

ANNOTATED MINUTES

Tuesday, January 26, 1999 - 9:30 AM
Multnomah County Courthouse, Boardroom 602
1021 SW Fourth Avenue, Portland

WORK SESSION

Chair Beverly Stein convened the meeting at 10:03 a.m., with Vice-Chair Diane Linn and Commissioners Sharron Kelley and Serena Cruz present, and Commissioner Lisa Naito arriving at 10:06 a.m.

WS-1 Public Safety Plan Work Session: Review Planning Framework and Proposed Schedule; Introduction of Public Safety Sub-Population Analysis; and Presentation of Jail Population Projection Model Assumptions. Presentations by Carol Ford, Suzanne Riles, Sheriff Dan Noelle, Larry Reilly and Bethany Wurtz.

***CAROL FORD, SUZANNE RILES, JIM CARLSON
SHERIFF DAN NOELLE, LARRY REILLY AND
BETHANY WURTZ PRESENTATIONS AND
RESPONSE TO BOARD QUESTIONS, DISCUSSION
AND SUGGESTIONS. STAFF TO PROVIDE
BOARD WITH ADDITIONAL INFORMATION AND
CURRENT DATA FOR FUTURE WORK SESSION.***

There being no further business, the meeting was adjourned at 12:05 p.m.

Thursday, January 28, 1999 - 9:30 AM
Multnomah County Courthouse, Boardroom 602
1021 SW Fourth Avenue, Portland

REGULAR MEETING

Chair Beverly Stein convened the meeting at 9:34 a.m., with Vice-Chair Diane Linn, Commissioners Sharron Kelley and Serena Cruz present, and Commissioner Lisa Naito participating via speakerphone.

CONSENT CALENDAR

***UPON MOTION OF COMMISSIONER KELLEY,
SECONDED BY COMMISSIONER LINN, THE
CONSENT CALENDAR (ITEMS C-1 THROUGH C-3)
WAS UNANIMOUSLY APPROVED.***

SHERIFF'S OFFICE

C-1 ORDER: Acknowledgement of Found/Unclaimed Property and Authorization of Transfer for Sale or Disposal

ORDER 99-7.

DEPARTMENT OF COMMUNITY AND FAMILY SERVICES

C-2 Intergovernmental Agreement 9910364 with the City of Portland, Parks and Recreation, Assisting in the Funding of Boys and Girls Clubs of Portland, North Portland Outreach Pilot Program

DEPARTMENT OF HEALTH

C-3 Budget Modification HD 14 Approving Decreases and Additions in Various Job Classifications in the Corrections Health Budget for an Overall Decrease of .3 FTE all Funded within Current Budget

REGULAR AGENDA
PUBLIC COMMENT

R-1 Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.

NO ONE WISHED TO COMMENT.

AGING AND DISABILITY SERVICES DEPARTMENT

R-2 Budget Modification ADS 1 Requesting Authorization for Various Expenditures Including Creation of New Positions, Position Reclassifications, Acquisition of Computers, Automobiles, and Miscellaneous Material and Services Expenditures within the Aging and Disability Services Budget, Utilizing Unspent Older Americans Act, Aging Medicaid and Disability Medicaid Title XIX Funds

***COMMISSIONER KELLEY MOVED AND
COMMISSIONER LINN SECONDED, APPROVAL***

OF R-2. DON CALSON EXPLANATION AND RESPONSE TO BOARD QUESTIONS. BUDGET MODIFICATION UNANIMOUSLY APPROVED.

NON-DEPARTMENTAL

R-3 RESOLUTION Amending Board Rules for Adoption of Emergency Ordinances

COMMISSIONER KELLEY MOVED AND COMMISSIONER LINN SECONDED, APPROVAL OF R-3. COMMISSIONER KELLEY AND TOM SPONSLER EXPLANATION. COMMISSIONER LINN AND CHAIR STEIN COMMENTS IN SUPPORT. RESOLUTION 99-8 UNANIMOUSLY APPROVED.

DEPARTMENT OF ENVIRONMENTAL SERVICES

R-4 Second Reading and Possible Adoption of an ORDINANCE Amending MCC 11.15 by Incorporating Standards Implementing Open Space and Emergency/Disaster Response Amendments to the Management Plan for the Columbia River Gorge National Scenic Area, Correcting Certain Errors in the General Management Forest District

ORDINANCE READ BY TITLE ONLY. COPIES AVAILABLE. COMMISSIONER KELLEY MOVED AND COMMISSIONER LINN SECONDED, APPROVAL OF SECOND READING AND ADOPTION. NO ONE WISHED TO TESTIFY. FOLLOWING EXPLANATION AND REQUEST OF PLANNER PHIL BOURQUIN, COMMISSIONER CRUZ MOVED AND COMMISSIONER NAITO SECONDED, AMENDMENT CORRECTING LANGUAGE IN SECTION 2. COMMISSIONER CRUZ EXPLANATION AND COMMENTS IN SUPPORT OF AMENDMENT. COMMISSIONER NAITO COMMENTS IN SUPPORT OF AMENDMENT. COMMISSIONER CRUZ ADVISED THAT THE FRIENDS OF THE GORGE HAVE THREE OTHER AMENDMENTS FOR LATER CONSIDERATION. AMENDMENT UNANIMOUSLY APPROVED. UNANIMOUS BOARD CONSENSUS

IN AGREEMENT TO COMMISSIONER KELLEY'S CLARIFICATION THAT EMERGENCY CLAUSE LANGUAGE BE ADDED TO THE ORDINANCE. ORDINANCE 925 UNANIMOUSLY ADOPTED, AS AMENDED, EFFECTIVE IMMEDIATELY.

R-5 RESOLUTION Authorizing Chair to Execute Documents to Exercise the Option Agreement for County Purchase of U.S. Bank National Association Building and Adjacent Parking Garage Property at 501 SE Hawthorne

COMMISSIONER KELLEY MOVED AND COMMISSIONER LINN SECONDED, APPROVAL OF R-5. BOB OBERST EXPLANATION AND RESPONSE TO BOARD QUESTIONS. COMMISSIONER LINN COMMENTS IN SUPPORT OF MOVE TO EAST SIDE. RESOLUTION 99-9 UNANIMOUSLY APPROVED.

Commissioner Naito signed off and the meeting was recessed at 9:55 a.m., and reconvened at 10:15 a.m., with Chair Stein, Vice-Chair Linn and Commissioners Kelley and Cruz present.

NON-DEPARTMENTAL

R-6 Legislative Agenda Update Presented by Gina Mattioda and Susan Lee.

CHAIR STEIN, VICE-CHAIR LINN, DAVE WARREN AND SUSAN LEE PRESENTATIONS AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION INCLUDING LEGISLATIVE AGENDA; TRACKING DRAFT LEGISLATION; COUNTY BUDGET IMPLICATIONS; WILLAMETTE RIVER BRIDGES AND TRANSPORTATION ISSUES.

Chair Stein was excused at 10:40 a.m., with Vice-Chair Linn presiding.

GINA MATTIODA, SHARON ARMSTRONG AND KATLEEN FULLER POE WARREN AND SUSAN LEE PRESENTATIONS AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION INCLUDING OREGON HEALTH PLAN; SAFETY NET CLINICS; IMPACT TO CHILDREN AND

***OTHER CLIENTS; AND CHARTER SCHOOLS
PRINCIPLES.***

COMMISSIONER COMMENT/LEGISLATIVE ISSUES

R-7 Opportunity (as Time Allows) for Commissioners to Provide Informational Comments to Board and Public on Non-Agenda Items of Interest or to Discuss Legislative Issues.

NO ONE WISHED TO COMMENT.

There being no further business, the meeting was adjourned at 11:18 a.m.

BOARD CLERK FOR MULTNOMAH COUNTY, OREGON

Deborah L. Bogstad



MULTNOMAH COUNTY, OREGON

BOARD OF COMMISSIONERS

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**ANY QUESTIONS? CALL BOARD
CLERK DEB BOGSTAD @ 248-3277**

Email: deborah.l.bogstad@co.multnomah.or.us

**INDIVIDUALS WITH DISABILITIES
MAY CALL THE BOARD CLERK AT
248-3277, OR MULTNOMAH COUNTY
TDD PHONE 248-5040, FOR
INFORMATION ON AVAILABLE
SERVICES AND ACCESSIBILITY.**

JANUARY 26 & 28, 1999

BOARD MEETINGS

FASTLOOK AGENDA ITEMS OF INTEREST

Pg 2	9:30 am Tuesday Public Safety Plan Work Session
Pg 3	9:30 am Thursday Opportunity for Comment on Non-Agenda Matters
Pg 3	9:40 am Thursday Resolution Amending Board Rules
Pg 3	10:00 am Thursday 2 nd Reading Columbia Gorge NSA Ordinance
Pg 3	10:15 am Thursday Resolution to Exercise Option Agreement for Purchase of U.S. Bank Property
Pg 3	10:45 am Thursday Legislative Update
*	Check the County Web Site: http://www.multnomah.lib.or.us

Thursday meetings of the Multnomah County Board of Commissioners are cable-cast live and taped and may be seen by Cable subscribers in Multnomah County at the following times:

Thursday, 9:30 AM, (LIVE) Channel 30
Friday, 10:00 PM, Channel 30
Sunday, 1:00 PM, Channel 30

Produced through Multnomah Community
Television

Tuesday, January 26, 1999 - 9:30 AM
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1021 SW Fourth Avenue, Portland

WORK SESSION

WS-1 Public Safety Plan Work Session: Review Planning Framework and Proposed Schedule; Introduction of Public Safety Sub-Population Analysis; and Presentation of Jail Population Projection Model Assumptions. Presentations by Carol Ford, Suzanne Riles, Sheriff Dan Noelle, Larry Reilly and Bethany Wurtz. 2.5 HOURS REQUESTED.

