

**Citizen Budget Advisory Committee
Multnomah County Sheriffs Office
March 2007 Report to Chair Wheeler**

Overview and Processes

The Citizen Budget Advisory Committee (CBAC) for the Multnomah County Sheriff's Office met monthly to learn of MCSO budget policy, review overall policies that relate to the financial wellbeing of the organization, and learn the various operations provided by the Sheriff's Office. This differed from past years processes in that the majority of time was spent reviewing financial policy that impacted budgets as opposed to operational practices. This focus was appropriate given the DA's review and other external looks at the Sheriff's Office. The CBAC was able to provide a citizen input into the issues being raised, the internal MCSO discussions concerning responses, and the changes being considered.

The CBAC agendas and discussion during FY 06/07 included time with key staff who manage financial and human resources: Jennifer Ott, HR Director; Wanda Yantis, Budget Manager; Larry Aab, Business Services Director; Christine Kirk, Chief of Staff; and Sheriff Giusto. The CBAC reviewed the District Attorney's review, the draft MCSO response, and provided input to the final response. This review aided in the CBAC's understanding of current policies and procedures as well as assessing future direction. The CBAC reviewed draft program offers, program maps, and also reviewed program offers again after submission to the Budget Office. The CBAC also reviewed current labor contracts as they relate to sick time, overtime, and compensatory time. This review and discussion around limitations and needed changes occurred as MCSO was preparing to enter into a limited contract reopener with the Multnomah County Corrections Deputy Association (MCCA).

Major Changes

Fiscal Policy Changes

In our meetings with the various leaders and managers in MCSO, it is clear that the limited reopener, currently being negotiated with MCCDA, is a high priority for MCSO and the County. We were tremendously pleased to hear of the efforts for County HR, the Chair's Office, and MCSO to work closely in preparation for the negotiations. The breakdown in communication between parties and confusing areas of responsibility in previous years has been a concern of ours. Due to the fact that the negotiations are occurring now, we limit our comments relating to the management team priorities. We do wish to state that at times going to arbitration is needed. As in this case, there is a lot of need for change and a lot at stake. The County should not shy from arbitration if it presents a "last offer" that is fiscally and operationally responsible.

The purchase of the Telestaff software, efforts to assess sick time use/patterns and to determine what enforcement efforts should be undertaken is an important step towards addressing the concerns raised by all over sick time. The MCSO CBAC was pleased to

hear the discussions around this issue, but cautions that a reduction in sick time could have more cultural benefits than monetary. It is important to address the sick time because of a tone it sets in the organization and the amount of energy expended that goes towards scheduling a person to fill an absence.

One of the most interesting conversations we had was with the Sheriff around performance reviews. The MCSO CBAC strongly encourages MCSO to institute some form of employee review. We understand that this is a second term goal for Sheriff Giusto and we highly support it. This again gets back to the culture of the agency, what is expected and building towards that goal.

Changes as they related to program Offers and Maps

The manner in which support costs are divided by program offer is different. The costs are divided out more among the offers. Each year the manner in which admin and support has been divided is a bit different. This is a natural part of implementing any new process. However one should note that these differences mean the overall costs of each program differs from year to year, making comparisons difficult. This year, the admin and support costs are shown as the direct program costs. In clearly stating direct program costs, multi year comparisons of actual service costs become possible. This also increases the transparency of the offers. The CBAC has some concern that the manner in which the admin and support costs are divided this year, which was done in response to the DA Review, is deceiving. While moving some support costs out of the lower offers might meet what the DA observed, it is not accurate to state that those support functions can be cut if the service is cut. The CBAC has some concern that if the programs are not purchased, that support which is needed for other functions will be lost.

