

**ANNOTATED MINUTES**

*Tuesday, December 27, 1994 - 1:30 PM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland*

**PLANNING ITEM**

*Chair Beverly Stein Convened the meeting at 1:30 p.m., with Vice-Chair Tanya Collier, and Commissioners Sharron Kelley, Gary Hansen and Dan Saltzman present.*

- P-1 HVC 19-94 Review the November 16, 1994 Hearings Officer Decision, APPROVING, Subject to Conditions, a 16 Foot Front Yard Setback Variance and a 26 Foot Rear Yard Setback Variance, for Property Located at 31436 DODGE PARD BOULEVARD, GRESHAM*

**DECISION READ, NO APPEAL FILED, DECISION STANDS.**

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*Tuesday, December 27, 1994 - 1:40 PM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland*

**BOARD BRIEFING**

- B-1 Department of Community Corrections Safety Task Force. Presented by Tamara Holden.*

**TAMARA HOLDEN PRESENTATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION. SAFETY TASK FORCE MEMBERS PRESENT INTRODUCED: DUANE COLE, PAUL FRANK CARL GOODMAN, FRANK GRACE, BARB KABUS, JOANNE FULLER, AND CATHI BAIN; JEAN MILEY (NOT PRESENT). FOLLOWING PRESENTATION, BOARD CONSENSUS TO SCHEDULE ADDITIONAL BRIEFING ON ARMING ISSUE. RESOLUTION TO ACCEPT SAFETY TASK FORCE REPORT TO BE PRESENTED TO THE BOARD AT A LATER DATE.**

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*Tuesday, December 27, 1994 - 2:40 PM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland*

**WORK SESSION**

**WS-1 Board and Managers Discussion on the 1994-95 Mid-Year Performance Report; Review Status of Current Year Action Plans and Key Results Measures; and Updates on 3-6 High Priority Action Plans, for the Following:**

**2:40 - 3:10 Portland-Multnomah Progress Board**

**PAMELA WEV PRESENTATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION.**

**3:10 - 3:40 Metropolitan Human Rights Commission**

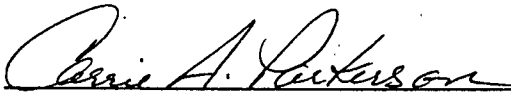
**HELEN CHEEK PRESENTATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION.**

**3:40 - 4:10 Multnomah Commission on Children and Families**

**PRESENTATION TO BE RESCHEDULED.**

*There being no further business, the meeting was adjourned at 4:00 p.m.*

**OFFICE OF THE BOARD CLERK  
for MULTNOMAH COUNTY, OREGON**

  
**Carrie A. Parkerson**

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**Thursday, December 29, 1994 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland**

**REGULAR MEETING**

*Chair Beverly Stein Convened the meeting at 9:30 a.m., with Vice-Chair Tanya Collier, and Commissioners Sharron Kelley, Gary Hansen and Dan Saltzman present.*

**CONSENT CALENDAR**

**UPON MOTION OF COMMISSIONER KELLEY,  
SECONDED BY COMMISSIONER COLLIER, THE  
CONSENT CALENDAR (ITEMS C-1 THROUGH C-13)  
WAS UNANIMOUSLY APPROVED.**

**COMMUNITY AND FAMILY SERVICES DIVISION**

- C-1 *RESOLUTION in the Matter of Authorizing Designees of the Mental Health Program Director to Direct a Peace Officer to Take an Allegedly Mentally Ill Person into Custody*

