergreen District Court Contract	\$27,037
Personnel - Court Operations	\$279,287	Direct Non-contract Costs	\$23,152	Direct Non-contract Costs	\$0
Personnel - Probation	\$0	<b>Total Costs</b>	<b>\$220,996</b>	<b>Total Costs</b>	<b>\$27,037</b>
Program Operating Costs	\$18,118				
IT and Facilities Operating - Court	\$33,621	<b>Net Revenue (Expense)</b>	<b>\$21,929</b>	<b>Net Revenue (Expense)</b>	<b>(\$1,674)</b>
<b>Total Costs</b>	<b>\$406,272</b>				
<b>Court Net Revenue (Expense)</b>	<b>(\$148,906)</b>				
<b>Per Case Cost</b>	<b>\$138</b>	<b>Per Case Cost</b>	<b>\$81</b>	<b>Per Case Cost</b>	<b>\$64</b>
<b>Court and Associated Programs</b>		<b>Court and Associated Programs</b>		<b>Court and Associated Programs</b>	
Court/Probation Net Expense	\$148,906	Court/Probation Net (Revenue)	(\$21,929)	Court/Probation Net Expense	\$1,674
Prosecutor	\$180,000	Prosecutor	\$142,669	Prosecutor	\$68,804
Public Defense	\$213,400	Public Defense	\$127,627	Public Defense	\$25,440
Jail	\$372,936	Jail	\$427,687	Jail	\$92,227
<b>Total Net Cost</b>	<b>\$915,242</b>	<b>Total Net Cost</b>	<b>\$676,054</b>	<b>Total Net Cost</b>	<b>\$188,145</b>
<b>Per Misdemeanor Cost</b>	<b>\$1,384.63</b>	<b>Per Misdemeanor Cost</b>	<b>\$1,307.65</b>	<b>Per Misdemeanor Cost</b>	<b>\$1,198.38</b>

Table 2 Monroe Municipal Court Operating Budget Projections

Monroe Stand Alone Municipal Court				
Forecast Assuming Building Block Staffing Scenario				
	Base Year	Moderate		
		Low 2026	2026	High 2026
<b>Court/Probation Revenue</b>				
Fines and Fee Revenue	\$240,290	\$240,752	\$240,752	\$274,126
Probation Fee Revenue	\$17,076	\$17,076	\$17,076	\$17,185
<b>Total Revenue</b>	<b>\$257,366</b>	<b>\$257,828</b>	<b>\$257,828</b>	<b>\$291,311</b>
<b>Court Costs</b>				
Personnel - Judicial Officers	\$75,246	\$75,246	\$75,246	\$75,246
Personnel - Court Operations	\$279,287	\$279,287	\$297,715	\$301,312
Personnel - Probation	\$0	\$0	\$75,600	\$75,600
Program Operating Costs	\$18,118	\$18,118	\$18,118	\$21,743
IT and Facilities Operating - Court	\$33,621	\$33,621	\$44,621	\$44,621
<b>Total Costs</b>	<b>\$406,272</b>	<b>\$406,272</b>	<b>\$511,300</b>	<b>\$518,522</b>
<b>Court Net Revenue (Expense)</b>	<b>(\$148,906)</b>	<b>(\$148,444)</b>	<b>(\$253,472)</b>	<b>(\$227,211)</b>
<b>Average Per Case Cost</b>	<b>\$138</b>	<b>\$154</b>	<b>\$136</b>	<b>\$136</b>
<b>Court and Associated Programs</b>				
	Base	Low 2026	Moderate 2026	High 2026
Court/Probation Net Expense	\$148,906	\$148,444	\$253,472	\$227,211
Prosecutor	\$180,000	\$180,121	\$179,183	\$208,048
Public Defense	\$213,400	\$188,866	\$234,562	\$245,397
Jail	\$372,936	\$333,749	\$371,243	\$431,049
<b>Total Net Cost</b>	<b>\$915,242</b>	<b>\$829,180</b>	<b>\$1,018,460</b>	<b>\$1,111,705</b>
<b>Per Misdemeanor Cost</b>	<b>\$1,384.63</b>	<b>\$1,410.17</b>	<b>\$1,524.64</b>	<b>\$1,455.11</b>

- Monroe court costs are currently not offset by court collected revenue (\$148,000 net costs in 2019).
- Monroe court costs will continue to increase as the case load rises due to population increases.
- Of the three cities, Monroe has the lowest jail cost per misdemeanor and the highest public defense cost per case.
- Overall cost savings to Monroe combined court and jail expenses.
- Strategies that reduce workload or manage service demand can lead to reduced cost.
- District Courts are subsidized by criminal justice tax and state shared revenues. Current District Court contract costs less than Municipal Court. Projected net revenue over costs of \$57,000 in 2019.



# MONROE CITY COUNCIL

## Agenda Bill No. 20-108

### Facility Needs

- Monroe’s existing court facility has one courtroom that is combined with the council chambers. The courtroom has limited additional capacity because it is jointly used.
- Caseload projections show a need for additional staff offices, courtroom hours, records and private meeting space beyond the space that is currently available.
- The status quo facility at Monroe City Hall is not sustainable
- Increasing staff and service capacity is to the point where additional space is required.
- While not ideal, court can continue to be held in the Monroe City Council Chambers until caseloads outgrow the Chambers availability, so long as additional staff and records space is provided.

Table 3\_Facility Options

✓ From *least* to *most* expensive, here are the Monroe facilities options (rough estimated total project cost):

Facility Options	Total Estimated Cost
Small or Large Portable on City Campus, non-developed location	\$0.75-\$1M plus site prep.
Large Portable on old public works site on City Campus	\$0.75 - \$1M plus demolition
Remodel/Expand Monroe City Hall/Police (Court portion only)	\$1.61M
Replacement Monroe City Hall/Police Combined Building (Court portion only)	\$2.1M
Purchase or Lease of an existing building in Monroe	Unknown

- Portables have important pros and cons – less expensive than permanent construction; lower quality construction; not a permanent solution.
- Acquisition of an existing building – if available, would provide new, dedicated court rooms, and long-term flexibility.
- Build a new court facility on the city hall campus. The city completed a facility assessment in 2019. The assessment included options to build a new court and council facility between the existing police station and city hall. Mayor and staff recommend designing the new court and council chambers in 2021. City staff would develop a funding strategy which would include a legislative proviso from the State capital budget in 2021, grant funding, and councilmatic or voter approved bonds.

### TIME CONSTRAINTS

The purpose of presenting the Court Assessment is to provide the city council with information on court operations and facility needs prior to the 2021 budget discussions.

### ALTERNATIVES

Discuss the report findings and recommendations. Request additional information or direct Mayor and city staff to address areas of concern before accepting the Final Report.



# City of Monroe Court Services Study

Anne Pflug, The Other Company

Karen Reed, Karen Reed Consulting LLC

Council Presentation July 2020

# Introduction



- The City of Monroe is **required to provide court services by state law**, specifically, court services to adjudicate violations of local ordinances, municipal code and state law that result in charges filed as **infractions** or **misdemeanors**.
- Cities can do so in several ways:
  - (1) by operating their own municipal court and/or traffic violations bureau;
  - (2) by contracting for District Court services from the County; or
  - (3) by contracting with other Cities.
- The City currently meets these obligations by operating a Municipal Court created by Ordinance in 2014. The City recently appointed Judge Ness to fill the previous judge's unexpired term which runs through the end of 2021.

## DEFINITIONS

**Infractions** include speeding tickets, parking tickets, and some other violations of city ordinances ***punishable by a fine.***

**Misdemeanors** are less serious crimes ***punishable by up to 1 year in jail.*** Examples include shop lifting, minor in possession of illegal substances, driving without a license, driving while intoxicated and assault.

# Introduction

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- The City of Monroe, together with the Cities of Lake Stevens and Sultan, engaged the Consultant Team to evaluate **strategies to improve existing court outcomes and alternative service delivery models** for adult infraction and misdemeanor court and probation services.
- Lake Stevens currently contracts with Marysville Municipal Court and Sultan currently contracts with Snohomish County District Court, Evergreen Division.



# Scope of Analysis

## Four court services options for Monroe were examined:

1. Continuing the current court at current staffing/program levels (“status quo”)
2. Adding alternative court programs and/or probation services to the Monroe court;
3. Monroe contracting for court services from Snohomish County/Evergreen District Court; or
4. Expanding the Monroe Municipal Court to also provide contract services to Lake Stevens and/or Sultan.

**In addition, several options were examined for both Lake Stevens and Sultan--including staying in their current arrangement, contracting with Monroe in a joint court arrangement, and contracting with District Court**

# Tonight's Presentation



- Executive Summary
- Background
- Monroe's current justice system—services, facilities, interventions and gaps
- Character of court caseload
- Comparison of court services options and costs
- Facilities options
- Summary of advantages and disadvantages of options
- Improving outcomes
- Conclusions and Recommendations

# Executive Summary



- ✓ **The decision to select a court service provider involves balancing several factors, including:**
  - Cost
  - Local control
  - Service and program offerings
  - Service levels
  - Location of court service delivery
  - Having an appointed versus elected judge
  - Impacts on associated criminal justice services
- ✓ **Local court practices can impact costs of other associated criminal justice services: for example, sentencing practices can differ widely between judges, impacting jail costs. Associated criminal justice services include:**
  - Police
  - Prosecutor
  - Public Defender
  - Jail

# Executive Summary



## **Monroe Municipal Court today:**

- ✓ The Monroe Municipal Court does an admirable job of service provision with limited resources.
- ✓ Monroe Court clients interviewed value local control, the quality of customer service and consistency in justice provided by the Monroe Court.
- ✓ Monroe Court as currently staffed is not sustainable.
- ✓ Additional facilities space for the court is required in any scenario moving forward (\$127.5K - \$178K per year, multi-year financing)

## **Monroe Municipal Court looking forward:**

- ✓ Looking ahead six years, depending on population growth and other factors, the City could see a significant change in its court caseload:
  - In the low growth forecast, caseload would drop 10% by 2026.
  - In the high growth forecast, caseload would increase by 30%
- ✓ If Monroe retains its court, it will need additional court staffing --over and above the sustainable staffing recommendations outlined above-- under either a moderate or high caseload forecast by 2026.

# Executive Summary



- ✓ **If the City chooses to retain its court, the consulting team recommends changes to court operation and facilities as outlined below:**
  - Operating changes necessary to make **Monroe Court operations** sustainable include:
    - addition of a .25 FTE court specialist;
    - addition of a part time probation officer; and
    - improvement of online and automated phone self service offerings for court customers.
  - These operating changes will create a stable level of staffing with needed back-up, and will:
    - Create opportunity for better outcomes for defendants through probation services
    - Make more efficient use of judge and staff time
    - Improve service levels for customers of the court and potentially increase revenue recovery
    - Bring service levels in line with those of the District Court
    - Cost an estimated \$112,000 a year (2020 dollars, excluding facilities cost)

# Executive Summary



## Other Court Services Options:

- ✓ Contracting with District Court providing services at the Evergreen Division also located in Monroe is significantly less expensive for Monroe than continuing to operate Monroe Municipal Court at sustainable levels, but offers less local control. There would however be uncertainty about the terms of the contract that would ultimately be secured with District Court and who would be presiding over city cases due to a pending judicial retirement.
- ✓ A joint court launched from a sustainable platform is financially and operationally feasible but offers modest or no cost savings for Monroe as compared to a stand-alone court (depending on future caseload).
- ✓ The combined caseloads of Monroe, Sultan and Lake Stevens would exceed the capacity of a part-time judge as soon as 2023. This could be addressed by Lake Stevens then appointing its own part time judge and contracting with Monroe for all other court services.

# Executive Summary -- High Level Comparison of Options



## Municipal Court

- Judge **appointed** if work hours are less than 35 hours per week; once full time, **elected by city voters**. Four year terms.
- Cities that partner for court services may have their own judges and a common staff.
- Cities that partner may retain Traffic Violation Bureaus to process parking and traffic tickets in-house.
- Budget and number of staff and compensation set by City; court facilities provided by city.
- Judge supervises staffing, operational decisions within approved budget.
- Court employees are City employees but supervised by Judge.

## District Court Contract

- Judges **elected** by all **voters in the county court division, including city voters** regardless of work hours. Four year terms.
- Budget set by County; court facilities provided by County; State sets number of judge's and compensation.
- Contract cities may retain Traffic Violation Bureaus to process parking and traffic tickets in-house.
- Judges supervise staffing, operational decisions within approved budget.
- Court employees are County employees but supervised by Judge.
- County must consider Criminal Justice related fee, fine and sales tax revenue in setting contract rates.

Note: municipal and district court elections occur in the same year, every 4 years. The next judicial election date is November 2021, for terms beginning January 2022.

# Executive Summary – Method for Financial Analysis of Court Service Options



- Evaluate historical caseload and its composition.
- Make assumptions for the primary factors that effect the number of cases filed with the court.

- Determine workload handled by existing staff
- Compare to other courts
- Evaluate planned or potential productivity improvement
- Estimate need for new staff

- Estimate costs based on:
- staffing needs
  - historical expenditure patterns
  - actual costs for personnel and services
  - Cost allocation models used by organization

- Apply historical pattern of revenue collection from court fines and fees
- Determine any other sources of revenue available
- **Subtract revenue from costs to get “Net Cost”**

# Executive Summary – Monroe Financial Analysis



Cost comparison between continuing the Monroe stand-alone court option (sustainable staffing, excluding facilities costs), Joint Court, and contracting with District Court (current contract pricing) can be summarized as follows:

	Base Year (2019)	Moderate caseload forecast 2026	Base Year (2019)	Moderate caseload forecast 2026	Base Year (2019)	Moderate caseload forecast 2026
	Monroe Stand Alone Court		Joint Court		District Court Contract	
Court net Revenue (Expense)	(\$253,472)	(\$253,472)	(\$253,472)	(\$235,378)	\$56,797	\$23,485
Average Per case cost	\$138	\$136	\$86	\$63	\$62	\$64
Total net cost (court, prosecutor, public defense, jail)	\$971,438	\$968,179	\$971,438	\$950,0850	\$708,453	\$738,291
Per misdemeanor cost	\$1,385	\$1,525	\$1,470	\$1,444	\$1,072	\$1,122



# Executive Summary: Recommendations

**Our recommended next step is for the City's leadership to determine what is most important for you in your criminal justice system oversight and outcomes.**

✓ Based on this assessment:

- If the City wishes to keep its court, we recommend several actions to ensure that the court operations are sustainable over time.
- If the City determines to seek a contract with the District Court, we outline a number of contracting issues you may wish to consider.

✓ In addition, at the end of this presentation we present some recommendations relating to:

- Strategies for dealing with those in the city's court system dealing with Opioid addiction
- Strategies for dealing with individuals who tend to cycle repeatedly in and out of the court system
- Strategies for dealing with high volume crimes

**Our detailed report includes recommended strategies the City could deploy to reduce associated criminal justice system costs and for regional and state revenue sources that the City could seek to offset costs of criminal justice system changes.**



# Background

How do other cities provide **local Court Services** In Snohomish County?

