



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.**

MAY 18, 19 & 20, 1999

BOARD MEETINGS

FASTLOOK AGENDA ITEMS OF INTEREST

Pg 2	9:30 a.m. Tuesday: PPS Audit Implementation Committee Report; Mixed Use & Housing; and Aging & Disability Services Budget/Policy Work Session
Pg 2	1:30 p.m. Tuesday: CBAC Reports; DES; Facilities; Endangered Species Act Status; Land Use Planning; and DLS Budget Budget/Policy Work Session
Pg 3	6:00 p.m. Wednesday Public Hearing on the Multnomah County Budget
Pg 4	9:30 a.m. Thursday Regular Meeting (See Agenda for Approx. Item Times)
Pg 5	10:30 a.m. Thursday CCFC Appointments and Budget Approval
Pg 7	3:00 p.m. Thursday Public Safety Budget/Policy Review Work Session

*The Thursday morning meeting of the Board is
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, May 18, 1999 - 9:30 AM
Multnomah County Courthouse, Boardroom 602
1021 SW Fourth Avenue, Portland

BUDGET/POLICY WORK SESSION

WS-1 9:30 a.m. Portland Public School Audit Implementation Committee Report
Presented by Diane Linn, Bruce Samson and Ben Canada. (15 minutes)

9:45 a.m. Mixed Use and Housing: County Policies Guiding Involvement
in Mixed Use Housing Projects and Status of Departmental Projects. Presented
by Larry Nicholas, Jim McConnell, Ginnie Cooper and Kirk Hamann. (1 hour)

10:45 a.m. Aging and Disability Services Budget - Jim McConnell (1 hour,
15 minutes)

- Aging Services - Mary Shortall
 - Disability Services - Sharon Miller
 - Planning - Rey España
 - Elders in Action - Becky Wehrli
 - Elders in Action Commission Report - Charles Kurtz
 - Disability Services Advisory Council Report - Jan Campbell
-

Tuesday, May 18, 1999 - 1:30 PM
Multnomah County Courthouse, Boardroom 602
1021 SW Fourth Avenue, Portland

BUDGET/POLICY WORK SESSION

WS-2 1:30 p.m. Library and Environmental Services Citizen Budget Advisory
Committee Reports Presented by Susan Hathaway-Marxer and M'Lou Christ
(15 minutes)

1:45 p.m. Environmental Services Department Overview Presented by
Larry Nicholas (10 minutes)

1:55 p.m. Facilities Moving to the Multnomah Building and the Mead
Building; Status of Library Branch Renovations and other Projects Presented
by Larry Nicholas, Wayne George and Ginnie Cooper (20 minutes)

2:15 p.m. Endangered Species Act Status and Funding Presented by Larry
Nicholas (10 minutes)

2:25 p.m. Land Use Planning Issues and Opportunities Presented by Larry
Nicholas and Kathy Busse (15 minutes)

- Customer Service Improvements
- Urban Permitting Administration
- Code Enforcement Planner

- 2:40 p.m. Animal Control Service Levels and Funding Strategies
Presented by Larry Nicholas and Hank Miggins (15 minutes)
- 2:55 p.m. Other DES Issues and Questions - Board questions (15 minutes)
- 3:15 p.m. Library Budget Presented by Ginnie Cooper and Staff (1 hour)
1. What we can all be proud of . . .
 - Keeping promises made to voters
 - Our work with children and youth
 2. Budget Issues . . .
 - \$1.5 million contingency
 - Future of services through the life of the levy
 - Technology
 - Human Resources: recruitment, retention, and training
-

Wednesday, May 19, 1999 - 6:00 PM
Multnomah County Courthouse, Boardroom 602
1021 SW Fourth Avenue, Portland

BUDGET HEARING

PH-1 Public Hearing Inviting Citizens to Speak on Multnomah County's Proposed 1999-2000 Budget. Testimony Limited to Three Minutes per Person. Please Contact the Budget Office at 248-3883, Extension 22137 for a Copy of the Proposed Budget or Other Information.

Thanks to Multnomah Community Television and Portland Cable Access Television, Wednesday's hearing will be cable-cast live on Cable Channel 30 and replayed at the following times:

Thursday, May 20	6:00 p.m.	Channel 30
Sunday, May 23	4:30 p.m.	Channel 30
Monday, May 24	8:00 p.m.	Channel 30
Monday, May 31	8:00 p.m.	Channel 30
Wednesday, June 2	7:00 p.m.	Channel 30

Thursday, May 20, 1999 - 9:30 AM
Multnomah County Courthouse, Boardroom 602
1021 SW Fourth Avenue, Portland

REGULAR MEETING

CONSENT CALENDAR - 9:30 AM

NON-DEPARTMENTAL

C-1 Appointment of Joel Kasprzak to the EMS MEDICAL ADVISORY BOARD

DEPARTMENT OF HEALTH

C-2 Amendment 4 to Intergovernmental Agreement 201224 with Oregon Health Sciences University for Health Information System Computer Hardware and Software Support

DEPARTMENT OF ENVIRONMENTAL SERVICES

C-3 RESOLUTION Authorizing the Execution of Deed D991635 Upon Complete Performance of a Contract with Charles R. Barrow

DEPARTMENT OF COMMUNITY AND FAMILY SERVICES

C-4 Intergovernmental Agreement 0010270 with Oregon Housing and Community Services Department for the Delegation of Funds for Services to Low Income Persons Residing in Multnomah County

PUBLIC CONTRACT REVIEW BOARD

C-5 ORDER Exempting the Custodial Services Contract with Everclean Maintenance from the Three Year Contract Limitation

C-6 ORDER Exempting the Elevator Maintenance Contract with Montgomery Kone, Inc. from the 20% Change Order Limitation

C-7 ORDER Exempting the Elevator Maintenance Contract with Northwest Elevator Company from the Three Year Contract Limitation

REGULAR AGENDA

PUBLIC COMMENT - 9:30 AM

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

DEPARTMENT OF ENVIRONMENTAL SERVICES - 9:30 AM

- R-2 Results from RESULTS: Hawthorne Bridge Renovation Project Presentation by Stan Ghezzi, John Lindenthal and Ed Wortman

NON-DEPARTMENTAL - 9:40 AM

- R-3 PROCLAMATION Designating the Week of May 16 through 22, 1999 as EMERGENCY MEDICAL SERVICES WEEK
- R-4 RESOLUTION Approving the Mt. Hood Cable Regulatory Commission Fiscal Year 1999-2000 Budget
- R-5 RESOLUTION Consenting to Transfer of the Paragon/Multnomah Cable Franchise to TCI Cablevision of Ohio, Inc. with Conditions

SHERIFF'S OFFICE - 10:15 AM

- R-6 NOTICE OF INTENT to Apply to the U.S. Department of Justice for Bulletproof Vest Partnership Grant Act Funds to Help Purchase Bulletproof Vests for Law Enforcement Officers and Authorizing the Chair to Register Multnomah County as a Jurisdiction Eligible to Receive Such Funds

DEPARTMENT OF SUPPORT SERVICES - 10:20 AM

- R-7 RESOLUTION Authorizing Issuance and Sale of Short-Term Promissory Notes, (Tax and Revenue Anticipation Notes) Series 1999 in the Amount of \$11,000,000

COMMISSION ON CHILDREN, FAMILIES AND COMMUNITY -10:30 AM

- R-8 Appointments of Janice Nightingale, Patricia Johnson, Lena Bean, Carol Cole, Margie Harris, D. Claire Oliveros, Linda Gear, Judith Smith, Mary Daly Bennetts, DeWayne Taylor, Jessica Weit, Pauline Anderson, Alcena Boozer, Lee Coleman, Paul Drews, Barbara Friesen, Steve Fulmer, Muriel Goldman, Carla Harris, Janet Kretzmeier, Kay Lowe, Sharon McCluskey, Larry Norvell, Lorenzo Poe, Tom Potter, Mark Rosenbaum, Cornetta Smith, Luther Sturtevant, Nan Waller and Duncan Wyse to the COMMISSION ON CHILDREN, FAMILIES AND COMMUNITY

R-9 Appointment of Larry Norvell as Chair of the COMMISSION ON CHILDREN, FAMILIES AND COMMUNITY

R-10 RESOLUTION Approving the Commission on Children, Families and Community 1999/2001 Biennium and 1997/1999 Carryover Budget Plans

DEPARTMENT OF ENVIRONMENTAL SERVICES - 10:50 AM

R-11 HEARING and Consideration of a RESOLUTION Approving Transfer of One Tax Foreclosed Property to the Multnomah Education Service District, for Public Purposes

R-12 HEARING and Consideration of a RESOLUTION Approving Transfer of One Tax Foreclosed Property to Portland Public School District No. 1J, for Public Purposes

R-13 HEARING and Consideration of a RESOLUTION Approving Transfer of Three Tax Foreclosed Properties to the City of Gresham, Department of Environmental Services, for Public Purposes

R-14 HEARING and Consideration of a RESOLUTION Approving Transfer of Three Tax Foreclosed Properties to the City of Portland, Portland Parks and Recreation, for Public Purposes

R-15 HEARING and Consideration of a RESOLUTION Approving Transfer of Four Tax Foreclosed Properties to the City of Portland, Office of Transportation, for Public Purposes

R-16 HEARING and Consideration of a RESOLUTION Approving Transfer of One Tax Foreclosed Property to the City of Troutdale, Parks and Facilities Division, for Public Purposes

R-17 HEARING and Consideration of an ORDER Approving the Annexation of Territory to Metro [Boundary Change Proposal No. MU-0499 Annexing Property within Washington County to Metro]

NON-DEPARTMENTAL - 11:09 AM

R-18 Intergovernmental Agreement 9910871 with the Port of Portland for Reimbursement of Infrastructure Construction Costs to Serve Rivergate Corrections Facility Site

COMMISSIONER COMMENT/LEGISLATIVE ISSUES - 11:25 AM

R-19 Opportunity (as Time Allows) for Commissioners to Comment on Non-Agenda Items or to Discuss Legislative Issues.