**RESOLUTION 94-250.**

**NON-DEPARTMENTAL**

- C-2 *In the Matter of the Appointments of the Following People: GREG HASTINGS, PAUL POTTER and TERI LYNN MANSELLE to the DUII Community Advisory Board; PETER READER, SCOTT LEIBENGUTH, JERRY PENK and MARY SCHWOERFFERMAN to the Non-Departmental Citizen Budget Advisory Committee; CHRISTOPHER EYKAMP, MARK JONES and WINZEL HAMILTON to the Environmental Services Citizen Budget Advisory Committee; ROBERT WILEY, MARGARET BOYLES and MARK CVETKO to the Sheriff's Office Citizen Budget Advisory Committee; IRWIN MANDEL, DICK WEGNER and SARA LAMB to the District Attorney Citizen Budget Advisory Committee; ED LYLE to the Citizens Involvement Committee; PAT BOZANICH and RICHARD POMEROY to the Community Corrections Citizen Budget Advisory Committee; and JANE GORDON to the Community & Family Services Citizen Budget Advisory Committee*

**CORRECTION NOTED: WINZEL HAMILTON  
APPOINTED TO THE DISTRICT ATTORNEY CITIZEN  
BUDGET ADVISORY COMMITTEE.**

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

- C-3 *Ratification of Amendment No. 1 to Intergovernmental Agreement, Contract #301314, between the City of Troutdale and Multnomah County to Add a Non-Appropriation Clause the Agreement for Improvements of SE Stark at SE 282 Avenue/SE Evans Road, Effective Upon Execution through July 1, 1996*
- C-4 *ORDER in the Matter of the Execution of Deed D951142 Upon Complete Performance of a Contract to DARRELL B. McBRAYER*

**ORDER 94-251.**

- C-5 *ORDER in the Matter of the Execution of Deed D951143 Upon Complete Performance of a Contract to CHARLES L. WILLIAMS & LESLEE WILLIAMS, HUSBAND AND WIFE*

**ORDER 94-252.**

- C-6 *ORDER in the Matter of the Execution of Deed D951144 for Certain Tax Acquired Property to SUSAN N. OLIVER*

**ORDER 94-253.**

- C-7      *ORDER in the Matter of the Execution of Deed D951145 for Certain Tax Acquired Property to JAMES L. CASEY and JANET M. CASEY*

**ORDER 94-254.**

- C-8      *ORDER in the Matter of the Execution of Deed D951146 for Certain Tax Acquired Property to JAMES L. CASEY and JANET M. CASEY*

**ORDER 94-255.**

- C-9      *ORDER in the Matter of the Execution of Deed D951147 for Certain Tax Acquired Property to JAMES L. CASEY and JANET M. CASEY*

**ORDER 94-256.**

- C-10     *ORDER in the Matter of the Execution of Deed D951149 Upon Complete Performance of a Contract to G. SIMPSON*

**ORDER 94-257.**

- C-11     *ORDER in the Matter of the Execution of Deed D951150 Upon Complete Performance of a Contract to TERRY O'NEIL*

**ORDER 94-258.**

- C-12     *ORDER in the Matter of the Execution of Deed D951151 for Certain Tax Acquired Property to LOUELL MOTLEY*

**ORDER 94-259.**

- C-13     *ORDER in the Matter of the Execution of Deed D951152 for Certain Tax Acquired Property to CARL D. NELSON*

**ORDER 94-260.**

**REGULAR AGENDA**

**AT THE REQUEST OF CHAIR STEIN, ITEM R-1 WAS  
MOVED TO THE END OF THE REGULAR AGENDA.**

**NON-DEPARTMENTAL**

- R-2      *Second Reading and Possible Adoption of a Proposed ORDINANCE Amending Ordinance No. 792, in Order to Add, Delete and Revise Exempt Pay Ranges*

**PROPOSED ORDINANCE READ BY TITLE ONLY. COPIES AVAILABLE. COMMISSIONER KELLEY MOVED AND COMMISSIONER COLLIER SECONDED, APPROVAL OF THE SECOND READING AND ADOPTION. NO ONE WISHED TO TESTIFY. ORDINANCE NO. 809 WAS UNANIMOUSLY APPROVED.**