Thursday, January 28, 1999 - 9:30 AM
Multnomah County Courthouse, Boardroom 602
1021 SW Fourth Avenue, Portland

REGULAR MEETING

CONSENT CALENDAR

SHERIFF'S OFFICE

C-1 ORDER: Acknowledgement of Found/Unclaimed Property and Authorization of Transfer for Sale or Disposal

DEPARTMENT OF COMMUNITY AND FAMILY SERVICES

C-2 Intergovernmental Agreement 9910364 with the City of Portland, Parks and Recreation, Assisting in the Funding of Boys and Girls Clubs of Portland, North Portland Outreach Pilot Program

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NON-DEPARTMENTAL

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DEPARTMENT OF ENVIRONMENTAL SERVICES

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R-5 RESOLUTION Authorizing Chair to Execute Documents to Exercise the Option Agreement for County Purchase of U.S. Bank National Association Building and Adjacent Parking Garage Property at 501 SE Hawthorne

NON-DEPARTMENTAL

R-6 Legislative Agenda Update Presented by Gina Mattioda and Susan Lee. 1 HOUR REQUESTED.

COMMISSIONER COMMENT/LEGISLATIVE ISSUES

R-7 Opportunity (as Time Allows) for Commissioners to Provide Informational Comments to Board and Public on Non-Agenda Items of Interest or to Discuss Legislative Issues.



Beverly Stein, Multnomah County Chair

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MEMORANDUM

TO : Board of County Commissioners
FROM : Carol M. Ford *Carol*
DATE : January 19, 1999
RE : Public Safety Plan Worksession #3 - January 26, 1999

I. Recommendation/Action Requested:

Continue Public Safety planning discussion, Worksession #3:

- Review goals, planning framework and proposed schedule – Carol Ford
(30 minutes with Board discussion)
 - Attachment 1: Framing the Public Safety Planning Process.
Proposed Outline and Schedule.
 - Attachment 2: Highlights of the Board's Issues Discussion
- Introduction to sub-population data and analysis issues – Suzanne Riles
(45 minutes with Board discussion)
 - Attachment 3: Sub-population of Inmates Booked Data and Analysis,
from Suzanne Riles
- Presentation of jail population projection model assumptions – Sheriff
Noelle, Larry Reilly, Bethany Wurtz
(75 minutes with Board discussion)
 - Attachment 4: Draft Criteria for an Ideal Model, January 15, 1999
memo from Jim Carlson, re:
 - Attachment 5: Jail Population Projection Model Assumptions, from
Sheriff's Office *(to be distributed separately)*
- Next on the schedule. Next steps – Carol Ford



Public Safety Plan Worksession #3

II. Background/Analysis:

Public Safety Planning Worksession #1 (September 24, 1998) and Worksession #2 (November 5, 1998), the Board, Sheriff Dan Noelle, DA Mike Schrunk, Judge Jim Ellis and Peter Ozanne reviewed and discussed the adult Public Safety issues presented in the September 23, 1998 memorandum "Public Safety Plan".

The Board's overall goal for the Public Safety planning process is to **balance between public safety and human/social services strategies and priorities**. The Public Safety planning process is to provide data for making "balancing" decisions. Issues that are targeted:

- Will make a difference in terms of public safety and are within the Board's power to influence or control,
- Can be supported by best practices, local communities and relevant stakeholders,
- Consider the desired level of services and the funding needed to implement appropriate strategies.

Balancing decisions direct the development of a public safety operating levy for May, 2000.

The Board will also consider work from the Local Public Safety Coordinating Council (LPSCC), Multnomah County Commission on Children, Families and Communities (CCFC), Juvenile Justice and Delinquency Prevention Plan, and County department strategic planning in making these balancing decisions.

The Public Safety Plan research coordinating team (Carol Ford, Jim Carlson and Suzanne Riles) is working with Commission offices, Sheriff, District Attorney, LPSCC, Community Justice and other County departments to collect existing data and to prepare new data, analysis and options for the targeted issues.

III. Financial Impact:

No financial impact known at this point. Outside assistance to research best practices and strategies for targeted issues may require future funding. Ultimately, Board direction for the targeted issues may result in financial requirements which will need to be addressed through the budget or levy development process.

Public Safety Plan Worksession #3

IV. Legal Issues:

None at this time.

V. Controversial Issues:

Controversial issues are addressed in materials as each area is discussed.

VI. Link to Current County Policies:

The Public Safety Plan will become a major policy and strategy framework for the County's "Reducing Crime" long term benchmark. The Public Safety planning process will be coordinated with the Local Public Safety Coordinating Council (LPSCC), the Multnomah County Commission on Children and Families, the Juvenile Justice and Delinquency Prevention Plan and with other County department strategic planning processes.

VII. Citizen Participation:

As the Board works on each area, significant stakeholders will be involved. A formal public involvement process will be designed to provide opportunities for appropriate citizen participation.

VIII. Other Government Participation:

The Public Safety planning process will be coordinated with the Local Public Safety Coordinating Council, the Multnomah County Commission on Children, Families and Communities and other public agencies, as appropriate. Specific participation will depend on the issues that the Board decides to target.

C: Judge Jim Ellis, Sheriff Dan Noelle, DA Mike Schrunk, Elyse Clawson, Peter Ozanne

ATTACHMENT 1
Framing The Public Safety Plan Process

GOAL:

To balance public safety and human/social services strategies and priorities.

Coordinate planning process with:

Juvenile Justice and Delinquency Prevention Plan

Local Public Safety Coordinating Council

Community Justice department strategic planning

Public Safety Planning Areas

(See ATTACHMENT 2 for Board's discussion of these issues)

Jail Population Management

Jail in a Continuum of Local Sanctions

Local Sentencing, Charging and Plea Bargaining Decisions

Transitional Housing

Future Jail Space

Community Justice

Balance Between Custodial and Community Treatment

Research and Analysis Process For Public Safety Planning Areas:

Work with those closest to and most familiar with targeted issues to:

1. Gather data, research and best practices relevant to the issues identified by the Board;
2. Refine the definition of the targeted issue based upon the foregoing information and identify outcomes and options. (Options to consider: cost, effectiveness on recidivism, impact on long term jail needs, etc.)
3. Design strategies and options to address the targeted issue:
 - Review projections/models. Analyze other trends.
 - Develop most cost effective ways to deal with trends and projections.
 - Discuss implementation/evaluation plans for the strategies.
4. Board - Consider options. Decide on funding needs. Make balancing decisions.

ATTACHMENT 1: Proposed BCC Outline/Schedule

Jan – April	<ul style="list-style-type: none"> • Public Safety Plan Worksession #3 (1/26): Framing the Process Sub-population data and analysis Jail Population Projection Model Assumptions • Board Team Development Retreat – Overall Values and Priorities (2/3) • Crime Commission Efficiency Report (2/4) • Corrections Grand Jury Report (2/4) • Public Safety Plan Worksession #4 on Public Safety Levy Financial Issues (3/2) • Jail siting discussions (<i>to be scheduled</i>)
April – June	<p>Department Budget Worksessions: Community Justice, Sheriff, DA, all County departments. Discussion focused on the short term (FY99-00) with long term implications. Examples:</p> <ul style="list-style-type: none"> • Transitional Housing • Balance Between Custodial and Community Treatment • Jail Population Management • Expansion of Community Justice programming • Others: Juvenile delinquency prevention, domestic violence; child abuse; etc. <p>Followup worksessions can then be scheduled (See July – Sept)</p>
July – September	<p>Followup Public Safety Plan Worksessions as directed by Board (<i>Examples: See topics above</i>)</p>
October – December	<p>BCC to review offender sub-population analysis, best practices and options (cost, impact on recidivism, impact on jail needs). Alcohol & Drug Mentally ill Other significant sub-populations</p> <p>Board - Public Safety levy development. Finalize balancing decisions. Include citizen/stakeholder input.</p>
Jan – May, 2000	<p>Community discussion of Public Safety Levy</p>
Ongoing	<p>Annual budget decisions based on balancing policies and implementation of levy.</p>

**ATTACHMENT 1
Another Way to Frame The Process**

Key Decision Points In Adult Public Safety Planning

1. How much land to buy for potential jail expansion up to 2020? (A quicker decision is better than later. If long term expansion is inevitable; land may not be available.)
2. How many beds to build in the next few years? e.g. A&D treatment beds plus additional jail beds? (Decide during 1999)
3. What can we do now to reduce long term need for beds? e.g. A&D treatment, juvenile delinquency prevention, reduction of child and domestic abuse, etc. (Decide during 1999; continue to implement during annual budget deliberations thereafter)
4. What should the operating public safety levy be for 2001-2006? (Decide by early 2000) This decision will be largely based on answers to questions 2-3.
5. Are additional beds needed between 2005 and 2020? (Annual budget deliberations)

**ATTACHMENT 2:
Highlights of the Board's Issue Discussion**

Future Jail Space

- The Board discussed that this is the driving issue for the public safety planning process and should be looked at last. It is the end of the public safety system continuum.
- First address the analysis of jail sub-populations; continuum of local sanctions; local sentencing, charging and plea bargaining decisions; and transitional housing. Then the Board can develop their vision of a County public safety system. Include discussions with community partners and stakeholders such as the Chamber of Commerce.
- Schedule a worksession to review the Sheriff's jail population projection model assumptions. Focus on assumptions and policy areas where the Board has most the control.