Thursday, May 20, 1999 - 3:00 PM
Multnomah County Courthouse, Boardroom 602
1021 SW Fourth Avenue, Portland

BUDGET/POLICY WORK SESSION

WS-3 Continued Discussion on Public Safety with Juvenile and Adult Community Justice Director Elyse Clawson, Multnomah County Circuit Court Judge Jim Ellis, Sheriff Dan Noelle, District Attorney Michael Schrunk and Invited Others. 2 HOURS REQUESTED.



Diane Linn, Multnomah County Commissioner
DISTRICT ONE

MEMORANDUM

TO: Chair Beverly Stein
Commissioner Serena Cruz
Commissioner Lisa Naito
Commissioner Sharron Kelley
✓ Board Clerk Deb Bogstad

FROM: *Beckie Lee*
Staff to Commissioner Diane Linn

DATE: May 17, 1999

RE: Board Meeting Absences

Commissioner Linn will be unable to attend the Budget Work Session Thursday, May 20, at 3:30 in the afternoon as she has a conflicting meeting.

BOARD OF
COUNTY COMMISSIONERS
99 MAY 18 PM 6:23
MULTNOMAH COUNTY
OREGON



MEETING DATE: May 20, 1999

AGENDA #: WS-3

ESTIMATED START TIME: 3:00 PM

(Above Space for Board Clerk's use only)

AGENDA PLACEMENT FORM

SUBJECT: Continued Public Safety Budget/Policy Review Work Session

BOARD BRIEFING:

DATE REQUESTED: _____

REQUESTED BY: _____

AMOUNT OF TIME NEEDED: _____

REGULAR MEETING:

DATE REQUESTED: Thursday, May 20, 1999

AMOUNT OF TIME NEEDED: 2 Hours

DEPARTMENT: Non-Departmental

DIVISION: Chair's Office

CONTACT: Bill Farver

TELEPHONE #: 248-3958

BLDG/ROOM #: 106/1515

PERSON(S) MAKING PRESENTATION: Elyse Clawson, Judge Ellis, Dan Noelle, Mike Schrunck and Invited Others

ACTION REQUESTED:

[] INFORMATIONAL ONLY [X] POLICY DIRECTION [] APPROVAL [] OTHER

SUGGESTED AGENDA TITLE:

Continued Discussion on Public Safety with Juvenile and Adult Community Justice
Director Elyse Clawson, Multnomah County Circuit Court Judge Jim Ellis, Sheriff Dan
Noelle, District Attorney Michael Schrunck and Invited Others

SIGNATURES REQUIRED:

ELECTED OFFICIAL: _____

Beverly Stein

(OR)

DEPARTMENT

MANAGER: _____

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

CLERK OF COURT
COUNTY CLERK'S OFFICE
99 MAY 12 PM 9:34
MULTNOMAH COUNTY
OREGON

Any Questions? Call the Board Clerk @ 248-3277



Beverly Stein, Multnomah County Chair

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E-Mail: mult.chair@co.multnomah.or.us

May 18, 1999

To: Board of County Commissioners

c. Dan Noelle, Mike Schrunk, Elyse Clawson, Dave Warren, Julie
Neburka, Karyne Dargan, Board Staff

From: Bill Farver *BF*

Re: Public Safety Planning Meeting and Proposal

On May 14, I met with the Sheriff, District Attorney, Director of Community Justice, and budget staff to help prepare for your May 20 follow up work session on Public Safety budgets. We spent an hour and a half discussing priorities and some new approaches to alcohol and drug issues in the County.

We were trying to live within the \$2,300,000 state restoration amount and not assume or appropriate potential additional state funding now being considered by the legislature. What follows is partly a summary of the consensus of the meeting and partly my own commentary on the questions and concerns you may have. Because of the uncertainties of state funding for corrections, the future of our public safety levy, and the ongoing jail population numbers, there are no risk free approaches to spending the restored state money.

This memo outlines what I saw emerge as a possible consensus, unresolved issues and how to approach them, and potential risks. I hope it will serve as a starting point for your discussion on Thursday with the public safety officials.



INFORMATION TECHNOLOGY

DECISION SUPPORT SYSTEM \$275,000

This will provide management and operational funds for the next stage of development of the Justice system's comprehensive data system. The County intends to seek the remaining \$100,000 in ongoing funding from other criminal justice partners. With the ongoing assistance of the Chair and the LPSCC, the District Attorney has agreed to play an Executive Sponsor role, providing policy advocacy to help insure the system's success.

VIDEO TELECONFERENCING \$138,000

This amount of funding would enable the Sheriff to begin operations on the video teleconferencing system. The Public Defenders will assist by paying their costs for operations.

ALCOHOL AND DRUG INTERVENTION AND TREATMENT

SHERIFF'S IDAP PROGRAM \$500,000 placeholder for 3/4 year funding (assumes that operations begin on October 1, 1999)

Attached is the Sheriff's proposal to bring the 50 Marion and Yamhill County beds into the Inverness Facility. (Inverness Alcohol and Drug Program - IDAP) The budgeted amount assumes 3/4 year operation, some phase in costs, and an unknown amount for treatment, subject to Community Justice review and input (see below) The amount also assumes we will honor our commitment to Marion and Yamhill Counties by continuing the current beds through September. (That money is already in the Executive Budget)

As proposed, IDAP would serve men and women and would build on the existing IJIP expertise. The program may be able to serve some pretrial offenders, although that raises questions about priority of sentenced 1145 offenders and whether a mix of sentenced and presentenced offenders works from a treatment perspective.. (See section on Unresolved Issues and Next Steps below)

**TRANSITIONAL HOUSING FOR ALCOHOL AND DRUG
TREATMENT GRADUATES AT MCRC \$765,000 (including
Corrections Health)**

The rationale for using MCRC for transitional housing for alcohol and drug offenders who have completed treatment from either IDAP or Washington County is included in the Sheriff's memo. The procedure for implementing the change in focus is outlined in the Unresolved Issues and Next Steps section below.

EFFECTIVE CRISIS INTERVENTION

HOOPER DETOX CENTER	\$300,000
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As discussed at our previous work session, this funding for Hooper Detox will greatly increase their capacity to provide effective post detox treatment at their subacute program and follow up as their clients move into treatment. (Note recent Evaluation report showing increase of heroin deaths from 1989 to 1998 of 209%)

ALCOHOL AND DRUG FREE HOUSING \$120,000

This will enable Hooper Detox to convert 30 units at the Danmoore Hotel to alcohol and drug free housing for use by clients in recovery. Best practice and experience indicate that a continuum of services, including case managed drug free housing is key to long term recovery. Providing this housing offers another recovery option for heroin addicts with a continuum of services from crisis detox to treatment.

COMMUNITY JUSTICE STAFFING PRIORITIES

The Community Justice Director has identified the following key positions as operationally very important to the Department. These are currently filled positions that were cut in the proposed budget because of anticipated state reductions:

Local Control Probation Officer	\$63,000
Safety Officer	\$63,000
Management Support	\$50,000

DISTRICT ATTORNEY PRIORITIES

Child Support Enforcement \$52,000

Two additional positions to deal with workload issues in the office. (A third was already included in the executive budget)

Property Crimes/White Collar Crime \$85,000

An Deputy DA position could give the DA a start on expanding attention to this area.

TOTAL \$2,416,000

(State revenue of \$2,300,000 + \$100,000 in forfeiture revenue)

UNRESOLVED ISSUES AND NEXT STEPS

1. Appropriate level and kind of inpatient treatment in IDAP and follow up outpatient treatment at MCRC.

The Sheriff was assuming contracting out the in custody treatment component in IDAP to Community Justice. He requested review from Community Justice and Ginger Martin in designing that treatment. For the outpatient treatment at MCRC, the Sheriff was assuming that this treatment would be provided by a contracted certified non-profit. His proposal contains two levels of possible treatment. Ginger Martin would provide input on that treatment design also.

2. Changing role of MCRC

The Sheriff is interested in looking at the most appropriate use of MCRC. He believes that offenders who have successfully completed treatment in IDAP and Washington County can be admitted to MCRC. In fact, he would give these treatment graduates priority.

He is also interested in looking at the broader issue of referrals to MCRC and whether we currently have the mix of offenders at MCRC that provides the County with the highest public safety benefit. Our group believed that the County should develop a profile of who the County wants in MCRC and discuss with the neighborhood screening committee and MCRC staff with the goal of providing greater flexibility in admissions.

If the numbers transitioning from IDAP and Washington County are small during the first year, we should look at other populations that could benefit from these transitional services. This could lead to a higher failure rate. Finding the appropriate balance is our goal.

3. Possible use of IDAP for presentenced offenders

Our group discussed the potential of using IDAP for detainees awaiting trial who voluntarily agree to enter treatment. The District Attorney was willing to explore legal approaches with the Judges to making this possible. It is uncertain whether the numbers of eligible offenders justify their inclusion, if our current priority is serving sentenced 1145 offenders.

4. Role of IJIP and IDAP

We need to examine the respective roles, target population, and length of stay for offenders involved in IJIP and IDAP to insure that we would be appropriately using both resources.

5. Marshal Beds

Our actual practice and our budget projections are not in sync. At the moment, the Sheriff is limiting the number of rental beds to 200. The Budget office believes that the Sheriff should rent beds in addition to 200 when capacity allows to bring use and projections more in line.