- R-3**      *Ratification of an Intergovernmental Agreement, Contract #500335, between Multnomah County Affirmative Action Office and the State of Oregon's Vocational Rehabilitation Division; and the Commission for the Blind to Develop a Partnership where County Employees will have an Opportunity to Interact with Persons with Disabilities in a Work Setting, and to Provide Persons with Disabilities an Opportunity to Explore the Labor Market through Contact with County Employees. Effective January 1, 1995 through December 31, 1995*

**COMMISSIONER SALTZMAN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-3. AGREEMENT WAS UNANIMOUSLY APPROVED.**

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

- R-4**      *PUBLIC HEARING and ORDER in the Matter of Offering to Surrender Jurisdiction to the City of Portland All County Roads Within the Areas Annexed to the City of Portland Effective June 30, 1994*

**COMMISSIONER COLLIER MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-4. BOB PEARSON PRESENTED EXPLANATION AND RESPONSE TO BOARD QUESTIONS. PUBLIC HEARING HELD. JIM WORTHINGTON PRESENTED TESTIMONY IN FAVOR OF TRANSFER. ORDER 94-262 WAS UNANIMOUSLY APPROVED.**

**DISTRICT ATTORNEY'S OFFICE**

- R-5**      *Ratification of Intergovernmental Agreement, Contract #700025, between Children Services Division (CSD) and Multnomah County District Attorney's Office with Funding from the Child Abuse Multidisciplinary Intervention (CAMI) Grant to Provide Funding for 1.0 FTE CSD Protective Services Worker to be Located at the Portland School Police Office, Effective January 1, 1995 through December 31, 1995*

**COMMISSIONER KELLEY MOVED AND COMMISSIONER SALTZMAN SECONDED, APPROVAL OF R-5. KELLY BACON PRESENTED EXPLANATION**

**AND RESPONSE TO BOARD QUESTIONS FOR ITEMS  
R-5, R-6, R-7 AND R-8. AGREEMENT WAS  
UNANIMOUSLY APPROVED.**

- R-6**      *Ratification of Intergovernmental Agreement, Contract #700035, between the City of Portland and Multnomah County District Attorney's Office with Funding from the Child Abuse Multidisciplinary Intervention (CAMI) Grant to Provide for Portland Police Bureau Detectives Overtime on Evenings and Weekends to Respond to Child Abuse Referrals and Investigations, Effective January 1, 1995 through December 31, 1995*

**COMMISSIONER KELLEY MOVED AND  
COMMISSIONER SALTZMAN SECONDED, APPROVAL  
OF R-6. AGREEMENT WAS UNANIMOUSLY  
APPROVED.**

- R-7**      *Ratification of Intergovernmental Agreement, Contract #700045, between the City of Gresham and Multnomah County District Attorney's Office with Funding from the Child Abuse Multidisciplinary Intervention (CAMI) Grant to Provide \$53,904 to the Gresham Police Department to Pay for 1.0 FTE Police Investigator Assigned and Located at the Child Abuse Team (CAT), Effective January 1, 1995 through December 31, 1995*

**COMMISSIONER KELLEY MOVED AND  
COMMISSIONER SALTZMAN SECONDED, APPROVAL  
OF R-6. AGREEMENT WAS UNANIMOUSLY  
APPROVED.**

- R-8**      *Budget Modification DA #11 for the Appropriation of the Child Abuse Multidisciplinary Intervention (CAMI) Grant which Adds \$230,486 to the District Attorney's Budget*

**COMMISSIONER KELLEY MOVED AND  
COMMISSIONER SALTZMAN SECONDED, APPROVAL  
OF R-8. MODIFICATION WAS UNANIMOUSLY  
APPROVED.**

**PUBLIC COMMENT**

- R-9**      *Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.*

**NONE.**

**NON-DEPARTMENTAL**

- R-1**      *PROCLAMATION in the Matter of Recognizing the Service and Contributions*

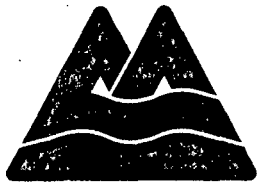
*of Retiring Officers of the Multnomah County Sheriff's Office*