Cities Operating a Municipal Court	Cities Contracting with Snohomish County District Court (Division in parenthesis)	Cities Contracting with another Municipal Court
Marysville Edmonds Everett Lynnwood Monroe	Arlington (Cascade) Brier (South)* Darrington (Cascade)* Gold Bar (Evergreen)* Granite Falls (Cascade)* Index (Evergreen) Mill Creek (South)* Mountlake Terrace (South)* Mukilteo (Everett)* Snohomish (Evergreen)* Stanwood (Cascade)* Sultan (Evergreen)* Woodway (South)*	Lake Stevens* (Marysville)

Asterisk (\*) denotes cities operating a Traffic Violations Bureau

# Criminal Justice System: Statewide Perspective



## Broader Criminal Justice Trends

- **City** spending on criminal justice in Washington State is largely **focused on law enforcement (59%)**; The bulk of **County** spending in the system is **on courts (56%)**; **State** dollars primarily go to **corrections (72%)**.
- District and Municipal Court's approaches are **shifting from "punishment" to "restorative"** to help adult defendants stabilize in the community and to reduce costs
- National and state efforts to **reduce overall incarceration rates and level the playing field for indigent defendants**
- More **evidence-based programing and alternatives to detention** are available, within the justice process and during probation supervision (example: domestic violence, alcohol and drug therapies)
- Prosecutors are **shifting** lower level Superior Court criminal filings to District/Municipal Court, especially drug related offenses.
- **Regionalization or sharing** of services (jail, court, legal financial obligation (LFO) collection, jail transport, probation and treatment)
- **Excess courtroom and judicial capacity** as caseloads decline
- **Adoption of technology** that can reduce operating costs (digital filing, digital forms, online LFO collection, on-line processing of minor infractions, etc.)



# Monroe's Justice System

# Existing Services and Facilities

## Monroe Municipal Court at City Hall

- Prosecutes, adjudicates and sentences adults committing criminal misdemeanors and gross misdemeanors and individuals committing infractions in the City of Monroe.
- Work, functions, duties, and responsibilities include: court services, record keeping, collection of fines, fees and costs.
- Staffing:
  - Judge (part time—paid hourly)
  - Court Administrator
  - Court Specialist
  - Court security provided by part time employee, paid hourly



Court is held in City Council Chambers—this photo shows the chambers set up for video appearances of persons being held at Snohomish County Jail in Everett





# Existing Services and Facilities

## Court Services

- **Court is in session at** Monroe City Council Chambers in City Hall on **Tuesday mornings**, and **Wednesdays** (typically 8:45 – 4:00). Any jury trials (very rare) are held on 2<sup>nd</sup> or 4<sup>th</sup> Fridays.
- **Video appearances** for persons housed in Snohomish County Jail in **two sessions per week (up to 3 hours)**
- **Over-the-counter and phone-based court services are provided Monday to Friday at Monroe City Hall** during **regular business hours 8-5**, closed for lunch 11:30-12:30 by the Court Administrator or the Court's sole clerk.
- **Defense attorneys** meet with clients in the City Hall lobby or a room accessed from the lobby.
- **Indigent Defense screening** performed by Judge Ness
- **Other than instructions on how to access the court, no [online services](#) are available through the City website.** Automated phone transactions and payments are not available.

## Associated Services

- **No formal probation program.** Judge provides screening of persons eligible for public defense counsel; may assign defendants to treatment (staff and judge will monitor compliance -- a nominal form of probation oversight).
- Police department operated by City
- Department has 3 short term holding cells.
- **Jail services** provided under contract with **Snohomish County**.
- **Prosecutor and public defender services** are provided through **contracts** with separate private firms.

# Existing Intervention Programs in Monroe



- Judge can choose to sentence defendants to probation program with Judicial supervision; Court administrator tracks compliance.
- Police have imbedded social worker
- Public Defender has imbedded social worker
- Snohomish County jail provides release planning and access to opioid related Medically Assisted Treatment (MAT) for offenders

# Gaps in Interventions for Monroe Misdemeanor Offenders



Criminal Justice System	Interventions Available to Monroe Misdemeanor Offenders						
	Food/Shelter/Health Care	Mental Health Care	Chemical Dependency Treatment	Behavior Change Treatment	Diversion or Deferral from Legal System	Restitution	Employment and/or Education including Life Skills
Community and Personal/Family Support Network	Missing low barrier shelter and Health Care for homeless	Carnegie Center: Address barriers to Indigent access		Address barriers to Indigent access			Life Skills?
Police	Police Social Worker Program and County Acute Mental Health Responders – Currently transport to Carnegie Center, barriers to access to longer term MH care for indigent or homeless				Create a mechanism for working with others outside of Police to problem solve related to specific individuals or crime types.		
Pre-sentence Jail	Missing Electronic Monitoring especially for indigents and CD effected	Acute meds only at Snoh County Jail	MAT for opioid addiction at Snoh County jail				
Prosecutor/Public Defense	Public Defender Social Worker Program						
Court		Community Court Alternative Program (Note: Current court uses suspended sentences but limited use of deferral at present-- potentially more with active probation supervision and/or access to use of County Diversion Center funded with regional revenue)				Limited	Community Court Alternative Program
Serve Jail Sentence	Release plan for shelter, not food or health care	Acute care and meds only at Snoh County Jail	CD treatment AA /NA and MAT for opioid			Work Crew	
Probation	Missing Electronic Monitoring for CD treatment compliance for indigents; continuity for MAT started in jail.			Programs available in County but not currently available to City Offenders		Limited	Life Skills?
Community and Personal/Family Support Network	Missing low barrier shelter and health care for homeless			Indigent access?			Life Skills?

Key

	Available in/for City Now
	Available in County
	Gap

# Where is Monroe on the Spectrum of Criminal Justice Approaches?



<p><b>Traditional “Jail as a Deterrent to re-offense” approach</b></p> <ul style="list-style-type: none"> <li>Defendants charged at maximum levels to jail</li> <li>Little or no use of diversion by court</li> <li>Little or no use of detention alternatives or evidence-based behavior change programs in sentencing or probation.</li> </ul>	<p><b>Transitioning towards a more restorative justice approach</b></p> <ul style="list-style-type: none"> <li>Begin offering / referring cases to diversion and/or specialty courts</li> <li>Increase focus on detention alternatives (Electronic home detention or alcohol monitoring programs, after school/work reporting, etc.)</li> </ul>	<p><b>Restorative justice with emphasis on diversion and evidence-based behavior change for defendants-- especially those posing a low public safety risk</b></p> <ul style="list-style-type: none"> <li>High use of alternatives to detention and evidence-based treatment programs</li> <li>High number of referrals to specialty courts and/or diversion</li> </ul>
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Monroe’s Mayor/City Administrator note desire to move to left on the spectrum in response to public safety concerns related to some of the City’s homeless population

*Monroe’s judge describes the court as being slightly right of center on the spectrum; would like to move right, balanced with public safety*

# Has Monroe Municipal Court Met its Original Objectives in its First Five Years of Operation?



## Initial Objectives for New Municipal Court

- Improved customer service for internal and external stakeholders (ex. court customer service cutbacks; refusal to process Monroe red light/school zone infractions; lack of indigent screening; delays in arraignment time)
- Personalized, consistent application of judicial philosophy with Municipal Judge (ex. ability to enforce fingerprinting is valued by Police; consistent enforcement of city ordinances (SODA, Site/Lie, etc.)
- Overall cost savings to the city – court and jail (ex. at the time, photo traffic enforcement was contemplated to provide significant funding for court; increased use of detention alternatives also contemplated to save money for the city)

## Municipal Court Results at Year Five

- Level of personalized customer service and judicial practice are highly valued by organization.
- Perceived level of local control is high. Cooperation between City departments, Prosecutor and Public Defender appears to be focused on achieving City priorities.
- Court costs are currently **not offset** by court collected revenue (\$148,000 net cost in 2019). Jail costs were not evaluated in detail. Current District Court contract costs **less** than Municipal Court (Projected net **revenue** over costs of \$57,000 in 2019)

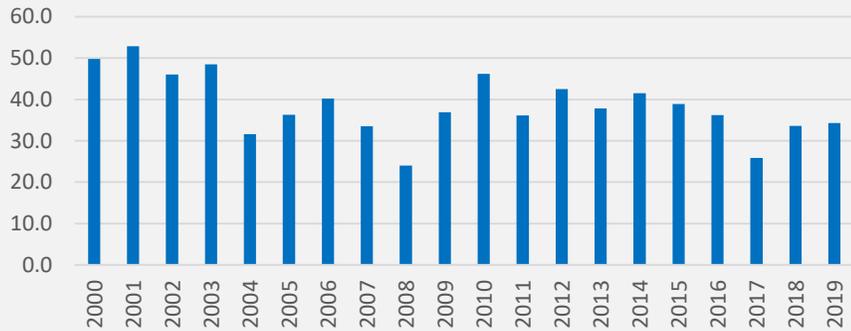


# Character of Justice System Caseload for Monroe



# Monroe Historical Court Case Levels

Misdemeanors per 1,000 Population

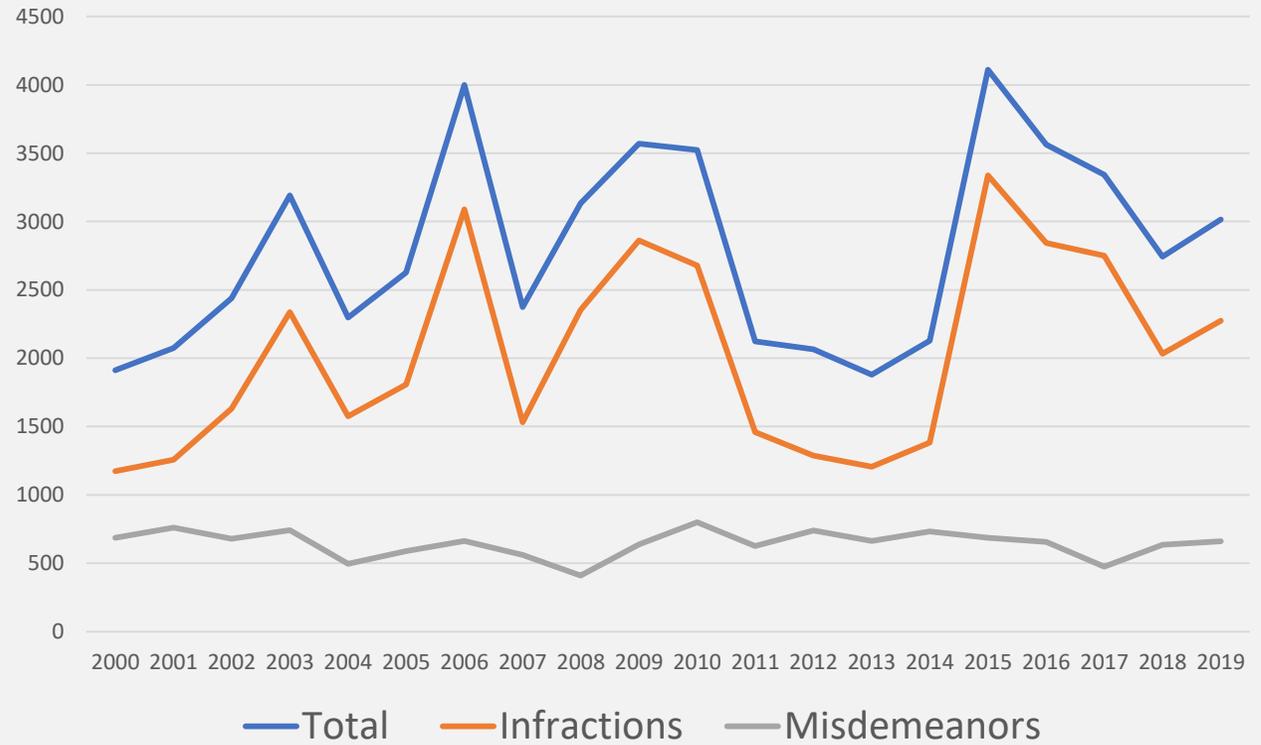


*Monroe has had a historically relatively stable number of misdemeanor filings but variable levels of infraction filings over the last twenty years.*

Misdemeanor filings per 1,000 population have slowly declined consistent with statewide trends.

*Approximately 1/3 of 2018 cases filed with court (infractions and misdemeanors) have Monroe zip code – 2/3 reside outside Monroe zip code area.*

Monroe Court Filings by General Type  
2000 to 2019



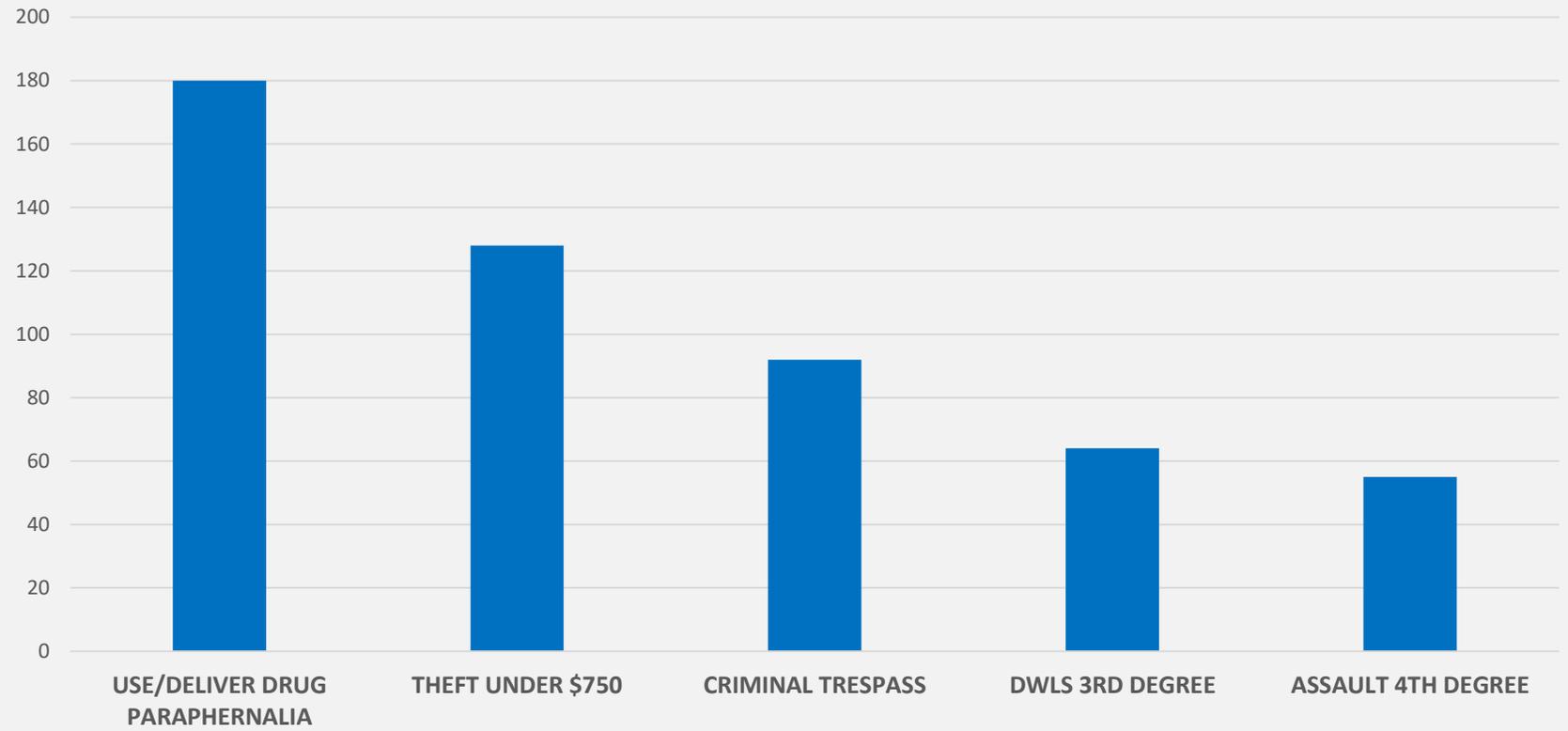


# Top Monroe Misdemeanor Filings

*Use/delivery of drug paraphernalia, theft and trespass were Monroe's top 3 misdemeanor charges for 2019.*

*This case profile is significantly different than Lake Stevens and Sultan's which emphasize traffic violations.*

