

Office of Multnomah County Attorney

501 SE Hawthorne Blvd., Ste. 500, Portland, OR 97214

# 2004-2005 Annual Report

*County Attorney's Report to the Multnomah County Board of Commissioners October 27, 2005* 



### OFFICE OF Multnomah County Attorney

Agnes Sowle County Attorney

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## 2004-2005 Annual Report

County Attorney, Agnes Sowle's Report to the Board of County Commissioners:

Diane Linn, Chair Maria Rojo de Steffey, Commissioner Serena Cruz, Commissioner Lisa Naito, Commissioner Lonnie Roberts, Commissioner

October 27, 2005

### Introduction

Our office has fourteen lawyers, six permanent support staff and four limited duration ITAX support staff. The office provides legal services for all county officers and departments. Multhomah County Code Section 7.201(I) requires the County Attorney to submit a formal annual report to the Board. This Annual Report summarizes the legal services we provided to county clients last fiscal year.

During the fiscal year 2004-2005, we provided 21,533 hours of direct legal services for litigation, legal consultation, legal document preparation and review, and client training. This is slightly fewer hours than the previous year due, in part, because of FMLA leave and because we "loaned" one of our attorneys to the legislature for several months during the session.

We worked on many ordinances and resolutions for departments and the Board during the fiscal year. Twenty-five of those ordinances were adopted by the Board, and about half of those ordinances were land use related. Notable resolutions include the following:

• Res. 04-096 (7/8/2004) Determining boundaries for Willamette Electric PUD and calling an election on district formation;

- Res. 04-098 (7/15/2004) Approving ballot title and explanatory statement for Willamette Electric PUD Election;
- Res. 04-101 (7/22/04) Submitting to voters Multhomah County Home Rule Charter Amendments proposed by the County Charter Review Committee;
- Res. 05-033 (2/24/05) Adopting new Public Contract Review Board (PCRB) Rules;
- Res. 05-050 (4/7/05) Adopting Multnomah County HIPAA Security Policies and Directing appointment of information system security officers.

#### DIRECT SERVICE HOURS

Graph 1 breaks down our direct services hours by department. The greatest amount of direct service time was devoted to Business and Community Services<sup>1</sup> for the fourth year with 43%. The total hours for the Sheriff decreased slightly to 20%. County Human Services increased slightly from 13% to 15%. The hours spent on Health Department legal matters decreased for the third year from 4% last year to 3%. Community Justice increased slightly to 10%. Services for the Board decreased slightly to 4% this year.

Graph 2 depicts direct service hours expended by the various work types. Litigation was down; it consumed 45% of our time down from 52% last year and 54% the year prior. Time spent in preparation and review of contracts and other legal documents was slightly up at 14%, legal consultation was 40%, up from 35% last year, and at 1% client training remained the same.

<sup>&</sup>lt;sup>1</sup> The time is separated on the graphs into the two departments it was split into July 1, 2005: Community Services and County Management.





#### LITIGATION

Graph 3 shows our litigation hours broken down by department. The Department of Business and Community Services (again separated on the graph) consumed the most litigation hours at 33%. The Sheriff used 28% of the litigation hours, a decrease from 35% last year. County Human Services used 14% of our litigation hours, an increase from 10% the previous year. Litigation time for Community Justice increased from 14% to 17%.

Graph 4 highlights the top twenty of last year's litigated cases based on hours expended. This past year the Sheriff had seven of the cases, one more than last year. Community Services (two) and County Management (three) combined had the same as last year. Community Justice had the top three cases of the top 20. County Human Services cases dropped by one to four cases. The Health Department had no cases in the top 20. In the past fiscal year, the total top 20 cases accounted for 51.3% of all litigation hours, up from 46.3% last year.

During the year, we received 146 new tort claims, comparable to last year's 143. We received 19 new lawsuits compared to 30 the prior year.

Brief descriptions of the top 20 cases follow graphs 3 and 4.



