



# MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS  
ROOM 605, COUNTY COURTHOUSE  
1021 S.W. FOURTH AVENUE  
PORTLAND, OREGON 97204

GLADYS McCOY • Chair • 248-3308  
PAULINE ANDERSON • District 1 • 248-5220  
GRETCHEN KAFOURY • District 2 • 248-5219  
CAROLINE MILLER • District 3 • 248-5217  
POLLY CASTERLINE • District 4 • 248-5213  
JANE MCGARVIN • Clerk • 248-3277

WORK SESSION - JUSTICE SERVICES  
Portland Building - Room F - 14th Floor  
September 21, 1988

Present: Commissioners Gladys McCoy, Caroline Miller, Pauline Anderson, Gretchen Kafoury, Polly Casterline.  
Significant Others: Sheriff Fred Pearce; District Attorney Michael Schrunk; Jewel Lansing, Auditor - Pro Tem; John Angell, DJS Director; Jack Horner, Budget & Planning Director.  
Other Staff: Hank Miggins, Grant Nelson, Sally Anderson, Armina Brown, Bill Vandever, Norm Monroe, Ramsey Weit, Kelly Bacon, Martin Winch, Barbara Jones

## M I N U T E S

### 1. Restitution Center Expansion

Following much discussion, Sheriff Pearce was authorized to proceed with the Conditional Use Variance Permit change from the City of Portland for expansion of services at the Restitution Center. Authorization was given based upon the condition that the Board would authorize funding for expansion at a later date only upon development of a Justice Services Policy and Plan for the County, and the determination this purpose would be a "best use" of corrections funding monies. It was also agreed that the Sheriff should resubmit, for Board Agenda, the Resolution supporting an increase at the Restitution Center.

### 2. Justice Services Policy

Following discussion, it was determined that John Angell, DJS Director, assisted by the Sheriff and the District Attorney, develop a draft Justice Services Policy, to be presented to the Board October 25, using suggestions from today's agenda, and include consideration of the following:

a) Board philosophy of using prevention, and the "least restrictive options for alternatives, yet include appropriate punishment and/or sanctions for repeaters as appropriate, keeping public safety.

b) Recommendations - policy for Board position on Option I/II.

c) Legislative policy development recommendations - i.e., state pay transition costs for Option II to Option I; cost of living increase for community corrections counties; allow probation fees to be retained by counties, and limit numbers of felons housed in County jails.

d) Recommendations regarding how other jurisdictions might be involved in determining cooperation/coordination of major county-wide enforcement issues.

e) Recommendations regarding a county-wide policy for corrections use of County jails and the Restitution Center (this does not include actual management of the jails, etc).

f) Recommendations for budget policy for funding allocations for Justice Services

g) Options for jail funding once the levy is finished.

h) Recommendations for long term future for MCCF.

i) Recommended policy for contracting with other agencies/jurisdictions for justice services

Meeting Adjourned

Next Meeting - October 25, 1988 (time and place to be determined)



# GLADYS McCOY, Multnomah County Chair

Room 134, County Courthouse  
1021 S.W. Fourth Avenue  
Portland, Oregon 97204  
(503) 248-3308

## MEMORANDUM

TO : Commissioner Pauline Anderson      Commissioner Polly Casterline  
Commissioner Gretchen Kafoury      Commissioner Caroline Miller  
Sheriff Fred Pearce      Mike Schrunk, District Attorney  
John Angell, Director DJS

FROM : Gladys McCoy *Gladys McCoy*  
Multnomah County Chair

DATE : September 20, 1988

RE : Justice Services Forum Agenda  
Wednesday September 21, 1988  
1:30 p.m. - 4:30 p.m.  
Portland Building, Meeting Room F, 14th Floor

The purpose of this meeting is to establish principles for determining future action for establishing and implementing Justice Services programs.

The following process is how we will operate on Wednesday:

1) Hank will be the facilitator as we consider the following:

a. We will discuss the Restitution Center provision first in order for the Sheriff to know how to proceed.

b. Development of a Justice Services Policy to serve the entire County. Should it include other jurisdictions, i.e. cities and the state?

c. Purpose of Policy? To insure appropriate and timely law enforcement, prosecution and corrections strategies that are just and equitable. Further, such a policy should guide us in the allocation of resources.

1. What level of generality or specificity should be considered?

2. Are there aspects of the policy which should be given a priority or immediately addressed?

SEP 20 1988

2) What issues should be considered in developing the following? (Group will develop)

- a. How should prevention, county policing service, pretrial detention, prosecution, incarceration, and rehabilitation be addressed in the policy?
- b. What will the County and the State's role be in pretrial detention?
- c. Will the County or State pay for the incarceration of felons?
- d. What will the County's position be on the available Community Corrections options?
- e. What should be the policy governing operation of local correctional facilities?
- f. What will the County consider an adequate level for law enforcement?
- g. What is the County's policy on accepting and providing law enforcement, prosecution and corrections services relative to non-County programs?
- h. What is the long-term future of M.C.C.F.?
- i. Others.

3) What roles will the various participants play in producing the policy and the plans (Board, Board Staff, DJS Administration & Planning, Justice Coordinating Council, Sheriff's Office, District Attorney's Office, Gresham and Portland Police, others)?

4) What will be the relationship of the justice policy and the strategic plan?

5) What are the future steps in the process and the schedule?

6) How should the policy and its implementation be evaluated and by whom?

Please sign  
& Return to  
Clerk -

9/21/88

DE.

Hank Higgins

~~Barbara Nelson~~

Lyle B. Pearce

Judy Anderson

Armanda Brown

John Horner

Bill Vandewer

Nann Moritz

John Angell

Gretchen Kufumy

Ramsay Weit

M. L. Schrock

Kelly Bacon

Pauline Anderson

Polly Castorini

MARTIN WINGET

Kelly Bacon (late)

Jewel Lousering (late)

# **Selected Criminal Justice System Operational Data**

**for**

## **Multnomah County**

### **(Post-Bennett Study)**

## **Prepared by the Department of Justice Services**

*August, 1988*

**Donna Ford Data Acquisition and Interpretation  
Cathi Bain Data Acquisition and Input  
Georgina Muhareb Database Management and Input  
Bonnie Scott Report Preparation  
Wayne C. Salvo Analysis and Text**

**of the Multnomah County Probation Services Division**

## INTRODUCTION

The Multnomah County Commission funded the "Bennett Report" in 1986-87 to review the operations of the Justice System. A previous report by the County Auditor and pending decisions on several corrections issues had emphasized the lack of information available in the interlocking system of policing, corrections, prosecution, and courts process. Decision makers had little data available to them and no "standards" by which performance could be judged.

The Bennett Report was the first comprehensive examination of the Justice System in Multnomah County. Program operators were able to review specific characteristics of individual programs and their possible linkage to other portions of the Justice System. The local activities were compared to known national practices when applicable.

The Bennett Report tracked 1079 defendants who were cited in lieu of custody or "booked" into jail for 1912 charges. The sample was considered to be statistically valid and was drawn from a time period of 1985-86.

In 1987, Commissioner Miller of the Multnomah County Board formulated a resolution and funding for a followup or Post Study of the Bennett Report. The PostStudy had three goals:

1. To continue the analytical approach to system operation established by the Bennett Report;
2. To identify new trends in the local Justice System, and
3. To observe the impacts of policy and program changes ordered by the Board since the Bennett Report.

The PostStudy was not funded as a major data acquisition project. The PostStudy tracks 598 defendants who were cited in lieu of custody or "booked" for 1255 charges. This smaller sample size requires that PostStudy data should be viewed as trend information rather than as absolutes.

In the information which follows, the PostStudy data is compared with data from the major topic areas of the Bennett Report. An additional effort was made in the PostStudy to review criminal histories of defendants in the sample.

As Mr. Bennett noted in his report, this information is not meant to be an ending of inquiry, but a foundation upon which to ask better questions.

## SUMMARY OF FINDINGS

Data comparison between the two projects suggests the following trends:

1. Defendants have the same demographic profile for age, race and sex.
2. Offender "needs" are not recorded in the jail information system "CPMS" consistently.
3. Persons arrested in 1987-88 have more substantial prior arrest records than those arrested in 1985-86. The prior arrest profile of persons booked into jail in 1985-86 resembles the prior arrest profile of persons cited in lieu of custody in 1987-88 for some defendants.
4. All recognizance programs have markedly reduced their FTA (Failure to Appear) rate. More intense release programs have assumed the role of the less intense programs.

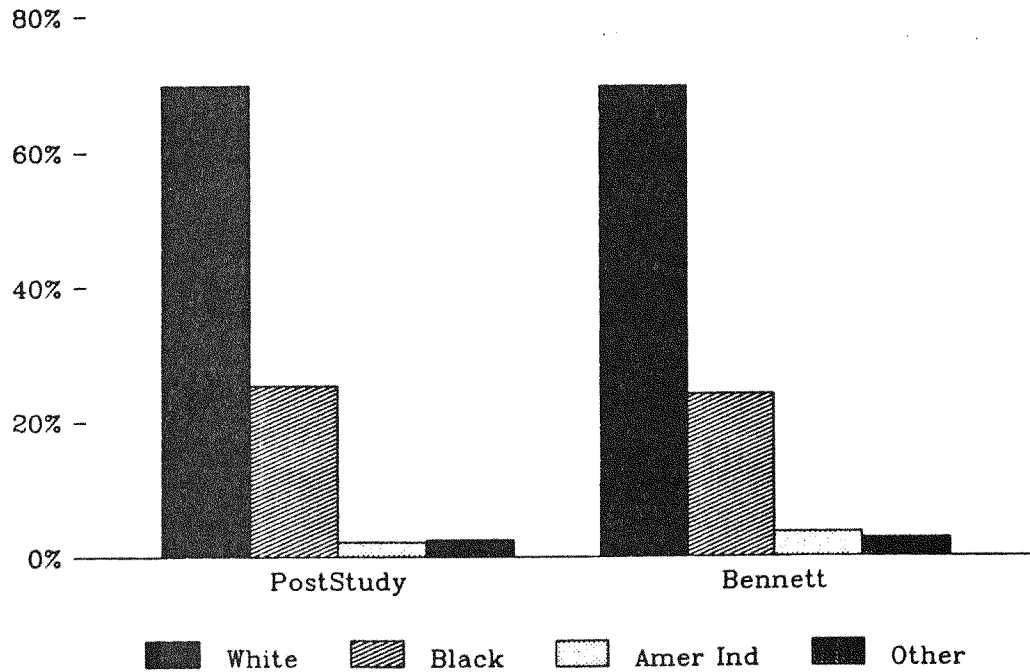
The speed of release of all programs has declined substantially.

5. The rate of District Court dismissals and "No Complaints" has continued or increased.
6. Data acquisition continued to be extremely difficult due to the disjointed nature of the various information systems.



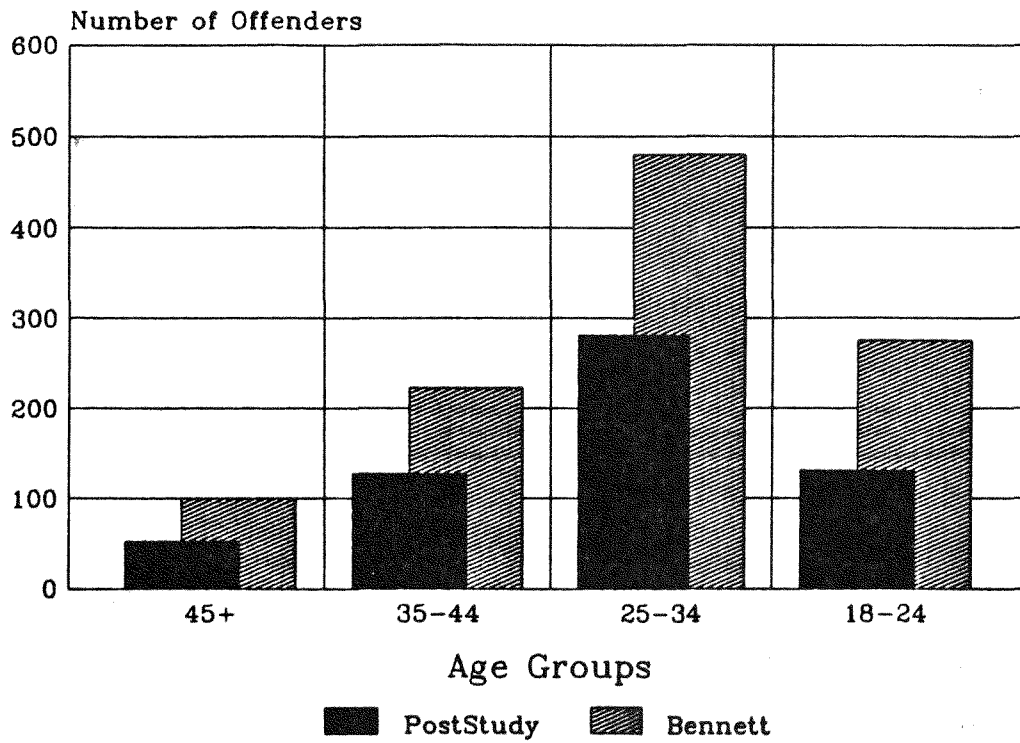
# RACE COMPARISON

## As Percentage of Sample



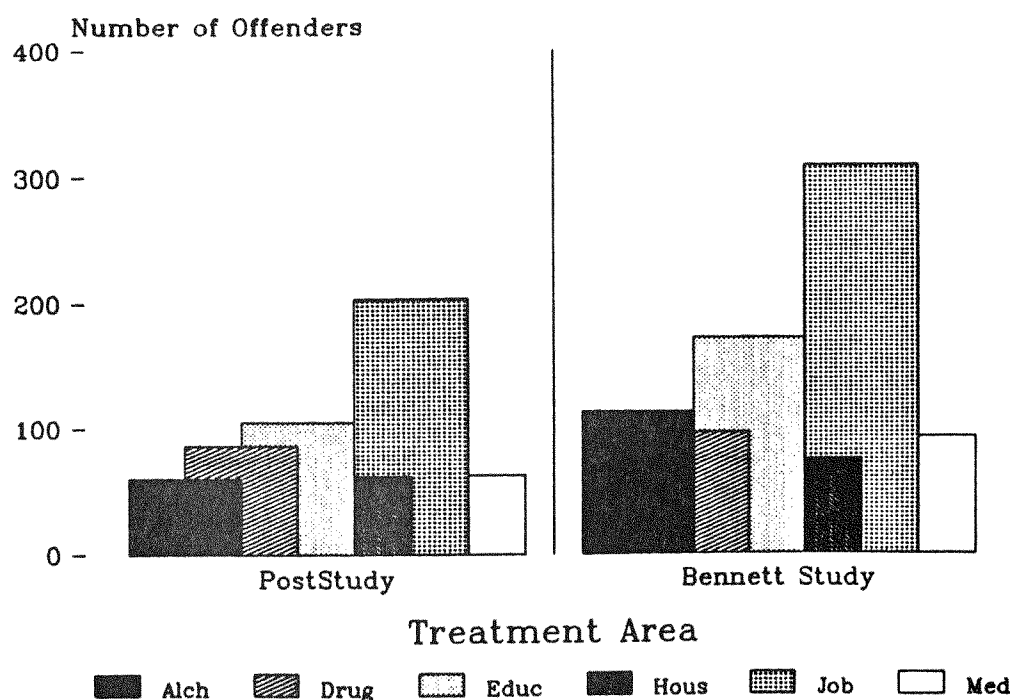
There is no statistical difference between racial compositions of the two samples.