### Top Volume Monroe Municipal Court Criminal Cases 2019





# Monroe Court Caseload Forecast

## Historical Caseload Pattern

*Monroe historically has had a stable number of misdemeanor filings but variable levels of infraction filings.*

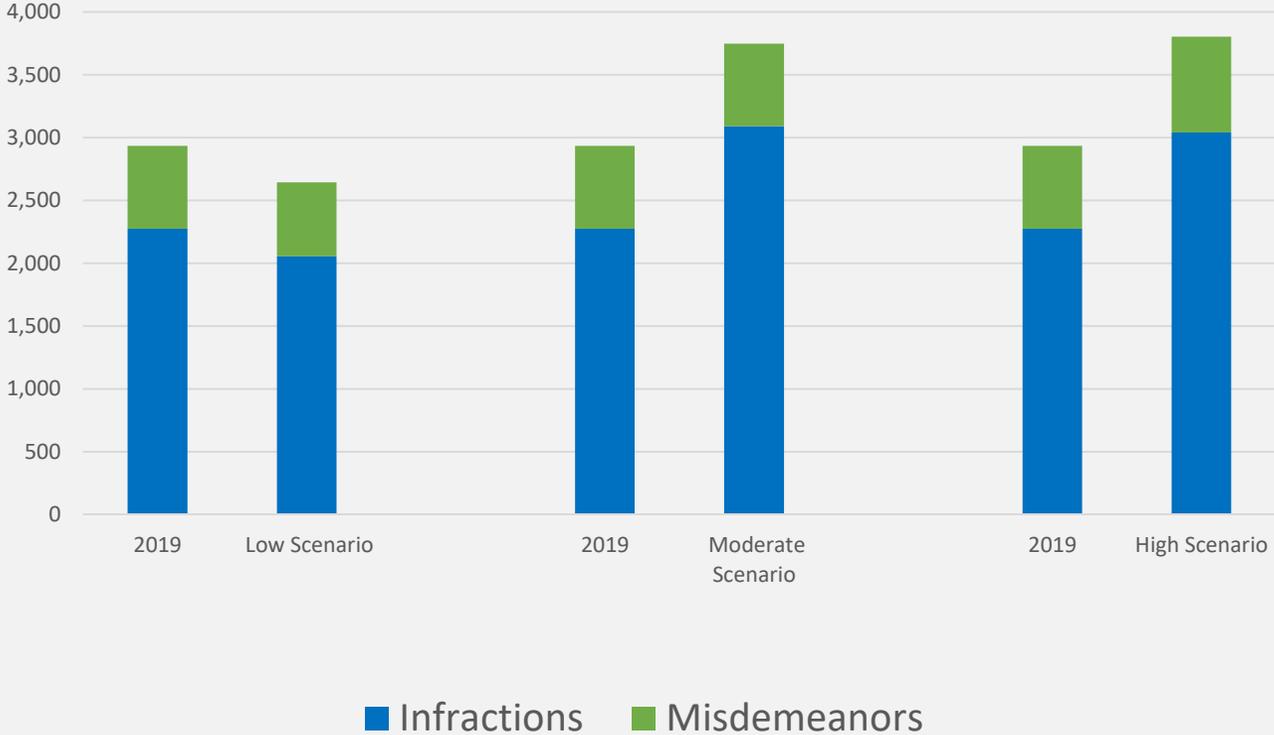
*Misdemeanor filings per 1,000 population have slowly declined consistent with state trends. Infractions have varied widely.*

## Forecast

*Change in total caseload by 2026 ranges from 10% less to 30% more than court caseload in 2019. Monroe’s caseload forecast shows growth in court caseload primarily driven by varying population increases in the moderate and high scenario.*

*In the low scenario, Monroe’s caseload would decline overall following historical and statewide patterns.*

2026 Monroe Court Caseload Forecast Scenarios



# What's Notable about Monroe's Criminal Justice System overall?



- **Defendants and Caseload**

- Unusual caseload—fewer infractions, more costly overall than typical municipal court caseloads
- 73% of defendants qualified for a public defender in 2019—a high percentage, but in line with Lake Stevens and Sultan

- **Court system, staffing and facilities**

- Judge has capacity to serve additional hours and retain appointed status
- Court is understaffed—lack of redundancy if one staff person is ill/on vacation
- No professional probation staffing. Monroe is the only court in the county without probation staffing.
- Multiple demands for use of council chambers
- Current space for staff and records is inadequate
- Security concerns with current courtroom
- Parking can be over-subscribed at times court is in session

- **Associated Services**

- Public Defense costs are higher *per case* than Lake Stevens and Sultan
- Public Defense firm and Police have imbedded social workers to assist defendants in accessing treatment, housing, etc.

# Comparison of *Court Services Options and Costs*

**Monroe Municipal Court serving Monroe  
Evergreen District Court located in Monroe serving  
other cities, WSP and unincorporated county**

# Current Courts Comparison: Judicial Philosophy, Outcomes, Costs



	Monroe Municipal	Evergreen Dist. Ct.
<b>Judicial Philosophy</b>  <i>The courts have similar perceptions of where they are on the criminal justice spectrum</i>	<b>Right of center</b> Would like to be able to have probation dept. or community court or youth court.  New judge observed to be more conservative than predecessor—more pre-sentencing jail days, higher bail	<b>Middle, moving right</b>  One of 2 judges is retiring as soon as next year: replacement unknown
<b>Judicial outcomes (2018, 2019)</b> <ul style="list-style-type: none"> <li>Average jail cost</li> <li>Average # of hearings per case</li> </ul>	<ul style="list-style-type: none"> <li>Lowest jail cost per misdemeanor—reflects sentencing practices</li> <li>2.3 hearings average per misdemeanor case--efficient</li> </ul>	<ul style="list-style-type: none"> <li>Close to Monroe jail cost</li> <li>3.3 hearings average per misdemeanor case</li> </ul>
<b>Court costs</b> <ul style="list-style-type: none"> <li>2019 cost per misdemeanor</li> <li>Average collections per case</li> </ul>	<ul style="list-style-type: none"> <li>Highest cost</li> <li>\$84; by far lowest failure to respond rate—efficient, revenue recovery is relatively good.</li> </ul>	<ul style="list-style-type: none"> <li>Lowest cost</li> <li>\$60; high failure to respond rate</li> </ul>



# Current Courts Comparison: Services

	Monroe Municipal	Evergreen Dist. Ct.
<b>Court Services: Similarities</b>	<p>Basic services similar in terms of case management</p> <p>Neither have digital records/forms – all can use common software to digitally file cases.</p> <p>Both accept paper infraction tickets – in small quantities</p> <p>Both track # of cases, revenues.</p> <p>Both make extensive use of video appearance to process cases (Evergreen held in other Divisions)</p>	
<b>Court Services: Differences</b> <ul style="list-style-type: none"> <li>• Probation services</li> <li>• Access to specialty courts</li> <li>• Jail proximity</li> <li>• Level of on-line services</li> <li>• Staffing level</li> </ul>	<ul style="list-style-type: none"> <li>• No probation. This was noted by several stakeholders as their #1 desired program add.</li> <li>• No specialty court programs.</li> <li>• No jail proximate to court facility but Police Dept. is on same campus and has short term holding cells</li> <li>• Uses video appearance with Jail</li> <li>• Very limited online self service</li> <li>• Under-staffed/no back-up</li> </ul>	<ul style="list-style-type: none"> <li>• Offers probation w/ several programs including MRT and Alive at 25.</li> <li>• Relies on other District Court Divisions for video.</li> <li>• Specialty court options (Mental Health) not open to city defendants currently.</li> <li>• No proximate jail; no holding cells in Court facility</li> <li>• Some online services</li> <li>• Staffing adequate for caseload</li> <li>• Also handles some civil cases</li> </ul>



# Current Courts Comparisons: Facilities

	Monroe Municipal	Evergreen Dist. Ct.
<b>Current Facility</b>	<ul style="list-style-type: none"> <li>• Court held in Council chambers.</li> <li>• Significant competition for use of Council chambers</li> <li>• Lobby space use combined with other City Hall visitors</li> <li>• Security scan and video equipment must be set up and taken down each day</li> <li>• Security concerns noted by several partners – no video monitor or panic button</li> <li>• Office space for staff and customer area inadequate</li> <li>• Records space inadequate</li> <li>• Police dept. has three short-term holding cells</li> <li>• Parking can overflow</li> </ul>	<ul style="list-style-type: none"> <li>• Dedicated 2-courtroom facility</li> <li>• Judge Clough currently hears city cases and will be retiring in 2021 or 2022.</li> <li>• No security video</li> <li>• No panic button in courtroom</li> <li>• No video appearance capacity: video appearances conducted in other divisions of District court</li> <li>• Large customer service area and private meeting space for attorneys</li> <li>• Sultan cases not on dedicated calendars</li> <li>• No holding cells, no adjacent jail</li> <li>• Parking adequate</li> </ul>

# Court Comparison: Client Feedback



	Monroe Municipal	Evergreen Dist. Ct.
<b>Client feedback</b>	<ul style="list-style-type: none"> <li>• Staff are excellent</li> <li>• Highly responsive, accessible, flexible</li> <li>• Individualized justice</li> <li>• Location is important</li> <li>• Most interviewees would like to see probation added.</li> <li>• Public defenders less interested in probation than prosecutors (true for all 3 cities)</li> <li>• Would like to be able to offer more diversion opportunities</li> <li>• Excellent availability for warrants</li> <li>• Confusion among defendants about Municipal court vs District Court</li> </ul>	<ul style="list-style-type: none"> <li>• Some clients noted they are very pleased with Judge Clough, service from staff, facility location.</li> <li>• Other clients perceive there is less personalized service here than in Monroe, more frequent clerical errors.</li> <li>• City cases on combined calendars (Prosecutor notes there are dedicated Sultan calendars)</li> <li>• Confusion among defendants about Municipal Court vs District Court on phone and at customer counter.</li> <li>• City cases lower priority than Superior Court or District Court for access to video appearance</li> <li>• Long phone wait times.</li> <li>• Gloomy courtrooms (windowless)</li> <li>• Availability for warrants can be challenge</li> </ul>

# Why Does Monroe need more Staff to get to a Sustainable Staffing Level?



- **Monroe's current court staffing level is marginal, at best.**
- **Monroe staff workload (case volume) is twice or more than all comparable Municipal courts in Western Washington, whether stand alone or joint court.**
- Current staffing:
  - part time judge
  - court administrator
  - court specialist
  - Court security (hourly)
- Court staff must cover customer counter, records, phone and set-up/tear-down and clerk service for court in council chambers.
- **The courtroom and customer service cannot be operated with one person, making it difficult to arrange internal city meetings, vacations, leave and training without compromising core services.**
- **Staff back up is generally not available and internal financial controls are difficult to maintain with a two person staff.**
  - The Finance Department does assist with reconciling bank statements in order to meet minimum internal control requirements.
- The court administrator spends 40% of her time on probation-related work for which she is not professionally trained and regularly works significantly more than 40 hrs. per week.

# Recommended Staffing to Achieve Sustainable Staffing Levels



- ✓ In order to be sustainable and meet existing requirements:
  - Additional self-help services should be added to phone and on-line customer resources during business and non-business hours to assist with customer service demand
  - At least 0.25FTE court specialist should be added to the staff, to provide back-up capacity and assist with workload volume.
  - Add a part time probations officer (0.8 FTE), this addition would reduce workload for the Court Administrator and the Judge and add management capacity that is currently not available.
- ✓ **With these additions Monroe would have approximately comparable services to Marysville Municipal Court and Evergreen District Court.**
- ✓ The cost of these additions would be an estimated \$112,000 per year (2020 dollars) – excluding facility costs

# Potential City of Monroe Requirements in a District Court Contract



- Input on the judge selected to hear the majority of city cases
- Dedicated court calendar time slots for city cases.
- Transition terms related to the change from City Municipal Court to District Court
- Agreement on coordinated web and phone automation/content for city and county (beyond transition) to facilitate FAQ and self help for city residents including payments.
- County commitment to keep Evergreen Division open in current location.
- Retention of Monroe Traffic Violations Bureau and explicit responsibility for follow up on non-payment/response to Police infractions
- Reporting of fine and fee collection/failure to respond follow up rates, revenue collection averages for misdemeanors and infractions, average hearings per misdemeanor and examples of typical sentences for the five highest volume misdemeanors
- Access to county programs for city cases including:
  - ✓ How indigent participation will be paid for
  - ✓ Probation and probation programs
  - ✓ Mental Health Court
  - ✓ DWLS 3 re-licensing program
  - ✓ Community Court program, when established
- Coordination with city programs
  - ✓ Annual report to City Council by court and probation
  - ✓ Participation by Evergreen court and probation program representatives in city criminal justice related problem-solving work groups
  - ✓ Regular de-briefing sessions with Police
  - ✓ Mechanism for effective involvement of city Police social worker and Public Defense social worker in court and its programs
- Meeting timeliness requirements for “in jail custody” arraignments and warrants

# Monroe Municipal Court and Criminal Justice System Costs – 2019 Actual Cost



## COURT REVENUES and COSTS

### Court/Probation Revenue

• Fines and Fee Revenue	\$240,290
• Probation Fee Revenue	\$17,076
<b>Total Revenue</b>	<b>\$257,366</b>

### Court Costs

• Personnel - Judicial Officers	\$75,246
• Personnel - Court Operations	\$279,287
• Personnel – Probation	\$0
• Program Operating Costs	\$18,118
• IT and Facilities Operating – Court	\$33,621
<b>Total Costs</b>	<b>\$406,272</b>

**Court Net Revenue (Expense) (\$148,906)**

**Per Case Cost \$138**

## Criminal Justice System Costs--Court and Associated Programs (excluding police)

• Court/Probation Net Expense	<b>\$148,906</b>
• Prosecutor	\$180,000
• Public Defense	\$213,400
• Jail	\$372,936
• <b>Total Net Cost</b>	<b>\$915,242</b>

**Per Misdemeanor Cost \$1,384.63**

# Three Cities Current Cost of Court & Associated Services



*Of the three cities, Lake Stevens' current court costs are totally paid for by court related revenue. Sultan is close to breaking even.*

*The cost per misdemeanor is relatively similar. Sultan has the lowest cost per court case of the three cities while Monroe has the highest cost per court case.*

## Monroe Monroe Municipal Court

	2019/20
<b>Court/Probation Revenue</b>	
Fines and Fee Revenue	\$240,290
Probation Fee Revenue	<u>\$17,076</u>
<b>Total Revenue</b>	\$257,366
<b>Court Costs</b>	
Personnel - Judicial Officers	\$75,246
Personnel - Court Operations	\$279,287
Personnel - Probation	\$0
Program Operating Costs	\$18,118
IT and Facilities Operating - Court	<u>\$33,621</u>
<b>Total Costs</b>	\$406,272
<b>Court Net Revenue (Expense)</b>	<u><b>(\$148,906)</b></u>

Per Case Cost \$138

## Court and Associated Programs

Court/Probation Net Expense	\$148,906
Prosecutor	\$180,000
Public Defense	\$213,400
Jail	<u>\$372,936</u>
<b>Total Net Cost</b>	<u><b>\$915,242</b></u>

Per Misdemeanor Cost \$1,384.63

## Lake Stevens Marysville Municipal Court Contract

	2019/20
<b>Court/Probation Revenue</b>	
Fines and Fee Revenue	\$242,925
Probation Fee Revenue Collected	\$6,720
Probation Fee Revenue Retained by Marysville	<u>-\$6,720</u>
<b>Total Revenue</b>	\$242,925
<b>Court Costs</b>	
Marysville Court Contract	\$197,844
Direct Non-contract Costs	<u>\$23,152</u>
<b>Total Costs</b>	\$220,996
<b>Net Revenue (Expense)</b>	<u><b>\$21,929</b></u>