# Litigation Time - Top 20 Cases 7/1/04 through 6/30/05

#### 590 total open litigation files

Perez and Imel v. R Horst, Michelle v. M Schlarp, Michael v. Multnomah County Multnomah County Martin, Katherine v. Alpha Energy Saver Wimbish (Archie), S Magement Li, Mary v. State of G Block, Lyle v. Multni	A v. Multnomah County; USDC 02-1505-MO lichardson, et al; Washington County #C043646 lultnomah County, et al 0407-07407 2 of 63 open litigation files City of Gresham, et al - MCCC 0308-09120 v. Dorrough, Mark and Jill 4 of 25 open litigation files rs, Inc., and Robert Obrist v. Multnomah County Multnomah County 04-1894-AA rs, Inc. Appeal CA 03-35142 Sally v. Multnomah County, et al 04-625-MO 3 of 289 open litigation files OR SC S51612 omah County - CV 03-1230-MO v. Kulongoski, et al 0403-03057	828.03 220.70 187.10 <b>1,235.83</b> Total 266.90 213.20 <b>480.10</b> Total 324.00 301.70 181.90 939.50 Total 468.05 444.60 158.55	1,693.88 % of Dept's Lit % of Dept's Lit 1,334.90 % of Dept's Lit	73.0%
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	Total Litigation Hours for these Cases	4,955.88		
	Total Litigation Hours - All Departments	9,653.48		
	% of Total Litigation Hours for these Cases	51.3%		
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2004-2005 Annual Report

#### COMMUNITY JUSTICE

#### Lakeside-Scott vs. Multnomah County and Jann Brown – (828 hours)

Lakeside-Scott was terminated from her job in the Information Services Division of the Department of Community Justice for accessing the email and calendars of her coworkers and management, and using county time and resources to create, print, and distribute a 167-page journal. She filed a federal lawsuit against Multnomah County and Jann Brown claiming that she was retaliated against in at least 16 different ways in violation of the First Amendment and Oregon whistleblower laws. A majority of the claims were dismissed on the county's motion for summary judgment, and the remaining claims were tried to a jury. After a four day trial, three claims against the county were dismissed, three claims against Brown were dismissed, and the jury returned a plaintiff's verdict on one claim. The jury awarded \$150,000 in compensatory, \$10,000 in emotional, and \$500,000 in punitive damages. The county has appealed the jury verdict to the 9<sup>th</sup> Circuit.

#### Perez and Imel v. Multnomah County – (220.70 hours)

Perez, a six year old boy, was attacked and seriously injured by pit bulls that were in the possession of a Multnomah County parolee at the time of the attack. Imel rescued him from the attack, sustaining serious injuries from the dogs as she did so. Each will have to undergo multiple surgeries in the future for those injuries. The county's motion for summary judgment, asserting that the law did not recognize a claim of negligent supervision based the negligent or reckless conduct of one of its parolees, was denied. Due to the risk of a finding of liability against the county and the serious injuries, the parties are in the process of finalizing a settlement of all claims against the county.

#### Michelle Horst v. Multnomah County, et al – (187.10 hours)

This is one of four lawsuits the county received based on the county's parole supervision of LaDon Stephens. The trial court granted the county's motion for summary judgment based upon discretionary immunity, and because (1) the parole officers followed all supervision guidelines, (2) Stephens was in apparent compliance with all conditions of supervision, and (3) the officers had no knowledge or reason to know that Stephens was engaged in criminal behavior during the relevant time period. The plaintiff has appealed the trial court's grant of summary judgment to the Court of Appeals.

#### COMMUNITY SERVICES

#### Michael Schlarp v. City of Gresham, et.al. - (266.90 hours)

This case arose out of an automobile-pedestrian accident that occurred in 2002 in the area of 187<sup>th</sup> and Stark Street in Gresham. Although this portion of Stark Street is in Gresham, it is a county road. A twelve year old boy was hit by a car while he was in a marked crosswalk on Stark and sustained serious injuries. Plaintiff's liability theory against the county and other governmental defendants is based on the allegedly negligent design of the intersection in which the crosswalk was located. Plaintiff seeks damages in the amount of \$650,000. The county filed a motion for summary judgment asserting discretionary immunity for the design. The court awarded summary judgment to the county, and the plaintiff has appealed that judgment.