Jail Population Management

- The Board discussed that a jail population analysis should include:
 - A breakdown by subgroups and unique populations (e.g. immigrants, mentally ill, alcohol and drug addicted, sex offenders, etc.).
 - For each population subgroup, identify best practices and most effective strategies with costs for addressing unique population needs.
 - Communication tools for keeping the Board informed about jail population status.
- Include discussion with the Local Public Safety Coordinating Council (LPSCC) about clarifying instructions from courts to jail (release dates, etc.) and their impact jail population management.
- Sheriff Noelle and DA Schrunk emphasized that the process needs to include all groups that impact jail population – police, courts, parole, probation; involve the community about what it wants and needs. Judge Ellis - historically the facility and operational decisions have been separate and compartmentalized; but all of them effect costs.

Jail in a Continuum of Local Sanctions

- How does the County challenge itself in looking forward to the 21st century? What makes sense (in cost effectiveness, reduction in recidivism) in balancing spending on jail beds and on alternatives such as A&D treatment?
- Analysis should include these questions:
 - Should jail be used primarily as punishment for offenders who fail to comply with the terms and conditions of community-base programs and supervision?
 - What are the differences in achieving outcomes and in cost-effectiveness between delivering treatment, training or education services to offenders serving short sentences in jail versus program delivery under supervision in the community?

January 26, 1999 - Continued Public Safety Planning Discussion

Local Sentencing, Charging and Plea Bargaining Decisions

- There is a need to cut through the compartmentalization and increase information sharing about what is available (treatment programs, space availability, etc.) such as the training for new DA's. Could be expanded to new judges.
- The Local Public Safety Coordinating Council could undertake a joint project with Multnomah County public safety and community justice officials, the Courts and the District Attorney. Development of misdemeanor or sentencing guidelines, prosecution charging guidelines and other local rules. The LPSCC will be asked to ensure that other stakeholders, such as the Chamber of Commerce has an opportunity to give input into the project.
- Development of guidelines and other local rules should be based on best practices and effective strategies promote consistent and rational use of local public safety resources. Link guidelines to up-to-date information on available treatment programs. Educate judges and prosecutors about the available treatment programs.

Transitional Housing

- The Board discussed the importance of dealing with housing issues as soon as possible (upcoming budget process) and the difficulty of moving ahead on housing issues because it is related to other public safety issues. Sub-population issues may make the housing issues rise to the top.
- Analysis of what is needed to provide adequate specialized and supervised transitional housing for local offenders:
 - Outline what we know and what we don't know about the County's transitional housing issues (current status, populations served, barriers, etc.)
 - Use sub-population data analysis.
 - Break the issues into short term and long term needs.
 - Provide best practices thinking and effective strategies from other jurisdictions.

Community Justice

- The "community justice" model focuses on deploying parole and probation work force to "hot spots" and crime-impacted neighborhoods and on developing partnerships with communities on effective prevention and intervention programs for at-risk youth, as well as convicted offenders, in work, education and recreation programs.
- Take a different slant; consider relationships between offender, victim and community; look at the benefits (restitution programs, community & juvenile courts, etc.) Don't look at these programs in isolation from community.
- Build on community assets and partnerships already in place: neighborhood associations, business associations and crime prevention specialists.

January 26, 1999 - Continued Public Safety Planning Discussion

- Blending juvenile and adult community justice programs with good case management requires a mental shift for staff and the community. Need to recognize individual differences in how different groups are managed.
- Funding issues: The need to look beyond local resources. Governor's Juvenile Plan uses the community justice model.

Balance Between Custodial and Community Treatment

- This is an opportunity to look at the concept of "balance" between custodial and community-based alcohol and drug treatment for offenders. Balance can be looked at from two standpoints: from the data on best practices from across the country and from the aspect of available County resources.
- Look at effect on recidivism as the outcome that the County is trying to influence. Data shows that treatment saves money in recidivism. Noted that David Bennett report includes sanctions as part of treatment. Sanctions may be the focus for most severe cases. Relapse is considered part of the disease.
- This is where the "rubber hits the road". Look at options and data, map it out and apply resources in appropriate places. Focus on the most effective way to deal with different classes of offenders and special populations that require unique treatment.

Attached: September 24, 1998 Worksession #1 Notes
November 5, 1998 Worksession #2 Notes

PUBLIC SAFETY PLAN

#1 Session – September 24, 1998 Highlight and Notes

A. At the table: Stein, Linn, Hansen, Naito, Kelley, Noelle, Schrunk, Ellis and Ozanne.

B. Agenda for September 24 worksession:

- Board, Sheriff, DA, and Administering Judge to discuss proposal for targeted public safety planning and list of public safety issues. Issues are outlined in the September 23, 1998 Public Safety Plan memo (attached).

C. Targeted Strategic Planning Versus Comprehensive Planning

- The Board agreed that a targeted “strategic” planning approach, as opposed to “master” planning, was the most realistic approach to take to address a variety of County public safety issues. Rather than a comprehensive master planning process, this approach will result in targeted solutions within the range of resources and control available to the Board. This approach also focuses on the County’s Long Term Benchmarks - reducing crime, reducing children living in poverty and increasing school completion.

The Board also decided to use the Local Public Safety Coordinating Council's “Vision, Goals and Value Statement” which the Board had previously adopted as the foundation for starting the County’s strategically focused planning approach. (Attached to September 23, 1998 memo)

- **Criteria for a Strategic Public Safety Plan:** Board directed that the criteria targeting issues “likely to require additional funding from the public or reallocation of current resources” be broadened to talk about considering “desired level of services and the funding needed to implement appropriate strategies.” This would focus the discussion on the Board’s vision of services and the funding needed to achieve it – rather than assuming need for additional funds through a levy.
- **Coordination with Local Public Safety Coordinating Council (LPSCC):** Board wants more description of the LPSCC’s work and how this planning process will be coordinated with them. The public safety planning process should use the LPSCC work and data already available.
- **Planning Process:** The Board discussed keeping the public safety planning process flexible and fluid. The Board wants to continue their discussion about these big issues and then decide together how to move forward. Outside consultant assistance may be required, but it should not be assumed as certain. Use the work already available and county research resources. Process needs to appropriate communications tools to connect with the community.

D. Discussion Notes by Topic:

Jail Population Management

- The Board discussed that a jail population analysis should include:
 - A breakdown by subgroups and unique populations (e.g. immigrants, mentally ill, alcohol and drug addicted, sex offenders, etc.).
 - For each population subgroup, identify best practices and most effective strategies

PUBLIC SAFETY PLAN

#1 Session – September 24, 1998 Highlight and Notes

with costs for addressing unique population needs.

- Communication tools for keeping the Board informed about jail population status.
- The Board discussed whether the Local Public Safety Coordinating Council should be asked to develop interagency and intergovernmental strategies that would coordinate with the County's strategies to manage jail populations based on best practices. This could include clarification of instructions from courts to jail (release dates, etc.) and its impact jail population management.
- Sheriff Noelle and DA Schrunk emphasized that the process needs to include all groups that impact jail population – police, courts, parole, probation; involve the community about what it wants and needs. Judge Ellis - Historically the facility and operational decisions have been separate and compartmentalized; but all of them effect costs.

Jail in a Continuum of Local Sanctions

- The Board directed that the discussion of this topic should be framed as a series of questions:
 - How does the Board define the use of "jail" in the continuum?
 - Should jail be used primarily as punishment for offenders who fail to comply with the terms and conditions of community-base programs and supervision?
 - What are the differences in achieving outcomes and in cost-effectiveness between delivering treatment, training or education services to offenders serving short sentences in jail versus program delivery under supervision in the community?
 - How does the County challenge itself in looking forward to the 21st century? Does it make sense for the County (in cost effectiveness, reduction in recidivism) to be spending more money on jail beds or alternatives such as A&D treatment?
- Analysis should include best practices and strategies for balancing in-jail programs and community-based programs.

Local Sentencing, Charging and Plea Bargaining Decisions

- There is a need to cut through the compartmentalization and increase information sharing about what is available (treatment programs, space availability, etc.) such as the training for new DA's. Could be expanded to new judges.
- The Local Public Safety Coordinating Council could undertake a joint project with Multnomah County public safety and community justice officials, the Courts and the District Attorney. Development of misdemeanor or sentencing guidelines, prosecution charging guidelines and other local rules.
- Link guidelines to up-to-date information on available treatment programs. Educate judges and prosecutors about the available treatment programs. The LPSCC will be asked to ensure that other stakeholders, such as the Chamber of Commerce has an opportunity to give input into the project.