This year, FINALLY, the Corrections Health costs are included with the jail bed costs. The MCSO CBAC has been advocating for the County to require Corrections Health costs to be included with jail costs so that when the jail beds are purchased the health services are also. This change is fully endorsed by the MCSO CBAC

The display assumptions used in the program maps allows for one to sense what activities and costs are more aligned with MCIJ and MCDL. It is useful to explain the service breakdowns in this way and does increase one's understanding of how each jail is its own little city. However, one should be cautious in using these maps as a means to determine jail bed costs. The Budget maps are relational maps to indicate how different program offers relate to other program offers in the Budget. The administrative and support costs indicated on the maps are displayed for budgetary purposes and follow budgetary rules. The actual administrative and support costs used to calculate jail bed costs may be different. The CBAC supports the efforts to develop a jail bed costing formula, but again cautions of using the maps as a costing chart; that is simply not what they are intended to do. A budget is a planned cost and jail bed costing should be reflect actual costs and be able to be audited.

Recommendations/Concerns

What is considered a “New Program” is very confusing and has been throughout the use of program based budgeting. For example, this year the Corbett SRO is a “New Program” offer. As this was funded partially for last year, and has existed in previous years, it makes little sense to say it is new. It is old, just inconsistently funded. There needs to be a better way to articulate what is really new and what is simply being called new because it was funded with contingency funds, one time only, or cut but funded by the Sheriff. The rules should be consistent. If the issue is a funding source or if it was funded by the Board or MCSO, the Program should not be called new, but it should clearly state the past funding decisions. Calling items new that are not takes away from the transparency of this process and is greatly confusing. Also, some offers have been presented in past years, such as the video recording at booking. While this was never funded it is again confusing to call an offer that has been presented and not purchased as new. It is not new to the process, ranking, and decision making. New should really only be used for things that no one has made a decision on before.

We understand the overall budgetary considerations the Board is facing this fiscal year. While we believe that a solution needs to be found for Wapato, which increases our local system capacity, we understand that the solution cannot be found within the general fund this coming year. With that said, it is imperative that capacity be added to the system to increase its effectiveness, ability for the jail system to be responsive to the public safety system, and for jail managers to have various housing/security options available to them. Since the closure of Work Release and MCCF, the stagnation in the system – persons sitting for longer at MCDCC than needed for security level – has created a safety risk to inmates and staff and it brings MCSO further away from providing housing options that best provide services for offenders. The MCSO CBAC fully supports and recommends the purchase of the Field Based Work Release and Supervision Program 60020A. While this is similar to the previous Furlough Supervision Program, it is not the same. This aim of this program is to add another dorm of jail beds, or more than the previous work release capacity to the system, at a much lesser cost than housing in a jail/residential setting. We support adding this sort of “virtual” capacity to the system.

The requirement of Crisis Intervention Training (CIT) to all police officers that serve citizens of Multnomah County is an admirable and needed goal. MCSO has submitted three program offers related to training public safety professionals to work with persons with mental illness. We encourage the Board to fund all three program offers. This fiscal year, the Board used contingency funds to train as many law enforcement deputies as PPB had room for. Program offer 60050A will allow for the remainder of law enforcement deputies to be trained. It is important to train all those that may respond to a 911 call or who regularly interact with the public or people in crisis. The second program offer, 60050B, recognizes that there are other persons in the community, armed, with a duty to serve and protect (use force if needed) and who come into contact with persons in crisis regularly as they carry out their job duties; but these folks are corrections deputies. Those that serve in Court Services, Work Crews and Transport have similar need and risk as police officers and should also be provided CIT

training. The program offer represents that there is room for ten deputies in these units to be trained in this fiscal year. Program offer 60050C recognizes that corrections deputies that work in the jail come into regular contact with persons who are dealing with mental illness. Jail staff also need the tools to recognize, understand and learn how to respond to persons with mental illness. It is highly concerning how long it has been since MCSO has provided mental health training to staff. The MCSO CBAC supports the purchase of this offer because it is important that there be training that is tailored to the jail environment and that ALL staff are given the training.