NEXT STEPS

For follow up areas, the group talked about forming a **subcommittee of the existing Court Work Group** as a forum for monitoring implementation and advising on policy development. Our group discussed including representatives of the Court, District Attorney, Sheriff and Community Justice at a minimum.

EVALUATION

After the meeting I talked with Jim Carlson about the role his Evaluation Unit could play in evaluating the success of both IDAP and the Washington County approach. Jim believes he has the capacity to take this on, if the Board believes it is a priority.

APPROACH TO MEAD MITIGATION AND BUILDING COSTS

Community Justice has identified that additional funds will be needed to pay for building costs at Mead and neighborhood mitigation. An exact proposal is still being developed in consultation with downtown business groups. I suggest that they submit and the Board adopt an amendment carrying over state revenue which will provide a plan to deal with these expenses next year. I anticipate this will be in the range of \$400,000 and will be paid for using state funds. These expenses will be incorporated in the 00-01 budget as needed.

RISKS

I believe this proposal has the support of the Sheriff, District Attorney and Community Justice Director. However, I want to point out possible risks.

1. IDAP will use 50 jail beds in the current system. This increases the potential for matrix releases, which we have successfully avoided for over a year.
2. IDAP may be more difficult for the Board to cut than Marion and Yamhill contracts would have been if the public safety levy fails. On the other hand, if successful, IDAP may become a higher priority than other elements of the system.
3. IDAP is more expensive to operate than Marion and Yamhill if the full costs of operating those beds is considered. However, if you assume the building and security costs are already budgeted and use an incremental cost approach, IDAP is cheaper than Marion and Yamhill.

Personally, I don't believe these are reasons not to try this approach.

ALTERNATIVE

If you decide not to proceed with IDAP, I recommend that the Board use the \$500,000 budgeted for IDAP to continue the Marion and Yamhill beds at a reduced level. The lower funding would probably reduce the beds from 50 to 20 as of October, 1999. The Board could then reconsider the IDAP approach next spring. The other recommendations in this memo could still be implemented with this approach.

CONCLUSION

This proposal incorporates the top priorities that the Sheriff, District Attorney, and Community Justice Director identified on Friday and responses to the Board's stated priorities on **alcohol and drug issues** in the public safety arena - **effective crisis intervention, a variety of treatment options, and effective transitional housing** .

The Public Safety Directors believe if there is consensus on this proposal, the Board should approve the public safety programs already in the executive budget, including STOP, PRSP, and the rental beds in Washington County. I thank the participants at our Friday meeting and I look forward to your discussion this Thursday.

Public Safety Budgets Summary

Dept.	Executive Budget: Included	Executive Budget: Not Included	Chair's Proposal Additional State Revenue Recommendations	Chair's Other Options Additional State Revenue
DA	Dependency Hearings Coverage 89,146 Domestic Violence Outreach 74,813 Child Support Enforcement Caseload Relief 72,039	White Collar Crimes 151,994		
DCJ		A&D Rental Bed in Yamhill & Marion Contracts (leaves 10 beds for women) 1,060,000 Delay start up of Washington County A&D treatment center 225,000	A&D Rental Bed in Yamhill & Marion Contracts (leaves 10 beds for women) 1,060,000	
	Add 2 PPO's for Domestic Violence Program 130,130 Add MH Transitional Housing 72,000 Add Contracted Sex Offender Treatment 60,000 Add 1 Info. Systems Analyst for SPIN 56,000 Add 1 Data Integrity position 58,000 Add 0.5 CT to African-American Program 35,000 Restore STOP w/OTO INS grant 827,000 Restore Forest Camp 545,285 Restore ACS crews 100,859 Restore PRSP 374,722 Restore routine urinalysis collections 163,104 Restore contracted services to women leaving prostitution 200,000 Restore employment services contract 173,592		Continuation of STOP 827,000	
			Mitigation West Probation Office to Mead Building 400,000	Services for Young Women in Juvenile 300,000 Local Control PO 63,000 Sanctions Tracking PO 63,000 Safety Officer 63,000 Electronic Monitoring 30,000 Administrative Support 70,000
MCSO	Restore State funding for IJ bed in Levy 1,097,000	Close 40 beds @ MCRC (note Health Dept reduced by <71,017>) 694,983 Video Teleconferencing 138,546 Corrections Health/Mental Health Program 528,957 A&D Program @ MCIJ 841,809 Environmental Crimes Investigation 54,443 Computer Crimes Investigation 54,443		MCRC Transition Beds (includes Corrections Health) 766,000 Video Teleconferencing 362,000 Corrections Health/Mental Health Program 528,957
Health	Maintain CSL Corr-Health Pharmacy 471,000	Corrections Health impact 40 beds @ MCRC 71,017		
Other			Decision Support Systems 275,000 Heroin Crisis: Hooper Detox 300,000	A&D Free Housing 360,000
Rev's	Restored DOC revenue 1,040,596 Add OTO fee revenues rebated by InAct 170,000 Add OTO carryover for InAct 200,000 STOP fees 320,000 PRSP Fees 201,318 Add OTO INS grant revenue 700,000 Increase rate charged for INS/ US Marshal Beds 200,000 Add 25 US Marshal bed revenue to requested budget (from 200 to 225) 825,070		Restoration DOC Revenue 2,300,000	DOC Revenue - SB 1145 Contingency 2,000,000

INVERNESS DRUG ALCOHOL PROGRAM (IDAP)

According to recent National Institute of Justice information, 72.3% of a sample of inmates booked into Multnomah County jails arrived with controlled substances in their systems. From this, it is estimated that 62% of inmates booked in Multnomah County have a clinical dependence on drugs. Two main factors contribute to this group's continued return to jail: drug dependence and criminal thinking patterns. With limited jail space and limited A&D resources in the community, the practice in Multnomah County has been to turn over this population as quickly as possible, returning them to the streets or to probation on limited supervision caseloads. Some of these offenders may be directed to outpatient treatment, but the struggle to find housing, food, employment and pay supervision fees makes involuntary attendance at a once-a-week program of limited utility to offenders who cannot see past the cycle of self-destructive behavior that has restricted their potential.

The Sheriff's Office proposes making use of the time an inmate spends in the controlled environment of a jail to diagnose, treat and transition inmates from booking to outpatient treatment and success on probation supervision.

TARGET POPULATION

Sentenced Inmates

- Inmates sentenced by the Court to less than 1 year under SB1145.
- Misdemeanants, especially those sentenced on DUII and Domestic Violence charges.

Sanctioned Inmates

- Parole and Local Control offenders who may be sanctioned from 90 to 120 days.

Unsentenced Inmates

- Inmates who are likely to be sentenced to local time, and could be transitioned to outpatient treatment after adjudication.
- Inmates held on probation/parole violation holds who have not yet been adjudicated but who are likely to be sanctioned to local time (90 in custody during one "snapshot").
- Drug Court Inmates who have failed outside programs and agree to more structured options in order to avoid prosecution.

SCREENING

- All inmates are medically/psychologically screened at booking with follow up as needed.
- Inmates are behaviorally screened at booking by classification staff. They will begin entering codes for inmates who fit eligibility requirements for the program.
- Counselors currently perform an initial A/D assessment for inmates who are identified as potential IJIP participants. This assessment activity will increase as classification makes referrals (counselors will screen within 72 hours of notification). This initial assessment completes 1/3 of the full MCA screening and determines potential A/D dependence.
- Inmates identified as potentially dependent at initial assessment will be routed to the IJIP program where the full MCA will be completed.
- Inmates who qualify (high need) will be kept in IJIP.
 - ♦ Inmates with outpatient needs or with short term incarceration will be handled within the current IJIP protocols in Phase I of the IDAP.
 - ♦ Inmates with longer sentences who need longer term, more intense treatment will be transferred to Phase II of IDAP within 7 days.

TRAINING

All staff participating in the program should receive the same training in order to deal effectively with the offender population. Security Staff need to learn to identify crisis points precipitated by treatment, and how to set boundaries while still supporting treatment goals. The module would be run with a treatment community approach where all staff are involved in treatment and working off the same sheet of music. This allows many voices to speak the same message whether the inmate is participating in a process group or standing in the food line. Although inmates may feel they have little choice but to participate in the program, they will fail if they are not interested. All staff must understand the value of engaging and motivating inmates to keep them involved in the process. Training, team building, and the Sheriff's commitment to place properly trained personnel in IDAP are essential to the program's success.

TREATMENT

The MCA will be administered by a Certified Drug and Alcohol Counselor. All IDAP participants will complete this screening prior to their program involvement. A combination of substance abuse therapy, criminality, anger management, life skills, family and relationships, and Twelve Step Programs should be utilized. The program should offer a mix of group therapy, individual therapy, case management and psycho-educational groups. The treatment program should have activities planned for seven day/week operation, and include three groups daily. Time should be allotted for individual counseling, homework and spirituality. Groups should be designed to deal with the following issues:

Criminality

Sobriety does not insure crime free behavior. Many inmates commit self destructive and antisocial acts in the context of the way they view themselves and the world. This component examines the criminal thinking that is associated with criminal activity and chemical abuse. Cognitive therapy should be utilized to help group members address their criminal thought

errors. Criminal culture, associations and methods of coping with difficult emotions should be examined.

Substance Abuse Issues

This should include: overcoming denial, the addictions process, relapse prevention, medical aspects of addiction, disease model, alternatives to chemical use and coping with the reasons addicts self-medicate.

Anger Management

This should include domestic violence counseling. Strategies to interrupt the cycle of violence, stress management, gender attitudes, conflict resolution and the self-talk of anger should be addressed in this piece.

Life Skills

Life skills addresses nurturing self, independent living, goal setting, time management, money management, nutrition and hygiene. Institutional life and completing community supervision should also be covered in this group.