PUBLIC SAFETY PLAN

#1 Session – September 24, 1998 Highlight and Notes

Transitional Housing

- The Board discussed the importance of dealing with housing issues as soon as possible. This will be noted for the upcoming budget process. However, it is difficult to move ahead with this issue because it is related to other public safety issues. Sub-population issues may make the housing issues rise to the top.
- It is difficult to find the most appropriate placement for special needs housing. Because no community wants this type of dedicated housing, people end up in inappropriate places.
- Analysis of what is needed to provide adequate specialized and supervised transitional housing for local offenders:
 - Outline what we know and what we don't know about the County's transitional housing issues (current status, populations served, barriers, etc.)
 - Use sub-population data is available from Jail Population analysis.
 - Provide best practices thinking and effective strategies from other jurisdictions.
 - Break the issues into short term and long term needs.

Future Jail Space

- The Board discussed that this is the driving issue for the public safety planning process and should be looked at last. It is the end of the public safety system continuum. The discussion of the issue in the whitepaper needs to be wordsmith.
- First address the analysis of jail sub-populations; continuum of local sanctions; local sentencing, charging and plea bargaining decisions; and transitional housing. Then the Board can develop their vision of a County public safety system. Include discussions with community partners and stakeholders such as the Chamber of Commerce.

Balance Inside and Outside the Criminal Justice System

- The Board decided that the issue of "balance" between the public safety system needs and the human/social services is not a single issue to focus on but is an overall goal and responsibility of the Board. The public safety planning process they are undertaking will hopefully give them the data and process for making "balancing" decisions. Therefore, the discussion of balance inside and outside the public safety system will be left off the list of "issues" for targeted planning.

A Legislative Strategy for 1999

- The Board decided that the legislative agenda for the upcoming 1999 session cannot wait for the public safety planning process. It will be taken off this list of planning issues. The existing legislative agenda process will be used. Gina Mattioda, Public Affairs Office, will include public safety issues in the County's legislative agenda that she is preparing for Board discussion over the next several months.

PUBLIC SAFETY PLAN

#1 Session – September 24, 1998 Highlight and Notes

Community Justice

(To be discussed at the next public safety plan discussion)

Balance between Custodial and Community Treatment

(To be discussed at the next public safety plan discussion)

E. Board's Next Steps:

- Schedule another worksession to continue discussion of public safety planning issues. (Chair's Office)
- Proceed with 1999 legislative agenda development. (Public Affairs Office)

PUBLIC SAFETY PLAN

#2 Session – November 5, 1998 Highlight and Notes

A. Stein, Linn, Hansen, Naito, Kelley, Noelle, Schrunk, Ellis, Clawson and Ozanne.

B. **Agenda for November 5 worksession:** (October 28, 1998 staff memo attached)

- The Board complete their discussion of the remaining September 23 memo's issues:
Community Justice (page 7 of attached memo)
Balance Between Custodial and Community Treatment (also page 7)
- The Board to discuss other issues proposed by Commissioners. **Commissioners to bring any additional issues for the Board to consider for targeted Public Safety planning.**
- To begin targeting the Board's priorities, each Commissioner talk about:
The issues they want to pursue.
The research and analysis that they feel will be needed.
Their ideas on how to pay for implementation of strategies.

C. **Discussion Notes by Topic:**

Community Justice:

- The "community justice" model moves toward deploying parole and probation work force to "hot spots" and crime-impacted neighborhoods in their communities, developing partnership with the communities on effective prevention and intervention programs that engage at-risk youth, as well as convicted offenders, in work, education and recreation programs.
- Take a different slant; consider relationships between offender, victim and community; look at the benefits (restitution programs, community & juvenile courts, etc. Don't look at these programs in isolation from community.
- Community justice approach helps recreate small-city sense that people are connected to community (less compartmentalized) – that when they commit a crime, they are harming the community. In big cities, people may feel less connection between the community and crime.
- Build on community assets and partnerships already in place: neighborhood associations, business associations and crime prevention specialists. Community policing, Neighborhood DA, community restitution center, sex offender placement use these assets. Deal with problems early on.
- Blending juvenile and adult community justice programs with good case management (have been seen as separate) requires a mental shift for staff and the community. Need to recognize individual differences in how different groups are managed.
- Funding issues: The need to look beyond local resources. Governor's Juvenile Plan uses the community justice model.

Balance Between Custodial and Community Treatment

- This is an opportunity to look at the concept of "balance" between custodial and community-based alcohol and drug treatment for offenders. Balance can be looked at

PUBLIC SAFETY PLAN

#2 Session – November 5, 1998 Highlight and Notes

from two standpoints: from the data on best practices from across the country and from the aspect of available County resources.

- Look at effect on recidivism as the outcome that the County is trying to influence. Data shows that treatment saves money in recidivism. Noted that David Bennett report includes sanctions as part of treatment. Sanctions may be the focus for most severe cases. Relapse is considered part of the disease.
- This is where the “rubber hits the road”. Look at options and data, map it out and apply resources in appropriate places. Focus on the most effective way to deal with different classes of offenders and special populations that require unique treatment.

Sheriff's Jail Population Projection Model

- Bethany Wurtz, Sheriff's Planning and Research group: Model being developed based on David Bennett's workbook on projecting jail bed populations. Model will forecast jail population for 2020. After Board, Sheriff, DA, Community Justice, etc. have evaluated the projections, then it should be taken out to the public.
- Model applies current data and assumptions (including policy changes). Examples of major policy changes: changes in police, booking, or custodial practices. User group is trying to determine what factors impacting the system should be used. Commissioner Naito is on the user group; Sheriff invited other Board members to participate. Board asked Sheriff to come back and brief them on the assumptions being used.
- Jail population projection model will bring forward data - who is in jail, why, how long, etc. - that will help understand the impact of policy changes. Model will provide a baseline of data that policy changes can be tested against. Example - does a policy decision to focus on short sentences have the greatest impact on population numbers.
- Board expressed concern that the jail projections should not drive the debate about balance between public safety and human/health services. Jails population projections focus on the short term solutions. Hagglng over jail projection numbers should not preempt the bigger discussion.

Other Areas for Discussion/Research

- The impact of crime prevention and early intervention on long term costs and outcomes in the public safety system. What is the return on investment? Cost benefit of prevention intervention? For example: the impact of eliminating child abuse, increasing high school completion, reducing poverty. How will the County address the connections between poverty, education and parents involved in crime as predictors of becoming involved in the public safety system? Also the community's perception of the public safety system's ability to protect them (as per Judge Ellis, there is no data that says punishment protects the public).

PUBLIC SAFETY PLAN

#2 Session – November 5, 1998 Highlight and Notes

D. Processing Data for Public Safety Planning:

- Board wants to make data-driven decisions. To be able to deal with the data and policy decisions, break it down into different classes of offenders and populations that require unique treatment (example, A&D, mentally ill, etc.) Look at population group data and then use that as a framework. A risk assessment tool, similar to what is being used for juveniles, is being tested and is close to being ready to use.
- Inventory what has already been done around these strategic issues.
- Involved others as appropriate when the topics change; bring different people to the table as needed.
- Need to take plan out into the community (cities, LPCC, Citizens Crime Commission, Chamber of Commerce, neighborhood associations, etc). Community needs to understand and buy into best practices and focus on special populations.
- Balancing public safety and human/health services. Board's role is to look at the big picture – the continuum - the interconnections between everything from adult and juvenile crime to school attendance to child abuse/neglect to early childhood development. Develop strategies deliberately; look at root causes. Commit the time to do this seriously.

E. Board's Next Steps:

- The Board to be briefed on the assumptions used in the Sheriff's jail population projection model. Identify the assumptions that the Board has control of; they may be the ones the Board wants to look into more in-depth. Briefing scheduled as part of the #3 Public Safety Planning Discussion on December 17, 1998.
- Carol Ford and Peter Ozanne to outline the Special Populations analysis and research project. The project will determine what special populations to focus on, map current systems and services and present best practices. The project will start with the County's existing work, including the Local Public Safety work group reports on alcohol and drug treatment and treatment of mentally ill, and the Auditor's Office Recidivism Report (due out later this year).
- The Board to work on public safety legislative agenda with Gina Mattioda in preparation for the 1999 Session.

Sub-Populations of Inmates Booked

1997 Multnomah County Jail

A Presentation to the Multnomah County Board of County Commissioners

January 26, 1999

- **Presenter: Suzanne Riles, Ph.D.**, Director of Research, Public Safety Coordinating Council, since October 1996
- **Data Source: DSS-Justice**, a data warehouse of selected data items from justice agency sources (currently Police, DA, Sheriff)
- **The inmate population was sub-grouped by**
 - number of times booked in 1997
 - charge (broad categories of offenses)
 - charge level (felony, misdemeanor, other)
 - gender
 - age
 - race (white, African-American, Indian, Asian, other)
 - ethnicity (Hispanic or not)



What is DSS-Justice?