#### <u>Multnomah County v. Mark and Jill Dorrough</u> – (213.20 hours)

This matter arose out of a land use enforcement action. The Dorroughs live in a subdivision inside the City of Troutdale, OR and own an undeveloped lot adjacent to it, located in unincorporated Multnomah County. The City of Troutdale approved the storm water system for the subdivision but the developer failed to comply with some of the conditions. In October 2002 the Dorrough's retained a logger to log all the trees on the county parcel. This exacerbated the erosion problem. The Durroughs refused to obtain a Grading and Erosion Control (GEC) permit required by the county to legalize the placement of boulders in the drainage area and to arrest the erosion problem on the lot. The county filed an enforcement action in Multnomah County Circuit Court against Durroughs who filed a third party complaint against the developer and against the City of Troutdale. The trial judge determined that the Durroughs and/or the developer were required to obtain a GEC permit from the county. The county was held to have had no liability for damages in this case.

#### COUNTY HUMAN SERVICES

<u>Alpha Energy Savers, Inc. and Obrist v. Multnomah County et al</u> – (324 hours) <u>Alpha Energy Savers, Inc. Appeal</u> – (181.9 hours) (Total Hours: 505.9)

An independent contractor who performed weatherization services for the county under a non-exclusive contract brought both state and federal claims against the county and two of its employees who work in the weatherization department. The federal claim alleged that the defendants retaliated against the contractor for exercising his First Amendment rights by testifying on behalf of a former county employee. Plaintiff sought a million dollars in damages plus attorney fees. The defendants' motion for summary judgment was granted by the federal district court, but the Ninth Circuit reversed and remanded for trial. Due to the extremely complex nature of this case and the risk of a jury award, it was in the best interests of the county to enter into settlement negotiations with the plaintiffs. The parties are in the process of finalizing a settlement agreement. In order to avoid this type of litigation in the future, the county, with agreement of the plaintiff in this case, is amending the weatherization contract with all its contractors to include a two-step grievance procedure and binding arbitration.

#### Katherine Martin v. Multnomah County – (301.70 hours)

Current county employee in the Department of Human Services sued Multnomah County for violation of Title VII (race), § 1981 (contract), § 1983 (due process), and a violation of ORS 659 (race). During the discovery process it became apparent that it was in the best interest of county to settle the case for \$13,000 (inclusive of attorney fees) in exchange for a full release. This settlement resolved the entire law suit and provided an opportunity to resolve the management issues that were at issue.

#### Sally Wimbish (Archie) v. Multnomah County, et al. – (131.90 hours)

Wimbish, who is developmentally disabled and suffers from mental health issues, received services from Multnomah County. During the time she was receiving county services, she moved out of the house in which she was living with her Aunt, began living with a man, and eventually became pregnant. Wimbish filed a federal lawsuit against the county and three county employees alleging a violation of her federal constitutional right to due process and violations of state law related to negligence. The county settled this action for \$90,000.

#### COUNTY MANAGEMENT

#### Lyle Block v. Multnomah County and Jan Thompson – (444.60 hours)

A current employee sued the county and his former supervisor Jan Thompson. He alleged four violations in his complaint: (1) gender discrimination; (2) sexual harassment/hostile work environment; (3) retaliation; and (4) First Amendment rights to free speech. On summary judgment the court dismissed his First Amendment claim, and the case was tried to a jury on the remaining issues on October 19, 2004. The jury found that the county and Ms. Thompson did not engage in gender discrimination or sexual harassment. However, the jury found that the county retaliated against plaintiff for filing a complaint, and they awarded him \$25,000 in compensatory damages.