Family and Relationships

This component should address the issues of communication, forming healthy relationships, grieving over broken relationships and abuse, parenting and codependent relationships.

Twelve Step Programs

Narcotics Anonymous and Alcoholics Anonymous support groups should meet frequently to provide program participants opportunities in the twelve step traditions. Ongoing twelve step support should be encouraged as a lifestyle after release.

Recognizing the uniqueness and diversity of each program member, individual counseling should be available. Each member should be assigned a counselor to case manage their program involvement and release planning. Probation/Parole Officers should be brought to IDAP or during the inmate's transition at MCRC to participate in release planning whenever possible.

TRANSITION

Transition from IDAP to the community takes place in two steps.

Jail to Work Release

The first step in transition is from jail and intensive treatment to work release. This would occur through beds at MCRC. During this time the inmate would continue to participate in similar process and 12 step groups inside the facility. They would also enroll in the Oregon health Plan if necessary to continue treatment, find employment and housing, and begin outpatient treatment appointments. There should be continuity of contact at this point in the transition, so it would be necessary for service providers to participate in treatment planning with the offender while they were still in the jail portion of the program. Ideally, groups run inside MCIJ should be mirrored at MCRC.

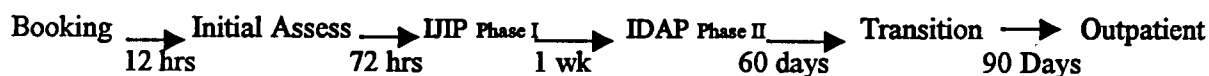
Work Release to Community Supervision

The second step in transition is from the structure of group living to the relative autonomy of community supervision. Ideally, providers of A&D services and ACJ should be involved in this transition. The Drug Court uses a successful strategy of contracting with a service provider to reserve slots in a program, and the program regularly participates in Drug Court decisions. This creates a nearly seamless transition to services in the community. This increases spending at the point of transition but should save money later by increasing the success of individuals participating in programs who do not return to jail. A recent IJP evaluation shows the effectiveness of good transitional services in reducing recidivism and increasing treatment success (attached). One of the two options presented uses the Drug Court model of contracting services, the other uses the IJP model of using staff to conduct groups and broker services.

CASE FLOW

The ideal inmate will be sentenced or sanctioned to 90 days. About 20 inmates/month are currently sanctioned by local control hearings officers to this length of time. If all these inmates participated in the MCIJ program for 60 days, they would fill 40 beds. Many inmates sentenced by the court under SB1145 have sentences in excess of 90 days, and would benefit from the program. Unsented inmates who ultimately receive local jail sentences and are released on probation are another large group of inmates who could potentially benefit from the program. This later group includes inmates with a combination of probation/parole violation holds and new charges. A fourth group of eligible offenders are those revoked from probation or parole supervision. These inmates make up a large portion of the SB1145 population. As many as 70% of SB1145 inmates identified for the ACJ sponsored alcohol/drug programs at Marion and Yamhill county jails refuse to participate in order to remain at MCIJ. The refusal rate is probably related to the single cell environment where inmates are locked up when not participating in the program. This is a potentially large group of inmates that might be motivated to complete a jail program in MCIJ dormitories.

Sentenced/Sanctioned to 90 Days



Sentenced to More Than 90 Days

Same as above, but after completing the 60 day in jail program, the inmate would work on an institutional work crew 7 days/week, and participate in appropriate process and 12 step groups during time off.

Unsentenced

These inmates have an undetermined length of stay in jail. If their charge and background indicated the most likely outcome was community supervision with some jail sentence, they would be processed as if sentenced. If one of their charges is Probation/Parole violation, their supervising PO could direct the inmate to jail treatment and give them some positive incentive for participation. Program staff would make the Deputy District Attorney handling the case aware of the inmate's program status, and in the best circumstance the inmate would receive a

sentence or combination of new sentence and probation violation sanction that would allow them to complete the program and transition after adjudication.

COST AND DEVELOPMENT

Two different options are presented for delivery of services. Both presume beds and services are available at MCRC. Neither option would increase costs for the incarceration at MCIJ other than assessment and treatment staff. Security, medical and treatment staff are already working at MCIJ in the numbers appropriate for the program's needs. All staff would need training which would be provided by the Sheriff's Office. No physical changes to either facility would be necessary, so the only delays in start up would come from the hiring of treatment staff and competitive selection of any contract services. The differences between the two options are in the level of outpatient treatment. The first relies on contracting with a vendor for guaranteed outpatient treatment slots, the second option has referral to existing outpatient performed by MCSO staff.

OPTION 1

IDAP Treatment Provided in Jail, Outpatient Treatment Contracted

Sheriff's Office staff would assess and route inmates to IDAP via current IJIP staffing and practices. Staffing is based on an intake of 40/month and a 1-to-15 ratio of IDAP treatment staff to inmates. It is modeled after the IJIP staffing, but with a higher ratio of staff to inmate since IDAP inmates receive transition services at MCRC.

Classification

.5 Deputies for additional questions, computer entry and expedited movement.	\$ 30,277
--	-----------

Initial Assessment

.5 Corrections Counselor for added load.	\$ 29,180
--	-----------

Screening:

One A&D Assessment Specialist	\$ 51,592
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IDAP Phase II Staffing

Five Certified A&D Treatment Specialists	\$257,960
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Outpatient Treatment

Provider dedicates "fee for service" treatment slots for first 6 weeks of Transition. Provider conducts in-house MCRC A/D Groups.	\$442,800
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Equipment, M&S, start up costs	\$30,000
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TOTAL	\$841,809
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OPTION 2

IDAP Treatment Provided In Jail, Inmates Referred to Existing Outpatient Treatment
MCSO provides assessment and routing of inmates to IDAP module. Staff at MCRC conduct continuation of IDAP groups at MCRC and broker for outpatient treatment services from MCRC.

Classification

.5 Deputies for additional questions, computer entry and expedited movement.	\$ 30,277
--	-----------

Initial Assessment

.5 Corrections Counselor for added load.	\$ 29,180
--	-----------

Screening:

One A&D Assessment Specialist	\$ 51,592
-------------------------------	-----------

IDAP Phase II Staffing

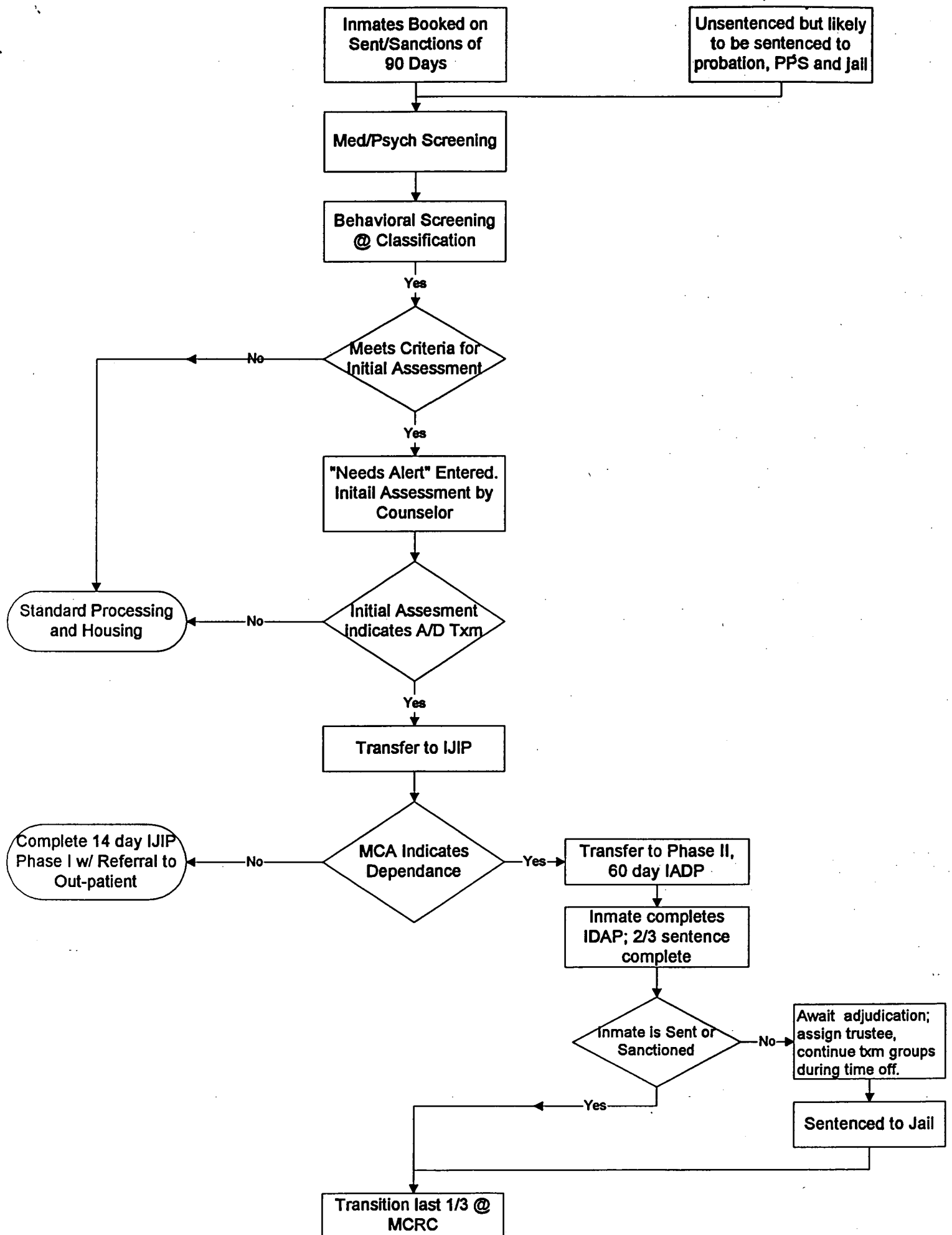
Five Certified A&D Treatment Specialists	\$257,960
--	-----------

Outpatient

Two Certified A/D Specialists to conduct groups at MCRC and refer inmates to community resources during transition.	\$103,184
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Equipment, M&S, start up costs	\$40,000
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TOTAL	\$512,193
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Portland Target City Project

421 SW 6th Ave, Suite 600

Portland, OR 97204

A Product of the Portland Target City Project Evaluation Team 02/05/99

In Jail Intervention Program Helps Offenders Bridge Jail to Treatment Transition

*Phillip Windell, MA
Multnomah County*

As part of the Portland Target City Project, the In Jail Intervention Program (IJIP) was designed to improve access to substance abuse treatment for those determined to require treatment based on the results of a standardized assessment. Prior to IJIP, few resources were available to assist inmates interested in treatment. Rarely, if ever, were inmates transported from the jail to a treatment facility.