A collaboration of justice agencies working through the Public Safety Council using the 1996 Public Safety Bond, (and later, County funds) . . .

Currently:

- Portland Police Data System (PPDS)
- Sheriff's Warrant & Inmate System (SWIS)
- District Attorney's Client Tracking System (DACTS)
- Metropolitan Public Defenders' Providers List

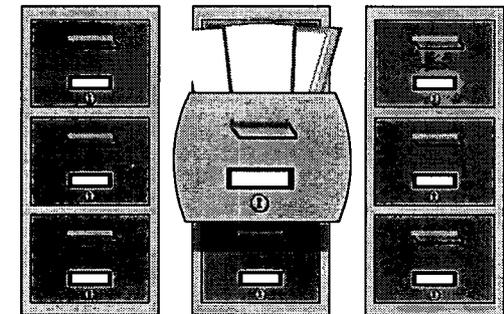
Under Development:

- Oregon Judicial Information Network (OJIN)
- Corrections Information System (CIS)
- Oregon Pathways Providers List

In the Future:

- Law Enforcement Data System (LEDS)
- Bureau of Emergency Communications (BOEC)
- Juvenile Information Network (JIN)
- Gresham Police Records Management System (PRMS)

. . . developing a central data repository . . .



(access carefully controlled)

. . . to reduce recidivism by improving decisions.

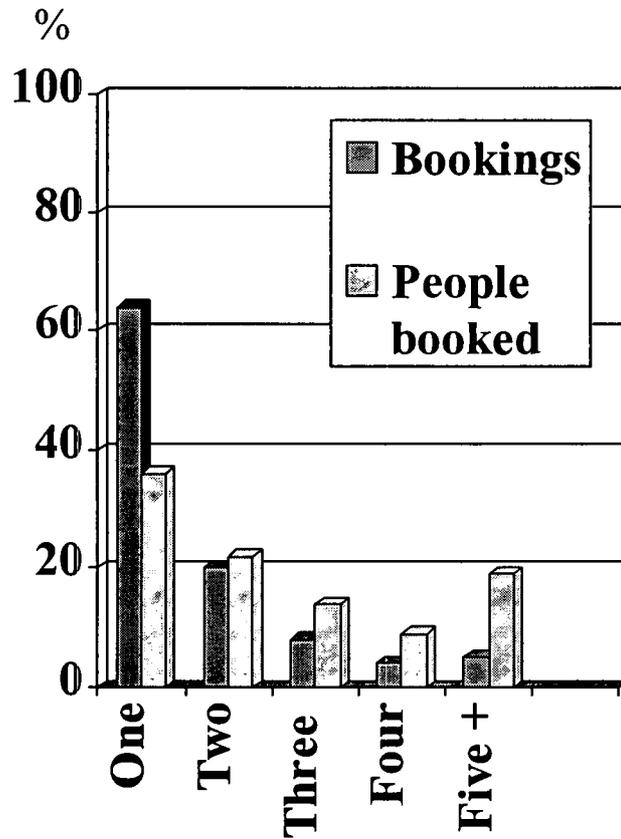
1997 Multnomah County Jail Bookings by Number of Times Booked

Source: Decision Support System Test Release

Prepared January, 1999



About one-third of inmates booked account for two-thirds of bookings: most jail inmates are repeaters.



Times Booked	People	Bookings
1	63 %	36 %
2	20	22
3	8	14
4	4	9
5 +	5	19
Totals:	23,854	41,947

Summary: 37% of people (20+8+4+5) account for 64% of bookings (22+14+9+19).

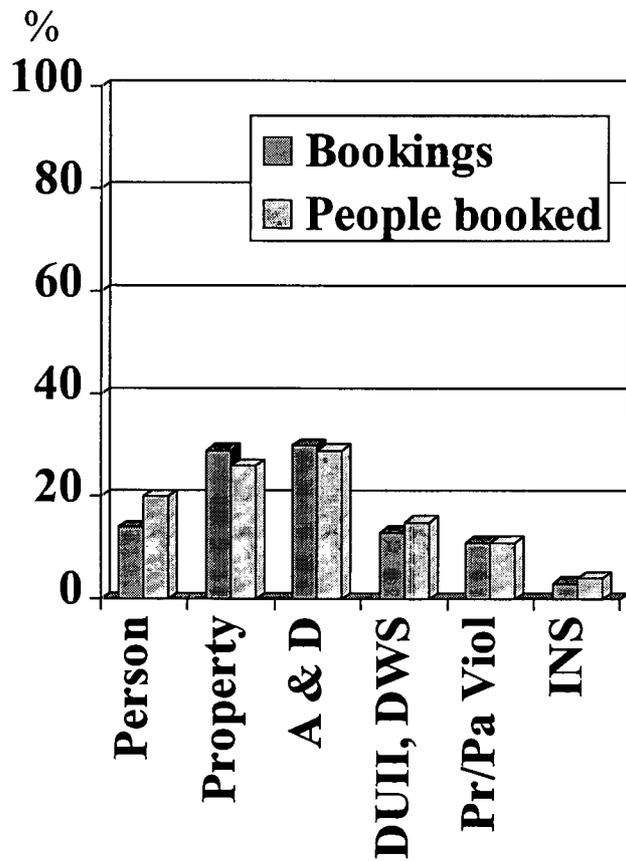
For questions: Suzanne Riles, Public Safety Coordinating Council 306-5894

1997 Multnomah County Jail Bookings by Charge

Source: Decision Support System Test Release

Prepared January, 1999

☞ *Most inmates were booked for substance abuse or property offenses.*



Offenses	Bookings	People Booked
Person Crimes	14 %	20 %
Property Crimes	29	26
Alcohol & Drugs	30	29
DUII, DWS	13	15
Pro/Par Violation	11	11
US Marshall Hold	3	4

Note: Persons can appear in more than one crime category. List of crimes is not complete.

For questions: Suzanne Riles, Public Safety Coordinating Council 306-5894

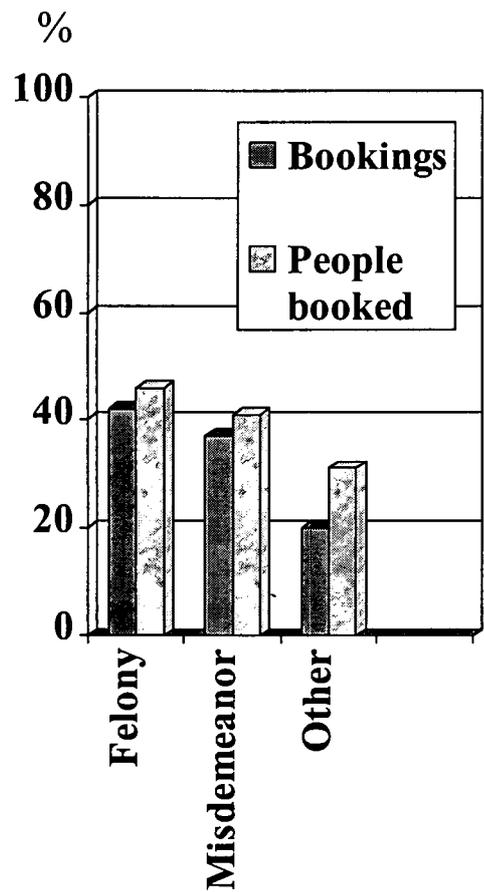
1997 Multnomah County Jail Bookings by Charge Level

Source: Decision Support System Test Release

Prepared January, 1999



A plurality of inmates were booked on felonies.



Charge Level	Bookings	People Booked
Felony	43 %	46 %
Misdemeanor	37	41
Other *	20	31
Totals:	41,947	23,854

* "Other" includes infractions, ordinances, violations, and no entry.

Note: Persons can appear in more than one charge level.