# AGE COMPARISON



There is little difference between the ages of the two samples.

# OFFENDER NEEDS

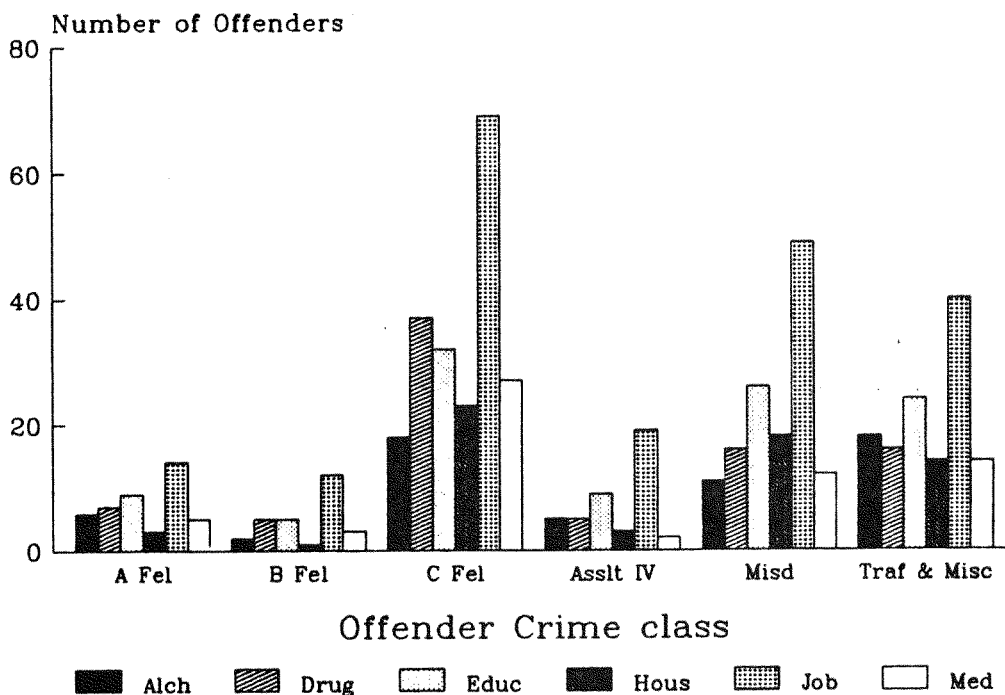


Defendant "needs" may be input into CPMS (Corrections Population Management System, the jail data system) by Recognizance Staff and MCSO Counselors. A defendant may have more than one recorded need. The Bennett Report noted that this information was not routinely captured and that because of data system design some needs data captured years ago may no longer be pertinent.

The Bennett Report sample had needs recorded for 28 percent of the booked defendants. The PostStudy sample had needs recorded for 33 percent of the booked defendants. While this is an improvement, the number of defendants with recorded needs is still too small for viable analysis.

Data that was entered shows declines in alcohol and housing needs and an increase in drug treatment needs over the last two years.

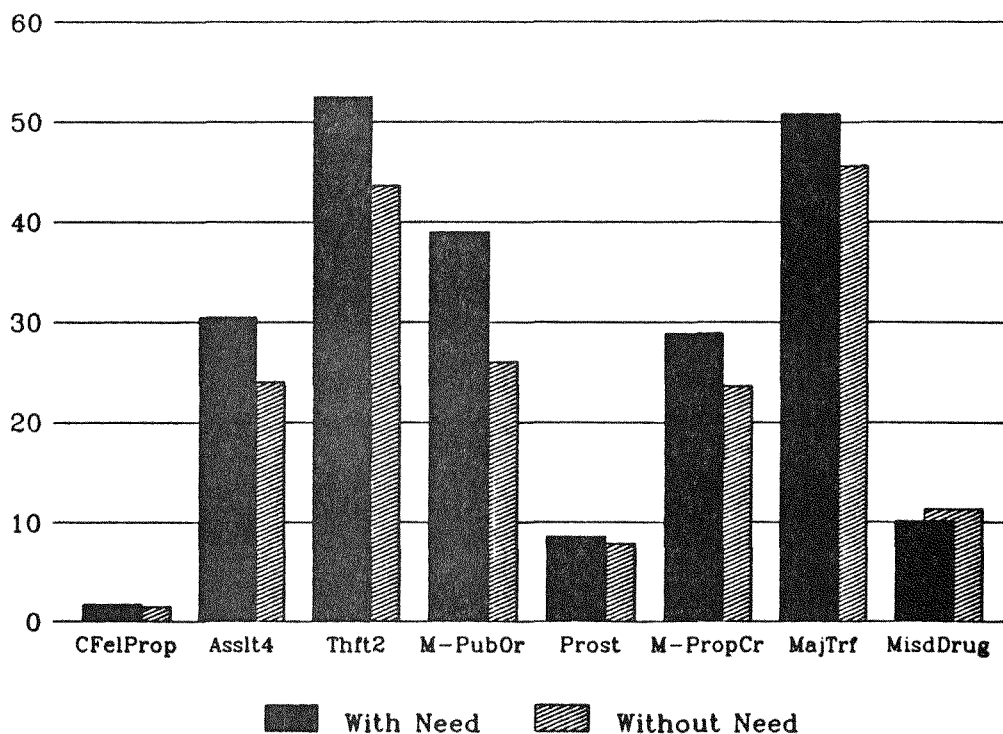
# NEEDS BY OFFENDER TYPE



This graph is representative of the type of analysis that would be possible if more data were available. Because C Felons represent the largest number of defendants booked into local jails, they are over-represented in the needs category.

There is a trend for less serious offenders to have a need for "employment."

# COMMON C FELONY AND MISDEMEANOR ARRESTS OF PERSONS WITH & WITHOUT "ALCOHOL NEED"

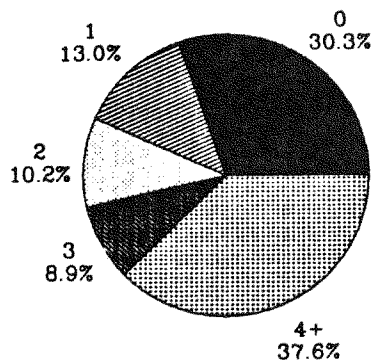


This is a second sample of needs analysis based on the most serious offense of booked defendants.

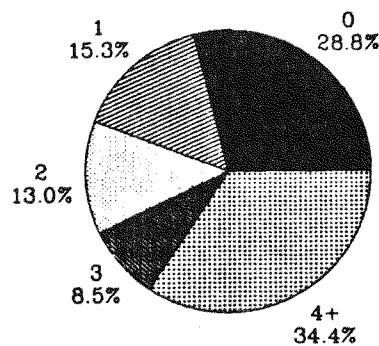
As may be expected, persons charged with Misdemeanor Public Order crimes (Escape, Disorderly Conduct, Carrying Concealed Weapons, Resist Arrest, et al) have the highest proportionate need for alcohol treatment.

# PRIOR MISDEMEANOR ARRESTS

## As Percentage of Sample



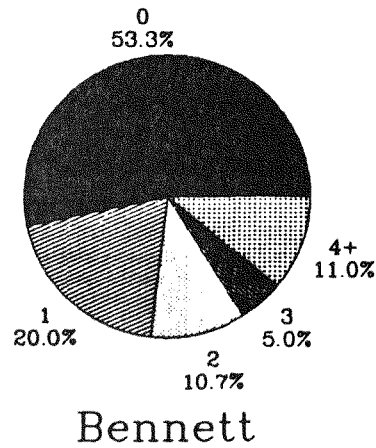
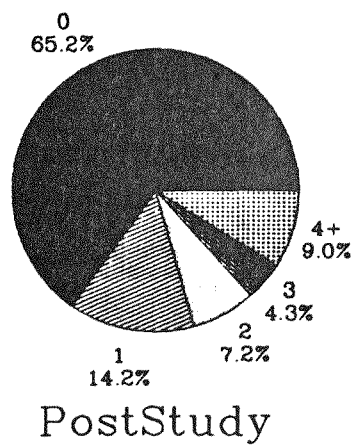
PostStudy



Bennett

Prior record information is helpful in determining the relative criminality of persons entering the Criminal Justice System. As may be seen, the PostStudy sample has a minor but significant "worse" prior record of arrest for Misdemeanor crimes.

# PRIOR MISD. CONVICTIONS As Percentage of Sample

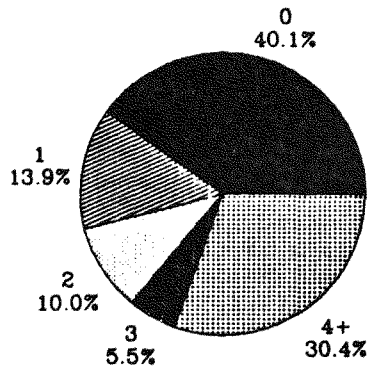


The Misdemeanor convictions of the two samples are a reversal of the Misdemeanor prior arrest rates.

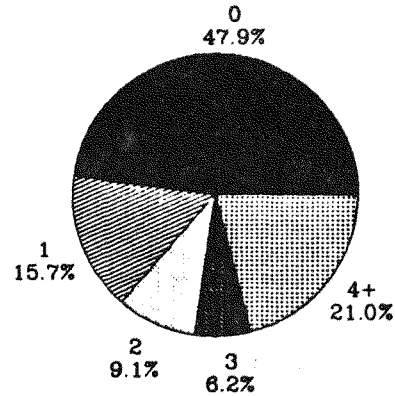
In this graphic, the PostStudy sample had fewer prior convictions despite the higher arrest rate.

# PRIOR FELONY ARRESTS

## As Percentage of Sample



PostStudy



Bennett

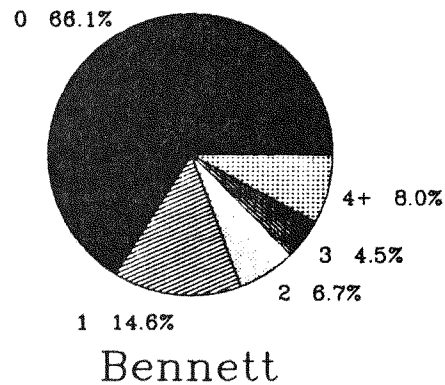
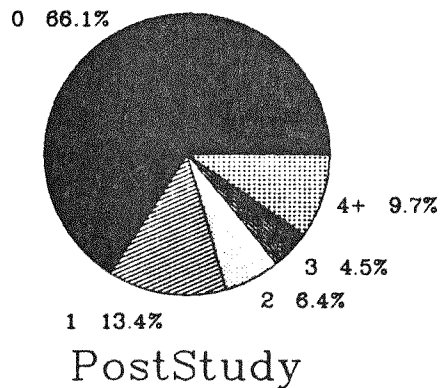
Prior Felony arrests mirror prior Misdemeanor arrests for the two samples. The PostStudy group had a 9 percent increase in defendants with four or more prior Felonies.

This graphic strongly suggests a "hardening" of the offenders entering the local jail system.



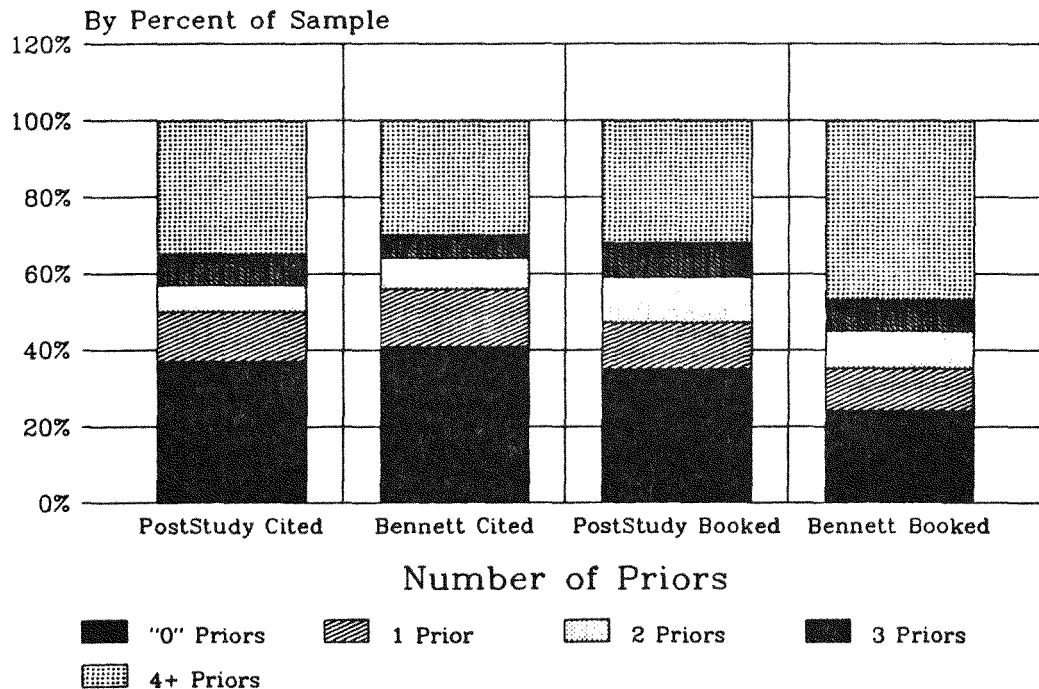
# PRIOR FELONY CONVICTIONS

## As Percentage of Sample



Prior Felony convictions for both samples appear nearly equal. Differences are too small to be seen as statistically significant.