IJIP involved four sequential parts. First, prospective participants volunteered for IJIP. Information regarding the program was available from a variety of sources, sometimes even before the individual entered jail. If they were interested, inmates completed a service request form. On average, those who requested to participate were significantly more likely to be unemployed, homeless, and suffering from co-occurring mental and substance abuse disorders compared with the jail population as a whole.

Second, applications were reviewed and applicants interviewed by IJIP staff prior to entering IJIP. Highest priority was afforded those who were returning directly to the community upon release from jail. Since many of those in jail were not yet adjudicated, the individual's destination upon release was not always certain. As a result, only about 60% of IJIP participants were ultimately released directly to the community.

Third, upon acceptance, inmates were transferred to the IJIP module at the Multnomah County Detention Center. Here they spent at least two weeks and sometimes several months participating in a variety of activities intended to prepare them for entering substance abuse treatment.

Finally, upon release from IJIP and the jail simultaneously, the individual was transported from the jail to the treatment agency by IJIP staff. According to one former IJIP participant, she never would have enrolled had it not been for the counselor who waited and then was able to defuse her fears and anxiety so that she could successfully complete the enrollment. Unfortunately, and for a variety of reasons, this coordinated release and enrollment was not always possible.

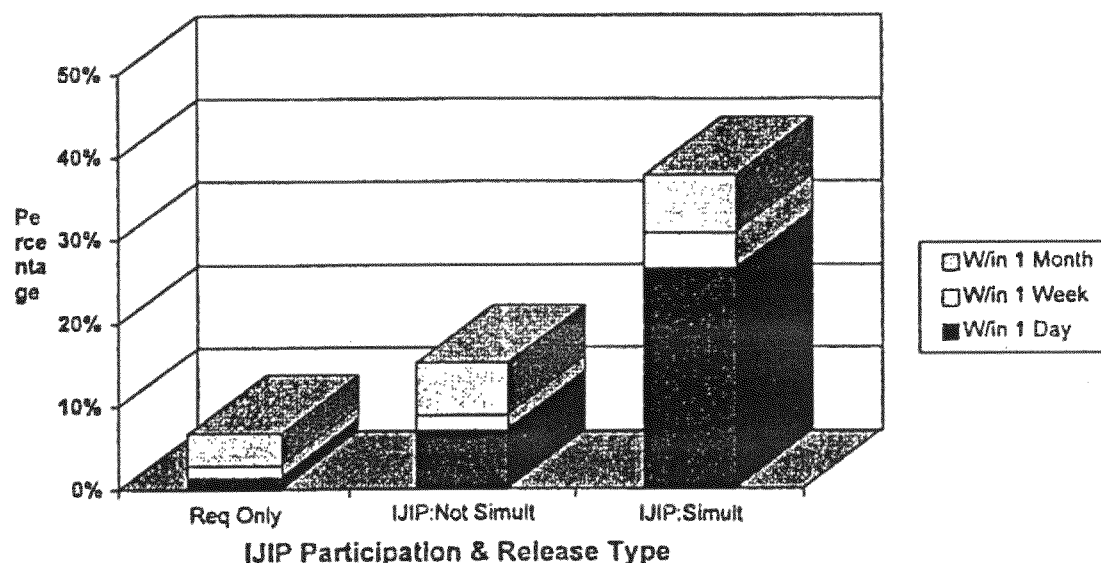
The effectiveness of IJIP at increasing rates of enrollment in substance abuse treatment following release from jail was tested by comparing a sample of IJIP participants with a sample of inmates who expressed interest in IJIP but never enrolled (Requestors Only). Data regarding the IJIP experience were extracted from a database used to administer the program. Data pertaining to the community substance abuse treatment experiences were extracted from the Client Process Monitoring System (CPMS) operated by the Oregon State Department of Human Resources.

For those participants who were released directly to the community from jail, 17% enrolled in treatment on the same day they were released and 27% within the first month following release from jail (Figure 1). By comparison, of the Requestors Only, fewer than 8% enrolled in substance abuse treatment within a month following release from jail. Thus, IJIP tripled the rate of enrollment in substance abuse treatment following release from custody.

The effects were strongest when the jail release and IJIP release were simultaneous. When this occurred, IJIP succeeded in enrolling 27% of their participants in treatment on the same day they were released. When the events were not simultaneous, only 7% enrolled in treatment on the day of release.

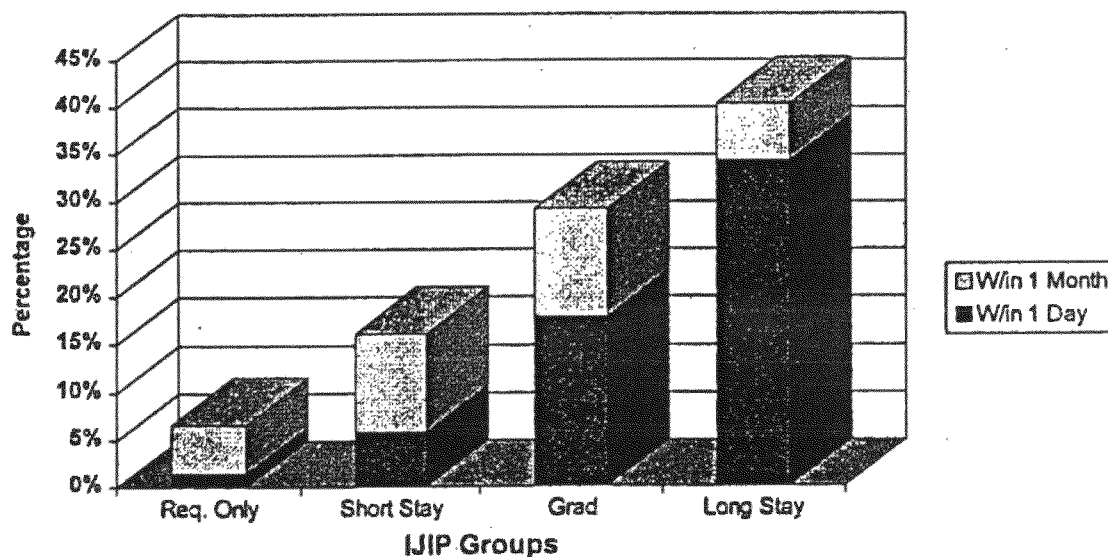
For more detailed presentations, see Windell, P. In Jail Intervention Program: Goals, Objectives and Client Characteristics (1999a); and Windell, P. In Jail Intervention Program: Effects on Treatment Enrollment, Retention and Completion (1999b).

Figure 1
Enrollment in Substance Abuse Treatment For Simultaneous IJIP & Jail Release
By IJIP Participation



The effects were directly proportional to the length of stay in IJIP; that is, the likelihood of enrolling in treatment increased as the length of stay in IJIP increased (Figure 2). Of those who stayed longer than a month (Long Stay), over 40% enrolled in treatment within a month following release from jail. In some cases, the IJIP stay was lengthened in anticipation of an open residential care bed.

Figure 2
Enrollment in Treatment by Time Between Jail Release & Treatment Enrollment
By Length of IJIP Stay



In conclusion, the In Jail Intervention Programs appears to have succeeded at increasing access to substance abuse treatment for criminal offenders who were held in jail, required treatment and were interested in enrolling. Typically, this intervention represented a significant break in the individual's long-running cycle of substance abuse, criminal behavior and dependence on a variety of public services.

Evaluation of the In-Jail Intervention Program (IJIP)

Executive Summary

- Females in the program group had 44% fewer subsequent arrests than their comparison group counterparts
- Males in the program group had 27% fewer subsequent arrests than their comparison group counterparts
- Females in the program group had 59% fewer subsequent serious felony (Class A or B) arrests than their comparison group counterparts
- Males in the program group had 23% fewer subsequent serious felony (Class A or B) arrests than their comparison group counterparts

RESTITUTION CENTER'S VALUE IN THE CRIMINAL JUSTICE SYSTEM



May 17, 1999

Restitution Center Revisit

As part of the Public Safety Budget presentation to the Board of County Commissioners. Chair Beverly Stein presented an analysis of the Multnomah County Restitution Center (MCRC). To respond to the issues raised by the Chair, Sheriff Dan Noelle requested that Sheriff's Office staff prepare their own analysis of the Restitution Center, its clientele and operation, examining the types of clients served by the Restitution Center in 1996, 1998 and currently. The result was agreement that the Center generally houses "lower end" offenders.

The next step was to examine the larger context, including the role of the courts and the corrections continuum of sanctions—the current and historical interaction between community supervision, incarceration and work release. In so doing, the Sheriff and his staff recognized that some factors have changed in recent years that potentially affect the role of the Restitution Center.