<u>Mary Li, et al v. Gov. Kulongoski, et al</u> – (158.55 hours); and <u>Mary Li v. State (the appeal)</u> – (468.05) (total = 626.60 hours)

After the county began issuing marriage licenses to same sex couples in March, 2003, the Defense of Marriage Coalition (DOMC) filed suit in state court seeking to have the marriage statute interpreted to constitutionally allow marriage only between one man and one woman. The State of Oregon, ACLU and individual couples intervened. Plaintiff moved for a preliminary injunction which was denied. At that point, all of the parties negotiated an agreement in order to get the constitutional issue before the Supreme Court as quickly as possible. Under the agreement, the DOMC lawsuit was dismissed and ACLU and the individuals filed as plaintiffs with the state as defendant. The county and DOMC joined as intervenors. Plaintiffs and the county moved for summary judgment, which was granted in part on the constitutional issue. On appeal the Supreme Court decided that the county did not have the authority to issue the marriage licenses. DOMC then asked the court to award it attorney fees from the county. The court denied the motion. This case took substantial resources (hours) because there were numerous parties and all of the briefing, both at the state court level and the appellate level, was expedited.

#### DISTRICT ATTORNEY

#### <u>Matthew Kleinman v. Multnomah County et al. –</u> (293 hours)

Kleinman filed a federal action against two investigators from Multnomah County District Attorney's office alleging that they failed to disclose exculpatory evidence in violation of his constitutional rights. Kleinman further alleged that the county's policies and procedures regarding the disclosure of exculpatory evidence violated his constitutional rights. After a protracted discovery and pretrial motion process, Kleinman agreed to voluntarily dismiss the two DA employees with prejudice, and to dismiss the county without prejudice. The court entered judgment in our favor and also granted the county's request for costs. The county is seeking to enforce the cost judgment against Kleinman and possibly his attorney.

#### SHERIFF'S OFFICE

#### Moseler v. Mutlnomah County – (184.60 hours)

Plaintiff alleged that he had unlawfully been issued a criminal citation by Multnomah County law enforcement deputies. His complaint was based on a theory of negligent investigation. In fact, the District Attorney's Office did not pursue prosecution of the charge. The facts showed that the criminal citation had not been erroneously or negligently issued, but rather that this was not the type of charge (unlawful use of 911 System) that the DA's Office has the resources to pursue. Just prior to arbitration the parties resolved the dispute for \$750 because that amount cost the county less than the cost of the two day arbitration that was scheduled to proceed. Rod Edwards v. MCSO – (178.80 hours)

Edwards, a deputy sheriff, was not selected for a sergeant position during the last MCSO promotional process. He complained that the Sheriff and command staff discriminated against him because he applied for and received preference points because of his status as a disabled veteran. Edwards pursued this complaint with the Merit Council, which ruled in the county's favor on Edwards' claim of discrimination. Edwards filed a writ of review challenging the Merit Council decision, and at the same time filed a state lawsuit alleging the county retaliated against him because he filed a civil proceeding (the Merit Council appeal) and because he disclosed to the Sheriff and command staff that they were violating state law (related to the veteran preference points). The parties have completed discovery, including substantial document exchange and numerous depositions, and the county filed a motion for summary judgment asking the court to dismiss Edwards' claims. Trial is set for January 2006.

#### James E. Bryant v. Krafve and Multnomah County – (163.60 hours)

In this federal lawsuit, the plaintiff was arrested for murder. The charges were dismissed one year later. He alleged the county and Detective Krafve failed to provide the prosecutors with exculpatory material which would have resulted in his earlier release. After extensive pre-trial discovery practice, the county moved for dismissal, arguing that his constitutional rights were not violated, that the defendants acted in good faith and that there was probable cause to hold plaintiff throughout the entirety of his incarceration. After oral argument, the judge granted the county's motion to dismiss.

#### Estate of Loennig v. Multnomah County – (115.10 hours)

Plaintiff was incarcerated in the Multnomah County jails for welfare fraud. She refused to eat and refused medical treatment. She died of a necrotic bowel. Her estate brought suit against the county and an individual employee claiming negligence. Although the Corrections Health staff had begun civil commitment proceedings prior to plaintiff's death in an attempt to force medical treatment, it is unlikely that a court would have ordered medical treatment because the plaintiff's behavior did not meet the legal standards for forced medical treatment. Trial is set in this case for March, 2006.

Wayne R. Skeen v. Multnomah County, Douglas Hewitt and Brenda Skinner – (107 hours)

Plaintiff brought this federal lawsuit alleging two Multnomah County Corrections Deputies used excessive force against him while he was in custody at the Multnomah County Courthouse jail. The county denied the force used was excessive, rather it was necessary to control a belligerent and threatening inmate and therefore was not a violation of plaintiff's constitutional rights. The county argued the deputies acted in a good faith effort to restore and maintain discipline. A federal jury agreed, finding no liability, and returned a verdict for the county.