## Prior Misdemeanor Arrests Of Offenders Cited or Booked

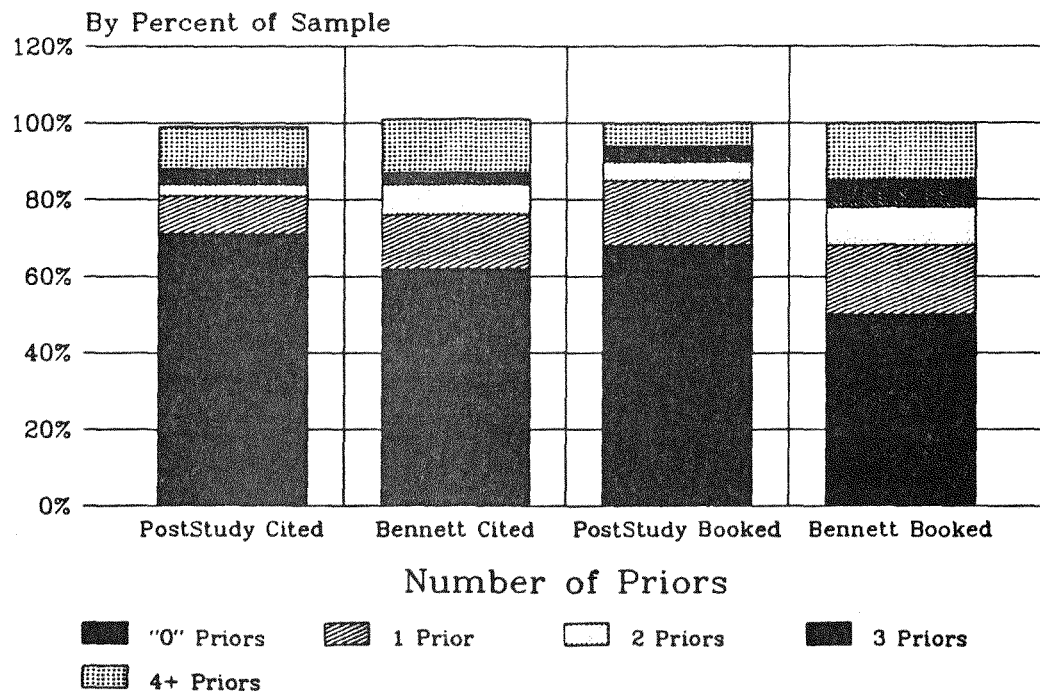


Comparison of prior arrest profiles are helpful to note differences in police practices.

This graphic suggests that persons cited in lieu of custody now have the same prior Misdemeanor arrest record of persons who are booked. The Bennett Report showed that persons who were booked had more prior Misdemeanor arrests than those that were cited.

It is possible that the population limits for jail capacity established with the Federal Court have influenced this item.

## Prior Misdemeanor Convictions Of Offenders Cited or Booked

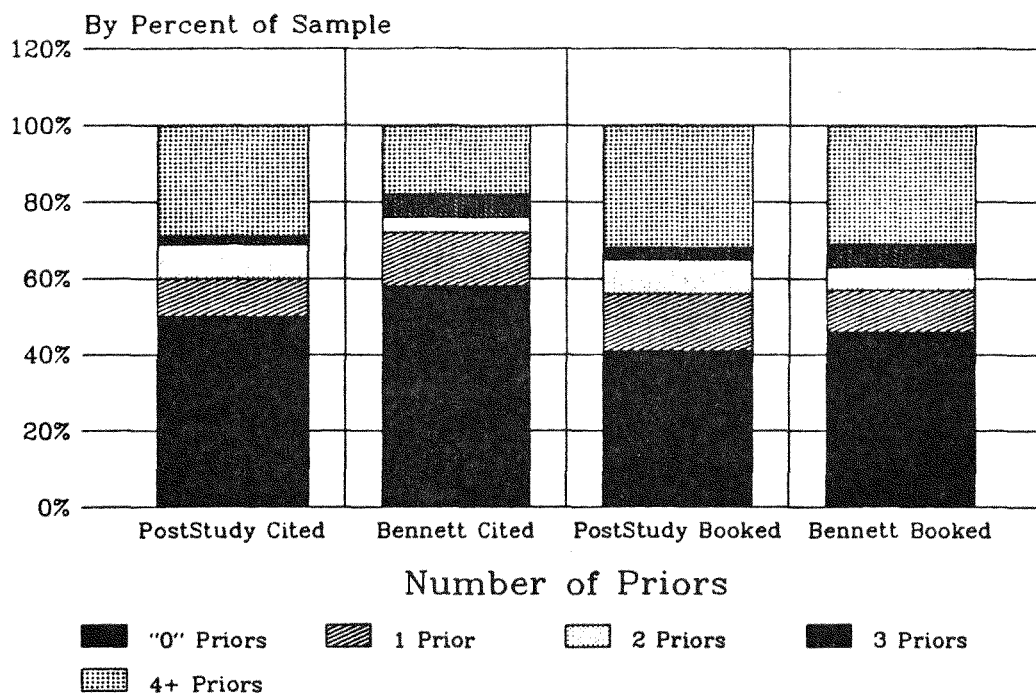


This graphic complements the preceding item on prior Misdemeanor arrests.

Once again, it appears that the Bennett Report era sample demonstrated that persons with a greater number of prior Misdemeanor convictions were booked and those with a lesser number of convictions were cited.

The PostStudy shows a reversal of this pattern. The Post Study cited group had substantially more persons in the four plus prior conviction group than those who were booked into jail.

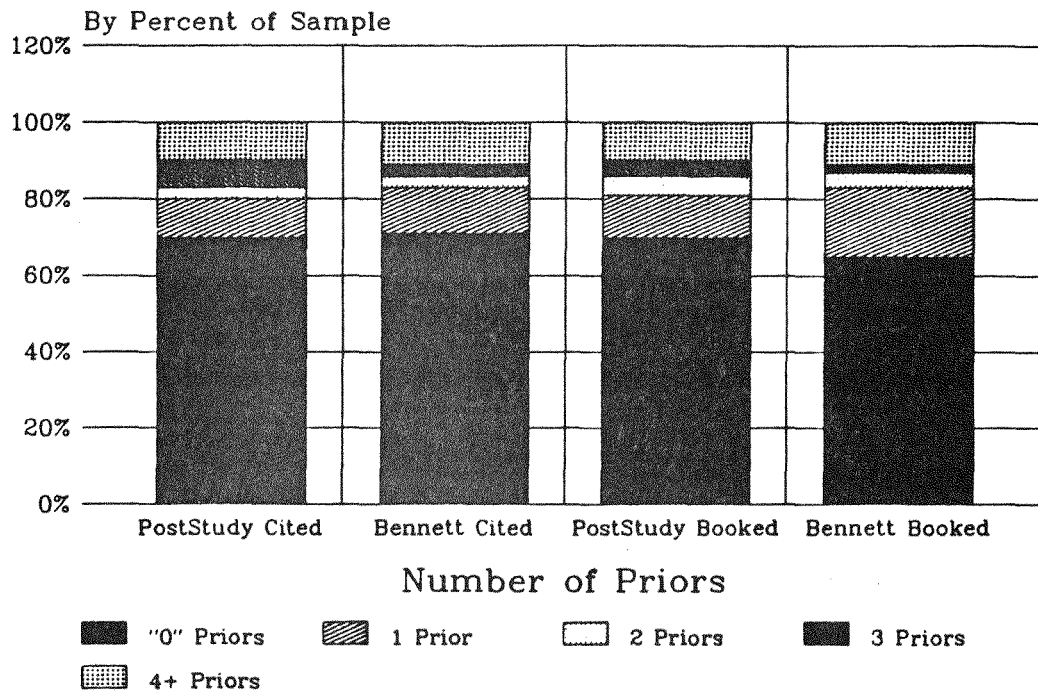
## Prior Felony Arrests Of Offenders Cited or Booked



For prior Felony arrests, the expected pattern emerges; ie, the likelihood of booking increases with the severity of prior record for both samples.

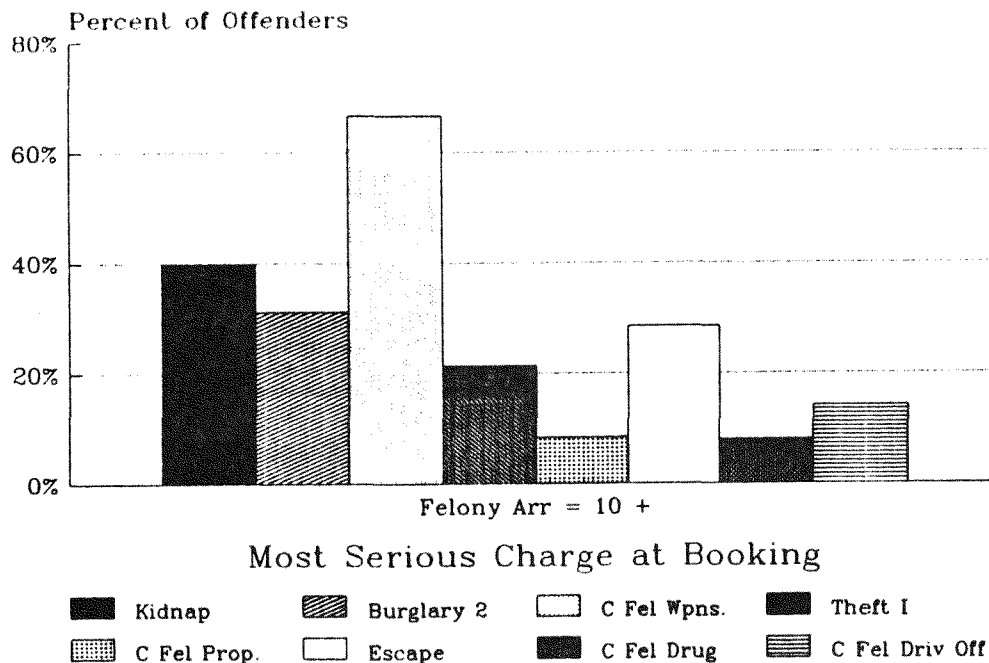
It is interesting to note, however, that persons who were booked in the Bennett sample have a high similarity to persons who were cited in the PostStudy sample. The PostStudy booked group have the most serious prior records.

# Prior Felony Convictions Of Offenders Cited or Booked



With the exception of the "Bennett Booked" group, each cohort looks very much the same.

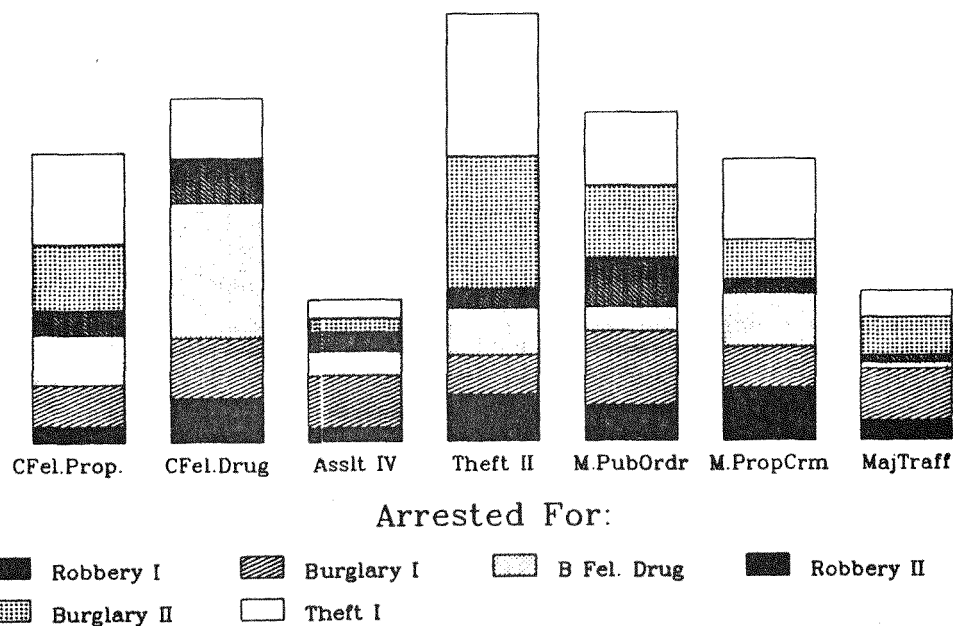
# CRIME AT BOOKING OF PERSONS WITH 10 OR MORE PRIOR FELONY ARRESTS



This type of data was not captured during the Bennett Report. On an arbitrary basis, defendants with more than ten prior Felony arrests were separated from the PostStudy sample. Eight current arrest crimes were then selected and appear next to the boxes.

The ten plus subsample was then compared to other defendants arrested for the same crime. Because the samples were very small, the "Percent of Offenders" is easily and improperly influenced. For example, there were only three defendants in the PostStudy arrested for C Felony Weapons offenses - two of them had ten plus prior Felony arrests which gave a 66 percent of sample reading. Two of the five persons charged with Kidnap had ten plus prior records. The Burglary II subset is more viable because there were 16 defendants, five of whom had ten plus prior Felony arrests. The particular subsample graphed here contained 131 people, 22 had ten plus prior Felony arrests, or, 16.8 percent of subsample.

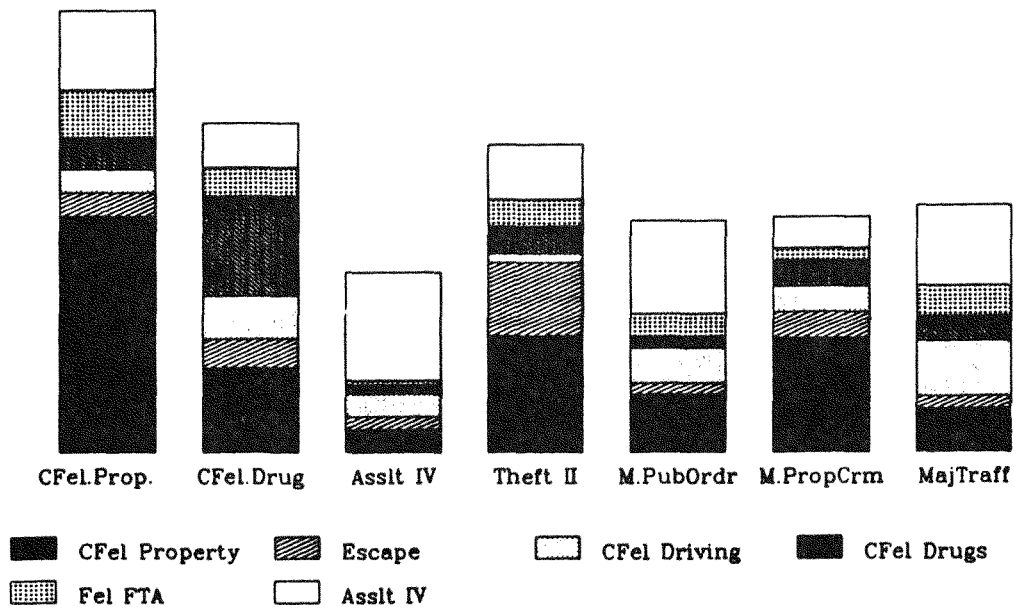
# PRIOR RECORDS OF PERSONS CHARGED WITH MOST COMMON OFFENSES



This graphic and the two following attempt a form of "cross analysis" to discover linkages between the crime which resulted in the instant arrest and the prior arrest records of defendants. This data was not available in the Bennett Report.