The Sheriff's Office has appreciated the recent dialogue among the Board of County Commissioners, Adult Community Justice, the Courts, the District Attorney and police agencies in a variety of contexts. The cooperation evident in the Public Safety Coordinating Council as well as the Efficiencies study by the Citizen Crime Commission, to name two, have been both productive and progressive. We would like to build on these foundations—in this case by re-examining the role of the Restitution Center, especially its "niche" in the context of the corrections continuum.

BACKGROUND:

Historically, MCRC has been in the middle of a variety of options for sentenced offenders. This is important, because two of the options (prison and jail) are usually reserved for higher risk offenders, while two other options (30-day custody and intermediate sanctions) are usually reserved for the lower risk offenders. MCRC has been viewed by the Courts, ACJ and jail staff as a program for sentenced medium risk offenders who have jobs, and/or are the most likely to be helped by the variety of programs offered at the Center in conjunction with work release. See *diagram A*.

Historically, the courts have referred most of the MCRC participants. Courts have been given "priority," that is, if someone has a job, they are scheduled weeks in advance as a Turn-Self-In at MCRC instead of being immediately booked into jail. ACJ has been more likely to use jail instead of MCRC (those with P&P violations are considered higher risk). Also, during the years of high matrix releases, inmates who would normally be referred to MCRC were matrixed instead, limiting the number referred by jail staff.

Recent evaluation shows that MCRC not only has medium risk level offenders, but low and high as well. Jim Carlson completed a risk assessment of those in MCRC on

August 4, 1998, finding about 40% high and medium risk, 52% low and limited risk, and 8% unknown risk level. These assigned levels can change for each individual before, during and/or after MCRC program participation.

When MCSO staff performed a snapshot of MCRC for May 6, 1999, 28.1% (43 people) were convicted of A or B felonies, while 71.9% (108) were convicted of C felonies or Misdemeanors. (See attached Snapshot) Although charge levels make up only part of the *State Risk Management* (?) score, the profile generally lends credence to the conclusions of the Carlson study.

Utilization

Jim Carlson's May 1999 report concluded that from January through September 1998, MCRC was used 97.1%, and from October 1998 through April 1999, it was used 85.6%. He used a monthly snapshot for the number of participants, instead of a monthly ADP (average daily population) as MCSO Planning & Research did. MCSO found that for 1998, MCRC was used at 92.5% capacity.

Success

A MCRC recidivism study was completed recently, which used a sample of 100 residents who completed the program in 1996. When grouped by ACJ risk level, the majority were medium risk level. Criteria were at least a 29-day stay at MCRC and completion of the program. Recidivism was measured by arrests two years prior and two years after MCRC program involvement. Overall, there were fewer arrests after program involvement, with the charge severity level declining as well.

RESPONSE TO THE CHAIR:

- 1. As Jim Carlson's analysis illustrates, MCRC is a very good program, but is limited in the severity of offenders it chooses to handle. The agreement with the neighborhood and the screening committee means that offenders more in need of its services are or would be denied entrance and are instead released directly to community supervision.*

We too believe that, "MCRC is a very good program." It's an excellent one. But it is a program which must continually receive feedback about its focus and continued development as it adjusts to the dynamic environment of the criminal justice system.

MCRC is unlimited, in fact, in the ideas and proposals that shape it. It is limited, however, in that it can't readily "choose to handle" the types of offenders admitted. Currently, it is the courts, not MCSO, who refer the bulk of program participants – most of whom are accepted. Probation & Parole Officers, as well as, jail staff can also refer clients to MCRC, though they do this in far fewer numbers. This could change, as seen in the proposal later in this report.

The Board's concern that the "agreement with the neighborhood and the screening committee" limits MCRC, is incorrect in that it is too simplistic. First, in the past the emphasis was on filling the beds, not on admitting the higher risk offenders. Also, Jim Carlson's May 1999 report shows that while there was an increase in the number of referrals between 1997 and 1998, there was a decrease in the percent denied admission.

Second, as with any program used by other entities and so closely associated with its surrounding community, trust regarding the program and its participants has developed over time. Public input is essential. Third, this isn't to say the criteria will not or cannot be reevaluated by MCSO, the neighborhood and the screening committee. Change is constant, and as is discussed later in this report, recommendations will be made to allow for a higher risk offender at MCRC. Finally, cooperation with ACJ is vital. MCRC has not been able to obtain access to the ACJ risk supervision information. Thus, the screening committee has not had access to even the most basic information already on file, such as the offenders' ACJ risk supervision level(s).

2. *MCRC does not represent jail beds that can be consistently used to prevent matrix releases. Offenders must go through a screening process.*

Historically, MCRC, in fact, has been used to house sentenced in-jail offenders instead of releasing them prematurely through matrix. The screening process was completed after they were already in the program. Currently, the system is not set up to respond to the jail's peak-load times, but it could be as it has before.

3. *The philosophy of MCRC is not consistent with our research-based decision to focus supervision and sanction resources on higher risk offenders and special populations. In fact, Jim Carlson found that 51% of the offenders at MCRC when he did his analysis would be on limited supervision if they were not at MCRC. Many offenders currently in MCRC could complete their sentence under community supervision, supplemented, if necessary by electronic supervision, with minimal impact on public safety. MCRC is a luxury that we may no longer be able to afford.*

An assumption is made by the Chair that 51% of the offenders in MCRC would be on limited supervision caseloads if they were not at MCRC because of their low "risk" score. Perhaps if ACJ made sentencing decisions this would be correct. But Courts make these decisions, and would probably sentence many or most of these offenders to jail instead of MCRC if the program did not exist, creating a need for expenditure of more expensive resources. As an example, a multiple drunk driver is a misdemeanor offender who might be handled on a limited caseload after sentencing. But would a judge make a decision to sentence a 3rd or 4th time DUI who continues to drive while suspended, and had an accident during their last offense to an option short of what the public considers jail? MCRC offers the Courts a unique option, and as a result, over 150 offenders sentenced primarily by sentencing courts receive a consequence while

still working and supporting their families. A one-day analysis of the charges of offenders who were in custody at MCRC on May 6, 1999 follows this report as an example who is in custody. A profile of several offenders currently residing at MCRC is also attached. Offenders with backgrounds of supervision failure and multiple criminal episodes are routinely accepted at MCRC.

Risk level measured by ACJ is primarily the risk of re-offense or supervision failure. This is not the same sort criteria a sentencing judge uses at the point of imposing a consequence on someone convicted of a crime.

ACJ caseloads are made up of inmates sentenced straight to probation (lower risk), and inmates completing their prison or long term jail sentence (higher risk). Assuming that, "offenders more in need of [MCRC] services," are the ACJ higher risk offenders, this group is currently found exiting prison directly to community supervision, or in jail cells serving out the consequence of violation behavior instead of transitioning to the community through MCRC. As seen in a later section of this report, "PV Holds in Custody", there are currently several hundred probation/parole violators in jail cells who could potentially be referred to MCRC if the Courts were held back from sentencing and the focus of the Center adjusted.

4. Because of various restrictions and reasons, MCRC has almost never been at full capacity.

Since 1993 MCRC has averaged a high rate of occupancy. At times it has exceeded capacity as it attempts to schedule and "overbook" in order to achieve maximum utilization. Now that the capacity is the City's permitted limit, the program cannot be overbooked. Realistically, the current capacity at 160 only allows for approximately 155-158 beds to be used. If the program were to be overscheduled and everyone showed up, it would have to turn some away. When MCRC is used as a sentencing option by the Courts, it is highly utilized. It has only been under utilization when beds were reserved for ACJ use and they did not take advantage of it as a resource.

5. It is very costly. Annual net cost of \$2,750,000 for 160 slots.

Using the figures above, the cost per bed per day at the Center is \$51.25. This is based on the 92% occupancy the Center experienced in 1998 when it was staffed for a population of 120 through September and 160 through December. Carrying this rate forward to the current 160 bed capacity, the annual cost would be based on 147 inmates at the Center/day.

$$\$2,750,000 \div 365 \text{ days} = \$7,534 \div 147 \text{ offenders} = \$51.25$$

Not all community options are cheap. In determining program costs MCSO loads agency and county services that support the program into the costs. When community programs are compared using similar costing techniques, MCRC cost is not out of line.

In addition, the County receives over \$400,000 in revenue to the general fund each year through room and board payments by the residents. Residents also work, pay taxes, and perform community work while at the Center. In converting inmates from tax users to tax payers, another benefit is increased responsibility for court obligations, probation fees, and family support. This latter affects one of Multnomah County's benchmark goals of reducing children living in poverty. The total paid to support families by MCRC residents in 1998 was \$506,375. While at the Center, all inmates participate in at least one group, and are enrolled in GED classes if they do not have a High School equivalency. By offender participation in Anger Control, Parenting, and by completion GED courses, the Center impacts other benchmarks like reducing domestic violence, providing competent loving adult to households, and increasing school completion. Recidivism studies also show a reduction in crime by program graduates, another benchmark. MCRC's contribution by modifying offender behavior and attitudes around identified county goals without taxing other county resources should be considered a positive impact and mitigate some of the expense of the program.

PROPOSAL TO CHANGE THE RISK LEVEL OF MCRC OFFENDERS

It's hard to aim your gun when you can't see the target...