Per Case Cost \$81

## Court and Associated Programs

Court/Probation Net (Revenue)	( <b>\$21,929</b> )
Prosecutor	\$142,669
Public Defense	\$127,627
Jail	<u>\$427,687</u>
<b>Total Net Cost</b>	<u><b>\$676,054</b></u>

Per Misdemeanor Cost \$1,307.65

## Sultan Evergreen District Court Contract

	2019/20
<b>Court/Probation Revenue</b>	
Fines and Fee Revenue	\$25,363
Probation Fee Revenue Collected	\$2,304
Probation Fee Revenue Retained by Evergreen	<u>-\$2,304</u>
<b>Total Revenue</b>	\$25,363
<b>Court Costs</b>	
Evergreen District Court Contract	\$27,037
Direct Non-contract Costs	<u>\$0</u>
<b>Total Costs</b>	\$27,037
<b>Net Revenue (Expense)</b>	<u><b>(\$1,674)</b></u>

Per Case Cost \$64

## Court and Associated Programs

Court/Probation Net Expense	<b>\$1,674</b>
Prosecutor	\$68,804
Public Defense	\$25,440
Jail	<u>\$92,227</u>
<b>Total Net Cost</b>	<u><b>\$188,145</b></u>

Per Misdemeanor Cost \$1,198.38

# Financial Comparison -- Monroe Municipal Court and Evergreen District Court



## Monroe Stand Alone Municipal Court Forecast Assuming Building Block Staffing Scenario

	Base Year	Low 2026	Moderate 2026	
			High 2026	
<b>Court/Probation Revenue</b>				
Fines and Fee Revenue	\$240,290	\$240,752	\$240,752	\$274,126
Probation Fee Revenue	\$17,076	\$17,076	\$17,076	\$17,185
<b>Total Revenue</b>	<b>\$257,366</b>	<b>\$257,828</b>	<b>\$257,828</b>	<b>\$291,311</b>
<b>Court Costs</b>				
Personnel - Judicial Officers	\$75,246	\$75,246	\$75,246	\$75,246
Personnel - Court Operations	\$279,287	\$279,287	\$297,715	\$301,312
Personnel - Probation	\$0	\$0	\$75,600	\$75,600
Program Operating Costs	\$18,118	\$18,118	\$18,118	\$21,743
IT and Facilities Operating - Court	\$33,621	\$33,621	\$44,621	\$44,621
<b>Total Costs</b>	<b>\$406,272</b>	<b>\$406,272</b>	<b>\$511,300</b>	<b>\$518,522</b>
<b>Court Net Revenue (Expense)</b>	<b>(\$148,906)</b>	<b>(\$148,444)</b>	<b>(\$253,472)</b>	<b>(\$227,211)</b>
Average Per Case Cost	\$138	\$154	\$136	\$136

## Court and Associated Programs

	Base	Low 2026	Moderate 2026	
			High 2026	
<b>Court/Probation Net Expense</b>				
Prosecutor	\$180,000	\$160,121	\$179,183	\$208,048
Public Defense	\$213,400	\$188,866	\$214,562	\$245,397
Jail	\$372,936	\$331,749	\$371,243	\$431,049
<b>Total Net Cost</b>	<b>\$915,242</b>	<b>\$829,180</b>	<b>\$1,018,460</b>	<b>\$1,111,705</b>
<b>Per Misdemeanor Cost</b>	<b>\$1,384.63</b>	<b>\$1,410.17</b>	<b>\$1,524.64</b>	<b>\$1,455.11</b>

*District Court is the least expensive option for Monroe compared to the lowest cost standalone Municipal Court building blocks forecast.*

*The cost difference is significant in the aggregate and per case.*

*Key reasons for the cost difference:*

- County appears to be subsidizing the court with regional CJ taxes and state revenue*
- County court staff are paid less*

## Monroe Contract with District Court Forecast District Court Contract

	Base Year	Low 2026	Moderate 2026	
			High 2026	
<b>Court/Probation Revenue</b>				
Fines and Fee Revenue	\$240,290	\$222,086	\$263,760	\$319,536
Probation Fee Revenue Collected	\$17,076	\$15,240	\$17,018	\$19,812
Probation Fee Revenue Retained by Evergreen	-\$17,076	-\$15,240	-\$17,018	-\$19,812
<b>Total Revenue</b>	<b>\$240,290</b>	<b>\$222,086</b>	<b>\$263,760</b>	<b>\$319,536</b>
<b>Costs</b>				
Evergreen District Court Contract	\$174,402	\$173,955	\$231,226	\$243,077
Direct Non-contract costs	\$9,091	\$8,087	\$9,050	\$10,508
<b>Total Costs</b>	<b>\$183,493</b>	<b>\$182,042</b>	<b>\$240,275</b>	<b>\$253,585</b>
<b>Net Revenue (Expense)</b>	<b>\$56,797</b>	<b>\$40,044</b>	<b>\$23,485</b>	<b>\$65,951</b>
Average Per Case Cost	\$62	\$69	\$64	\$67
<b>Court/Probation Net Revenue</b>				
	(\$56,797)	(\$40,044)	(\$23,485)	(\$65,951)
Prosecutor	\$180,000	\$160,121	\$179,183	\$208,048
Public Defense	\$212,313	\$188,866	\$211,350	\$245,397
Jail	\$372,936	\$331,749	\$371,243	\$431,049
Sub total	\$765,249	\$680,736	\$761,776	\$884,494
<b>Total Net Cost</b>	<b>\$708,453</b>	<b>\$640,692</b>	<b>\$738,291</b>	<b>\$818,542</b>
Per Misd	\$1,072	\$1,090	\$1,122	\$1,071.39

# Court Options Operating Cost Comparison



	Base Year (2019)	Moderate caseload forecast 2026	Base Year (2019)	Moderate caseload forecast 2026	Base Year (2019)	Moderate caseload forecast 2026
	<b>Monroe Stand Alone Court</b>		<b>Joint Court</b>		<b>District Court Contract</b>	
Court net Revenue (Expense)	(\$253,472)	(\$253,472)	(\$253,472)	(\$235,378)	\$56,797	\$23,485
Average Per case cost	\$138	\$136	\$86	\$63	\$62	\$64
Total net cost (court, prosecutor, public defense, jail)	\$971,438	\$968,179	\$971,438	\$950,0850	\$708,453	\$738,291
Per misdemeanor cost	\$1,385	\$1,525	\$1,470	\$1,444	\$1,072	\$1,122

# Financial Summary of Court Options -- All Cities *Court Only* and *Total Criminal Justice Costs* versus *Current Contracts*



Options for each city are presented in descending order—from least expensive to most expensive for the LOW caseload scenario. Ranking results change as caseload grows.

## Analysis Results

*Each city has multiple financially viable options for the provision of court services.*

*Cost ranking differs depending on whether looking at court costs alone or at all CJ costs combined, and depending on the caseload.*

Black = net revenues  
Red = net cost

Monroe Options - Operating Costs Only	Base Year	Low 2026	Moderate 2026	High 2026
<b>Evergreen District Court Contract</b>				
Court Only - Net Revenue	\$56,797	\$40,044	\$23,485	\$65,951
Total Court and Associated Costs -- New Public Defense Contract	\$661,165	\$598,627	\$691,218	\$763,886
<b>Joint Court – Building Block Staffing</b>				
Court Only - Net Cost	\$253,472	\$221,389	\$235,378	\$264,324
Total Court and Associated Costs -- New Public Defense Contract	\$971,438	\$860,064	\$950,085	\$1,094,167
<b>Stand Alone Court – Building Block Staffing</b>				
Court Only - Net Cost	\$253,472	\$253,472	\$253,472	\$253,472
Total Court and Associated Costs -- New Public Defense Contract	\$971,438	\$892,146	\$968,179	\$1,083,314
<b>Lake Stevens Options</b>				
<b>Monroe Contract – Building Block Staffing</b>				
Court Only - Net Revenue/Cost	NA	\$10,920	\$118,987	\$251,776
Total Court and Associated Costs -- New Jail Contractor	NA	\$585,814	\$612,889	\$642,381
<b>Monroe Limited Operating Contract with Own Judge</b>				
Court Only - Net Revenue/Cost	NA	\$16,420	\$113,487	\$246,276
Total Court and Associated Costs -- New Jail Contractor	NA	\$591,314	\$618,389	\$647,881
<b>Evergreen District Court Contract</b>				
Court Only - Net Revenue/Cost	\$63,142	\$27,971	\$48,427	\$151,406
Total Court and Associated Costs -- New Jail Contractor	\$498,845	\$602,865	\$683,449	\$742,751
<b>Marysville Municipal Court Contract</b>				
Court Only - Net Revenue/Cost	\$21,929	\$35,127	\$28,876	\$122,337
Total Court and Associated Costs -- New Jail Contractor	\$540,058	\$608,901	\$695,253	\$757,221
<b>Sultan Options</b>				
<b>Monroe Contract – Building Block Staffing</b>				
Court Only - Net Cost	NA	\$3,478	\$339	\$12,867
Total Court and Associated Costs -- Direct Filing Prosecutor Costs	NA	\$171,655	\$219,112	\$315,284
<b>Evergreen District Court</b>				
Court Only - Net Cost	\$1,674	\$8,160	\$7,043	\$4,956
Total Court and Associated Costs -- Direct Filing Prosecutor Costs	\$162,673	\$176,338	\$226,494	\$333,107

Lake Stevens highlight shows where LS Judge required—this option not feasible in order to retain part time judge in Monroe



# Facilities Options

# What are the Facility Needs for a Court?



## Preferred Courtroom Facility:

- 4,000-5,000 sq. ft.
- At least one courtroom, customer counter, staff and judge offices, records storage, in-custody defendant access/security, public security, probation meeting rooms, meeting space for defense attorneys, private meeting space for victims/witnesses/children, a jury room, adjacent restrooms.
  - Community courts and robust probation programs typically use a more informal open large space with flexible seating for community accountability boards, group treatment programs and meetings with defendants.
- Adequate parking, ADA access and transit service
- Technology for staff/attorneys and general public, WiFi, printing/scanning equipment, video and audio equipment.
- If joint use areas (restrooms, public lobby) are not available, then these should be provided for a stand-alone court.

## Monroe's Existing Court Facility:

- One courtroom combined with the Council Chambers.
- Current staff/judge offices and customer service area have **no additional capacity** and are hemmed in by surrounding uses.
- Caseload projections show **a need for additional staff offices, courtroom hours, records and private meeting space** beyond the space that is currently available.
- **Some safety and security issues** which should be addressed:
  - Separate courtroom entrances for judge, staff
  - Video monitoring
  - Panic button
- **Parking can be over-subscribed** when court is in session; transit access is good.
- Technology needs are met, generally. Printer/scanner needed in Courtroom.



# Monroe Facilities Options

The consulting team identified six options for a solo or joint court in Monroe:

- A. Existing Court Space in Monroe City Hall - Joint Use of Council Chambers
- B. Replacement Monroe City Hall/Police Combined Building
- C. Remodel/Expand Monroe City Hall/Police
- D. Court in Portable -- Existing Monroe City Hall Campus land
- E. Court in Portable -- Old Monroe Public Works Bldg Location after demolition
- F. Acquire a 4,000 to 6,000 square foot existing building in Monroe

**Additional publicly owned sites in Monroe were reviewed but did not meet size, access, parking or compatible use criteria. Additional detail work on cost and feasibility are required for all options before final decision making.**

# Monroe Facilities Options Analysis

## Takeaways



- ✓ The **status quo facility** at Monroe City Hall *is not sustainable*.
- ✓ Increasing staff and service capacity to a point where the court is **sustainable** either as a solo court or a court able to offer equivalent services to other cities, **will require additional space** for additional courtroom hours, staff and records.
- ✓ **Any of the Monroe facilities options other than status quo will support a joint court** for at least a few years, depending on how quickly combined caseloads grow (primarily, how quickly the Lake Stevens' caseload grows).
  - Caseload analysis shows that combined workload could exceed that allowable for a Monroe appointed judge in as early as 2023.
- ✓ While not ideal, court can **continue to be held in the Monroe City Council Chambers (Options B and C)** until caseloads outgrow the Chambers availability, **so long as additional staff and records space is provided**.

# Monroe Facilities Options Analysis

## Takeaways, cont.



### ✓ Portables (Options D and E) have important pros and cons:

- Advantages: less expensive than permanent construction, more quickly deployed. (\$0.75M - \$1M, 1 year)
- Disadvantages: lower quality construction than permanent buildings. Low ceilings mean portables are not ideally configured to house courtrooms.
- A small portable could be used just to house court staff (no courtroom), but additional records space would still be needed in a more permanent structure. **(Option D)**
- A larger portable would provide much greater functionality as compared to a small portable—providing chambers, staff space, dedicated lobby-- at a modest cost increment compared to a small portable **(Option E)**

### ✓ Acquisition of an existing building (Option F) would provide new, dedicated court room(s) as well as staff and records space. It also provides the **greatest short and long-term flexibility** to Monroe whether or not a joint court is pursued, as well as the greatest capacity and flexibility for a long-term joint court operation of any of the options reviewed.

# Summary of Advantages and Disadvantages of Court Operating and Facilities Options

# Monroe Option 1: Contract with Evergreen District Court



Advantages for Monroe	Disadvantages for Monroe
<ul style="list-style-type: none"> <li>• Least cost option.</li> <li>• Evergreen provides probation services at no cost to city</li> <li>• Court location is in Monroe very near City Hall</li> <li>• Reduce confusion with only one local court in the City</li> <li>• No need to add staffing, services</li> <li>• No need for additional court facilities</li> <li>• Better online services</li> <li>• Jail sentencing practice of current judges similar to Monroe</li> </ul>	<ul style="list-style-type: none"> <li>• Less local control -- No ability to hire/fire judge, control court procedures or costs</li> <li>• Less continuity in terms of judges for Monroe cases (video appearance are heard by judges in Everett, South Divisions)</li> <li>• Potentially less judicial engagement on building new cross-system interventions to address Monroe's criminal justice issues</li> <li>• County collects revenue per case at a somewhat lower rate and has a modestly higher number of hearings per misdemeanor</li> </ul>
<p><b>Potential Advantages:</b></p> <ul style="list-style-type: none"> <li>• <i>Could seek access to County mental health county regional tax</i></li> <li>• <i>Could seek access to regional relicensing program (currently under discussion, not yet launched) to handle some DWLS3 cases</i></li> <li>• <i>Enhanced leverage if negotiating with other cities</i></li> <li>• <i>Could retain Traffic Violation Bureau to enhance fine collection.</i></li> </ul>	<p><b>Potential Disadvantages:</b></p> <ul style="list-style-type: none"> <li>• <i>County could elect to close Evergreen Division and hold all cases in Everett (previously studied by County, but currently not an active conversation)</i></li> </ul>

# Monroe Option 2: Adjust Municipal Court Offerings/Staffing to Stabilize and Improve Service, but Don't Extend Services to Other Cities



Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• Maintain local control over costs, judge selection, court procedures</li> <li>• Improves service levels for customers over status quo; court becomes sustainable.</li> <li>• Can maintain focus on bringing together in-city resources/agencies to address homeless population or specific high-volume crimes.</li> <li>• Retains consistency in judicial oversight of cases/offenders.</li> <li>• Can implement small community/diversion court calendars unique to Monroe's needs</li> </ul>	<ul style="list-style-type: none"> <li>• More expensive than Evergreen Court</li> <li>• Opportunities for economies of scale not taken</li> <li>• Loss of direct access to the advantages of regional revenue support for criminal justice programs and services.</li> <li>• Loss of direct access to mature Probation treatment programs and services</li> <li>• Requires facility and modest technology investments</li> <li>• Community/diversion court services would need to be funded and implemented by county</li> </ul>
<p><b>Potential Advantages</b></p>	<p><b>Potential Disadvantages</b></p>
<ul style="list-style-type: none"> <li>• <i>Could seek access to County or Marysville mental health revenues, courts and/or probation services through small contracts (rather than recreate)</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Loss of access to potential future County Mental Health court services funded by regional/state revenue</i></li> </ul>

# Monroe Option 3: Partner with Other Cities and Create a Joint Court in Monroe



Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• Less expensive than building block solo court option under low and moderate caseload forecasts.</li> <li>• Retain more local control than Evergreen District option</li> <li>• More continuity in terms of judges hearing Monroe cases</li> <li>• Potentially more ability to get judicial engagement on building new cross-system interventions to address Monroe’s criminal justice issues</li> </ul>	<ul style="list-style-type: none"> <li>• More expensive than Evergreen Contract</li> <li>• Requires longer-term commitment to service levels, facilities per contract negotiated between partners</li> <li>• Transaction costs of negotiation, updating contract over time</li> <li>• Requires capital facility and modest technology investment</li> <li>• Does not leverage regional revenues.</li> </ul>
<p><b>Potential Advantages</b></p>	<p><b>Potential Disadvantages</b></p>
<ul style="list-style-type: none"> <li>• <i>Cities together may have better ability to bring effective human services options to scale in East county region, potentially funded with regional revenue.</i></li> <li>• <i>Could seek access to County or Marysville mental health courts through small contracts (rather than recreate)</i></li> <li>• <i>Any capital facility investment leaves local court option available to the city in the long term.</i></li> </ul>	<p><i>Partners judicial philosophies and priorities may diverge over time, increasing conflict for the court and its operations</i></p>



# *Improving Outcomes* in the Criminal Justice System



# Motivating Offenders to Change

Most criminal justice research supports the theory that offenders change dysfunctional behavior when they are *motivated and have appropriate support during and after a change*. Community supports are necessary in order for the offender to sustain their new behavior.