Seven of the most common offenses, for which persons who were booked or cited, appear on the axis of the graphics: C Felony Property Offenses (Forgery, Unauthorized Use of Motor Vehicle, et al), C Felony Drug Offenses, Assault IV, Theft II, Misdemeanor Public Order Crimes (Disorderly Conduct, Resist Police Officer, et al), Misdemeanor Property Crimes (Criminal Mischief, Criminal Trespass, et al), and Major Traffic. Above each most common offense are arrays of prior arrests. As an example, note that "CFel.Prop." offenders have substantial prior arrest records for Theft I and Burglary II. "CFel.Drugs" offenders had a large number of prior B Felony Drug arrests. Misdemeanor Public Order offenders seemed to have a significant number of prior arrests for Property Offenses: Burglary I and II and Theft I.

## PRIOR RECORDS OF PERSONS CHARGED WITH MOST COMMON OFFENSES

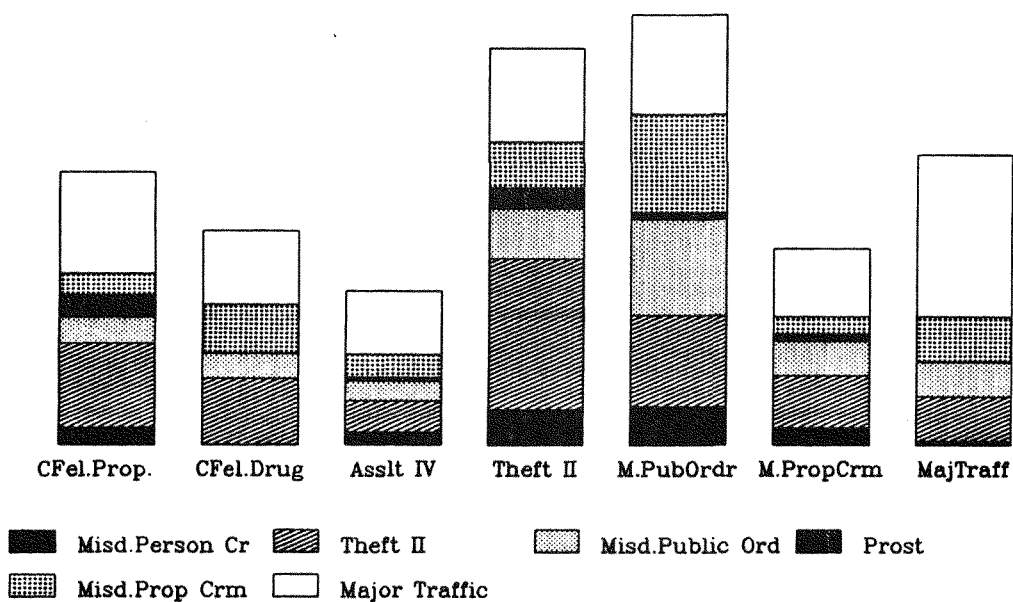


Persons arrested for Assault IV have significant prior arrest records for the same offense. Prior Assault IV arrests are also predominant in Misdemeanor Public Order offenders and Major Traffic offenders.

Theft II offenders have a high number of prior arrests for Escape.



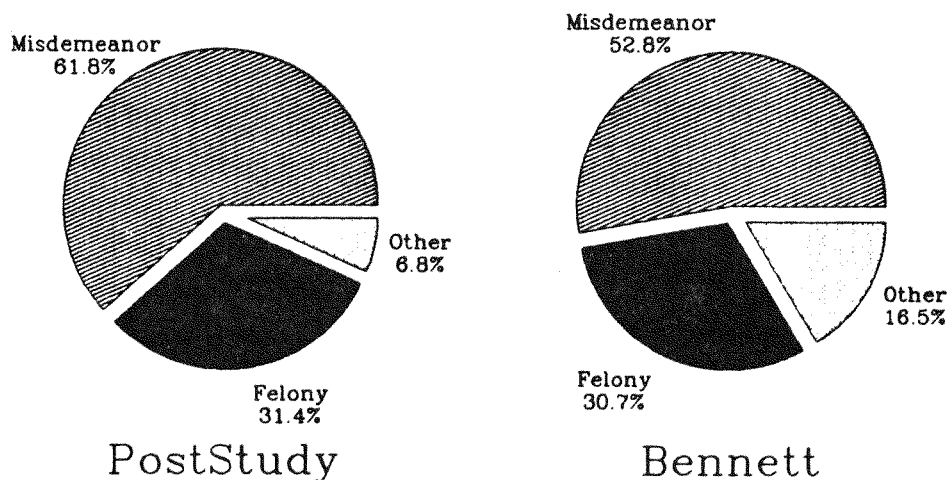
## PRIOR RECORDS OF PERSONS CHARGED WITH MOST COMMON OFFENSES



As expected, Major Traffic offenders (MajTraff) had extensive prior arrest records for Major Traffic offenses.

Interestingly, prior arrest for Major Traffic offenses are a common element of all common arrest groups.

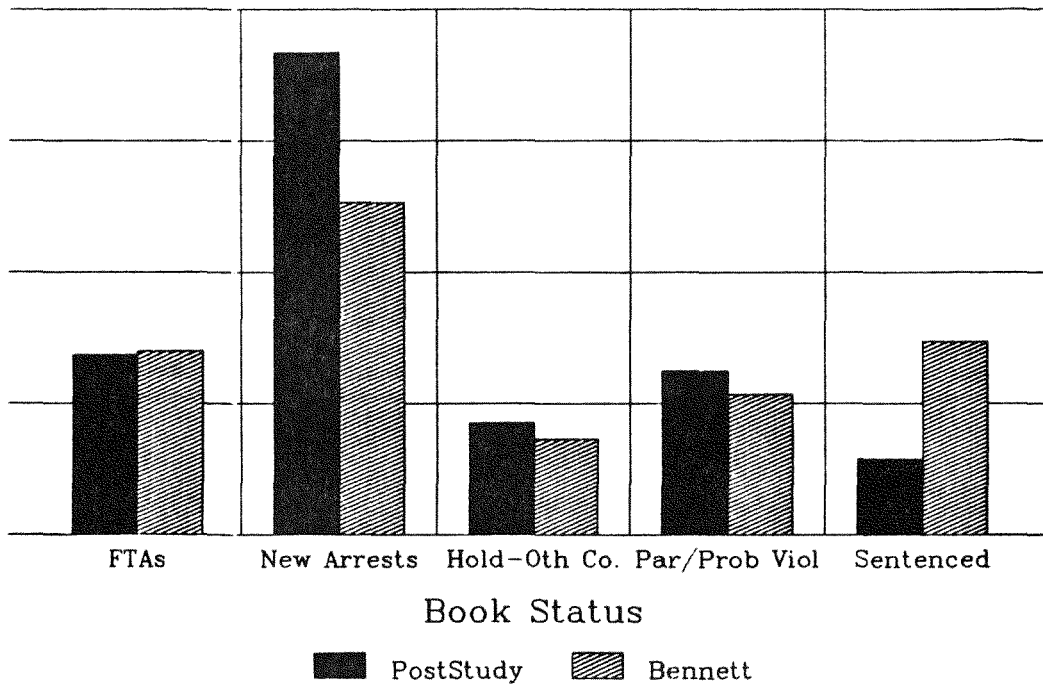
## MOST SERIOUS CHARGE TYPE AT BOOKING



The "Other" category included Ordinance Violations, Non-Criminal Traffic and "Unknowns."

It appears that the less severe Ordinance and Non-Criminal Traffic violators are not being placed in custody as often.

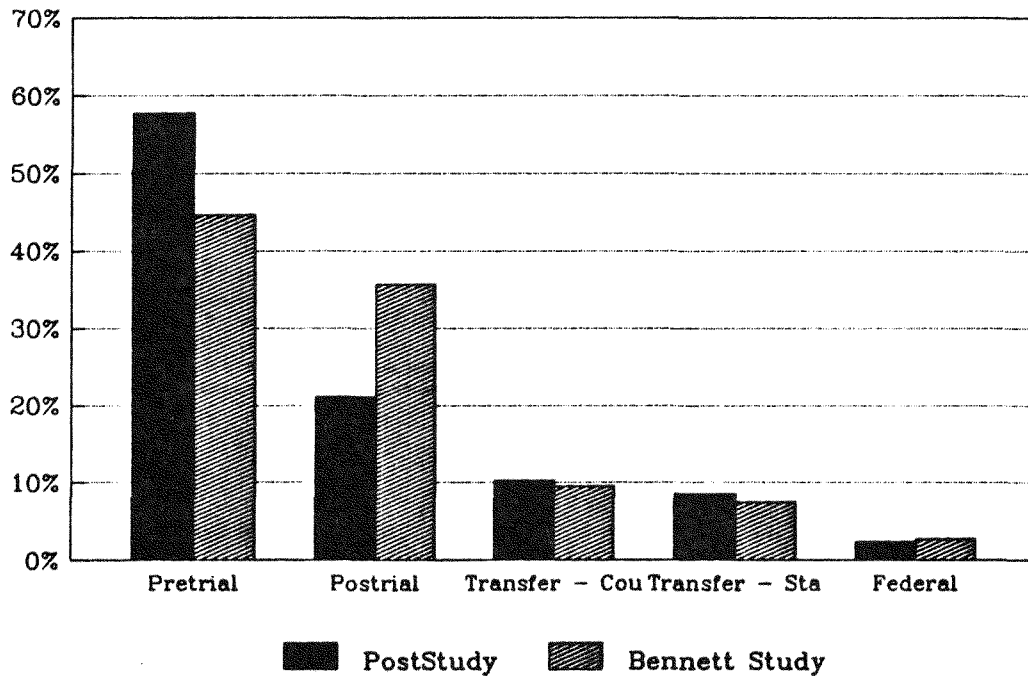
## STATUS OF MOST SERIOUS CHARGE AT TIME OF BOOKING



There is a clear trend for the jail to be used more as a "holding" facility for newly booked defendants and less as an "incarcerative" sanction for sentenced persons.

The decrease in the sentenced population is offset by the increasing proportion of arrested defendants, and minor increases in Probation Violators and "Holds" for other Counties.

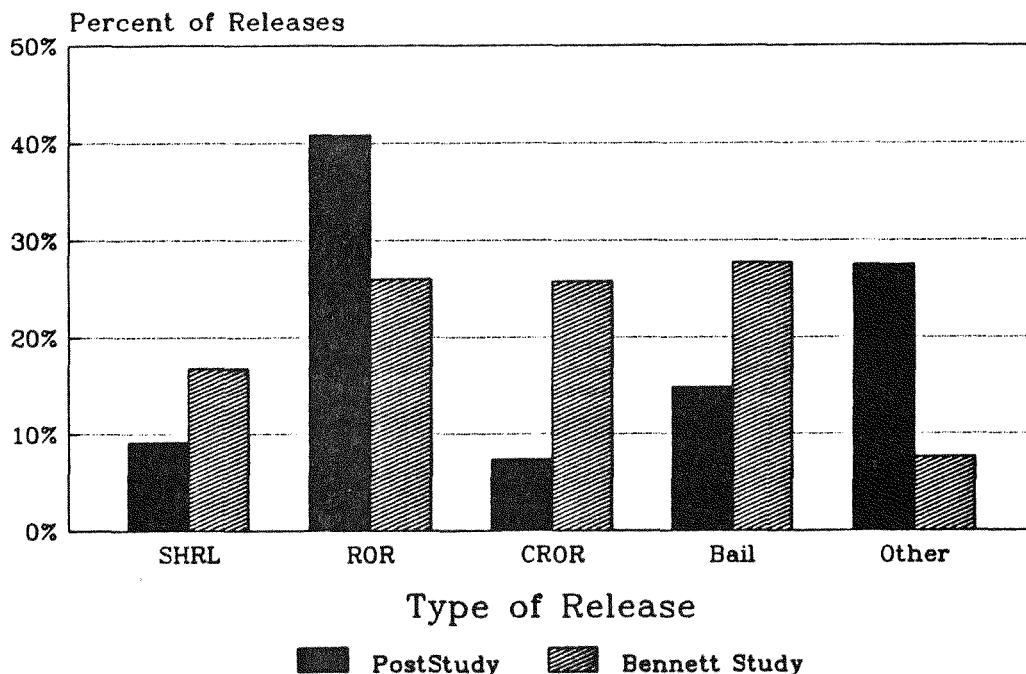
## STATUS / TYPE OF RELEASE As Percentage of Total



There is a clear trend for release of defendants prior to trial.

# TYPES OF PRETRIAL RELEASE

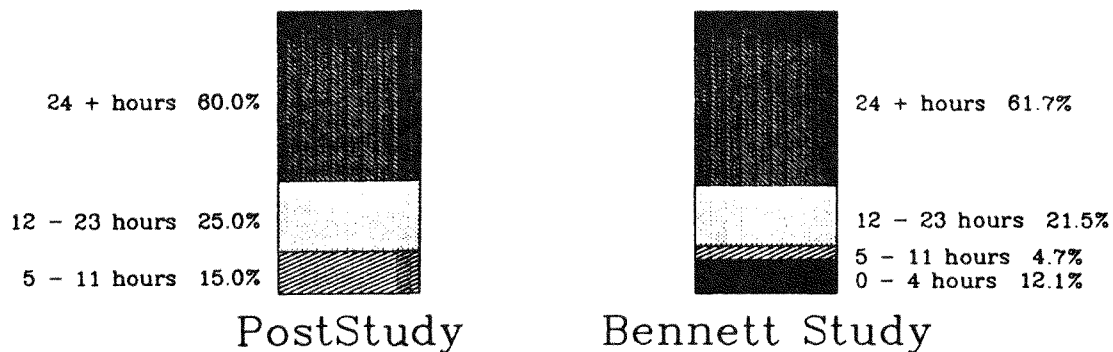
## As Percentage of Total



Changes in release patterns have clearly occurred. Since the Bennett Report, the County Commission added additional Recognizance and other Pre-Trial Monitoring Staff. The impacts are visible in the increased use of ROR (Release on Personal Recognizance) and "other" releases which include SROR (MCSO population control releases) and PRSP (an enhanced State Court recognizance program).