A Pool of ACJ Violators Sit In Jail

In examining the current and past offender profile at MCRC, staff also analyzed who was not being admitted to MCRC. All sentenced offenders are theoretically eligible for the program, and on a given day there are approximately 850 sentenced offenders in the jail system.. Most notable are the sentenced or sanctioned PV holds in custody whose behavior enables them to be housed in a general housing classification. A one-day snapshot revealed the following:

PV Holds in Custody

Sent/Sanctioned w/ PV	317
-----------------------	-----

Of these:

Sent/Sanctioned PV w/ "General" Classification	244
Minus: Sent/Sanctioned PV at MCRC	(18)

Sent/Sanctioned PV "General" Class not @ MCRC 226

It is likely that Probation/Parole Violators serving sentences or sanctions in jail are higher risk than offenders sentenced from out of custody by the court and ordered to

turn themselves in to the Restitution Center. Of the 226 eligible sentenced probation violators in jail, some would have short times remaining on their sentence, "No Work Release" ordered by a revoking judge, or other circumstances that would prevent transfer to MCRC. *However, a large pool of high risk offenders still sit in jail.*

Loading MCRC with Inmates from Jail

Until October 1998, MCRC operated with a population in the high 90 percentile of staffed capacity. When the Courts are not sentencing inmates to turn themselves in to MCRC in sufficient numbers, eligible inmates at other facilities are screened and transferred until the Courts again overwhelm the Center. As the Courts fill up the Center, a waiting list of screened and accepted inmates is kept on hand at MCIJ. *If emphasis were placed on transferring inmates from jail over non-custody inmates sentenced by the court, inmates sentenced by the Courts would be placed on waiting lists, and the population would shift to a higher risk offender.* These same inmates are currently accepted by the Center, but in low numbers since the Center is often close to capacity.

Ramifications of Policy Change

- 16% of MCRC residents are mostly repetitive Drunk Drivers (sentenced for DUI or Felony DWS resulting from DUI suspension). Most enter the Center with jobs. The courts would be forced to put them in jail where they might lose employment. The option would be to sentence them to non-jail options, and many would oppose reducing consequences for drunk drivers.
- The courts favor work release for other "low risk" offenders. Losing this option for these offenders would not necessarily result in sentences to community options. In some cases the court is choosing between work release and community options as the Chair suggests. In other situations the court is choosing between work release and jail, or even work release and prison—if the inmate does not succeed on work release as a "last resort".
- Some "Low Risk" offenders who find employment, begin A&D treatment, participate in anger control or other MCRC programs, will take more work on the part of ACJ. Or, lacking anyone's efforts, they may fail supervision. Besides potentially costing the community by way of warrant service, arrest and court involvement, they may end up on higher risk caseloads. Current MCRC operation supports ACJ's ability to use less resources for many of these offenders.

Cooperation in Focusing on the Target

- When Adult Community Justice reorganized Community Supervision by extensive use of case bank for lower risk offenders and focusing more intensive supervision on higher risk offenders, they changed the type of resource needed for sanctions and revocations. Unfortunately, the change was not coordinated between ACJ, MCSO and the Courts, so that the potential impact could be examined by all of the stakeholders. There must be coordination when any department plans major operational changes.
- MCRC acts as a surrogate PO for many offenders. Once an inmate is set up to succeed by the structure and supervision of the Restitution Center, the moment of truth is their transition to probation. When MCRC deals with offenders who have short sentences and relatively low ACJ supervision risk, and Probation/Parole Officers' have busy and demanding caseloads, it is rare that a probation/parole officer participates in the planning or follow through of treatment before an offender leaves MCRC. If higher risk inmates with longer sentences supplant the current population, MCSO seeks a commitment of cooperation.
- MCSO staff have been trying to receive ICIS access for nearly a decade. This computer system contains the risk score and ACJ case notes on offender needs, programming, success and failure. Without access to history risk levels, MCSO has been hampered in participating in meaningful discussion about the level of offender in the jail, in jail programs, or at the Restitution Center.

The Sheriff's Office needs to be able to see the target, too.

ATTACHMENTS

DIAGRAM "A" EXPLANATION

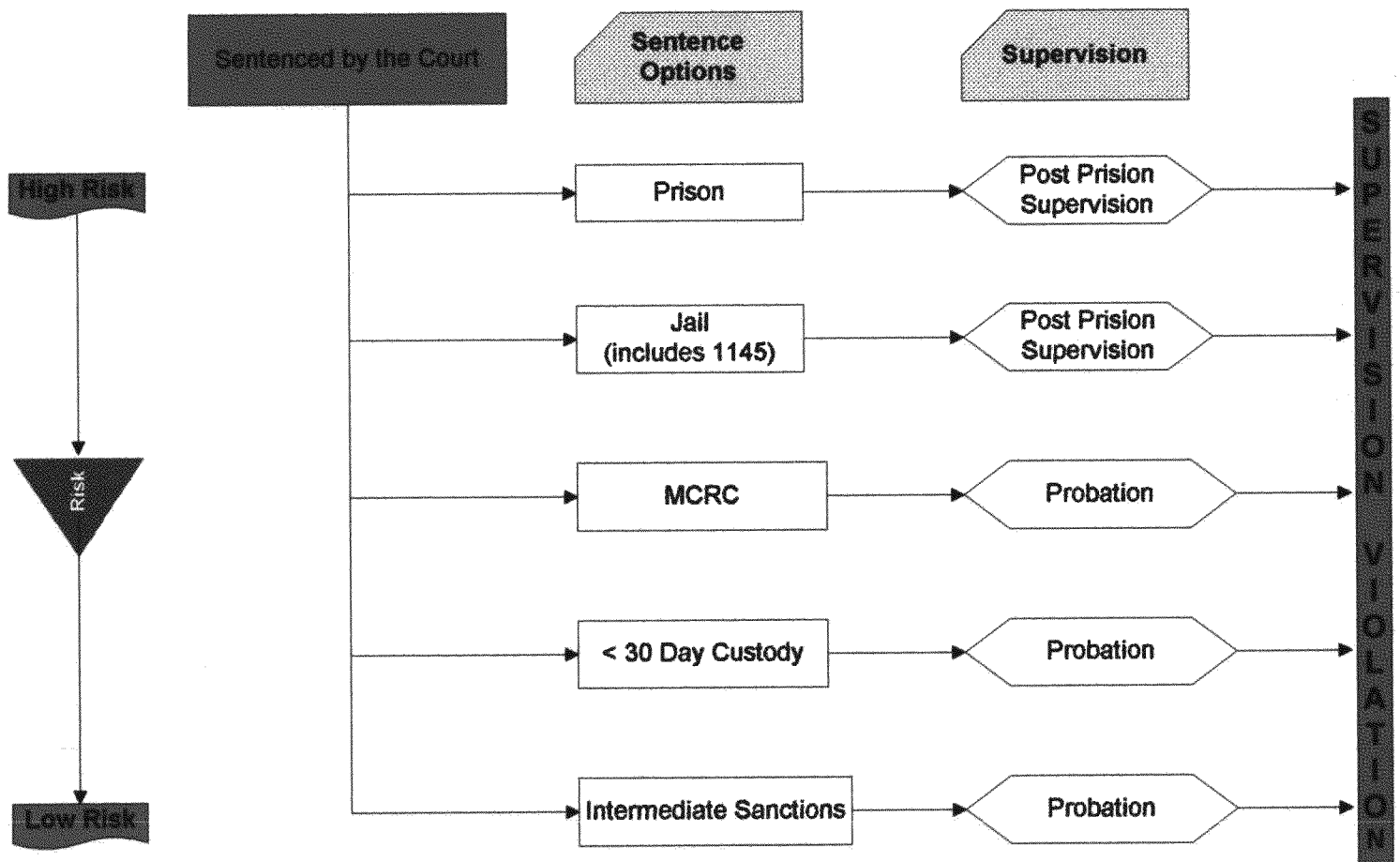
Diagram "A" illustrates one standard of risk that is applied to felony offenders at the point of sentencing by the Courts. In this diagram, the Courts exercise discretion within the limits of the law to sentence offenders according to their legally defined and perceived risk. The highest risk offenders receive prison sentences. Offenders at the next risk level receive lengthy jail sentences under SB1145. Because MCRC can receive sentences of jail and non jail units, many offenders are sentenced to this facility who could not be sentenced to jail for longer than 30 days as an initial sentence. The next level is a jail sentence of 30 days or less. The lowest risk offenders are sentenced by the Court to probation or a combination of probation and an intermediate sanction.

All sentences, regardless of seriousness or sentencing options are eventually completed, and the offender is released to community supervision. As a result, many offenders who are still considered high risk by the Courts and Community Justice are released to supervision on post prison supervision or probation after a jail sentence.

It is not until the point of violation of supervision (PV) that Community Justice has the opportunity to consider the use of MCRC as a consequence or option for treatment and transition. Since MCRC is filled primarily by new sentences by the Court, and the emphasis by the system has been on short quick sanctions, the Center is often overlooked as an option for this group of offenders.

Diagram A

The Courts and DA make the first determination of risk of and Offender
Sentencing Guidelines and various legislative acts have limited sentencing ability of the
Courts and moved criminal justice options to lower sentences.





Multnomah County Sheriff's Office

DAN NOELLE
SHERIFF

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TO: LARRY REILLY, MANAGER
PLANNING AND RESEARCH

FROM: *Larry* GARY P. SIMMONS, PROGRAM ADMINISTRATOR
MULTNOMAH COUNTY SHERIFF'S OFFICE

CC: COMMANDER JACKIE JAMIESON
LIEUTENANT ROSEMARY MORGAN

DATE: April 7, 1999

SUBJECT: PAST STATISTICS ON THE MCRC

Larry per our discussion please find the following numbers on items discussed at Tuesdays meeting. I have gone back as far as 1988, and will forward the specific statistic reports to you. If you need anything further please give me a call.