Another MCSO CBAC concern is having so many outstanding warrants. This makes a mockery of the public safety system. Serving warrants is a matter of public safety. Purchasing 60047A and 60047B will make our county safer, and is an important part of a functioning public safety system. This CBAC has testified to this fact in the past.

There are many offers that improve the safety of our institutions for staff and inmates. The MCSO CBAC supports the inclusion of these offers in MCSO's budget requests. The highest priority should be given to improvements in jail facilities that are currently in use. The most notable needs are program offers 60039A, 60039B, and 60039C which place bars in dorms, fixing a structural flaw that allows for persons to jump from second floor railings. We are very excited about program offer 60051A, RFID. This will allow for better monitoring inmates, their location, and proximity to one another. It will also aid in the monitoring of staff and thus quickly getting them needed assistance. The submission of funding for video cameras at booking has been submitted in the past. We do hope that this year that program offer 60037 is purchased as booking is one of the highest sources of conflict in the jails and thus liability to the County. The other video cameras in program offers 60054A, 60054B, 60054C stem from the DA Review. The CBAC also supports these offers, but understand that due to limited funding not all of these improvements can be purchased.

The MCSO CBAC is concerned that the Board does not place priority in our basic police services provided by the Sheriff. The MCSO CBAC believes that police and investigative services are a vital part of the Sheriff's Office and should be supported through continued, consistent funding. These police services, patrol (East 60040, West 60041, River 60043), detectives (60044, 60048A), and drug enforcement (60045) must be given priority funding.

The CBAC recommends that the Board of County Commissioners and the Oregon Sheriff's Association advocate with the legislature to gain funding or transfer authority for the Courthouse function to the State. Furthermore the CBAC recommends that they lobby to increase funding for Court security. The County continues to subsidize this function. The function does not fit into the core services of the County. However, it is not possible for the function to be provided to even a minimum standard of safety and court functioning (getting inmates to court) with the level of funding the State provides. The County has no choice but to subsidize this function and to subsidize it to a level that provides safety and allows the courts to function.

Recommendations and Concerns - Based on Outcome Team/Board Rankings

It appears that the Board, through its rankings, does not place a value on policing services in East Multnomah County. Crime is gravitating into East County and without County assistance, it will become rampant. The MCSO CBAC believes that the services such as Detectives (60044), Special Investigation/Drug Enforcement (60045), and Patrol (60040 and 60041) need to be funded. If the BCC believes that these services need to be transferred, then they, with the MC Sheriff, need to take the lead in discussions with other jurisdictions. Until then, the MCSO CBAC supports strongly those offers be funded.

We have mentioned the Corbett SRO as an inconsistently funded program by the Board. The MCSO CBAC places this offer in the same category as juvenile prevention and intervention services. Those offers received an emphasis by the Board; however, it appears that the Board places the SRO under East County law enforcement. This offer (60027B) needs to receive consistent funding. The intervention and officer presence is a major formula in the prevention of catastrophic incidents which have happened in other schools nationwide.

The River Patrol (offer 60043) is serious work. The Patrol encompasses three rivers, is a mandated service, and is not transferable to other jurisdictions. The protection of our bridges from Terrorism is given to the MCSO. The MCSO CBAC understands that the staffing level varies during the year and officers are transferred between duties which cause monthly flux in the budget; however, we realize this is a core program given to the county. We strongly recommend it receives full funding.

The MCSO CBAC believes the Board rankings indicate the lack of understanding of the requirements placed on the Civil Process deputies. If funds are cut in Civil Process (60042), then the court mandated responsibilities must be absorbed by a higher salaried sworn deputy at the expense of removing that deputy from their assigned duties, or causing overtime to backfill services mandated. This is truly not a fiscally sound decision.

Closing Comments

The MCSO CBAC believes in a balanced overall justice system. The CBAC appreciates that the Chair asked for input from the Agencies/Departments so that the Chairs budget and hopefully the adopted budget will represent the best balanced justice system.

Members' Names

Jim Lasher
Don Smith
Alan Scally
Malcolm Freund
Ron Saroff