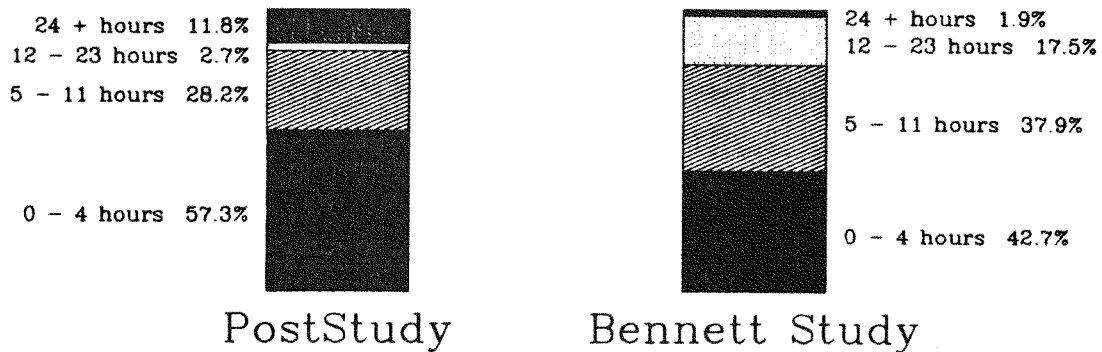
It is possible that the low monitoring programs of bail and SHRL (Stationhouse Release) have been displaced by the medium monitoring program of ROR, and the CROR (Conditional Release on Recognizance) processes have been replaced by the more stringent SROR and PRSP programs. As subsequent pages will show, there has been a marked difference in FTA (Failure to Appear) rates.

## CROR RELEASE TIMES As Percentage of Total



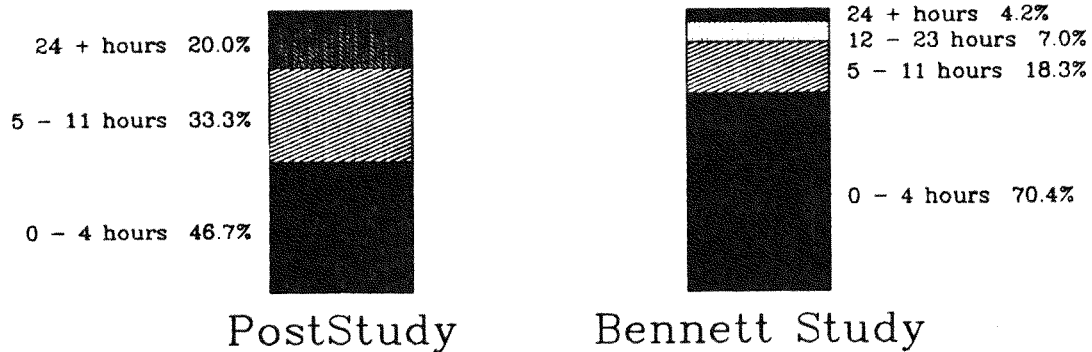
Conditional Release on Recognizance (CROR) is used half as often and is now much slower to effect. After the twelfth hours, both samples show the same release rates. The Post Study had no CROR releases in the first four hours.

## ROR RELEASE TIMES As Percentage of Total



The increased use of Release on Personal Recognizance (ROR) has pushed the ROR process to two extremes. A greater portion of the defendants are getting out quicker (13 percent), but some are waiting longer for release (10 percent).

## SHRL RELEASE TIMES As Percentage of Total



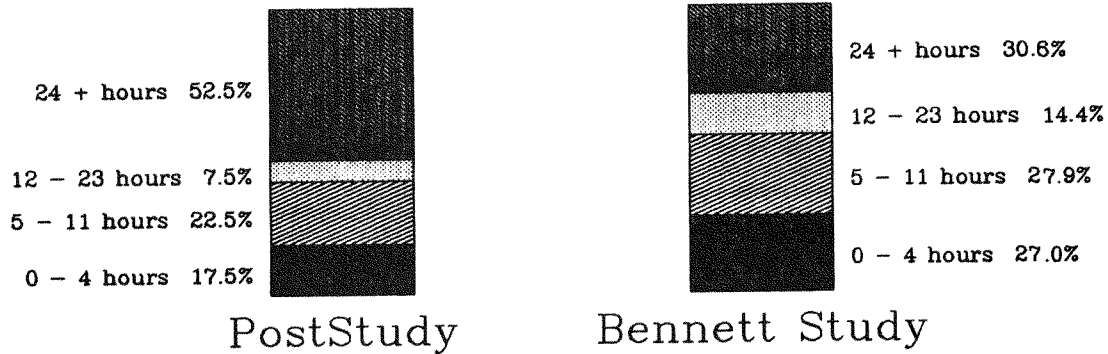
Stationhouse Release (SHRL) was generally viewed as the fastest form of release because there was no structured interview with the defendant and no post-release supervision. It had an extremely high Failure to Appear (FTA) rate in the Bennett Report.

Of all release mechanisms, SHRL has slowed the most.



# BAIL RELEASE TIMES

## As Percentage of Total

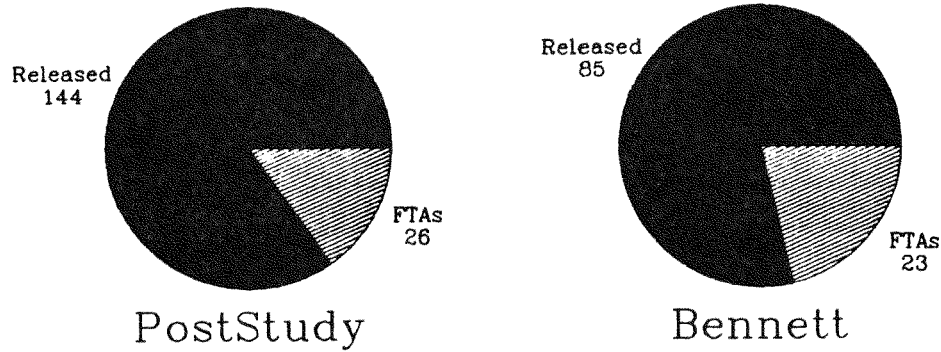


Bail speed has also slowed considerably. This may be an area worth further review.

If Bail will eventually be mechanism of release, then the process should be expedited to regain use of the custody space.

# FAIL TO APPEAR

## Release on Personal Recognizance

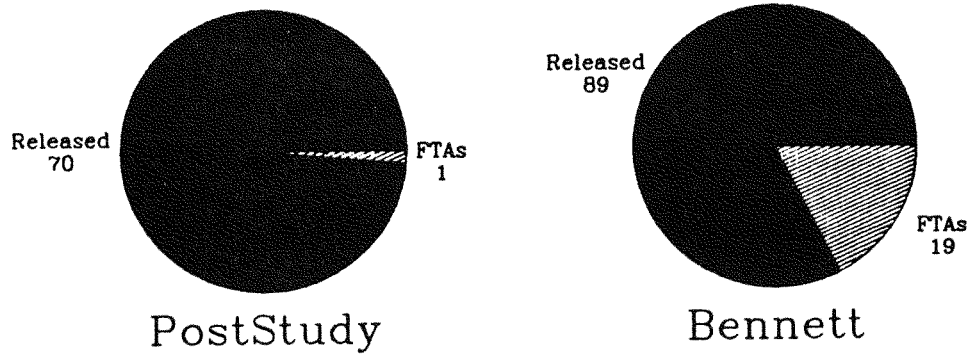


This graphic can be misleading unless the total number of releases is noted.

On a percentage basis, PostStudy ROR had a FTA rate of 18 percent while the Bennett ROR FTA rate was 27 percent.

# FAIL TO APPEAR

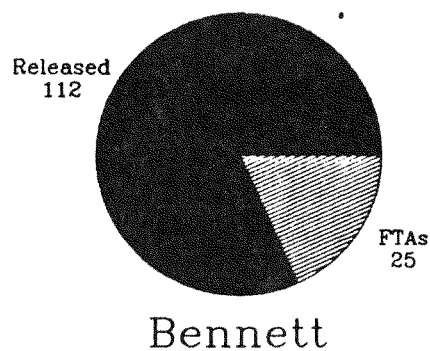
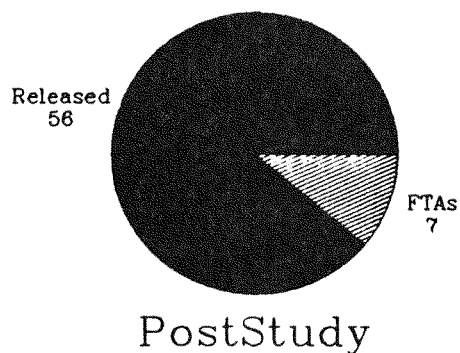
## Release on Bail



The reduced use of Bail and relative "slowness" in accepting Bail has had a major impact on Bail FTA rates. Note that sample sizes are similar.

# FAIL TO APPEAR

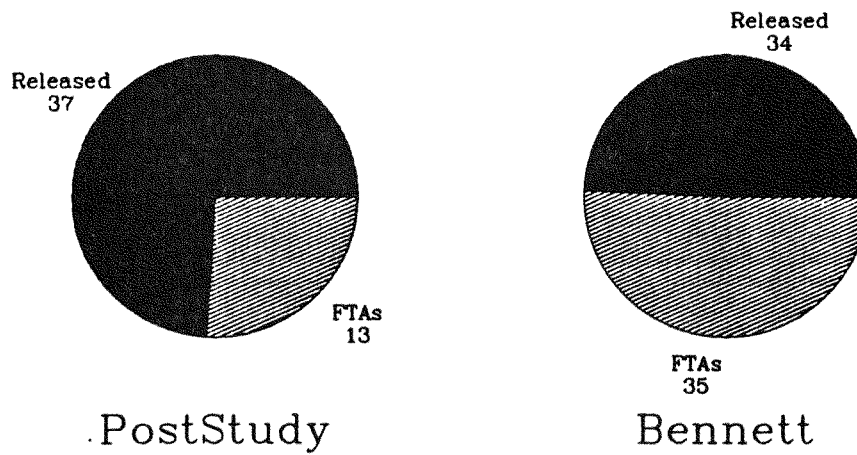
## Conditional Release on Recognizance



The CROR method of release has also improved markedly. On a percentage basis, FTA rates for Bennett were 22.3 percent and for the PostStudy 12.5 percent.

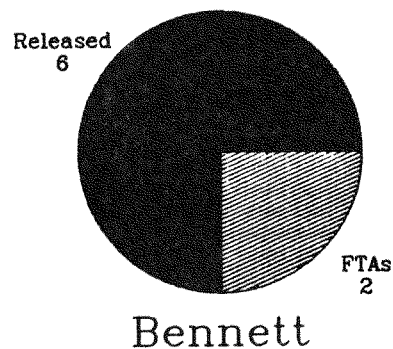
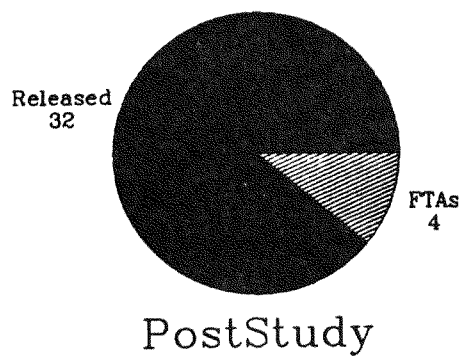
# FAIL TO APPEAR

## Stationhouse Release



A major improvement in FTA rates possibly corresponding to its decrease in use and speed of processing.

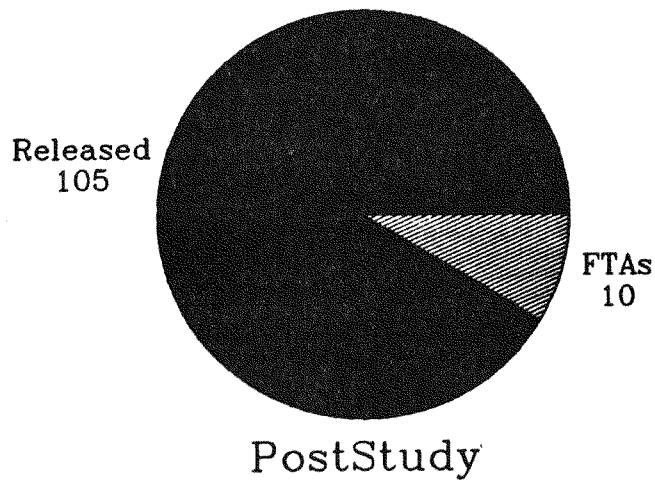
## FAIL TO APPEAR Close Street Supervision



Close Street Supervision was a much smaller program in 1985-86. The Bennett FTA rate of 33 percent was probably not truly reflective. The PostStudy rate of 12.5 percent is probably more accurate.

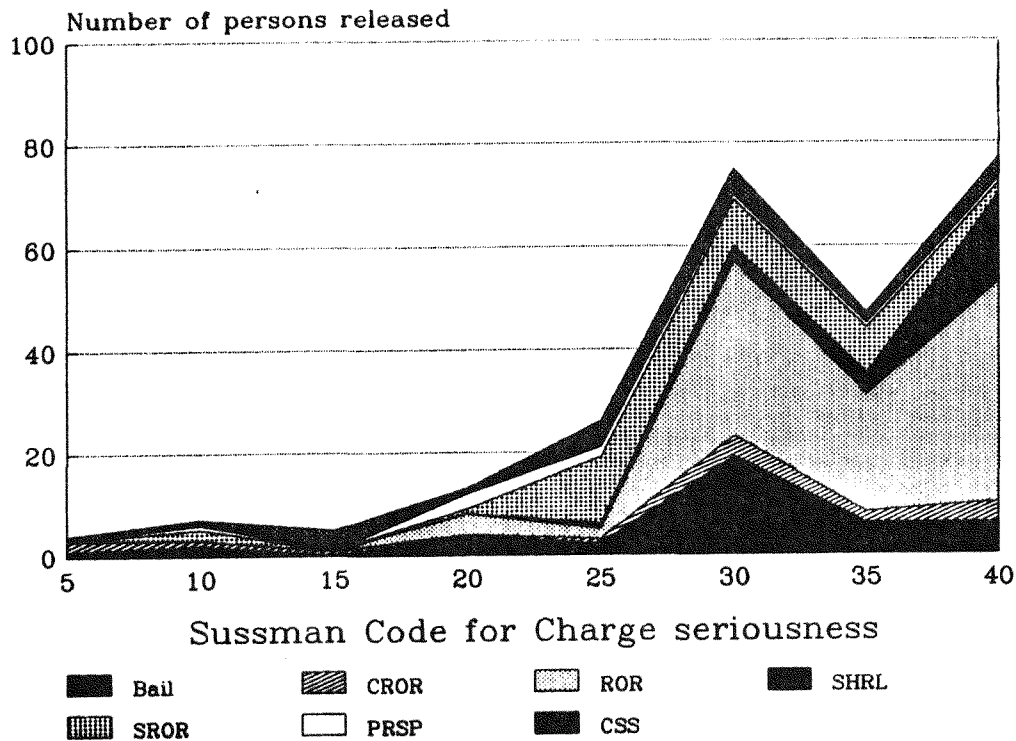
# FAIL TO APPEAR

## Sheriff's Recognizance Program



The Multnomah County Sheriff's Office recognizance program (SROR) was not implemented in 1985-86. The FTA rate is 9.5 percent.