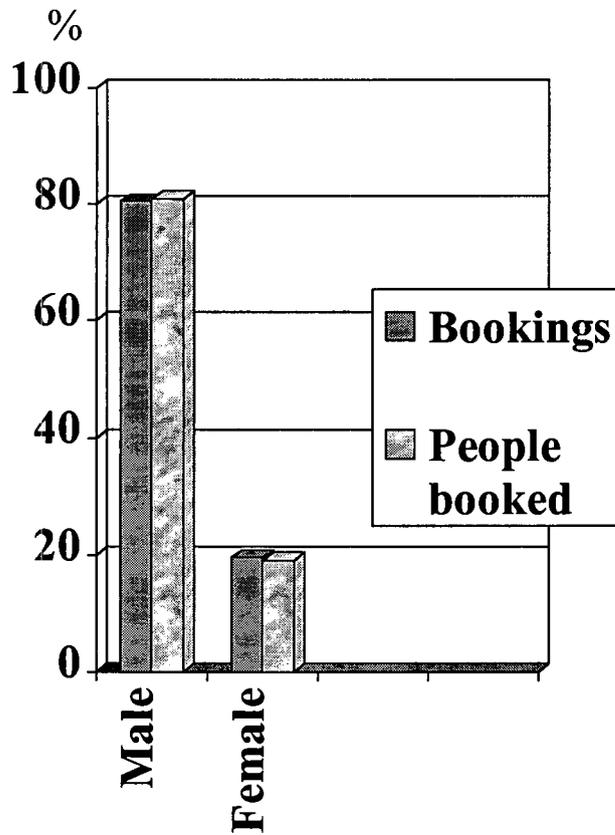
For questions: Suzanne Riles, Public Safety Coordinating Council 306-5894

1997 Multnomah County Jail Bookings by Gender

Source: Decision Support System Test Release

Prepared January, 1999

☞ *Males are greatly over-represented among inmates booked.*



Gender	Bookings	Persons Booked	Mult. Co. 1990 Pop.
Male	80.5 %	81 %	49 %
Female	19.5	19	51
Totals	41,947	23,854	583,887

For questions: Suzanne Riles, Public Safety Coordinating Council 306-5894

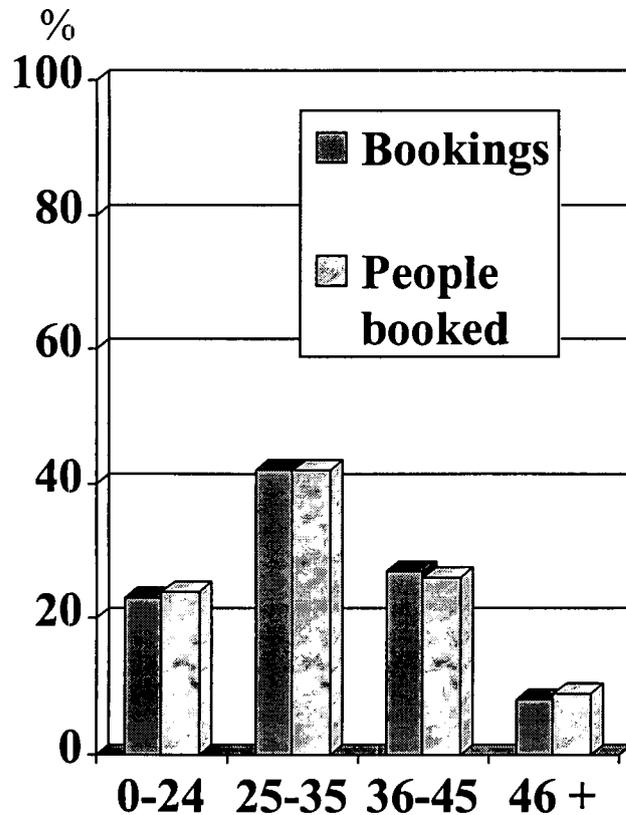
1997 Multnomah County Jail Bookings by Age

Source: Decision Support System Test Release

Prepared January, 1999



Young adults are over-represented among inmates booked.



Age	Bookings	Persons Booked	Mult. Co. 1990 Pop.
0-24	23%	24%	33 %
25-35	42	42	18
36-45	27	26	18
46 +	8	9	31
Totals	41,947	23,854	583,887

For questions: Suzanne Riles, Public Safety Coordinating Council 306-5894

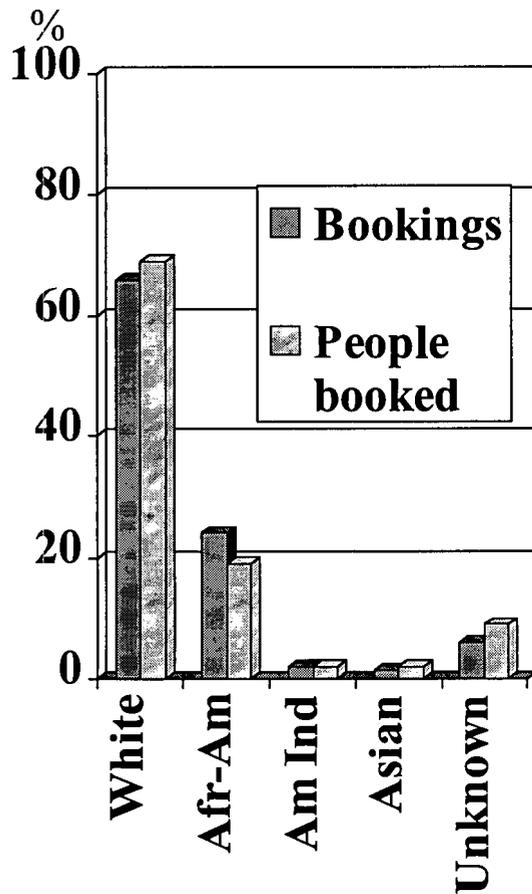
1997 Multnomah County Jail Bookings by Race

Source: Decision Support System Test Release

Prepared January, 1999



African-Americans are over-represented among inmates booked.



Race	Bookings	Persons Booked	Mult. Co. 1990 Pop.
White	66 %	68 %	87 %
African-Amer.	24	19	6
Amer. Indian	2	2	1
Asian	2	2	7
Unknown	6	9	-
Totals	41,947	23,854	583,887

For questions: Suzanne Riles, Public Safety Coordinating Council 306-5894

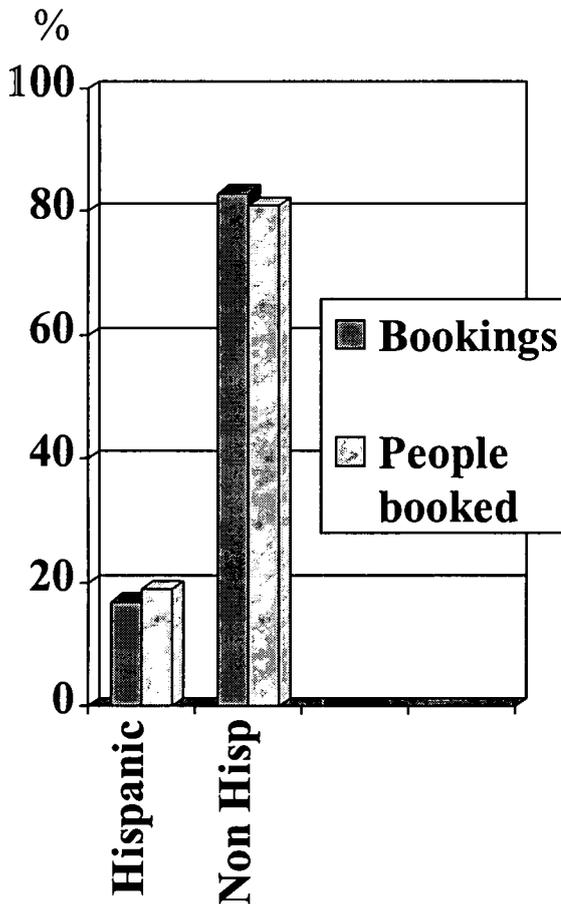
1997 Multnomah County Jail Bookings by Ethnicity

Source: Decision Support System Test Release

Prepared January, 1999



Hispanics are over-represented among inmates booked.



Ethnicity	Bookings	Persons Booked	Mult. Co. 1990 Pop.
Hispanic	17 %	19 %	3 %
Non-Hispanic	83	81	97
Totals	41,947	24,417	583,887

For questions: Suzanne Riles, Public Safety Coordinating Council 306-5894

Sub-Populations of Inmates Booked 1997 Multnomah County Jail *Summary*

Data drawn from DSS-Justice Test Release, January, 1999: Public Safety Coordinating Council Research Director Suzanne Riles (x 65894)

- About one-third of inmates booked account for two-thirds of bookings: most jail inmates were repeaters.*
- Most inmates were booked for substance abuse or property offenses.*
- A plurality of inmates were booked on felonies.*
- Males were greatly over-represented among inmates booked.*
- Young adults were over-represented among inmates booked.*
- African-Americans were over-represented among inmates booked.*
- Hispanics were over-represented among inmates booked.*



BUDGET AND QUALITY OFFICE E/R UNIT
Jim Carlson, E/R Unit Manager
Nancy Chambret, Evaluation Specialist
Van Le, Evaluation Specialist
Matt Nice, Evaluation Specialist

MULTNOMAH COUNTY.

January 15, 1999

MEMO

TO: Carol Ford, Office of the Chair

FROM: Jim Carlson, Manager Evaluation/Research Unit

I understand that the Board will be reviewing on January 26 the assumptions of a model the Sheriff's Office has developed to project jail populations. I have attached a draft list of criteria for an ideal model to assist us in adult criminal justice planning. This list may be useful in helping the Board review the strengths and weaknesses of any model and projection presented to them.

Models help us estimate what we think will happen to one variable if another variable changes, for instance what will happen to demand for jail space if we add more police officers. By their nature, models are an oversimplification; they cannot predict the effects of all variables because that would make them too complicated to develop and to use.

However, for a model to be useful to the Board of County Commissioners it should at least be able to estimate the impact of various decisions that can be made by the Board, such as improving the treatment of specific subpopulations of offenders to reduce their future recidivism. If a model only predicts the effect of variables outside of county control, for example county population and the number of police officers, it is a useful first step in saying what may happen if nothing else changes. For a model to be of most use to us it should estimate the impact of decisions which the Board can make. And it should project impacts not only on demands for jail space but demands on other parts of the criminal justice system that are funded by the County.