Motivation usually only happens *when the offender's brain and body are healthy and clear enough to think beyond the brain's "flight or fight" mechanism*. An offender may reach this point after a certain age in their life cycle or during their interaction with the community and the criminal justice system. This is why it is thought that *a continuum of interventions should be available to offenders in the criminal justice system* in order to take advantage of the point, no matter when it comes, where the offender is motivated.

Professionals *trained in motivational interviewing techniques throughout the Criminal Justice system can engage with offenders in ways that accelerate offender motivation*. This includes police officers, social workers, judges, court staff, probation officers, jail staff and intervention program providers.

# Opportunities to Improve Availability of Intervention Programs



- **Hire a probation officer or contract with another court for probation services**
  - **134 Monroe misdemeanor offenders (2019) are estimated to be eligible for active probation supervision.**
  - Probation programs are intended to help motivate the offender to complete their sentence and may also offer group or individual treatment, electronic monitoring or education and connection to community supports after probation is completed. Some community or diversion courts involve probation officers in scheduled court conferences with offenders and intervention or treatment service providers.
- **Contract for ability to refer defendants to probation-based Domestic Violence treatment programs and responsible driving courses.** These services are currently offered by other probation programs in the County (25 and Alive and Cognitive Reconciliation Therapy are examples).
- **Seek access to, or funding for, therapeutic court program(s)**

The available 1/10 of a cent sales tax for mental health and chemical dependency treatment, a regional revenue, is used to finance the District Courts Mental Health court. This regional tax is typically used across the state to support therapeutic courts and treatment for adult misdemeanor and felony offenders. The County does not currently allow city cases to be referred to the District Court Mental Health Court



# Resources to Address Gaps – Monroe’s Options

## Managing demand or modify operations to maximize capacity with existing resources:

- Implement one or more of the strategies outlined for the highest volume court cases to reduce offense rates in the courts
- Invest in policing programs or strategies that focus on repeat offenders and/or connecting problem solving resources with community members.

## Seeking funding from Snohomish County regional revenue and/or state programs:

- Countywide mental health, chemical dependency and therapeutic court sales tax funding – annual applications
- Seek city access on your own or with other cities to County Mental Health Court, County probation programs and/or other services funded with regional revenue.
- Proposal to County for homeless housing/facility projects. Cities are eligible.
- Apply for Statewide homelessness facility and program funding (Department of Commerce); Washington Association of Sheriffs and Police Chiefs, Arrest and Jail alternatives programs; annual Office of Public Defense grants to cities.

## City funding:

- Re-direct funding/staffing
  - part of current city jail funding to pay for indigent use of electronic monitoring in lieu of jail (lower cost per day than jail)
  - existing city staff capacity (in the short or long term due to Covid workload changes) to court specialist staffing needs.
  - Public Safety sales tax received by the city after voter approval in 2014 to support the court and its programs Year over year change in Criminal Justice and/or Public Safety sales tax receipts
  - Court improvement funding coming from the state each year may be used to make one-time effectiveness improvements for the court such as a printer for the courtroom, security changes, website and phone self service additions
- Potential Facilities funding
  - Construction related sales tax revenue dedicated to one-time expenses – potential for court facility
  - REET 1 funds may be used for court facilities provided they are part of GMA Capital Facilities Plan; REET 2 funds may be used for facilities serving homeless persons until 2026

# *Recommendations*

# Conclusions



- ✓ **The City has options available to it**
- ✓ **While the District Court is a much less expensive operating and capital facility cost option than retaining the Monroe court, ultimately, the decision to select a court service provider involves balancing multiple factors, including:**
  - Cost
  - Local control of judge selection and criminal justice system impacts
  - Service offerings
  - Service levels
  - Location of court service delivery
  - Having an appointed judge
  - Impacts on associated services – jail, prosecutor, public defender, police – costs and service levels



**Recommended  
Actions -- Roadmap  
to a Decision**  
*in the next 6 months, the  
Cities may wish to  
undertake the following  
steps, prior to deciding  
which court services option  
to pursue.*

1. **Confirm criminal justice system priorities.** Leadership in each city should confirm what is important to them in terms of their criminal justice system responsibilities. How does each city weigh the importance of system outcomes, local control, court service offerings, service levels, and cost?
2. **Narrow Court Options:** Based on a confirmed understanding of local priorities, each city should identify which of the court services operating options presented in this study are of interest, of no further interest, and any follow up questions.
3. **Monroe Court Sustainability—Operations and Facilities:** Monroe should determine the feasibility of **funding sustainable Court staffing, probation, and improving online/automated phone services--** and how long this will take. Additionally, Monroe should determine its **preferred facilities option** for a sustainable court operation and a timeline for implementing that facility option. These determinations should inform the decision of whether to retain the court, and whether to offer services to other cities.

## Roadmap, Cont'd.

4. If there is continued interest on the part of Monroe and Sultan and/or Lake Stevens to further explore a joint court, the interested cities should confer together. If there is agreement on services, cost and timeline, a work plan can be developed to result in a negotiated agreement and jointly agreed start date.

- Earliest date for launching joint court is January 2022.

Additional work that should be part of this discussion relates to facilities in the partner cities:

- **Sultan and Lake Stevens:** Determine feasibility/timeline for making council chamber improvements
- **Lake Stevens:** Determine preferred facility for longer term use as city municipal court or limited court

# Other Recommendations for all Cities

*Regardless of whether a joint  
court is pursued...*

## Opioid Offenders/Homeless Population Defendants

1. Periodically convene social workers, probation staff (and in Monroe, Homelessness Task Force lead staff and/or other non-profit service providers ) to develop problem-solving plans for individuals who frequently use police and justice services.
2. Secure Medically Assisted Treatment (MAT) program access with follow-up
  - Currently available at Snohomish County jail and Marysville Jail
  - At jail release, to assure continuity, connect defendants/offenders to this service through social worker or probation staff and a MAT third-party provider

## Other Recommendations for all Cities

*Regardless of whether a joint  
court is pursued...*

### Opioid Offenders/Homeless Population Defendants, cont.

3. Negotiate access to Mental Health Court at Snohomish County District or Marysville Court
  - County program is financed with regional sales tax revenue
  - Alternately, apply to Snohomish County Mental Health Chemical Dependency Sales Tax Advisory Board to secure funding from the regional tax supporting County Mental Health Court
4. Leverage Carnegie and Diversion Center resources through Pioneer Human Services (PHS) and other mental health providers
  - Work with PHS to see develop East County/Sky Valley service program;
  - Explore feasibility of applying for Chem. Dep./MH Sales tax monies to support and/or state funding programs in support of homeless populations

# Other Recommendations for all Cities

*Regardless of whether a joint  
court is pursued...*

## Additional Justice System Recommendations

3. High Volume Offenses – Periodically convene police and court staff to develop responses for selected high-volume offenses, in order to reduce demand for court and jail services and improve outcomes.
  - Reduces jail costs
4. Support continued funding of imbedded social workers in public defender offices and in police
5. If a **joint court** is established, priority actions for further improvements in service should include **supporting collaboration between human services agencies working in the three cities.**



# Other Recommendations: MONROE

*Regardless of whether a joint  
court is pursued...*

***If the City retains its court, additional staffing and program offerings should be implemented:***

1. Change Court/City website and phone to add 24/7 self-service options including self-service payments
2. Secure sustainable staffing
3. Implement a probation program or contract for probation services from Marysville or District Court
  - County probation is funded with regional revenues such as criminal justice sales tax
4. Secure access to motivation intervention programs for municipal court
  - Moral Reconciliation Therapy (MRT) – contract with third party provider (possibly Snohomish County or Marysville Court)
  - Secure skills training for police/probation/judge/social worker/court staff –those key in face-to-face interactions

***Regardless of whether the City continues its local court operation, the City should negotiate changes to reduce cost of public defender contract to be in line with other cities***



*Thank you!*

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# MONROE CITY COUNCIL

## Agenda Bill No. 20-109

<b>SUBJECT:</b>	<i>Housing Action Plan Update (HAP)</i>
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<b>DATE:</b>	<b>DEPT:</b>	<b>CONTACT:</b>	<b>PRESENTER:</b>	<b>ITEM:</b>
7/21/2020	Community Development	Anita Marrero	Anita Marrero	Discussion Item #2

**Discussion:** 7/21/2020  
**Attachments:** 1. HAP Project Charter  
 2. Public Involvement Plan

**REQUESTED ACTION:** None, this presentation is an update to Council on the progress of the HAP.

### POLICY CONSIDERATIONS

*N/A, The Council is not being asked to consider any policy issues at this time.*

### DESCRIPTION/BACKGROUND

In October 2019, the City of Monroe applied for a Department of Commerce (DOC) grant funded through E2SHB 1923, which provided \$5 million to increase residential building capacity in Washington communities. Of the list of eligible activities, as defined in the bill, the City chose to adopt a housing action plan with a total funding request of \$50,000. The City was awarded the grant on November 5, 2019.

The City Council accepted the grant and the Mayor signed the DOC grant agreement on January 14, 2020. Staff selected a consultant and Council approved the consultant agreement on April 28, 2020.

Housing costs and housing affordability have been an increasingly prominent state and national policy issue since the Great Recession. In Snohomish County, the 2019 Snohomish County Housing Affordability and Regional Task Force (HART) report found that housing affordability has worsened since 2010. From 2010 to 2017:

- The monthly rent for a two-bedroom apartment increased 49.5% from \$901 to \$1,347;
- The price for an average single-family home increased 36.1% from \$400,000 to \$544,449;
- During that same period, median household income increased only by 17.7%.

Population growth driven by the State’s strong economy increased the demand for, and cost of, both rental and owner occupied housing. By comparison, wage growth outside of the tech industry has not kept up with these housing cost increases.

The Washington State legislature has been particularly active the past few years in considering and/or passing housing related legislature. Certain legislature has provided increased funding for housing programs (e.g. State Housing Trust Fund); other recent legislation has reduced Cities’ ability to create limiting regulations for certain accessory dwelling units and also the operation of homeless encampments by religions organizations.



# MONROE CITY COUNCIL

## *Agenda Bill No. 20-109*

Still other legislation, which did not pass in 2020, sought to pre-empt local land use authority and require certain types of housing such as duplexes, triplexes, quadplexes, sixplexes, and courtyard apartments be allowed in areas zoned for single-family residential use.

HB 1923, passed in 2019, took an incentive approach. Rather than mandate certain requirements be adopted (as the bill originally proposed), HB 1923 allows local jurisdictions to work collaboratively with their communities to develop a Housing Action Plan to include housing recommendations and strategies appropriate to their jurisdiction. It also provides funding to support these efforts.

### **HOUSING ACTION PLAN**

The goal of a housing action plan is to encourage construction of additional affordable and market rate housing in a greater variety of housing types and at prices that are accessible to a greater variety of incomes, including strategies aimed at the for-profit single-family market.

The City of Monroe has planned for growth in the Comprehensive Plan. Growth targets require a population capacity of 24,754 in 2035. With the new density limits under the newly adopted Unified Development Regulations (UDR), Monroe now has a population capacity of 25,306 in 2035.

Although the City has the capacity to accommodate growth, the challenge is creating opportunities for non-profit and for-profit developers to build a variety of housing developments for all income levels. Pursuing a Housing Action Plan will provide the City with a clear vision and strategies to increase residential building capacity and/or streamline regulations.

As part of the Housing Action Plan, the city will focus on the following strategies:

- Helping people stay in affordable housing
- Creating a variety of housing choices
- Creating more affordable housing
- Unlock housing supply by making it easier to build
- Identify public lands for housing opportunities

Public involvement will be key in this process. The City wants to hear from all groups who have an interest in affordable housing and residents from all income levels. The Affordable Housing Committee will be able to provide input on proposed strategies as well as the Planning Commission.

The Housing Action Plan will provide guidance to the City when planning for the future and will be instrumental when drafting the mandated Comprehensive Plan 2024 Update.

The City hopes that the Housing Action Plan will stimulate development of new housing, preserve existing affordable housing, and improve the overall quality of life in the City. Addressing the affordable housing crisis is a top priority for the City and the goal is to create an inclusionary community through quality development and collaboration.

Staff has been working with the consultant to create a project charter, public participation plan, schedule, and project website. The consultant is currently working on the Housing Needs Assessment. Housing needs assessments typically involve a housing inventory, household characteristics (e.g. size, income, housing costs), population and employment forecasts, and an



# MONROE CITY COUNCIL

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evaluation of needs for all demographic and economic segments of the community. This information is consistent with Growth Management Act (GMA) data requirements.

### GOALS AND OBJECTIVES

#### Goals

- Assess Monroe’s housing needs.
- Through a comprehensive public engagement process, develop a strategy addressing housing needs for the citizens of Monroe.
- Prepare a HAP that is consistent with the housing element of the City’s Comprehensive Plan and addresses goals and policies.

#### Objectives

- Develop strategies and recommendations to increase the supply and types of housing needed, in Monroe.
- Develop zoning, regulatory, and incentive strategies to support housing that meets the needs of Monroe.
- Evaluate and refine existing housing policies and actions.
- Develop recommendations for improvement based on housing needs assessment data.
- Identify a schedule of programs/actions to implement the recommendations of the HAP.
- Create a collaborative process that is inclusive and focused on housing solutions.

### SCHEDULE AND NEXT STEPS

Task	Dates
Task 1: Project Kick-Off/Charter	May 1 – May 31, 2020
Task 2: Public Outreach Plan/Webpage Development	May 1 – July 31, 2020
Task 3: Housing Needs Assessment	May 1 – September 30, 2020
Task 4: Preliminary Draft Housing Action Plan	October 1 – December 31, 2020
Task 5: Final Draft Housing Action Plan	January 1 – April 15, 2021
Task 6: Public Hearing Process/Final Adoption	April 15 – June 30, 2021

The next step for staff is to form a Stakeholder Advisory Committee that may consist of tribes, business stakeholders, real estate representatives, lenders, developers, other local government agencies, and housing and community service providers. The first meeting is tentatively scheduled via Zoom in August.