## RELEASE MODE x CHARGE SERIOUSNESS



The Bennett Report prompted the invention of the "Sussman Code" which scaled all crimes on a numeric scale of 1 to 40. "One" represents homicide. A, B, and C Felonies are represented by numbers 1 through 29. Misdemeanors begin with number 30.

In theory, to maximize public safety and future court appearances, the most intense monitoring programs should be used for the most serious offenders.

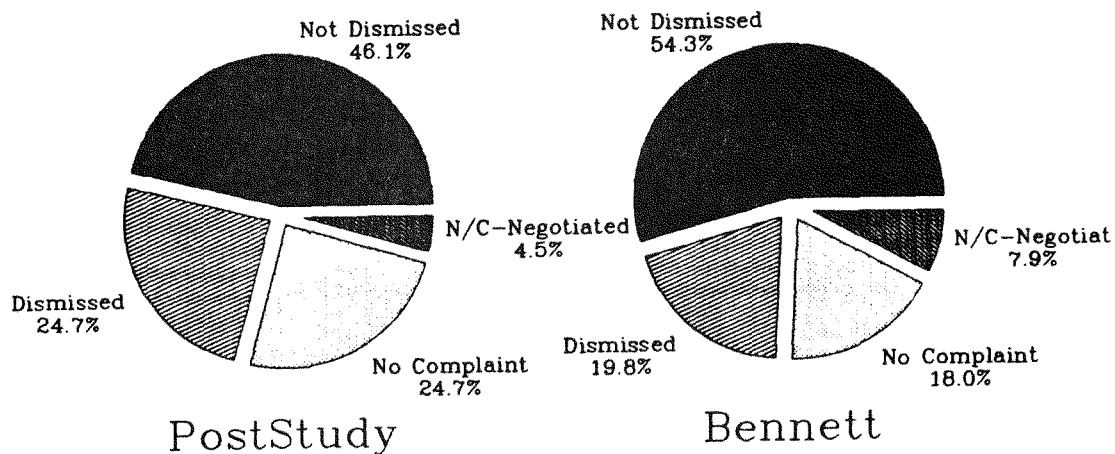
As this graphic shows, CSS (Close Street Supervision) and PRSP (enhanced recognizance monitoring) are used for the more serious offenders. SROR supervises another block of predominantly Felony offenders. ROR peaks at the Misdemeanor offender point and SHRL is reserved for the least serious.

Generally, the release programs are arrayed from most intense to least intense from left to right. This is a good example of a "working" system.



# DISTRICT COURT DISPOSITIONS

## Rates and Types of Dismissal



Because the PostStudy focused on recent arrest data, many final dispositions were still pending at the time analysis began. The only entries that formed a consistently large enough body of information were "Dismissal" actions which tended to be entered into various data systems quite quickly.

The PostStudy displays a trend towards an increase in "No Complainted" and "Dismissed" court dispositions. Approximately 25 percent of all charges were "No Complaint" - a significant number.

The PostStudy was prepared using IBM compatible microcomputers.

The database includes:

- Name
- Date of Birth
- Race
- Sex
- Type of Arrest
- Arresting Agency
- Arrest Dates
- Arrest Times
- Release from Custody Dates
- Release from Custody Times
- Court Process Dispositions  
and Dates When Available
- Prior Arrest(s) by Crime
- Prior Conviction(s) by Crime

The complete database is available whole or in part in ASCII format. The complete database consists of 1.8759 megabytes.

For additional information, contact:

Wayne C. Salvo, Director  
Multnomah County Probation Services Division  
811 Multnomah County Court House  
Portland OR 97204-1184  
Tel: 503-248-3810

August 26, 1988

✓ Sheriff  
Studies & Reports



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OREGON

# FUTURE OF THE SHERIFF'S OFFICE

## WHITE PAPER II

JULY 2, 1987

MULTNOMAH COUNTY  
SHERIFF'S OFFICE

Fred B. Pearce, Sheriff



# Multnomah County Sheriff's Office

12240 N.E. GLISAN ST., PORTLAND, OREGON 97230

FRED B. PEARCE  
SHERIFF

(503) 255-3600

## FUTURE OF THE SHERIFF'S OFFICE

### WHITE PAPER II

July 2, 1987

This document is a refinement of our original White Paper and represents the blueprint for the future of the Multnomah County Sheriff's Office in post-annexation Multnomah County. When municipal governments have assumed the major portion of the traditionally more visible aspects of police service, there will still be a need for a county-wide specialized law enforcement and civil-process agency, and a multi-purpose corrections organization. My plan for an organization that embodies all of these functions is contained in this paper.

The Multnomah County Sheriff's Office has always been a leading influence in local government and the professional law enforcement community. Changing times have demanded innovative responses to a variety of law enforcement problems that are best addressed by a county-wide organization that is staffed and equipped to provide those responses. The Multnomah County Sheriff's Office stands ready to meet challenges in a number of areas.

This paper contains detailed information on every aspect of the operations of the Multnomah County Sheriff's Office after annexations are complete. The topics are listed below, and include a range of functions that are either required by state law or county ordinance, or are required by the changing nature of life in a metropolitan area. These functions require skills and knowledge that the Sheriff's Office personnel already possess. As a result of the agreement with the Board of County Commissioners for the post-annexation role of the Sheriff's Office, we will provide these county-wide services so vital to the maintenance of the quality of life in our community.

A handwritten signature in cursive script that reads "Fred B. Pearce".