01/20/99
Jim Carlson
X24825

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ATTACHMENT 4

Characteristics of an Ideal Model for Adult Criminal Justice Planning

General characteristics

- It provides information that is relevant to decision making and policy development. It supports the exploration of a range of policy alternatives.
- The methods involved are easy to explain and understand. They are open to review and public discussion.
- All assumptions are explicit and can be easily examined and/or modified to support discussion and review.
- The model looks at the whole system. It reveals how policy choices and investments in one area of the system affect costs and benefits elsewhere.
- The relative importance of assumptions can be tested, so data gathering and refinement efforts can be focused on inputs that most affect decisions or policy choices.
- The model reflects the dynamic nature of the system and any feedback loops. It shows how choices made today can change the structure or behavior of the system in the future.
- The model can be validated, in part by postdicting past system behavior.
- To the extent possible, the model provides an estimate of the error associated with any predictions of future system behavior or performance.

For a model to be most useful to Multnomah County's needs it should be able to predict the results of:

- Changes in county population size and demographics
- Changes in the crime rate
- Changes in the number of and deployment of police officers
- Recidivism, especially changes in recidivism associated with particular programs and/or subpopulations
- Increased use of jail time as a sanction by probation officers
- Anticipated legislative changes at both the state and federal levels
- Changes in court system capacity and/or procedures
- Technology changes that may broaden the spectrum of alternatives to incarceration

FORECAST PRESENTATION

④ Major Historical Milestones

④ Why Forecast?

- ◆ Purposes, Measures and Perspectives

④ What Goes In to a Prediction?

- ◆ Data, Methods, Assumptions and Factors

④ Methodologies

- ◆ Survey of Large Jails
- ◆ Other Methodologies
- ◆ Rate Methodology – Provides Baseline Estimate

④ Rate Method – Preferred Model for Now

- ◆ Adm (Admissions = Jail Bookings)
- ◆ ADP (Average Daily Population)
- ◆ ALS (Average Length of Stay)
- ◆ County Population

④ Assumptions

- ◆ Data, Methods and Factors

④ “Major” Factors

- ◆ Demographics
- ◆ Mentally Challenged; Substance Use and Addiction
- ◆ Economy
- ◆ Crime and Arrest Rates / Law Enforcement
- ◆ District Attorney / Courts; Community Justice
- ◆ Ballot Measures and Legislation; Policies and Programs
- ◆ Peak Period and Jail Classification Buffer
- ◆ Replacement Beds

④ Next Steps for Forecasting

- ◆ Other Models and Computer Programs
- ◆ Forecast Advisory Board
- ◆ DSS (Decision Support System)
- ◆ Revise Annually

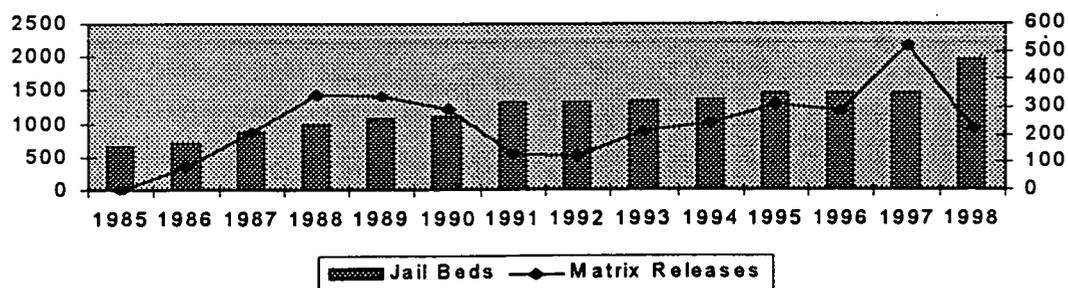
④ The Board’s Influence Over Factors that Affect Capacity

Multnomah County Corrections Growth Major Historical Milestones

- 1947 Establishment of Misdemeanant Probation & Parole to regulate parole from Municipal and County jails and divert misdemeanor offenders via probation.
- 1972 Alcohol status offenses are decriminalized as a result of revision of Oregon criminal code. Municipal (City) and District (County) Courts within Multnomah Co are consolidated and the City Jail (200 – 400 beds) is transferred to the County and closed. The Detox Center is opened and bookings drop the following year by 16%.
- 1977 Justice Center is planned. A forecast projects a need of 502 jail beds by year 2000.
- 1978 Legislature must either build prison beds or divert money to community supervision to head off prison admissions. Community Corrections Act places money in programs.
- 1979 Federal Suit charging overcrowding at Rocky Butte Jail. Jail capped by Court Order; temporary building constructed in recreation yard that houses court mandated indoor recreation and GED/library/law library for inmates.
- 1980 County funds recog program to reduce jail overcrowding. Two and three inmates are assigned a single bed at MCCF then placed on "pass," alternately sleeping in the bed and being released during the week. A Judge wears a pager to help with "emergency" recog decision of higher risk unsentenced inmates on weekends and at night.
- 1982 Sheriff reverts to elected position and becomes responsible for jails. Courts are transferred from County to State control. Recog services and staff are transferred to the State with the Courts.
- 11/83 Justice Center opens; Rocky Butte Jail, Claire Argow Center (women's facility located at JDH) and Courthouse jail close. The total is a net gain of 46 beds to the system.
- 1985 Overcrowding at MCDC causes 44 inmates held in space designed for eight, three inmates/room on Reception, and 50 inmates sleep on mattresses in the indoor recreation area. Courthouse jail and Claire Argow Center are temporarily re-opened.
- 1986 Claire Argow Center is closed. Court again imposes limits on capacity, this time for the Courthouse jail and Justice Center. In July, the first matrix releases occur as the Sheriff cannot keep the population within Court Ordered limits, even with Circuit Court help.
- 1987 Restitution Center opens with a limit of 80 work release inmates.
- 1988 Inverness Jail opens to 176 inmates. Some reduction in matrix releases occurs.
- 1989 Inverness opens to an additional 80 inmates.

- 1991 Inverness expanded by another 254 inmates to a total of 514 beds. Matrix releases are reduced to the lowest level since 1986.
- 1995 Voters pass Measure 11, mandatory minimums, requiring the State to increase housing for inmates at a greater rate than they can build prisons.
- 1995 Senate passes SB1145 making money available for building jails and shifting the burden of housing certain prison inmates to county jails. Multnomah Co receives money to build 330 jail beds and 150 secure A&D beds for these inmates who will be an additional county responsibility starting in 1/97. The burden of managing a wider range of serious criminal behavior shifts to "Local Control."
- 1996 Voters pass the Jail Bond for the purposes of:
- Building a new 210 bed Jail Facility
 - Re-modeling Inverness Jail for an additional 120 inmates
 - Building an additional 150 secure A&D beds
 - Re-modeling the Booking floor and Court House Jail
 - Restructuring computer systems of all agencies for tighter criminal tracking
 - Opening an additional 64 beds at Juvenile Justice
 - Creating a center for abused children
- 1997 Sheriff begins renting jail and prison beds from other jurisdictions as SB1145 inmates become the responsibility of the County. The highest levels of matrix release in the county's history (average of 540/month) take place as construction continues on SB1145 and Bond approved jail beds.
- 11/97 The County challenges the 1979 Federal Consent Decree that limits jail capacity and enables matrix releases. The Federal Court agrees with the county's interpretation of current standards in overcrowding litigation and vacates the order. The Board passes matrix contingencies under state law.
- 1/98 Double bunks are installed at the Justice Center, and over the next few months the capacity of the building is raised by 200 inmates.
- 3/98 The first expansion beds at Inverness open. Over the next 4 months a total of 279 beds are opened and matrix releases stop for the first time in over a decade.
- 12/98 All SB1145 inmates are returned from rental beds to Multnomah County jails.

Multnomah Co Jail Beds Vs Matrix Releases



Survey of 15 Large County Jails

Counties Sorted By Region and by Population within Region

REGIONS	COUNTY	CITY/STATE	POPULATION	1997 JAIL SIZE	1997 BOOKINGS
East	Baltimore	Baltimore, MD	700,000	4,100	91,000
South	Travis	Austin, TX	130,000	2,400	45,000
	Jefferson	Louisville, KY	700,000	1,557	43,500
	Davidson	Nashville, TN	750,000	2,952	32,439
	Tampa	Tampa, FL	939,000	3,369	61,000
Mid West	Dane	Madison, WI	342,569	942	15,807
	Milwaukee	Milwaukee, WI	960,000	3,179	15,000
West	Arapahoe	Littleton, CO	463,600	879	15,000
	Bernalillo	Albuquerque, NM	521,700	1,500	40,000
	Multnomah	Portland, OR	639,000	1,442	41,863
	King	Seattle, WA	650,000	3,049	62,000
	Pierce	Tacoma, WA	660,000	1,272	29,000
	Contra Costa	Martinez, CA	868,000	1,518	28,127
	Santa Clara	San Jose, CA	1,437,400	4,695	68,000
	Maricopa	Phoenix, AZ	2,700,000	7,200	150,000