TOTAL DOLLARS TURNED INTO MCRC:

1988	\$ 255,108.00
1989	384,211.00
1990	606,238.00
1991	670,107.00
1992	612,886.00
1993	665,399.00
1994	857,191.00
1995	924,227.00
1996	1,209,232.00
1997	1,230,740.00
1998	1,310,257.00
TOTAL.....	\$8,725,596.00

TOTAL DOLLARS CONTRIBUTED TO FAMILY SUPPORT (this is monies paid by court order and monies paid directly to families):

1988	\$ 131,041.00
1989	183,598.00
1990	306,105.00
1991	231,686.00
1992	197,952.00
1993	204,890.00
1994	339,502.00
1995	345,991.00
1996	511,070.00
1997	559,523.00
1998	506,375.00
TOTAL.....	\$3,517,733.00

TOTAL RESTITUTION PAID:

1988	\$ 20,907.00
1989	21,848.00
1990	29,604.00
1991	33,175.00
1992	7,686.00
1993	17,563.00
1994	10,563.00
1995	43,973.00
1996	45,143.00
1997	45,256.00
1998	39,564.00
TOTAL.....	\$315,282.00

TOTAL ROOM AND BOARD PAID:

1988	\$ 97,217.00
1989	112,323.00
1990	180,796.00
1991	210,826.00
1992	192,973.00
1993	217,307.00
1994	277,376.00
1995	329,104.00
1996	435,438.00
1997	420,434.00
1998	414,717.00
TOTAL.....	\$2,888,511.00

TOTAL CLIENTS ADMITTED TO THE MCRC:

1988	588
1989	576
1990	710
1991	753
1992	587
1993	579
1994	883
1995	937
1996	853
1997	643
1998	829
TOTAL.....	7,938

Snapshot of MRCR Residents: May 6, 1999

- ❖ There were 153 residents

CHARGE LEVEL

- ❖ 28.1% (43) were convicted of A or B felonies. Of these were
 - ◆ 2 Person crimes
 - ◆ 2 Sex crimes
 - ◆ 29 Drug crimes
 - ◆ 10 Burglaries
 - ❖ 71.9% (108) were convicted of C felonies or Misdemeanors
 - ◆ 48.4% (72) were C felonies
 - ◆ 23.5% (36) were Misdemeanors
-

PRIMARY CRIME TYPE

- ❖ 20.9% (32) Person Crimes
 - ◆ 1 B Felony
 - ◆ 16 C Felonies
 - ◆ 13 Misdemeanors
- ❖ 6.5% (10) Sex Crimes
 - ◆ 1 A Felony
 - ◆ 1 B Felony
 - ◆ 4 C Felonies
 - ◆ 4 Misdemeanors
- ❖ 28.1% (43) Drug Crimes
 - ◆ 17 A Felonies
 - ◆ 11 B Felonies
 - ◆ 14 C Felonies
- ❖ 16.3% (25) Traffic (Including Driving While Suspended (DWS) and Driving Under the Influence (DUI))
 - ◆ 9 C Felonies
 - ◆ 16 Misdemeanors
- ❖ 24.8% (38) Burglary, Theft and Fraud
 - ◆ 8 A Felonies
 - ◆ 2 B Felonies
 - ◆ 26 C Felonies
 - ◆ 1 Misdemeanor

- ❖ 3.3% (5) Miscellaneous
 - ◆ 3 C Felonies (Contempt of Court)
 - ◆ 2 Misdemeanors (Hindering Prosecution , Criminal Mischief 2)
-

OTHER CHARGE CHARACTERISTICS

- ❖ 6 1145s
 - ◆ 3 were Parole Violators
 - ◆ 1 was a B felony
 - ◆ 4 were C felonies
 - ◆ 1 was a Misdemeanor
- ❖ 10.5% (16) Probation or Parole Violators
 - ◆ 4 Parole Violators
 - ◆ 2 B felonies and 2 C felonies
 - ◆ Robbery 2
 - ◆ Felon in Possession Firearm
 - ◆ DCS 2
 - ◆ Forgery 1
 - ◆ 12 Probation Violators
 - ◆ All C felonies or Misdemeanors
 - ◆ 3 Assault 4s
 - ◆ 1 Sex crime (Contributing to the Sexual Delinquency of a Minor)
 - ◆ 2 PCS 2
 - ◆ 5 Traffic (including 4 DUIs)
 - ◆ 1 Burglary 2

PROFILE OF SAMPLE MCRC RESIDENTS:

The following are some brief profiles of current MCRC residents.

JOHN DOE I

- ♦ Male, 30 years old.
- ♦ Booked into Multnomah County jail **9 times** since 1995.
- ♦ Current Charges:
 - PV Felon Possess Fire Arm
 - PV PCS II
- ♦ Criminal History
 - 1986 Burglary
 - 1987 Burglary
 - 1990 PCS
 - 1993 Theft I
 - 1995 PCS
 - 1996 PCS
 - 1997 Felon Possess Fire Arm
- ♦ Supervision History
 - Current PV for failing Forest Camp.
 - Has never reported to probation.
 - Failure to report and new arrest have resulted in two absconds from probation.
- ♦ ACJ Risk Level: *Medium*

Subject transferred from MCIJ to MCRC on 4/13/99. Found employment on 5/6/99.

JOHN DOE II

- ♦ Male, 33 years old
- ♦ Booked into Multnomah County jail **12 times** since 1995.
- ♦ Current Charges: DCS II (12 month SB1145 sentence), UUMV
- ♦ Criminal History
 - 1997 Burglary, Forgery, Car Theft, Tamper w Evidence, Criminal Mischief, Car Theft, Parole Violation
 - 1995: Theft I, Forgery I
- ♦ ACJ Risk Level: *Medium*

Subject is homeless. He has completed the Yamhill Secure Alcohol and Drug program and is now transitioning to community supervision through MCRC. He is currently on job search..

JOHN DOE III

- ♦ Male, 39 years old.
- ♦ Booked into Multnomah County jail **24 times** since 1987.

- ♦ Current Charges:
 - PV DCS
 - PV DCS
- ♦ Criminal History
 - Extensive police contacts and arrests for possession and sales of drugs. Includes:
 - 1994 51 months federal prison for DCS
 - 1997 5 months incarceration for PCS/DCS
- ♦ ACJ Risk Level: *High*

Subject reports that he has never held a job. Currently on job search at MCRC.

MCRC Recidivism by ACJ Risk Level for 1996 Sample Group

(Total: 100 Offenders)

Arrests two years prior to and two years post MCRC program involvement is criteria based on LEDS/NCIC reports. Warrants (post-MCRC) count as arrests.

<u>ACJ Risk Level</u>	<u># People</u>
None	11
High	10
Medium	54
Low	22
Limited	3
Total	100

There are 11 program participants with no ACJ risk level found in 1996. There are only 10 high risk level, while the bulk of those in MCRC are medium, low and limited (limited is the lowest risk level set by the Oregon Case Management System).

Out of the 100 participants above, 48% of them had no prior arrests nor post-MCRC arrests. This can be broken down by ACJ risk level at the time of MCRC participation, as seen in the table to the right. With the exception of low and limited, these numbers represent roughly 50% of the totals in each category (level) above.

<u>ACJ Risk Level</u>	<u># of People w/ No Prior or Post Arrests</u>
None	7
High	5
Medium	26
Low	7
Limited	3
Total	48

<u>ACJ Risk Level</u>	<u># of People w/ Priors, but w/o Post</u>	<u># of People w/o Priors, but w/ Post</u>
None	2	1
High	2	0
Medium	13	3
Low	4	6
Limited	0	0
Total	21	10

Best and worse case scenarios for MCRC recidivism. 21 had no arrests after MCRC (and they had had them before), and 10 had arrests after MCRC (but hadn't had them before).

- Of the six participants who had the SAME number of arrests before and after MCRC, five of them saw a decrease in severity on the whole while one remained at the same level of arrest charge severity.
- Of the 15 remaining participants who had a different number of arrests BOTH before and after MCRC (not including the above), there were 9 who had more arrests after than before (bad) and 6 who had more arrests before than after (good). However, of the nine who had more arrests post-MCRC, five of them had the same level or better of arrest charge severity.

<u>ACJ Risk Level</u> <u># of People</u>	<u># of Prior</u> <u>Arrests</u>	<u># of Post</u> <u>Arrests</u>
None (4)	4	2
High (5)	10	7
Medium (28)	40	33
Low (15)	20	18
Limited	0	0
Total	74	60

Of the 52 offenders who were arrested either before, after or both, the total number of arrests they incurred decreased from 74 to 60 after MCRC program involvement. # of People stands for those who had arrests either before, after or both (e.g. 5 high-risk level people shared 10 prior arrests and 7 post arrests).

Not only was there a decrease in the total number of arrests, but there was a decrease seen with the more severe arrest types (e.g. there were six Person Felony (1) and only two after MCRC program completion).

- 1 Person Felony
- 2 Felony Sex Offense
- 3 Drug Felony
- 4 Property Felony (including UUMV, FTA Felony)
- 5 Driving Felony (FDWS)
- 6 Misdemeanor
- 7 DUII
- 8 Probation/Parole Violation

<u>Charge Types</u> <u>by Severity</u>	<u>Prior Arrests</u>	<u>Post Arrests</u>
1	6	2
2	3	2
3	12	9
4	18	11
5	11	6
6	14	13
7	1	4
8	9	8
Warrants		5
Total	74	60

NEXT STEPS

This recidivism study is being performed in 3 steps. The first was examining a sample of 100 offenders to see if their criminal activity decreased after they completed the program. The next step will be to examine a sample of offenders from the same time period who were accepted to MCRC, but never entered the program. This control group will give even better information about the programs potential affects. The third step will be to examine these offenders in relationship to other indices of success (employment, public assistance, etc.).