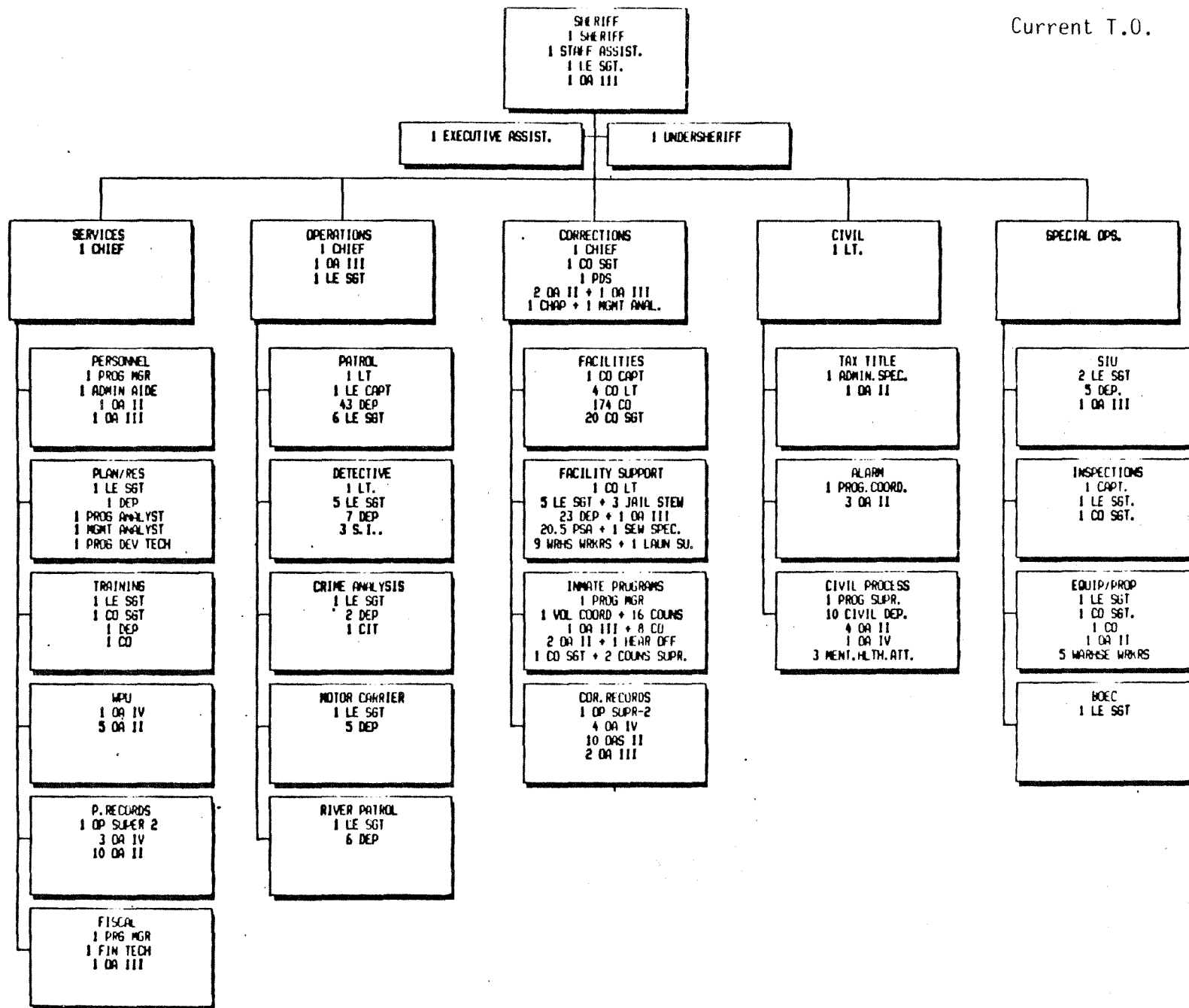
FRED B. PEARCE  
Sheriff

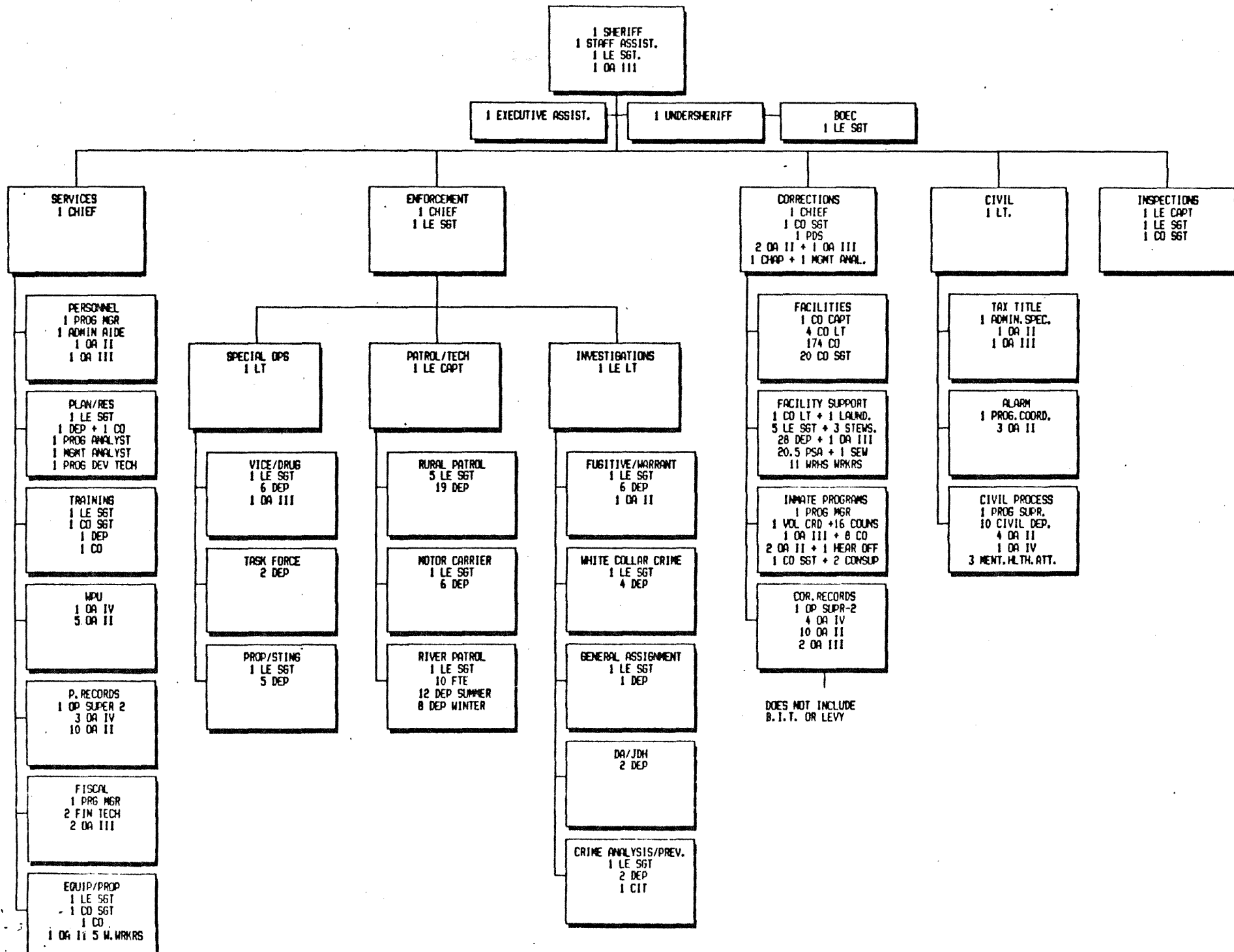
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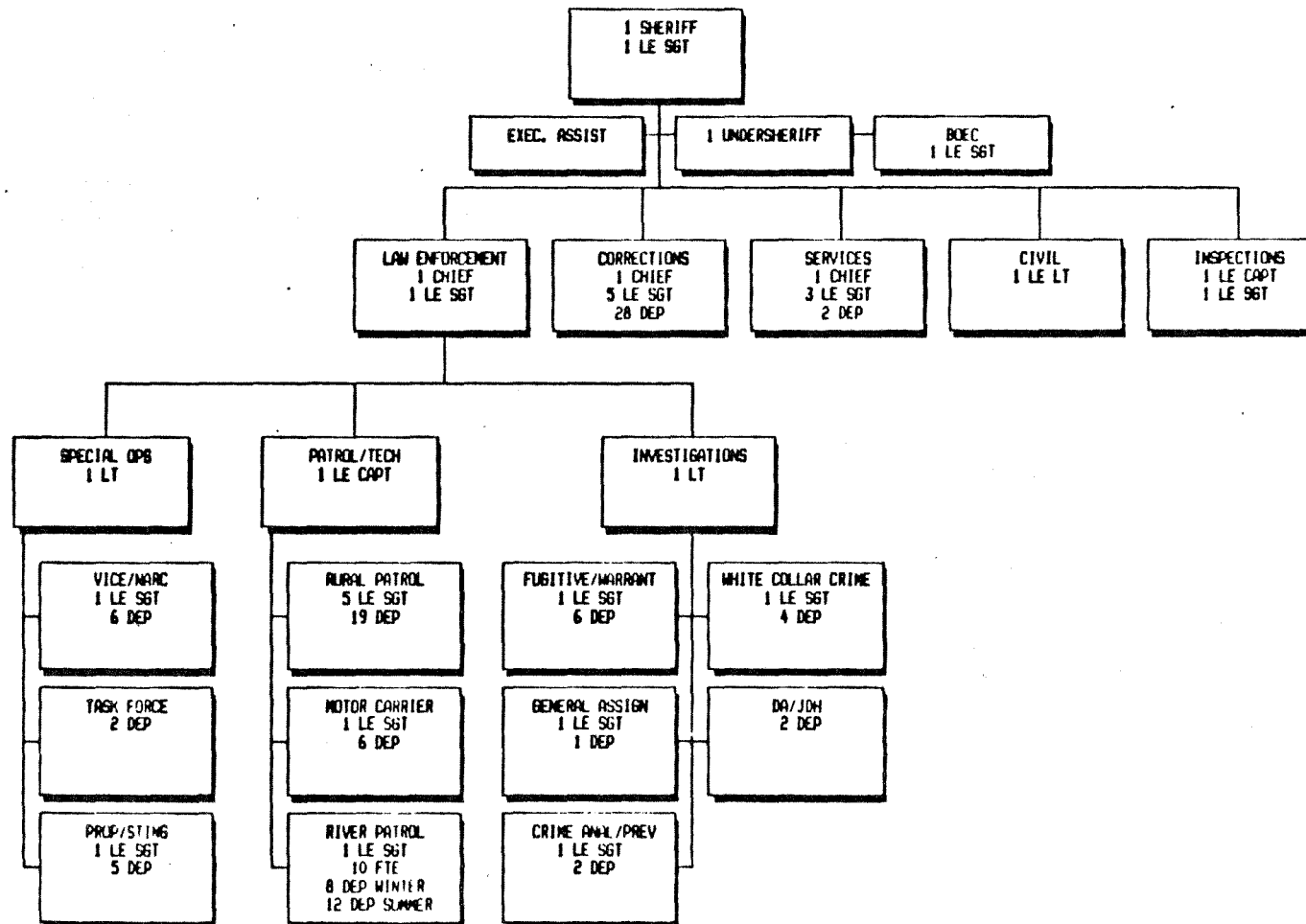
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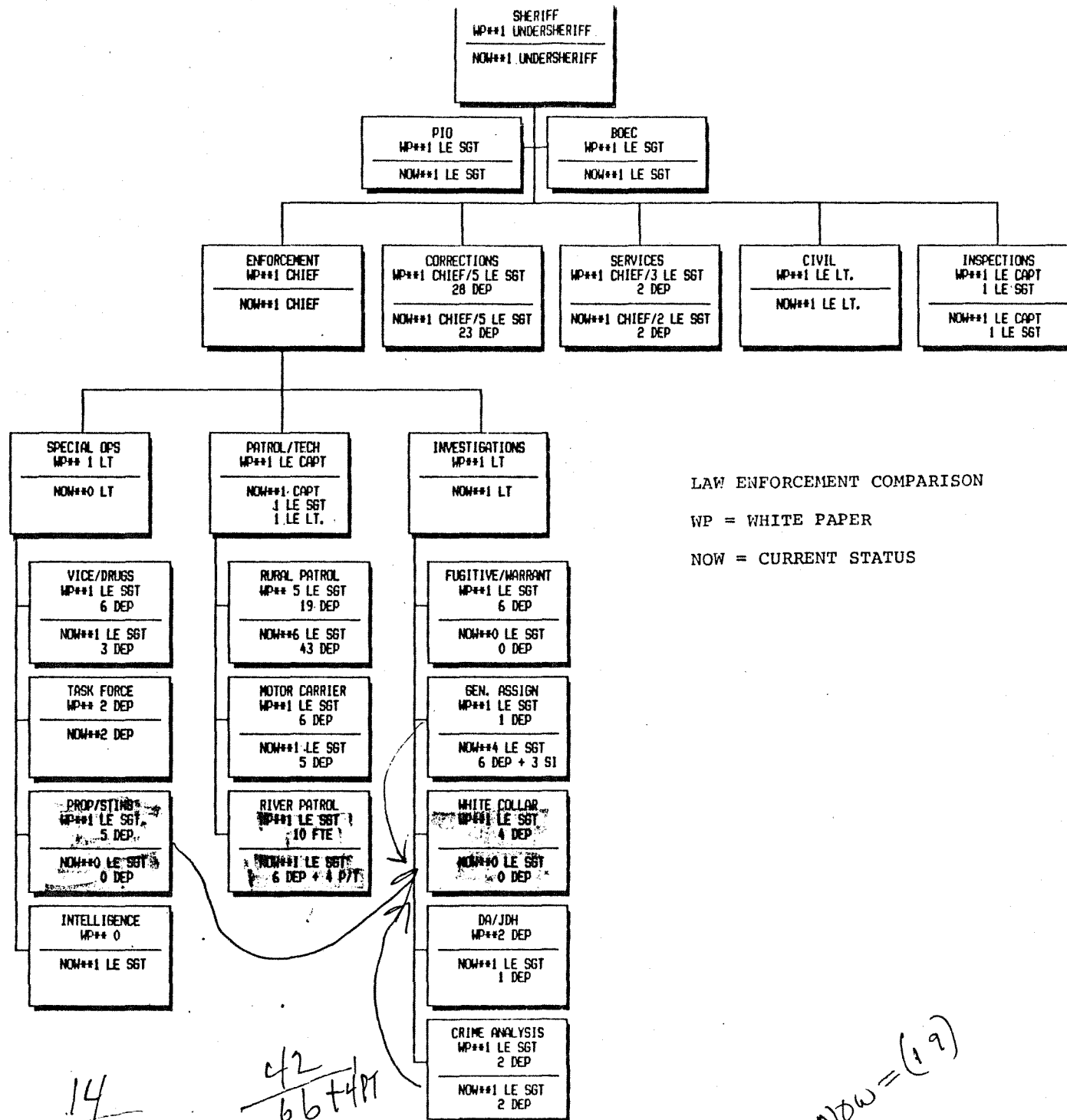


WHITE PAPER II

EXECUTIVE

Personnel

1 Sheriff  
1 Undersheriff  
1 Executive Assistant  
1 Staff Assistant  
2 Law Enforcement Sergeants  
1 OA III



# LAW ENFORCEMENT COMPARISON

WP = WHITE PAPER

NOW = CURRENT STATUS

## WHITE PAPER II

### BOEC

This unit is staffed with one sergeant who works at the Bureau of Emergency Communications. This person monitors and assists with BOEC's involvement in the dispatching of units of the Multnomah County Sheriff's Office. This unit reports directly to the Undersheriff.

### Personnel

1 Sergeant

WHITE PAPER II

LAW ENFORCEMENT PERSONNEL SUMMARY

	UNDERSHERIFF	CHIEF	CAPT	LT.	SGT.	DEP.	TOTAL PERSONNEL
EXECUTIVE	1	0	0	0	2	0	3
SERVICES	0	1	0	0	3	2	6
LAW ENFORCEMENT	0	1	1	2	14	63	81
CORRECTIONS	0	1	0	0	5	28	34
INSPECTIONS	0	0	1	0	1	0	2
CIVIL	0	0	0	1	0	0	1
TOTAL	1	3	2	3	25	93	127

## WHITE PAPER II

### RURAL PATROL

The Multnomah County Sheriff's Office in its primary responsibility of providing law enforcement services to the County as required by ORS 206.010 must retain a patrol section of adequate size to provide the basic service which detects, deters, apprehends, and provides preliminary investigations of crimes.

The rural level of patrol provided to the remaining unannexed areas of the County after annexations to Portland and Gresham are completed will require ~~five sergeants and 19 deputies~~. This allocation of manpower would be necessary to provide a minimum of three patrol districts, 24 hours per day, 365 days per year and a headquarters desk officer. Three patrol districts would be the minimum number that could provide the necessary police coverage, taking into consideration the remaining County population and geographic areas of service.

In the Table of Organization the Rural Patrol Unit would be one of three units under the patrol and technical section of the Law Enforcement Division. The captain would be in charge of the patrol and technical section.

#### Personnel

5 Sergeants  
19 Deputies

RIVER PATROL

There are over 24,000 boats registered in the Tri-County Metropolitan area, and an anticipated 60,000 boats will be registered by the year 2000. Consequently, there are many conflicts between the pleasure boater and the commercial marine operations trying to occupy the same water at the same time. ~~This water is the 90 plus miles on both the Columbia and the Willamette Rivers within the boundaries of Multnomah County.~~ The River Patrol works to mitigate water born conflicts by education, enforcement, and close cooperation with the river pilots, the US Coast Guard, and the Port of Portland, as well as the various pleasure boating organizations and yacht clubs.

The River Patrol enforces the small boat laws and regulations of the State, as well as provide search and rescue services, and public education regarding safe boating operations. The unit also has a well developed system of marine crime prevention, ~~including classes offered to interested members of the community.~~ *not mandated*

The patrol provides year round coverage from two offices, one on the Columbia River at 43rd Street, the other at Port of Portland Terminal 4 in St. Johns on the Willamette River. During the summer pleasure boating season, additional crews are added to deal with the increased volume of boating traffic.

This unit would be one of three under the technical section of the Enforcement Division. A captain would be charge of the patrol and technical section.

Personnel

1 Sergeant  
10 FTE

(The River Patrol will utilize 8 deputies during winter season and 12 deputies during summer season.)

MOTOR CARRIER-HAZARDOUS MATERIAL

The Portland metropolitan area is a major transportation hub for the west coast. This means that thousands of trucks are using the local highway network each day to move the various commodities needed in modern industry. Unfortunately, many of these vehicles are in an unsafe condition and many of cargoes hauled by them have high hazard potentials. These vehicles and their loads represent health and safety risks not only to those motorists that could be involved in a highway collision but also to large inhabited areas where hazardous and/or toxic cargoes are exposed to the environment.

The Motor Carrier Hazardous Material Unit has been inspecting an average of 2,500 trucks annually. These inspections help to remove from the road those trucks that fail to meet various safety regulations. The Unit also responds to various hazardous materials calls such as chemical spills and coordinates with the fire department in their clean-up and removal.

This unit works under an interagency agreement and is partially funded by the Oregon Public Utilities Commission. The state and county weight regulations are also enforced to protect the public and the roads and bridges of the county.

This unit would be one of three under the Patrol and Technical Section of the Law Enforcement Division. A captain would be in charge of the patrol and technical section.

Personnel

1 Sergeant  
6 Deputies

WHITE COLLAR CRIME

Certain kinds of investigations require expertise developed through previous experience in complex or technical investigations. The extent of criminal activity in the commercial or business area is probably far greater than that reported. Offenses commonly known as white collar crime do not meet traditional formats or criteria. White collar crime is an illegal act, or series of acts committed by non-physical means, and by concealment to obtain money or property, to gain business advantage or to avoid payment or loss of money. Investigative efforts in this area are directed toward proving an illegal activity has taken place. The investigator must find the crime rather than the criminal. A pro-active response to this type of crime is a necessity, and the Commercial Crime Unit will be established to take this stance because these incidents are seldom reported in the traditional manner.

The justification for this unit is found in the need for a local police agency with area wide powers to conduct these investigations, free from the time constraints found in more traditional criminal investigations. This discretionary activity is authorized by ORS 206.010, General Duties of the Sheriff.

This unit will be located in the Investigative Section, reporting to the Commander. Members of the team will be pro-active in their approach, and will initiate investigations based on consumer complaints and other sources.

Personnel

1 Sergeant  
4 Deputies



CRIME ANALYSIS/CRIME PREVENTION

Analysis of crime information and other data is a critical function of all police activity including pro-active units such as Vice/Narcotics, white collar and property sting. The functional crime analysis unit is also essential for support of the ~~serious repeat offender unit~~. Large amount of information, much of it non-traditional, will be generated and received by the various units of the Sheriff's Office. While computers can store and manipulate the data, interpretation can only come from a seasoned police mind. An experienced sophisticated staff backed up by automated support meets this need. In addition, the highly successful complaint officer program will remain in this Unit providing a continuing cost savings. Crime prevention activities will continue to be coordinated out of this Unit.

The justification for this Unit lies in the fact that the importance of analysis and on-line availability of criminal intelligence information can not be overstated. The authority for this discretionary function is found in ORS 206.010 General Duties of the Sheriff.

This unit will administratively report to the commander of the Investigations Section but will operational support all the functions of the Sheriff's Office from rural patrol to undercover operations.

Personnel

1 Sergeant  
2 Deputies  
1 CIT

GENERAL ASSIGNMENT

Rural Patrol, River Patrol, and other units of the Sheriff's Office will continue to generate traditional incident and crime reports that require follow-up investigation. Other investigative units occasionally require additional investigators, or traditional investigative support. A General Assignment Unit will provide this support and conduct follow-ups of criminal incidents in the remaining service areas of the Sheriff's Office. Additionally, these investigators will be available to the East County cities for investigative assistance.

Justification for this discretionary service is found in the fact that the Sheriff's Office remains the only police agency available to the people remaining in the unincorporated area, and public safety and security demands investigation of crimes. The authority for this function is found in ORS 206.010, General Duties of the Sheriff.

This unit will administratively and operationally report to the Commander of the Investigative Section.

Personnel

1 Sergeant  
1 Deputy

FUGITIVE/WARRANT UNIT

The criminal activity by repeat offenders and those classified as fugitives has become a major concern of police agencies nationwide. Career and high volume criminals are usually wanted on multiple felony warrants making it five or more serious crimes per week. Pro-active targeting where investigators use a wide variety of investigative and undercover techniques to identify and apprehend these criminals is one solution to this problem. A special unit will be established to locate and arrest these persons and will target criminals instead of specific criminal acts. In addition it will serve as fugitive detail serving high priority and serious crime warrants.

Authority for this service is found in ORS 206.010 (4) which requires the Sheriff to serve warrants.

The operational and administrative control of this unit will be the Investigative Section. However, the information generated, persons apprehended and cases cleared will significantly affect and be affected by other undercover and traditional units of the Sheriff's Office.

Personnel

1 Sergeant  
6 Deputies  
1 OA II

## WHITE PAPER II

### PROPERTY CRIME/STING

Burglary, theft, and motor vehicle theft continue to be a problem in all areas of the County. A related problem is the alarming number of outlets for stolen property and vehicles and the fact that property crimes are very often drug related. The more drug activity, the more theft, burglary, etc. A method is needed to solve the property crime problem and to deal with organized gangs of thieves as well. Non-traditional and undercover methods of operations such as stings have been shown to be successful in dealing with property crime and criminals. Large amounts of property have been recovered in similar types of operations in the past, and numerous offenders have been prosecuted as a result of these types of operations. The Sheriff's Office will operate a unit that will use both traditional and non-traditional methods to deal with the property crime offenders. This unit will work closely with the traditional Property Crime Investigation Units and Drugs and Vice Units in a comprehensive approach to the property crime problem..

Justification for these activities is found in the high priority crime rate in the Portland metropolitan area. Authority is found in ORS 206.101, General Duties of the Sheriff.