Forecasting Model Used to Determine Future Jail Need and Construction

CITY/STATE	FORECAST	LAST FORECAST	PLANNED CONSTRUCTION
Baltimore, MD	Rate	Yearly	Yes
Louisville, KY	Crowding, \$ Available	1997	983 beds
Tampa, FL	Rate	1997	No
Nashville, TN	Consultant	In Process	No
Austin, TX	Crowding, \$ Available	1995	No
Milwaukee, WI	Regression Analysis	1996	No
Madison, WI	Rate of ADP	Yearly	Yes; 600
Martinez, CA	Rate of ADP	1989	No
Littleton, CO	Rate of ADP	1997	No
Tacoma, WA	Consultant	1996	No
Portland, OR	Rate: ADP & Adm.	In process	Yes; 602 (completed in 1998)
Phoenix, AZ	Consultant: Liebert	1997	Yes, 3 more facilities
Seattle, WA	Components of Change	1990	No
Albuquerque, NM	Consultant	1997	Yes, 1280
San Jose, CA	Rate of ADP	Yearly	No

Counties Sorted by Order of Jail Capacity per 100,000 Population

CITY/STATE	CAPACITY/COUNTY POPULATION*	BOOKINGS/COUNTY POPULATION*	BOOKINGS/CAPACITY
Martinez, CA	175	3240	19
Littleton, CO	190	3236	17
Tacoma, WA	193	4394	23
Louisville, KY	222	6214	28
Portland, OR	226	6551	29
Phoenix, AZ	267	5556	21
Madison, WI	275	4614	17
Albuquerque, NM	288	7667	27
San Jose, CA	327	4731	14
Milwaukee, WI	331	1563	5
Tampa, FL	359	6496	18
Nashville, TN	394	4325	11
Seattle, WA	469	9538	20
Baltimore, MD	586	13000	22
Austin, TX	1846	34615	19

Sorted by Bookings per Jail Bed Capacity

A rating of 5 means that 5 inmates are booked each year for each jail bed in the system. Higher numbers mean that the ALS is shorter so a greater number of inmates are processed and released per jail bed.

CITY/STATE	CAPACITY/COUNTY POPULATION*	BOOKINGS/COUNTY POPULATION*	BOOKINGS/CAPACITY
Milwaukee, WI	331	1563	5
Nashville, TN	394	4325	11
San Jose, CA	299	4731	14
Littleton, CO	190	3236	17
Madison, WI	275	4614	17
Tampa, FL	359	6496	18
Austin, TX	1846	34615	19
Martinez, CA	175	3240	19
Seattle, WA	469	9538	20
Phoenix, AZ	267	5556	21
Baltimore, MD	586	13000	22
Tacoma, WA	193	4394	23
Albuquerque, NM	288	7667	27
Louisville, KY	222	6214	28
Portland, OR	226	6551	29

Sorted by Number of Bookings per 100,000 Population

CITY/STATE	CAPACITY/COUNTY POPULATION*	BOOKINGS/COUNTY POPULATION*	BOOKINGS/CAPACITY
Milwaukee, WI	331	1,563	5
Littleton, CO	190	3,236	17
Martinez, CA	175	3,240	19
Nashville, TN	394	4,325	11
Tacoma, WA	193	4,394	23
Madison, WI	275	4,614	17
San Jose, CA	299	4731	14
Phoenix, AZ	267	5,556	21
Louisville, KY	222	6,214	28
Tampa, FL	359	6,496	18
Portland, OR	226	6,551	29
Albuquerque, NM	288	7,667	27
Seattle, WA	469	9,538	20
Baltimore, MD	586	13,000	22
Austin, TX	1846	34,615	19

Summary

Counties reported 1997 capacity, population, and booking since the survey was begun in November 1998 and booking figures were not available for 1998. Multnomah county added 602 beds during 1998 which would change its position relative to other counties contacted. This altered ranking is not totally accurate because other jails are also adding space, and freezing the picture at any time does not account for beds coming on line in some location or another.

Portland is the 5th largest of the 15 counties contacted. It ranked in the lower 1/3 of counties in the amount of jail space per population in the county using 1997 jail bed figures (10 counties had more jail beds/100,000 population). Using 1998 figures it ranked in the middle. Conversely, Portland ranked in the highest 1/3 of the counties in the number of bookings per 100,000. This may be due the county's commitment to community corrections (25% of bookings are probation/parole violators).

Multnomah county ranked lowest (15th) in the amount jail capacity per total number of bookings. This means the jail space is used for more inmates annually and has the lowest ALS of counties queried. With 1998 capacity added in, it's ranking became 7th highest ratio of bookings to beds.

Multnomah County's Ranking in Comparison with Other Counties

	Size	Bookings/ Population	Capacity/ 100,00	Bookings/ Jail Bed
Using 1997 Capacity	5 th Largest	5 th Highest	5 th Lowest	Highest
Using 1998 Capacity	5 th Largest	5 th Highest	8 th Lowest	7 th Highest

Factor Trends to 2020

<u>FACTORS</u>		<u>Trends to 2020</u>
Juvenile Cohort	+	
Mentally Challenged	-	
Alcohol & Drug	-	
Economy/Homelessness	+	
Crime/Arrest Rates	-	
Law Enforcement	+	
Cite & Release	+	
Court & Prosecution Policies	-	
Recog Standards	+	
Electronic Monitoring	-	
Transitional Housing	-	
Community Justice	-	
Ballot Measures & Legislation	?	
Policy & Program Changes	-	
Peak Load Periods	+	
Jail Classification Buffer	+	
Facility Replacement	+	

Environmental FACTORS

- Population Demographics
 - Sex & Age
 - Baby Bust
- Economy
 - Recession
 - Poverty
 - Unemployment

Justice System FACTORS

- Crime and Arrest Rates
- Law Enforcement
- District Attorney / Courts
- Community Justice
- Ballot Measures & Legislation
- Policies

Offender Characteristic FACTORS

- Mentally Challenged
 - Treatment
 - Challenging to Sort Out
- Substance Abuse & Addiction
 - Secure A&D Beds
 - Other Trends
- Programs

FACTORS with Assumptions

- **County Population**
- **Peak Period & Jail Classification Buffer**
- **Replacement Beds**

BCC CONTROL OF FACTORS AFFECTING JAIL BED NEEDS

Give some thought to the following factors and check off whether they appear to be issues over which the Board of County Commissioners exercises control, influences or no control.

	<u>Control</u>	<u>Influence</u>	<u>No Control</u>
<p><u>Population Changes</u> Large increases in population require greater allocation of resources and destabilize communities undergoing rapid change. Consider factors that either attract or hold off migration (jobs, social service that affect livability ratings, etc.).</p>			
<p><u>Demographics</u> Are changes in race, sex and age cohorts within the Board of County Commissioners to influence?</p>			
<p><u>Crime Rate</u> The crime rate is a complex product of economy, disorganized communities, alienation of portions of the public, poverty, etc. An unexpected drug epidemic in a community can suddenly create war zones, black markets and violence where only mild instability or poverty existed previously. What can local governments do about these factors?</p>			
<p><u>Number of Police and Deployment</u> The Board can control a small number of Sheriff law enforcement positions, but not the larger numbers controlled by the City of Portland, Gresham, State of Oregon, etc. The number of officers on the street affects the arrest rate, and policy affects things like the use of citations in lieu of custody which directly impacts the jails. Task forces and deploying officers to target offenses can suddenly overwhelm the courts and jails.</p>			
<p><u>Economy</u> What ability does the county have to affect factors that relate to the economy?</p>			
<p><u>A&D Use and Addiction</u> Educational programs and prevention can affect the populace's use of drugs. Treatment programs can influence addicts' return to mainstream society, and legislation criminalizing, decriminalizing, imprisoning or treating substances abusers can all affect who is incarcerated.</p>			

Control Influence No Control

Mental Illness

Policies that set the level of bookable offenses influence the number of admissions of mentally ill on minor charges. Structured and accountable treatment programs prevent commission of certain offenses by citizens with mental illness. Factors such as the number of secure state psychiatric beds, and legislation on involuntary use of psychotropic drugs to control behavior while incarcerated or in the community affect the need for jail beds.

Court and Prosecution Policies

A major factor that determines jail space needs is the efficiency of prosecution and court processes. The County controls the budget of the District Attorney and courtroom space for Judges, both of which contribute to workload and speed of arrest-to-trial intervals. The State, however, sets standards and controls policy for the Courts, and individual Judges have great autonomy in how they conduct business. The DA makes decisions about what crimes to prosecute, plea bargaining practices and deployment of staff all of which affect speed and efficiency of the court system.

Community Justice

The Adult Community Justice Department sets policy for probation and parole officers, although individual field staff still operate with some autonomy. Many alternatives to incarceration are funded in this area that directly impact the need for jail space.

Preventative Programs

Even the best programs available have limited success with adults who have developed dysfunctional lifestyles to the point of arrest and incarceration in adult facilities. Preventative programs could impact a larger number of these individuals, which would decrease the need for future jail beds. Examples of factors that may prevent criminal lifestyles from developing include: community health care for pre-natal and post birth mothers and families, school funding and programs, truancy programs, and a variety of juvenile justice programs.

<u>Control</u>	<u>Influence</u>	<u>No Control</u>