A major component of this project is to allow for public participation and opportunities for engagement. The City and consulting team will provide for both online and in-person engagement opportunities throughout the project timeline. Any meetings associated with the project will be posted on the City’s website.

In addition, a project webpage (landing page) will be hosted on the City’s website. This website will be frequently updated with general project information, project timelines, meeting dates/times, and an opportunity to directly comment on project documents that are uploaded to the site during the course of the project.



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### **FISCAL IMPACTS**

There is no match requirement. The grant is reimbursement based. Qualified expenditures made by the City are not to exceed the grant award amount of \$50,000.

### **TIME CONSTRAINTS**

The Commerce deadline for adoption of the HAP is June 30, 2021.

### **ALTERNATIVES**

N/A

**DRAFT**

**CITY OF MONROE HOUSING ACTION PLAN  
PROJECT CHARTER**



**MAY 11, 2020**



# **CITY OF MONROE HOUSING ACTION PLAN PROJECT CHARTER**

## **Purpose**

The purpose of a Project Charter is:

- ✓ Provide a background and framework for the project
- ✓ Outline high-level, introductory goals and objectives for the city
- ✓ Provide a detailed project schedule
- ✓ Establish communication protocols between the Consultant and the City
- ✓ Identify potential project risks upfront and strategies to address risk.

## **Project Background and Framework**

The Washington State Department of Commerce (“Commerce”) received \$5 million in the 2019 Legislative Session to provide grant funds to local governments for activities to increase residential building capacity, streamline development, or develop a Housing Action Plan (HAP).

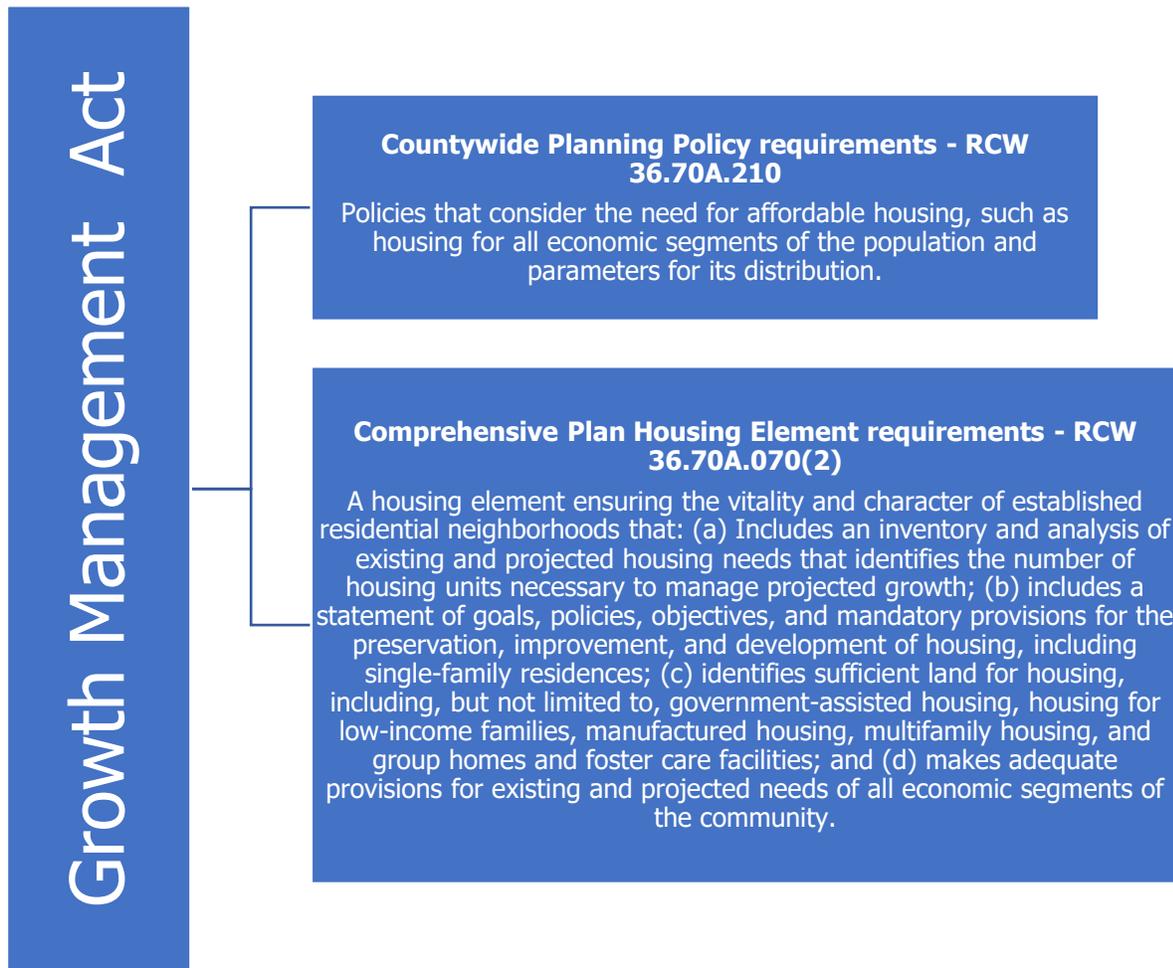
The City of Monroe has chosen to develop a housing action plan. As required by the State legislation, the project will generally focus on possible future actions that would “...encourage construction of additional affordable and market rate housing in a greater variety of housing types and at prices that are accessible to a greater variety of incomes, including strategies aimed at the for-profit single-family home market.”

The Commerce deadline for adoption of the HAP is June 30, 2021. However, it is expected the Monroe City Council will adopt the HAP by May 31, 2021.

### **State guidelines for a complete Housing Action Plan**

- ✓ Quantify existing and projected housing needs for all income levels, including extremely low-income households, with documentation of housing and household characteristics, and cost-burdened households
- ✓ Develop strategies to increase the supply of housing, and variety of housing types
- ✓ Analyze population and employment trends
- ✓ Consider strategies to minimize displacement of low-income residents resulting from redevelopment
- ✓ Review and evaluate the current housing element adopted pursuant to RCW 36.70A.070, including an evaluation of success in attaining planned housing types and units, achievement of goals and policies, and implementation of the schedule of programs and actions
- ✓ Provide for participation and input from community members, community groups, local builders, local realtors, nonprofit housing advocates, and local religious groups
- ✓ Include a schedule of programs and actions to implement the recommendations of the housing action plan

The HAP process itself will not result in any Comprehensive Plan Policy or development regulation changes. However, the project elements will outline information, recommendations, and possible actions that the City can consider taking in the future. The development of a HAP should also be a helpful tool as the City embarks on updating the comprehensive plans prior to June 2024. The elements and objectives of a HAP are directly linked to housing requirements under the Growth Management Act (GMA).



## City of Monroe Project Goals, Objectives, Deliverables

As part of this project, a Scope of Work (SOW) has been prepared. This is attached as **Appendix A**. The SOW provides details about the project tasks, deliverables, timelines, and expectations for the project. It refines the requirements outlined by the State to ensure the project is tailored to the City’s needs.

While additional detail on the projects tasks and deliverables are outlined in the adopted SOW (**Appendix A**) and the project schedule (**Appendix B**), the following is a high-level summary goals, objectives, and deliverables for each task.

### Goals

- ✓ Assess Monroe’s housing needs
- ✓ Through a comprehensive public engagement process, develop a strategy addressing housing needs for the citizens of Monroe
- ✓ Prepare a HAP that is consistent with the housing element of the City’s Comprehensive Plan and addresses goals and policies

### Objectives

- ✓ Develop strategies and recommendations to increase the supply and types of housing needed, in Monroe
- ✓ Develop zoning, regulatory, and incentive strategies to support housing that meets the needs of Monroe
- ✓ Evaluate and refine existing housing policies and actions
- ✓ Develop recommendations for improvement based on housing needs assessment data
- ✓ Identify a schedule of programs/actions to implement the recommendations of the HAP
- ✓ Create a collaborative process that is inclusive and focused on housing solutions

### Project Deliverables

<b>Task 1</b>	<ul style="list-style-type: none"> <li>• Project Charter distributed to project team (LDC)</li> <li>• Project schedule (LDC)</li> <li>• Establish website landing page (LDC)</li> </ul>
<b>Task 2</b>	<ul style="list-style-type: none"> <li>• Public Outreach Plan (LDC)</li> <li>• Develop engagement invitation and send to key stakeholders &amp; public (City)</li> <li>• Lead facilitation with Planning Commission and City Council (City)</li> </ul>
<b>Task 3</b>	<ul style="list-style-type: none"> <li>• Housing Needs Assessment (LDC)</li> <li>• Review/comment by City (City)</li> <li>• Revise document, if necessary (LDC)</li> </ul>
<b>Task 4</b>	<ul style="list-style-type: none"> <li>• Preliminary Draft Housing Action Plan (City)</li> <li>• Support staff with Preliminary Draft Plan (LDC)</li> </ul>
<b>Task 5</b>	<ul style="list-style-type: none"> <li>• Final Draft Housing Action Plan (City)</li> <li>• Support staff with Final Draft Plan (LDC)</li> <li>• Public notification/mailings (City) (LDC assist w/ project page)</li> <li>• Support staff at hearing, if requested (LDC)</li> </ul>
<b>Task 6</b>	<ul style="list-style-type: none"> <li>• Present Final Housing Action Plan to City Council (City)</li> <li>• Public notification/ mailing (City) (LDC assist w/ project page)</li> </ul>

## Internal Communication / Project Team Members

The success of a project is often built on a strong communication plan. The table below outlines the full project team and project contacts. Each team member will be involved on one or more elements of the overall project. In order to maintain internal controls, however, it is important to identify the primary contacts for the city and consultant group involved with the project.

### City of Monroe

Anita Marrero	Senior Planner (Project Manager)	City of Monroe	<a href="mailto:amarrero@monroewa.gov">amarrero@monroewa.gov</a>
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### LDC (consulting team)

Todd Hall	Planning Manger	LDC, Inc.	<a href="mailto:thall@ldccorp.com">thall@ldccorp.com</a>
Ian Faulds	Planner	LDC, Inc.	<a href="mailto:ifaulds@ldccorp.com">ifaulds@ldccorp.com</a>
Isaac Anzlovar	Permit Tech	LDC, Inc.	<a href="mailto:ianzlovar@ldccorp.com">ianzlovar@ldccorp.com</a>
Samantha Adams	Permit Tech	LDC, Inc.	<a href="mailto:sadams@ldccorp.com">sadams@ldccorp.com</a>

Anita Marrero, Senior Planner, City of Monroe, is the project manager and responsible for day to day management of the project.

Todd Hall, Planning Manager, LDC, Inc., is the primary consultant contact. He will coordinate efforts on behalf of the consultant team and manage communications between the City of Monroe during the project.

The project team will communicate during the course of the project to discuss project tasks, project status and to ensure the project schedules stay on course and deliverable due dates are met. Schedule and scope adjustments may occur on an as-needed basis. Notes of informal meetings will be emailed at the conclusion of meetings. Meeting minutes will only be taken for any formal project meetings.

## Public Participation / Project Webpage

A major component of this project is to allow for public participation and opportunities for engagement. The City and consulting team will provide for both online and in-person engagement opportunities throughout the project timeline. Any meetings associated to the project will be posted on the website in a conspicuous location.

In addition, a project webpage (landing page) will be hosted on the City's website. This website will be frequently updated with general project information, project timelines, meeting dates/times, and an opportunity to directly comment on project documents that are uploaded to the site during the course of the project.

Full details are provided in the public participation plan.

## External Communications Protocols

A separate Public Involvement Plan is being developed for the project.

LDC/City will mutually manage meeting scheduling, format, and arrangements. For formal meetings, the City and consulting team will provide agendas and any presentation materials necessary for the meetings. Meeting minutes will only be taken for formal meetings.

## Estimated Project Schedule

The following is a general project schedule, which is subject to change. Refer to the Appendix A - Scope of Work for a more detailed list of project tasks.

Task	Dates
Task 1: Project Kick-Off/Charter	May 1 – May 31, 2020
Task 2: Public Outreach Plan/Webpage Development	May 1 – June 30, 2020
Task 3: Housing Needs Assessment	May 1 – September 30, 2020
Task 4: Preliminary Draft Housing Action Plan	October 1 – December 31, 2020
Task 5: Final Draft Housing Action Plan	January 1 – April 15, 2021
Task 6: Public Hearing Process/Final Adoption	April 15 – May 31, 2021

## Assumptions and Constraints

Assumptions - Involved staff and stakeholder groups will have time to devote to the project in the schedule identified in this Charter. Public engagement will be available both online and in-person (when practical). The project budget will be sufficient to complete the project.

Constraints - Limited staff resources. The city has identified the senior planner as the only staffing resource dedicated for this project. At time of writing of this Charter, there are no other expected constraints for the project.

## Expectations and Keys to Success

The following factors will be necessary to ensure project success:

- Build trust with project stakeholders and the community at-large
- Establish common goals among the project team and stakeholders
- Provide clear, concise, and consistent messaging
- Provide documents that are easy to understand by the general public
- Encourage participation from all populations, including elderly and under-represented population
- Ensure a higher awareness and understanding of housing needs and issues

## Project Risks and Mitigation

The following is a list of potential risks that have been identified for this project:

1. Lack of understanding of the project – A housing needs assessment and housing action plan are needed to identify both short- and long-term housing needs within the City of Monroe. The overall process and methods of identifying these needs may not be understandable to the general public. The project team should collectively work together to ensure that messaging is clear, understandable, and accurately represents the issues raised by project stakeholders and participants.

2. Public engagement methods – Due to the recent COVID-19 pandemic, State and Federal government have placed restrictions on public gatherings, severely impacting opportunities for traditional public engagement methods. Even after the pandemic passes, there may be a greater fear of meeting in-person for quite some time. This has a significant effect on those who prefer to engage face-to-face vs. online, either by choice or because of a lack of online resources (Internet). The project team will need to assess current conditions at the time of each phase of the project, adjust participation methods and ensure that whatever the current health directives and social distancing protocols are in place, that the public is engaged to the best extent possible.
3. Limited staffing and duration of grant window – As noted above, the city has one assigned planner to this project. Depending on the Planning Department’s work program, the City’s project manager may be assigned to other projects as needed. This may have an impact on meeting project deliverables and deadlines as noted in the Commerce grant award and schedule. In order to ensure the project stays on track and the housing action plan is adopted by the June 30, 2021 deadline as mandated by Commerce, the city will need to ensure continuous staff resources throughout the life of the project.
4. Ensuring each Planning Commission and Council has adequate time to review and approve HAP – Housing issues can often engage a community which is a great thing. However, given the project schedule, we will have a limited amount of time to move the Final HAP through the legislative process. To adjust, we will coordinate with City staff early on to schedule briefing/meeting/hearing dates and ensure upfront work is completed so the Commissions and Councils feel well prepared and fully understand the project schedule. As part of the SOW, we will be assisting City staff with the preparation of meeting materials.

## **Appendix A – Scope of Work**

### **Task 1 - Kick-Off Workshop/Project Charter**

- In advance of developing a charter, LDC anticipates facilitating a project kickoff meeting/teleconference with the City of Monroe project team and/or committee to discuss project objectives, goals and expectations, guiding principles, and the values/needs/issues for the Housing Action Plan project. We will also discuss the project schedule, deliverables, communication protocols, public outreach methods/opportunities.
- This process will include setting a schedule for regular check in meetings (via phone/virtual meeting) with the City.
- Following the kick-off, we will develop a short project charter to direct the project team through the process and ensure that all subsequent tasks meet and exceed Monroe's expectations.

#### Deliverables/Assumptions:

- Project Charter distributed to project team and/or committee.
- Project Schedule.
- Meeting agendas/notes.