The Property Sting Unit will report administrative and operationally to the commander of the Special Operations Section.

#### Personnel

1 Sergeant  
5 Deputies

## WHITE PAPER II

### VICE AND DRUG UNIT

Drug and Vice Investigations will continue as a function of the Sheriff's Office regardless of future jurisdictional realignments. These type of crimes do not recognize political boundaries, neighborhoods, or social economic levels of population.

The present drug epidemic within our community costs our citizens millions of dollars a year in both property losses and human suffering. As there is a continued growth of drug trafficking and use of illicit drugs, there will be a need for a broad based enforcement effort at all levels of government.

The Multnomah County Sheriff's Office will provide a proactive, cost-effective, and efficient drug enforcement program. This program will consist of a variety of efforts including an east County integrated drug enforcement team composed of members of the Sheriff's Office, local cities, and agencies of the federal government. The Sheriff's Office will participate with other local agencies and the Drug Enforcement Administration in a combined task force that will target upper level drug traffickers and manufacturers, and the Sheriff's Office will ardently pursue the maintenance of its liaison with other county and state drug enforcement and education programs. Such a comprehensive program will offer to all citizens, in Multnomah County, a comprehensive approach that has a high probability of success in curtailing drug trafficking and drug abuse in the Multnomah County community.

Vice, though not at epidemic levels as drug abuse, will continue to exist in our community. Activities such as book making, illegal bingo, video poker, video machine gambling, and organized prostitution will continue to be targets of investigations. The Sheriff's Office will continue to be proactive in addressing these crimes utilizing proactive activities and participating in the efforts of other local and federal agencies.

As Chief Law Enforcement Officer within Multnomah County, the Sheriff has the responsibility to assure that citizens within the Multnomah County community live and work in a safe environment.

#### Personnel

1 Sergeant  
6 Deputies  
2 Deputies (Task Force)  
1 OA III

DA/JDH

The District Attorney and Juvenile Courts have traditionally been assigned a Deputy Sheriff as a general purpose investigator administrator liaison, and in the case of Juvenile Court in-house security. These officers support their respective agencies mainly as criminal investigators, but also as contact points of Sheriff's Office members and other agencies. Continued assignment will help to ensure continued coordination and cooperation between the Sheriff's Office and the agencies.

This unit is justified by the need of the cooperating agencies, good police practice, and a successful history. This discretionary service is authorized under ORS 206.010.

Members of this unit will administratively report to the Commander of the Investigation Section, but each liaison will operationally report to the organization to which they are assigned. They will be physically located with the District Attorney and the Juvenile Court.

Personnel

2 Deputies

## WHITE PAPER II

### SERVICES DIVISION

A modern Sheriff's Office that provides a variety of law enforcement and Corrections program needs a broad base of administrative support. Personnel, training, planning and research, information systems, equipment, word processing, fiscal management, and property control records will continue to be provided by the Services Division. This will help to ensure efficiency and effectiveness in Operations.

The Sheriff's Office will remain an agency with a wide variety of job classifications and functions. Administrative support is justified by the need for accountability for the best management of resources, whether in personnel or materials and services. Authority for this function is found in ORS 206.010 General Duties of the Sheriff.

#### Personnel

1 Chief	4 OA IV's
1 Operations Supervisor II	3 OA III's
1 Management Analyst	1 Administrative Aide
1 Programmer Analyst	1 Program Manager
1 Program Development Technician	2 Financial Technicians
3 Law Enforcement Sergeants	
2 Deputy Sheriffs	
2 Corrections Sergeant	
2 Corrections Officers	
5 Warehouse Workers	
17 OA II's	

PLANNING AND RESEARCH

In any organization there is a need to look ahead to plan for the future and to analyze and update operations when necessary.

The Planning and Research Unit will continue to respond to requests for information, complete special projects, research legal questions, gather statistics, write procedures, and analyze operations. It will continue to provide management analysis, and information for effective decision making, and will assist in the budget process and support of the computer systems of the Sheriff's Office.

Authority for this function is found in ORS 206.010, General Duties of the Sheriff.

Administratively this unit reports to the Chief of the Services Division. Operationally, it responds to requests from all parts of the organization.

Personnel

- 1 Sergeant
- 1 Deputy
- 1 CO
- 1 Management Analyst
- 1 Program Analyst
- 1 Program Development Technician



## WHITE PAPER II

### FISCAL MANAGEMENT UNIT

A large organization such as the Sheriff's Office requires constant monitoring of the agency budget and expenditures to ensure accountability and efficiency in the use of funds.

The Sheriff's Office will continue to perform fiscal management functions such as budget preparation and monitoring, purchasing and expenditure accounting, and contract administration.

Authority for this function is found in ORS 206.010, General Duties of the Sheriff.

The Fiscal Management Unit reports to the Chief of the Services Division.

#### Personnel

1 Program Manager  
2 Financial Technicians  
2 OA III's

PERSONNEL UNIT

Effective administration of personnel actions in a large organization is a major responsibility. A diverse agency such as the Sheriff's Office requires a full service Personnel Unit.

The Sheriff will continue to provide administrative support through the Personnel Unit in matters of recruitment selection, promotion, and retention of employees. Additionally, the unit will continue to provide payroll services, monitoring and coordination of employee benefits and programs, and coordination with other County units that deal with personnel matters.

Authority for this function is found in ORS 206.010, General Duties of the Sheriff. The Personnel Unit will report to the Chief of the Services Division.

Personnel

- 1 Program Manager
- 1 Administrative Aide
- 1 OA III
- 1 OA II

TRAINING UNIT

The problems of civil liability, operational efficiency, and employee satisfaction can be partially addressed through meaningful and appropriate training and education. An agency as large and diverse as the Sheriff's Office requires a full service Training Unit.

The Training Unit will continue to provide pre-service and in-service training for new and experienced employees. Several types of mandatory and optional training are either provided by this unit or arranged, monitored and administered by the personnel assigned. In addition, the Regional Reserve Academy and the Probationary Officer's Evaluation Program is conducted by the Training Unit.

Authority for this function is found in ORS 206.010, General Duties of the Sheriff. Operationally and administratively this unit reports to the Chief of the Services Division.

Personnel

1 Law Enforcement Sergeant  
1 Corrections Sergeant  
1 Deputy  
1 CO

POLICE RECORDS

A law enforcement agency, no matter its size, must maintain an up to date comprehensive system of computerized and manual files. A complete, efficient Records Unit is essential to the agency, the public, and other elements of the Criminal Justice System, especially the courts and prosecutor.

While the size of the law enforcement operation of the Sheriff's Office may change, the variety and complexity of needed information will increase. The Sheriff will continue to maintain a full service Police Records Unit to support the various public and criminal justice clients, and the operational personnel of the organization.

Authority for this function is found in ORS 206.010, General Duties of the Sheriff, and the ORS relating to civil process.

Operationally and administratively the Police Records Unit reports to the Chief of the Services Division.

Personnel

1 Operations Supervisor II  
3 OA IV's  
10 OA II's

## WHITE PAPER II

### WORD PROCESSING

Timely and accurate reports and correspondence are essential to ensure the efficient and effective operation of a law enforcement organization.

The Word Processing Unit will continue to provide service for the entire organization. The unit transcribes, prints, and archives memos, letters, reports, orders and other documents, totaling about 50,000 pages per year that are generated throughout the Sheriff's Office.

Authority for this function is found in ORS 206.010, General Duties of the Sheriff.

The Word Processing Unit reports to the chief of the Services Division.

#### Personnel

1 OA IV  
5 OA II's

EQUIPMENT/PROPERTY UNIT

A large diverse organization such as the Sheriff's Office requires a specialized unit to oversee the purchase, distribution, and tracking of supplies and equipment used by agency personnel. It is also responsible for the custody, identification, and safe keeping of all property found or being held as evidence. This unit will continue to function as it has in the past.

The authority for this function is found in ORS 206.010, General Duties of the Sheriff.

Administratively this unit will report to the Chief of the Services Division. Operationally the unit responds to all segments of the organization.

Personnel

- 1 Law Enforcement Sergeant
- 1 Corrections Sergeant
- 1 Corrections Officer
- 1 OA II
- 5 Warehouse Workers

CORRECTIONS FACILITIES

The heart of the Corrections Division are the facilities. They are the actual institutions to which inmates are assigned, where they are housed and fed.

There are currently four. The one most often in the news is the MCDC. It is the most modern finished in 1983 as a replacement for Rocky Butte Jail. It was built with ACA standards in mind and provides individuals rooms to almost all the persons lodged there. It was designed to hold 476 inmates.

The Courthouse Jail, although quite old, provides 70 additional beds to the overcrowded system.

The MCCF was built in the 60's as a minimum security facility and actually operated a farm. Inmates assigned there grew crops and raised animals for food. Today the institution is a medium security facility housing 180 inmates. The newest addition to the system is the MCRC. Located downtown this institution provides up to 80 inmates with a structured opportunity to reenter society from the corrections system. Inmates assigned there have been extensively screened and are given the chance in the community while completing their jail sentence.

Personnel

1 Corrections Captain  
4 Corrections Lieutenants  
20 Corrections Sergeants  
174 Corrections Officers's

0057k

## WHITE PAPER II

### INMATE PROGRAMS

Inmate Programs consist of a wide variety of activities that range from counseling to early pre-adjudication release under strict supervision. The programs that make the inmate program section are: Intensive Supervision, Close Street Supervision, Matrix Release, Chaplain Services, Volunteer Coordination, GED testing, work release classification, and inmate grievance and discipline process.

These programs are essential in population control to avoid overcrowding and the provision of spiritual, personal, and educational assistance to inmates who remain in the County's facilities.

#### Personnel

- 1 Program Manager
- 1 Volunteer Coordinator
- 2 Counselor Supervisors
- 16 Counselors
- 1 Corrections Sergeant
- 8 Corrections Officers
- 1 Hearings Officer
- 1 OA III's
- 2 OA II's

0057k



TRANSPORT-COURT SERVICE UNIT

The Transport/Court Service Unit provides deputies to service the 33 courts of the Courthouse and the Justice Center. They annually move over 3,000 prisoners to nearly 800 trials as well as pick up and book over 1,000 persons at the direction of the courts. This unit also makes over 180 prisoner extradition trips per year covering over 260,000 miles. They also move almost 24,000 inmates each year, covering 182,000 miles.

The Transportation Court Services sergeants report to the lieutenant in charge of the MCRC/Support Section of the Corrections Division.

Personnel

3 Law Enforcement Sergeants  
28 Deputy Sheriffs

PROPERTY, COMMISSARY, AND LAUNDRY

The Property, Commissary and Laundry Unit provides clean clothing twice per week and clean bedding once per week for all inmates in the Corrections system. This amounts to over 574,000 pounds of laundry per year. At the same time, this unit is responsible for storing the personal clothing and property of individuals during their period of incarceration. Also, this unit sells limited selections of snack items and toiletries to those inmates who have money in their account.

The Property/Laundry Unit sergeant reports to the Chief of Corrections.

Personnel

- 1 Sergeant
- 1 Laundry Supervisor
- 11 Warehouse Workers
- 1 OA III
- 1 Sewing Specialist

## WHITE PAPER II

### FOOD SERVICE

The Food Service Unit is comprised of jail stewards who are assigned to MCCF only. The jail stewards assist in the preparation of meals and supervise inmates assigned to meal preparation. The other institutions are fed under a private contract.

The Food Service Unit reports to the lieutenant in charge of the MCRC/Support Section of the Corrections Division.

#### Personnel

3 Jail Stewards

CORRECTIONS RECORDS

The Corrections Records Unit manages over 50,000 inmate records, and handles over 200 requests for information and file entries per day. They process almost 24,000 warrants per year. They are located in the Justice Center, and this unit reports to the Chief of Corrections.

Personnel

1 Operations Supervisor II  
4 OA IV's  
2 OA III's  
10 OA II's

FACILITY SECURITY UNIT

The Facility Security Unit provides security for four County owned facilities; the Courthouse, the MCDC, The Gill Building, and the Multnomah County Library. The Courthouse and MCDC are staffed 24 hours a day.

At the MCDC, the Public Safety Aides staff the main public contact point and experience over 22,000 contacts per year in addition to 28,000 jail visitors.

The Facility Security Unit sergeant reports to the Chief of Corrections.

Personnel

1 Sergeant  
22 PSA's

CIVIL DIVISION

Personnel

1 Lieutenant  
1 Program Supervisor  
1 Program Coordinator  
1 Administrative Specialist  
8 OA II's  
2 OA III's  
10 Civil Deputies  
3 Mental Attendants

CIVIL PROCESS UNIT

The Sheriff's Office receives approximately 30,000 of civil papers each year for service. The Civil Process Unit serves these processes for the District and Circuit Courts, and from other civil courts nationwide. Notice of process such as summons, subpoena, FED's, and execution process (garnishments, executions, attachments, etc.) are the type of papers served by the unit. As court work loads increase the expansion of this service will be necessary.

Authority for this mandated service is ORS 206.010 (3).

The Civil Process Unit reports to the Chief Civil Deputy.

Personnel

1 Program Supervisor  
10 Civil Deputies  
1 OA IV  
4 OA II's

ALARM ORDINANCE

Licensing, regulation, and monitoring of commercial and residential burglary and robbery alarms throughout Multnomah County is the primary responsibility of this unit. It functions in a County-wide capacity; issuing and revoking permits, collecting fees, and administering the County-wide alarm ordinance.

The structure and function of this unit will change little in the future, however, an increase in the permits on file and the number of alarms regulated will increase.

Continued operation of this unit is mandated by Multnomah County Code 7.50.

The Alarm Ordinance Unit reports administratively and operationally to the Chief Civil Deputy.

Personnel

1 Program Coordinator  
3 OA II's



TAX TITLE UNIT

The Tax Title Unit maintains an inventory of between 500 and 700 tax-foreclosed real properties. The unit is responsible for foreclosure process due to failure to pay County taxes, and assists the County in disposal of this property through Sheriff's sale, or through re-purchase contracts approved by the Board of County Commissioners.

The continuance of this program is mandated by ORS 275.120 through 275.160. The Tax Title Unit reports to the Chief Civil Deputy.

Personnel

1 Admin Specialist  
1 OA III  
1 OA II

## WHITE PAPER II

### PROBATE TRANSPORT

The Probate Transport Unit takes custody of allegedly mentally ill persons (AMIP's) from the Probate Court, and either transports them to mental health facilities, or ensures that they are held in custody. This unit also takes custody of persons pursuant to mental detention warrants. The Sheriff will continue to provide this service in the future.

Authority is found in ORS 426.223 and ORS 204.635 (1).

The Probate Transport Unit reports administratively to the Chief Civil Deputy, but operates from the Probate Court at the Multnomah County Courthouse.

#### Personnel

3 Mental Health Attendants