#### Jacob Anthony v. Multnomah County et al. – (96.95 hours)

Anthony, an inmate proceeding *pro se*, filed this federal action alleging that the county and several MCSO employees used excessive force and denied him medical care in violation of the Eighth Amendment. He further alleges that defendants confined him in segregation in violation of due process. The county has filed a motion for summary judgment asking the court to dismiss all claims against the county and its employees.

#### <u>Obie v. Multnomah County</u> – (90.2 hours)

A current employee of the Sheriff's Office sued the county alleging violations of the Americans with Disabilities Act, Family and Medical Leave Act and workers' compensation discrimination. The parties went to mediation on January 5, May 6, and July 29, 2005 but the case did not settle. Plaintiff returned to work at the end of May 2005, and the parties are continuing discovery. No trial date has been set.

#### ADVISORY WORK

We continue to look for opportunities to provide high quality legal advice to our clients. This year we have again faced unique issues which required substantial attorney time. Here are brief descriptions of noteworthy matters handled by our advisory attorneys this past year:

#### **BUSINESS AND COMMUNITY SERVICES**

#### Facilities

This office represented Facilities Management (FM) in the disposition process for a number of county properties including the Edgefield property Hooper Center, Gresham Neighborhood Center parking lot, Medical Examiner's Building, Peninsula Building and the Morrison Building. We have also provided legal review in numerous lease negotiations, the most notable of which was for the new tenancy in the Lincoln Building for Commonwealth Building tenants. Other significant work included the foreclosure of the trust deed on the Ford Building and negotiation of a new trust deed with the new owner that significantly reduced the term of the trust deed. We continue to work with FM on the adoption of new contract forms for construction and for architectural and engineering services.

#### Contracts

We worked with Franna Hathaway in Central Procurement and Contract Administration (CPCA) to prepare and present for adoption a comprehensive revision of the PCRB Rules in response to the legislature's complete revision of ORS Chapter 279. We were actively involved in ensuring that contracts were processed in accordance with legal requirements when staffing at CPCA was significantly reduced mid-year by resignations and the failure to promptly fill open positions. We have also worked with newly hired staff and the new CPCA manager to facilitate improvements in the process and function of CPCA.

#### Transportation

Property acquisition negotiations on several road projects were brought to the Board for condemnation authority, including the new Sauvie Island Bridge, Beavercreek Bridge, and 223<sup>rd</sup> Rail Overpass.

#### Land Use

We worked with planning to analyze and implement Measure 37 and to prepare and present for adoption an implementation ordinance. The office began the work necessary to handle litigation resulting from Ballot Measure 37 claims although none have yet brought about a lawsuit. There have been 23 Measure 37claims filed in Multnomah County. The total compensation sought for these claims is \$25,832,000. Two claims have come before the Board for waiver or compensation determinations. They both resulted in waivers. The first, Mrs. English, allows the creation of up to 8 partitioned lots on a 20-acre parcel on forestland. The second, Mrs. Ann Jones, allows a second dwelling on an aggregated 10-acre parcel, but no partition, on farmland. One claim has been withdrawn because the applicant obtained the desired result through a land use application.

All the claims, other than English and Jones, have had an incomplete letter sent. One of those claims (Dilnik) has provided the necessary information and will be the next case to go to the Board. One applicant (Hall) has indicated that he will file a Circuit Court case as soon as the 180 days expires. Three Ballot Measure 37 state claims have been filed for properties in Multnomah County which have no parallel county claim.

#### **Dunthorpe-Riverdale Service District**

Land use review of a proposed subdivision in the District has drawn the District into a dispute as to the status of an existing sewer easement, i.e. whether the easement was public or private. The District's position is the easement is public.