### **Task 2 – Public Outreach Plan/Project Webpage Development**

- In collaboration with Staff, develop an outreach plan that includes strategies to engage multiple stakeholders, including residents, community groups, builders, realtors, nonprofits/housing advocates, and local religious groups.
- In collaboration with City staff, scope plan for Planning Commission and City Council involvement.
- In collaboration with City staff, develop website engagement presence for public outreach. An option for outreach (in conjunction with limited in-person engagement) may be to utilize online engagement platform, allowing flexible options for public review and comment.

#### Deliverables/Assumptions:

- Public Outreach Plan.
- City will develop engagement invitation and send to key stakeholders and public.
- City will be lead in facilitation with Planning Commission and City Council.

### **Task 3 – Housing Needs Assessment**

- Identify household in each income segment that are paying more than 30 percent of income on housing costs (cost burdened) in Monroe.

- Document number of permanent and limited-term affordable housing units and number of Section 8 vouchers provided to Monroe residents.
- Document housing tenure and vacancy trends.
- Identify existing housing for special needs population.
- Project population demographics and income levels for the planning period and identify the types and densities needed for housing suitable and affordable for all demographic and economic segments.
- Consider underserved categories such as senior independent and assisted living.
- Develop inventory of existing housing supply in Monroe

Deliverables/Assumptions:

- Housing Needs Assessment.

**Task 4 – Preliminary Draft Housing Action Plan**

Preliminary Draft Housing Action Plan

- Support City staff in drafting the Preliminary Housing Action Plan, including:
  - Strategies and recommendations to increase supply and types of housing needed, including types, in Monroe
  - Strategies to minimize displacement of low-income residents
  - Develop zoning, regulatory, and incentive strategies to support housing that meets the needs of Monroe
  - Evaluate and refine existing housing policies and actions
  - Develop recommendations for improvement based on housing needs assessment data
  - Identify schedule of programs and actions to implement the recommendations of the housing action plan.

Potential Stakeholder Facilitation and Process

- Based on information gathered from previous tasks, support staff in gathering additional guidance and feedback from stakeholders on housing policy legislation.

Stakeholders, Planning Commission, City Council and Public Review Process

- Meeting (in-person/virtual) with identified stakeholders to review policy recommendations. Based on feedback, support staff to prioritize items to include in the preliminary housing plan.
- At City’s request, attend work sessions with Planning Commission and City Council to review recommended policy update recommendations.

- In conjunction with in-person/virtual meetings, also provide information online so the public can review and engage.

Deliverables/Assumptions:

- Support staff with Preliminary Draft Plan for Staff/Leadership Review/Public Review.
- LDC will attend 1 meeting (Stakeholders/Commission/Council).

**Task 5 – Final Draft Housing Action Plan**

- Based suggested revisions, LDC will support City staff in preparing Final Draft Housing Action plan to be used during the public hearing process.
- Final Draft to be provided to both Planning Commission and City Council for review, and viewable on city website.

Deliverables/Assumptions:

- Support staff with Final Draft Plan for Staff/Leadership Review/Public Review.
- Assumes City will take lead on public notification/public engagement process.
- LDC may attend (1) Planning Commission or City Council workshop meeting, per city request.

**Task 6 – Public Hearing Process/Final Adoption**

- Support staff to refine and finalize documents based on Staff/Public comment.
- Support staff with additional review/comment by PC/CC at public hearings.

Deliverables/Assumptions:

- Support staff to provide clean final copy of Housing Action Plan and supporting documents.
- Assumes City will take lead on public notification/approval process.
- Assumed LDC will not attend final adoption meeting, unless requested by City.



**DRAFT**

# City Of Monroe Housing Action Plan

## Public Involvement Plan

DRAFT

**Front Page Photo Credits (Top Right to Bottom)**

1. City of Monroe webpage
2. City of Monroe Facebook
3. Scenicwa.com
4. Wikipedia.org

# **CITY OF MONROE HOUSING ACTION PLAN**

## **PUBLIC INVOLVEMENT PLAN**

### **Goal**

The goal of the Public Involvement Plan (PIP) for the Housing Action Plan (HAP) is to achieve valuable public involvement and input during the project. The PIP acts as a guide to:

- ✓ Engage and obtain input from the public, key stakeholders, and various community groups and organization in Monroe and the surrounding community
- ✓ Convey project information in a clear and meaningful way
- ✓ Provide transparent and open decision-making process

### **Project Overview**

Washington State House Bill 1925 granted the Washington State Department of Commerce ("Commerce") \$5 million in the 2019 Legislative Session to provide grant funds to local governments for activities to increase residential building capacity, streamline development, or develop a Housing Action Plan. The City of Monroe received an \$50,000 grant from Commerce to complete a HAP, the goal of which will be to assess current and future housing needs and offer strategies and recommendation for policy or development regulations that will allow for a variety of housing types with varying income ranges

Per RCW 36.70A.600(2), the scope of work for a housing action plan is:

The goal of any such housing plan must be to encourage construction of additional affordable and market rate housing in a greater variety of housing types and at prices that are accessible to a greater variety of incomes, including strategies aimed at the for-profit single-family home market. A housing action plan may utilize data compiled pursuant to RCW [36.70A.610](#). The housing action plan should:

- (a) Quantify existing and projected housing needs for all income levels, including extremely low-income households, with documentation of housing and household characteristics, and cost-burdened households;
- (b) Develop strategies to increase the supply of housing, and variety of housing types, needed to serve the housing needs identified in (a) of this subsection;
- (c) Analyze population and employment trends, with documentation of projections;
- (d) Consider strategies to minimize displacement of low-income residents resulting from redevelopment;
- (e) Review and evaluate the current housing element adopted pursuant to RCW [36.70A.070](#), including an evaluation of success in attaining planned housing types and units, achievement of goals and policies, and implementation of the schedule of programs and actions;
- (f) Provide for participation and input from community members, community groups, local builders, local realtors, nonprofit housing advocates, and local religious groups; and

- (g) Include a schedule of programs and actions to implement the recommendations of the housing action plan.

The City of Monroe has chosen to develop a HAP that will focus on encouraging construction of a greater variety of additional affordable and market rate housing types that are accessible to a variety of incomes. Specifically, the HAP project will:

- ✓ Quantify existing and projected housing needs for all income levels
- ✓ Develop strategies to increase the supply of housing needed by those income levels
- ✓ Analyze population and employment trends
- ✓ Consider strategies to minimize displacement of low-income residents resulting from redevelopment
- ✓ Review and evaluate the Comprehensive Plan Housing Element
- ✓ Provide for participation and input from a variety of stakeholders
- ✓ Include a schedule of programs and actions for implementation of the HAP

### Housing Action Plan Process

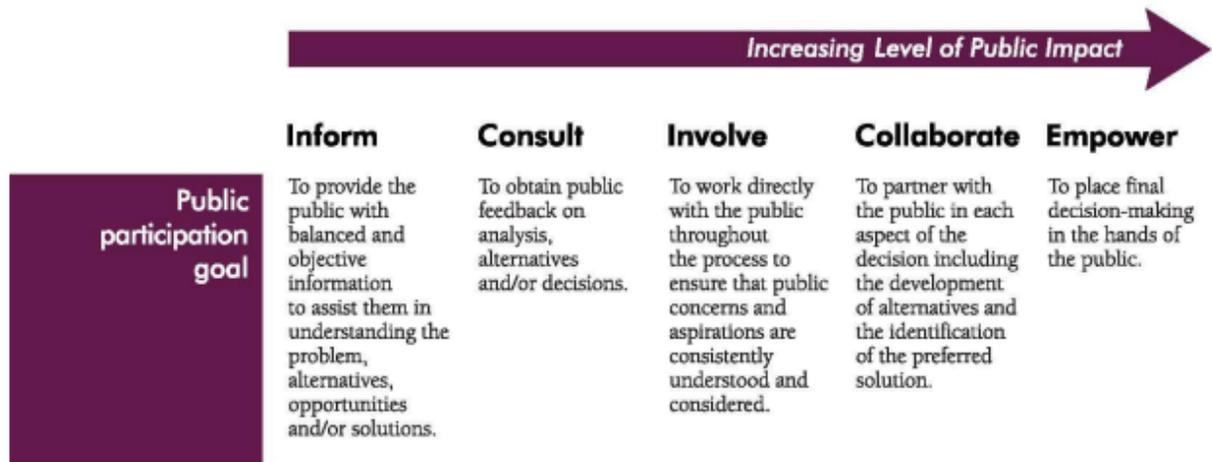
Below is a graphical representation of the process for the HAP project. A detailed scope of work is provided in Appendix B.



## Public Involvement

Since the development of the HAP will require public input, and to ensure residents and stakeholders are given opportunity to remain engaged during the development of the HAP, the City has created this PIP that identifies effective strategies and various methods for public engagement. The overarching goal of the PIP is to provide a guide to proactively encourage public participation during the Housing Action Plan project.

Below is a graphic from the International Association of Public Participation (IAP2)'s spectrum of public participation, which shows varying levels of engagement based on the level of public impact. Because the level of public impact of the HAP is high, the public and stakeholders will be engaged at the "inform," "consult," "involve," and "collaborate" levels.



*IAP2 Spectrum of Public Participation (source: [www.iap2.org](http://www.iap2.org))*

## Project Team Roles

### Community Development - City of Monroe

The City of Monroe Community Development Department will be the primary Project Manager for this HAP project. City staff will be responsible for the overall management and distribution of public information regarding the public involvement process. In addition, City staff will also:

- Coordinate with all applicable agencies, including Department of Commerce, who play a role or have direct interest in the development of the HAP
- In partnership with consulting team (LDC), provide frequent updates, as needed, on the City's website and project landing page
- In partnership with consulting team (LDC), develop a list of stakeholders made of key community and business leaders who have interest in the HAP
- Inform decisionmakers about HAP project requirements
- Inform Planning Commission, City Council, and all interested parties of all key project milestones and deliverables
- Document and keep all public records pertaining to the HAP project

## **Primary Project Contact**

### **City of Monroe**

Anita Marrero

Senior Planner

[amarrero@monroewa.gov](mailto:amarrero@monroewa.gov)

360-863-4513

Anita Marrero, Senior Planner, City of Monroe, is the Project Manager and responsible for day to day management of the project. LDC, Inc., is the contracted consulting team assisting the City of Monroe during the project. All communications shall be directed to Ms. Marrero.

## **Planning Commission / City Council - City of Monroe**

City staff, with assistance by LDC, Inc. will present information and key policy decisions to the Planning Commission and City Council at specific milestones during the HAP project. The Planning Commission will review proposed housing policy recommendations and will provide feedback to City Staff. Staff will then present draft documents, including the HNA and HAP, to the Planning Commission, and then they will forward their recommendation to City Council for its review and consideration. City Council will be periodically updated during the course of the project, with the final documents being presented for their consideration and ultimate final adoption.

## **Stakeholder Involvement**

The City shall involve a group of identified individuals, organizations and interest groups who represent diverse viewpoints of community's stakeholders on housing issues in Monroe. Stakeholders will be a key element in providing feedback and guidance throughout the HAP process, including:

- Identifying existing challenges and barriers to providing affordable mix of housing types
- Assisting project team in considering various housing issues, various approaches to addressing housing needs and potential policy recommendations
- Review and provide comments on both the draft HNA and HAP

## **Public Involvement Strategy**

A major component of this project is to allow for public participation and opportunities for engagement. The City and consulting team will provide for both online and in-person engagement opportunities throughout the project timeline. Any meetings associated to the project will be posted on the website in a conspicuous location.

### **A. Interested Groups and Citizens**

The City will make every effort to fully engage and encourage involvement of all stakeholders, whether public or private, local tribes, Federal agencies, State agencies, housing and

community service providers, and other local governments. A list of anticipated stakeholders is provided below, while a full stakeholder contact list is provided in Attachment A – Stakeholder Contact List.

### **City of Monroe Decisionmakers/Advisory Bodies**

- City Council
- Planning Commission

### **City of Monroe Staff**

- City Administration
- Community Development
- City Attorney
- Public Works
- Parks & Recreation

### **State & Federal**

- Washington State Department of Commerce
- Washington State Department of Corrections

### **Tribes**

- Sauk-Suiattle Tribe
- Stillaguamish Tribe
- Tulalip Tribe

### **Other Local Government**

- Snohomish County Planning & Development Services

### **Business Stakeholders**

- Monroe Chamber of Commerce

### **Housing & Community Service Providers**

- Snohomish County Human Services
- Senior Services of Snohomish County
- Housing Authority of Snohomish County
- Low Income Housing Alliance
- Habitat for Humanity of Snohomish County
- United Way of Snohomish County

## **B. Stakeholder Advisory Committee (SAC)**

As noted above, the SAC is made up of key individuals who represent various organization and groups who have a vested interest in housing needs and availability. The SAC will “meet” either in-person or web-conference at periodic intervals throughout the HAP project. It is expected, at a minimum, that the SAC will hold at least 3 meetings:

1. Kick-off meeting – project discussion, goals/objectives, issues/challenges
2. Draft Housing Needs Assessment (HNA) – Review and comment on findings and data
3. Draft Housing Action Plan – Review and comment on policy recommendations

## **C. Public Outreach Approach**

The City of Monroe will provide public outreach methods that ensures the general public and key stakeholders are provided various opportunities to participate and are regularly informed about the project status.

### **Public Meetings**

- Planning Commission meetings/hearings will be held at City Hall
- City Council meetings/hearings will be held at City Hall
- Other in-person public engagement events may be held at other local events at City's discretion

### **Online Media**

- Project Webpage – A project website (landing page) will be added to the City's website where citizens and interest groups can review draft documents and provide comments, view schedule information, check for meeting notices, and obtain general project information. The project landing page, [www.monroewaHAP.konveio.com](http://www.monroewaHAP.konveio.com) will be the primary website for the most up-to-date project information.
- Facebook – General information, including meeting dates and key dates will be published on the City's Facebook page, including a link to the project landing page (see link above).
- YouTube – The public may watch Planning Commission, City Council and any other recorded meetings to obtain information about the project as they are available.

### **Mailing List**

A stakeholder email list will be maintained by the City. The list will be used to notify key stakeholders about key dates and general progress regarding the project. They will also be informed of various engagement methods and opportunities as they arise.

### **Surveys**

Throughout the project, the project team may administer surveys to gather information and data regarding specific topics. Surveys will be found on the project landing page during various stages. The public will be informed as to when the surveys are available.

### **Media**

The City's official newspaper (Everett Herald) will be regularly informed about the HAP project and receive copies of all official notices. Notices will be sent to local news media to announce public engagement opportunities, key project dates and any general project information.