#### Labor Relations

The county attorneys continue to provide labor and employment advice to all of the county's departments on a variety of issues including FMLA, ADA, FLSA, USERRA, fitness for duty, harassment, investigations, discipline and discharge, personnel rules, recruitment, and benefits as well as responding to public records requests, requests for personnel records and tort claim notices. We also conducted sexual harassment trainings for supervisors and managers. The office continues to handle labor arbitrations, as well as respond to complaints filed with Oregon's Bureau of Labor and Industries, the Equal Employment Opportunity Commission, and the Oregon Employment Relations Board.

#### **ITAX** Collection

This year our office began the legal work required to collect 2003 ITAX accounts that the City was unable to collect through its efforts. We prepared protocols and forms, and worked with the Multnomah County Circuit Court to develop a good relationship and process for the thousands of suits that we are filing. We have made space available in our office for four ITAX staff hired by County Management for these efforts and directly supervise those employees. There were approximately

20,000 uncollected accounts for 2003. We will continue these efforts through collection of the 2004 and 2005 ITAX.

#### SHERIFF'S OFFICE

In addition to the day-to-day advisory services, we worked with the Sheriff's Office (SO) to prepare and present for adoption the Aggressive Driving Ordinance. We did training with chaplain's office on clergy-penitent privilege and with the SO on how to handle registered sex offenders when they visit inmates. Corrections Health continues to be a challenge bringing many claims to the SO. We attempt to work with the SO on such claims to reduce the county's risk of medical malpractice claims.

#### **COUNTY HUMAN SERVICES**

Our office continued with leading negotiations with the state to improve the intergovernmental agreements between the State Department of Human Services and Multnomah County.

#### LIBRARY

Our office continues to aid the library in finding a workable balance between intellectual freedom and safe, enjoyable access to the myriad library resources available to Multnomah County citizens. This year we worked with the Library to develop and implement important policies regarding Internet access, privacy and workplace safety. Attorneys trained staff and management personnel to fairly and legally execute these policies consistently throughout the branches. Our office continues to make itself available for day-to-day advisory services including contracts, employment issues and fair application of library rules.

#### EFFECTIVE RATE

The effective rate paid for each hour of direct legal service was \$108.36, up from last year's \$98.38. Despite the increase, our rate saved the county and taxpayers a significant amount of money from rates charged by private law firms. Legal fees charged by Portland firms for representing government clients now exceeds \$225 per hour and, in some cases, is as high as \$250 per hour. In recent litigation, attorneys have requested the court approve fees at an hourly rate of \$300. Our rate is also less than that charged by other government law firms.

Of all hours reported by county attorneys 88% went to direct client legal services; the percentage of our hours devoted to administrative and professional development services is only 11.5%, a little less than last year. In addition, the average number of direct legal service hours provided during the fiscal year by each lawyer was 1,538, almost 100 more than last year. The following chart summarizes the effective hourly rate computation:

Total Hours Reported		24,229.53
Direct Service	(88.87%)	21,532.98
Non-Direct Service	(11.13%)	2,696.55
Administrative	( 5.9%)	1,417.75
Professional	( 4.1%)	1,278.80
14 Lawyer FTE Average Direct Service Hours*		1,538.07
Office Actual Budget Expenditures		\$2,333,419.00
Divided by Direct Service Hours		21,532.98
Effective Hourly Rate		\$108.36

#### CONCLUSION

We have now compiled seven years of legal service data permitting us to quantify the hours of legal services, the nature of the services and the clients that receive services. The data allows us to more efficiently manage, monitor and deploy county legal assets. We are working to improve the accuracy of our data.

Three statistics that particularly show the efficiency of the County Attorney Office are:

- (1) About 88% of lawyer office hours go to direct legal services;
- (2) Each lawyer averages 1,538 direct service hours per year; and
- (3) The cost of each direct service hour is \$108.36.

Our challenge is to continue to provide efficient and effective legal services and increase appropriate non-litigation use of our resources. We also must meet the increasing demands of more complex and serious litigation. We continue to work closely with the Sheriff, the department that uses a large share of our resources. We continue to seek opportunities to effectively use county legal resources and look for ways to improve our services to best meet the county's legal needs. Our mission is to provide high quality, customer-focused service and good value for the tax dollar. We believe we perform that mission well.