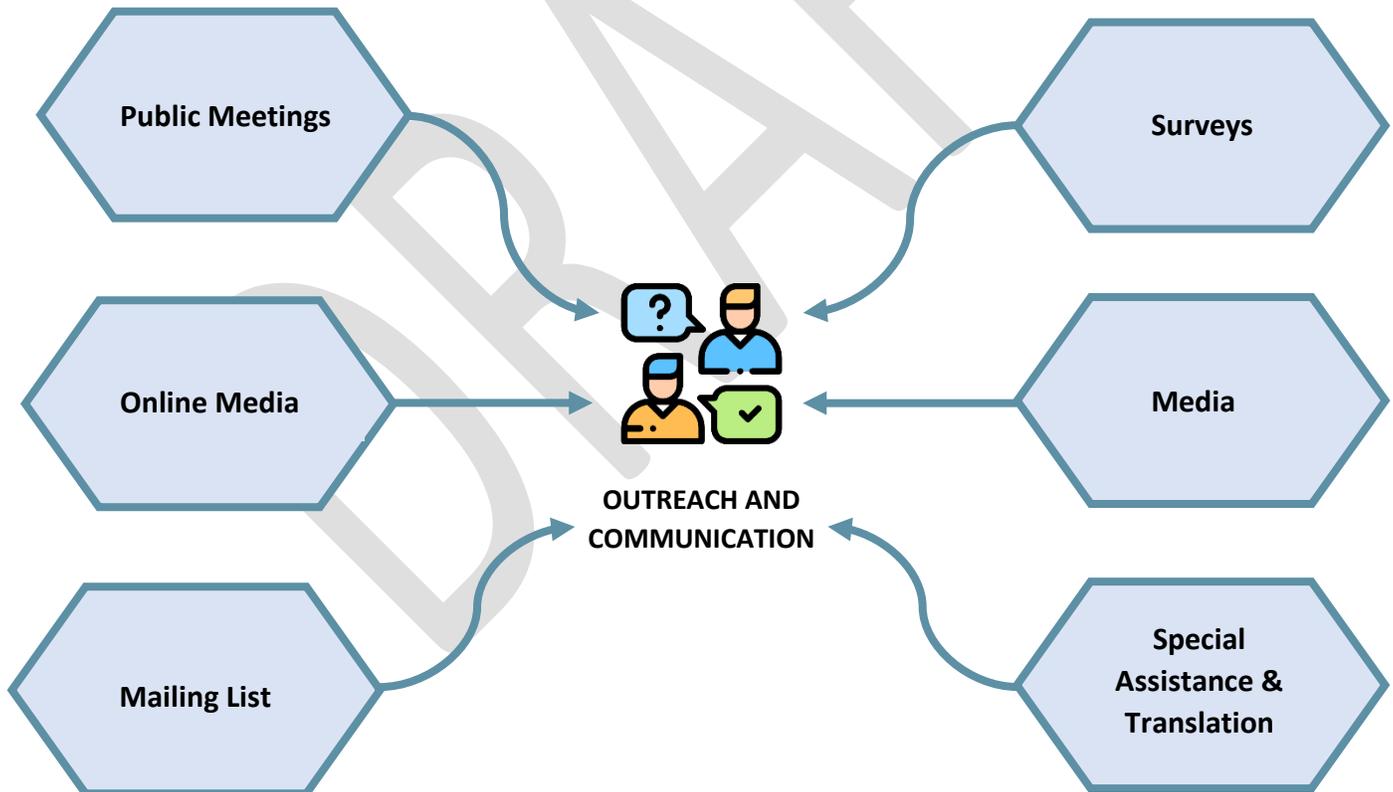
### **Other Posting Sites**

Notices of public meetings, events and other key dates will be posted at all City official noticing locations, including Monroe City Hall, Monroe Library, Monroe Public Works Department and Monroe Chamber of Commerce. Notices may also be posted at other locations at the City's discretion.

### **Special Assistance/Translation Needs**

To the best extent possible, the City should identify the best method to disseminate information to those who require special services or document translation. This includes individuals with Access and Functional Needs (AFN), individuals covered under the Americans with Disabilities Act (ADA) and people with Limited English Proficiency (LEP). This engagement is in conjunction with the participation of local, state and federal government partners. While the City of Monroe currently does not meet the minimum requirements for LEP persons, the City can contact translators should the need arise.

### **Public Outreach Approach**



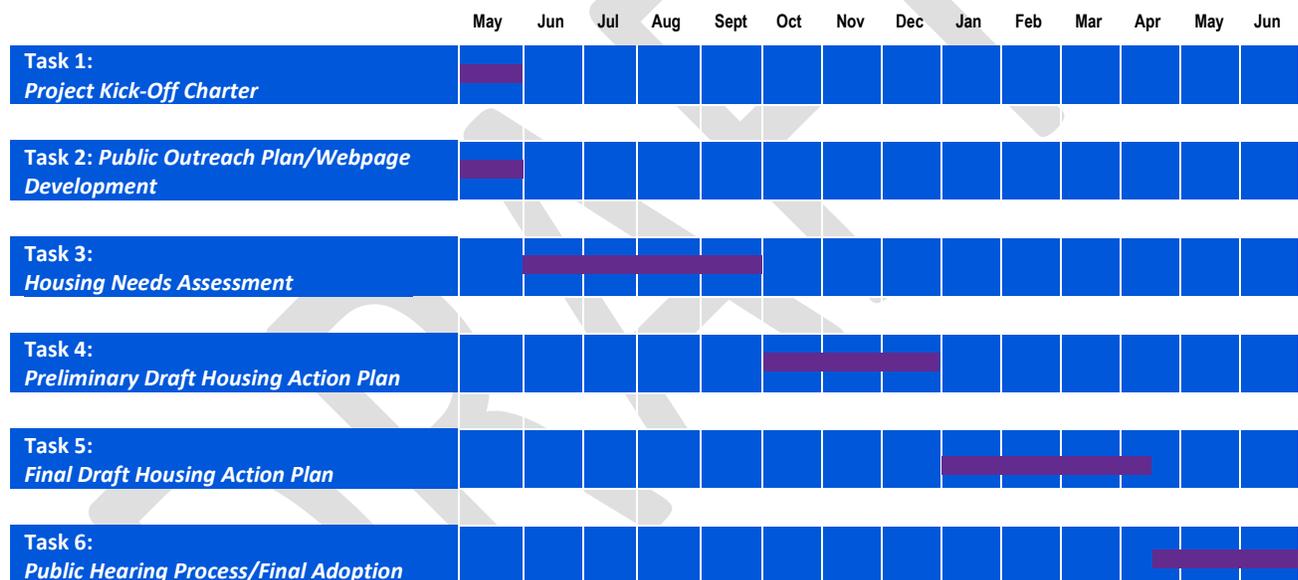
## Communications Protocols

Anita Marrero, Senior Planner, City of Monroe, is the Project Manager. Any external communications (i.e. project stakeholders, public, media, etc.) will be routed through Ms. Marrero. No external communication is to be routed to the consulting team.

Anita Marrero, Senior Planner, City of Monroe, [amarrero@monroewa.gov](mailto:amarrero@monroewa.gov), 360-863-4513

## Project Timeline

The following is an estimated project timeline, which is subject to change. Refer to Appendix B – Scope of Work and Appendix C – Project Timeline for more details regarding specific project details and schedule.



## PIP Risks and Opportunities

As is the case with most long-range plans requiring public involvement, there is always some level of risk depending on the overall success of the engagement process. The following items outline potential issues, threats and risks the HAP project faces with regarding to garnering public participation. Some of these items are repeated from the Project Charter.

1. Lack of understanding of the project – A HNA and HAP are needed to identify both short- and long-term housing needs within the City of Monroe. The overall process and methods of identifying these needs may not understandable to the general public. The project team should collectively work together to ensure that messaging is clear, understandable and accurately represents the issues raised by project stakeholders and participants.

2. Public engagement methods – Due to the recent COVID-19 pandemic, State and Federal government have placed restrictions on public gatherings, severely impacting opportunities for traditional public engagement methods. Even after the pandemic passes, there may be a greater fear of meeting in-person for quite some time. This has a significant effect on those who prefer to engage face-to-face vs. online, either by choice or because of a lack of online resources (Internet). The project team will need to assess current conditions at the time of each phase of the project, adjust participation methods and ensure that whatever the current health directives and social distancing protocols are in place, that the public is engaged to the best extent possible.
3. Difficulty in reaching underserved or transient communities – Similar to item 2 above, there may be some challenges in reaching out to sectors of the community that have limited access or ability to participate. These may include low-socio economic segments, military families who frequently move, or the elderly population which may not have the ability to easily connect and participate.
4. Some community groups may feel underrepresented – The subject of housing availability and affordability is a challenging and, in many ways, sensitive topic of discussion amongst many socio-economic, political and age groups which may lead to debate. As a result, there may be final policy recommendations that may not fully address concerns of particular groups or citizens.
5. Survey may not accurately represent all stakeholder and public interests – Surveys are challenging in many ways. Survey questions may be difficult to understand, or they may be misleading or open-ended. Many times, surveys are too lengthy, which then leads to disinterest in the entire survey. Because of this, there may be a lack of respondents, which then leads to ineffective results. Surveys for this project should be short, easy to understand and used only sparingly where data proves to be very useful for data collection.

## Appendix A – Stakeholder Contact List

### Federal & State

Organization	Name	Title	Contact Info
Washington State Department of Commerce			
Department of Social & Health Services			

### Tribes

Organization	Name	Title	Contact Info
Sauk-Suiattle Tribe			
Stillaguamish Tribe			
Tulalip Tribe			

### Other Local Government

Organization	Name	Title	Contact Info
Snohomish County Planning & Development Services			

### Business Stakeholders

Organization	Name	Title	Contact Info
Monroe Chamber of Commerce	Yvonne Gallardo-Van Ornam	Executive Director	director@choosemonroe.com

### Housing & Community Service Providers

Organization	Name	Title	Contact Info
Snohomish County Human Services			
Senior Services of Snohomish County			
Housing Authority of Snohomish County			
Low Income Housing Alliance			

Habitat for Humanity of Snohomish County			
United Way of Snohomish County			

**School District**

Organization	Name	Title	Contact Info
Monroe School District	Dr. Justin Blasko	Superintendent	<a href="mailto:blaskoj@monroe.wednet.edu">blaskoj@monroe.wednet.edu</a>

**Environmental Groups**

Organization	Name	Title	Contact Info

**Real Estate Agents/Builders/Lenders**

Organization	Name	Title	Contact Info

## Appendix B – Scope of Work

### **Task 1 - Kick-Off Workshop/Project Charter**

- In advance of developing a charter, LDC anticipates facilitating a project kickoff meeting/teleconference with the City of Monroe project team and/or committee to discuss project objectives, goals and expectations, guiding principles, and the values/needs/issues for the Housing Action Plan project. We will also discuss the project schedule, deliverables, communication protocols, public outreach methods/opportunities.
- This process will include setting a schedule for regular check in meetings (via phone/virtual meeting) with the City.
- Following the kick-off, we will develop a short project charter to direct the project team through the process and ensure that all subsequent tasks meet and exceed Monroe's expectations.
- Allow for 1 round of project charter review.

#### Deliverables/Assumptions:

- Project Charter distributed to project team and/or committee.
- Project Schedule.
- Meeting agendas/notes.
- LDC will attend 1 meeting via phone call/virtual meeting.

### **Task 2 – Public Outreach Plan/Project Webpage Development**

- In collaboration with Staff, develop an outreach plan that includes strategies to engage multiple stakeholders, including residents, community groups, builders, realtors, nonprofits/housing advocates, and local religious groups.
- In collaboration with City staff, scope plan for Planning Commission and City Council involvement.
- In collaboration with City staff, develop website engagement presence for public outreach. An option for outreach (in conjunction with limited in-person engagement) may be to utilize online engagement platform, allowing flexible options for public review and comment.

#### Deliverables/Assumptions:

- Public Outreach Plan.
- City will develop engagement invitation and send to key stakeholders and public.
- City will be lead in facilitation with Planning Commission and City Council.

### **Task 3 – Housing Needs Assessment (HNA)**

- Identify household in each income segment that are paying more than 30 percent of income on housing costs (cost burdened) in Monroe.
- Document number of permanent and limited-term affordable housing units and number of Section 8 vouchers provided to Monroe residents.
- Document housing tenure and vacancy trends.
- Identify existing housing for special needs population.
- Project population demographics and income levels for the planning period and identify the types and densities needed for housing suitable and affordable for all demographic and economic segments.
- Consider underserved categories such as senior independent and assisted living.
- Develop inventory of existing housing supply in Monroe

#### Deliverables/Assumptions:

- HNA.
- Allow for 1 round of review/edits.

### **Task 4 – Preliminary Draft Housing Action Plan**

#### Preliminary Draft Housing Action Plan

- Support city staff in drafting the Preliminary Housing Action Plan, including:
  - Strategies and recommendations to increase supply and types of housing needed, including types, in Monroe
  - Strategies to minimize displacement of low-income residents
  - Develop zoning, regulatory, and incentive strategies to support housing that meets the needs of Monroe
  - Evaluate and refine existing housing policies and actions
  - Develop recommendations for improvement based on the HNA data
  - Identify schedule of programs and actions to implement the recommendations of the housing action plan.

#### Potential Stakeholder Facilitation and Process

- Based on information gathered from previous tasks, support staff in gathering additional guidance and feedback from stakeholders on housing policy legislation.

#### Stakeholders, Planning Commission, City Council and Public Review Process

- Meeting (in-person/virtual) with identified stakeholders to review policy recommendations. Based on feedback, support staff to prioritize items to include in the preliminary housing plan.
- At City's request, attend work sessions with Planning Commission and City Council to review recommended policy update recommendations.
- In conjunction with in-person/virtual meetings, also provide information online so the public can review and engage.

#### Deliverables/Assumptions:

- Support staff with Preliminary Draft Plan for Staff/Leadership Review/Public Review.
- LDC will attend 1 meeting (Stakeholders/Commission/Council).

#### **Task 5 – Final Draft Housing Action Plan**

- Based suggested revisions, LDC will support city staff in preparing Final Draft Housing Action plan to be used during the public hearing process.
- Final Draft to be provided to both Planning Commission and City Council for review, and viewable on city website.

#### Deliverables/Assumptions:

- Support staff with Final Draft Plan for Staff/Leadership Review/Public Review.
- Assumes City will take lead on public notification/public engagement process.
- LDC may attend (1) Planning Commission or City Council workshop meeting, per city request.

#### **Task 6 – Public Hearing Process/Final Adoption**

- Support staff to refine and finalize documents based on Staff/Public comment.
- Support staff with additional review/comment by PC/CC at public hearings.

#### Deliverables/Assumptions:

- Support staff to provide clean final copy of Housing Action Plan and supporting documents.
- Assumes City will take lead on public notification/approval process.
- Assumed LDC will not attend final adoption meeting, unless requested by City.

## Appendix C– Project Timeline

Below is an estimated project timeline. All dates are subject to change, with the expectation that the Housing Action Plan must be adopted by early June 2021 in order to be completed by the June 30, 2021 Department of Commerce deadline.

2020		
<b>May 1 – May 31</b>	Project Kick-Off	May 4
	Project Schedule Finalized	May 15
	Project Charter Completed	May 29
<b>May 1 – June 30</b>	Public Involvement Plan Review/Approval	May 22
	Project Landing Page	May 22
	Stakeholder Advisory Committee Formed	May 29
<b>June 1 – September 30</b>	Begin Housing Needs Assessment Research	Jun 1
	Open HNA Survey	Jun 8
	Meeting/conference call with SAC	Jun 11
	Close HNA Survey	Jul 6
	Public Meeting (TBD)	Jul 21
	Planning Commission HNA Review	Aug 25
	City Council Workshop HNA Review	Sept 23
<b>October 1 – December 31</b>	Begin Preliminary Draft HAP	Oct 1
	City Staff Review Draft HAP	Nov 1
	SAC meeting/conference call	Nov 10
	Planning Commission Review HAP Draft	Nov 19*
	City Council Review HAP Draft	Dec 16#
2021		
<b>January 1 – April 15, 2021</b>	Begin Final Draft HAP	Jan 4
	SEPA Determination Issued/Published	Feb 5
	SEPA Comment Period Ends	Feb 19
	SEPA Appeal Period Ends	Mar 5
	City Staff Review Final Draft HAP	Mar 8
	SAC meeting/conference call	Mar 16
	Final Draft HAP sent to Commerce	Apr 5
<b>April 15 – May 31</b>	Planning Commission Public Hearing	Apr 28
	City Council Public Hearing/Adoption	Jun 1
	Final Plan/Ordinance sent to Commerce	Jun 14
<b>June 30, 2021</b>	HAP Plan Adoption Deadline	

\* Special Planning Commission Meeting due to Thanksgiving Holiday on Nov 26

# Special City Council Workshop Meeting due to Christmas Holiday week of Dec 21