**COMMISSIONER KELLEY MOVED AND COMMISSIONER COLLIER SECONDED, APPROVAL OF R-1. PROCLAMATION 94-261 WAS UNANIMOUSLY APPROVED. THE BOARD PRESENTED AWARDS AND PROCLAMATIONS TO SHERIFF ROBERT SKIPPER, CAPTAIN HAROLD AMIDON, CHIEF DEPUTY RANDY AMUNDSON, DEPUTY SERGEANT RUSS BOEHMER, DEPUTY LIEUTENANT KIRBY BROUILLARD, DEPUTY STEVE CRAMPTON, DEPUTY FRANK HANNA, DEPUTY LEE HOUSTON, CAPTAIN BUD JOHNSON, DEPUTY BILL RISTAU, CHIEF DEPUTY JOHN SCHWEITZER, and DEPUTY BOB ZION. AND THOSE NOT PRESENT; UNDER SHERIFF CHUCK FESSLER, DEPUTY DENNIS CARMODY AND DEPUTY ART ZEHNER. CHAIR STEIN, ON BEHALF OF THE BOARD, CONGRATULATED THE DEPUTIES AND THEIR FAMILIES FOR THE YEARS OF PUBLIC SAFETY SERVICES PROVIDED AND VERY PROUD OF EACH ONE. CHIEF DEPUTY TOM SLYTER ON BEHALF OF SHERIFF JOHN BUNNELL AND THE ENTIRE SHERIFF'S OFFICE STAFF, EXTENDED APPRECIATION FOR THE GUIDANCE, EDUCATION AND LAYING OF THE FIRM FOUNDATION FOR THE BEST SHERIFF'S OFFICE IN THE COUNTRY. ALL WERE WISHED WELL AND BEST OF LUCK IN THEIR RETIREMENT. ALSO, RETIRING IS DEPUTY LEE HOUSTON'S DOG, "ROCKY".**

*There being no further business, the meeting was adjourned at 9:55 a.m.*

OFFICE OF THE BOARD CLERK  
of MULTNOMAH COUNTY, OREGON

  
Carrie A. Parkerson



# MULTNOMAH COUNTY OREGON

OFFICE OF THE BOARD CLERK  
SUITE 1510, PORTLAND BUILDING  
1120 S.W. FIFTH AVENUE  
PORTLAND, OREGON 97204

BOARD OF COUNTY COMMISSIONERS		
BEVERLY STEIN •	CHAIR	• 248-3308
DAN SALTZMAN •	DISTRICT 1	• 248-5220
GARY HANSEN •	DISTRICT 2	• 248-5219
TANYA COLLIER •	DISTRICT 3	• 248-5217
SHARRON KELLEY •	DISTRICT 4	• 248-5213
CLERK'S OFFICE •	248-3277	• 248-5222

## AGENDA

### MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

#### FOR THE WEEK OF

#### DECEMBER 26, 1994 - DECEMBER 30, 1994

*Monday, December 26, 1994 - CHRISTMAS HOLIDAY - OFFICES CLOSED*

*Tuesday, December 27, 1994 - 1:30 PM - Planning Item . . . . . Page 2*

*Tuesday, December 27, 1994 - 1:40 PM - Board Briefing . . . . . Page 2*

*Tuesday, December 27, 1994 - 2:40 PM - Work Session . . . . . Page 2*

*Thursday, December 29, 1994 - 9:30 AM - Regular Meeting . . . . . Page 2*

*Thursday Meetings of the Multnomah County Board of Commissioners are taped and can be seen by Paragon Cable subscribers at the following times:*

*Thursday, 6:00 PM, Channel 30*

*Friday, 10:00 PM, Channel 30*

*Saturday, 12:30 PM, Channel 30*

*Sunday, 1:00 PM, Channel 30*

**INDIVIDUALS WITH DISABILITIES MAY CALL THE OFFICE OF THE BOARD CLERK AT 248-3277 OR 248-5222, OR MULTNOMAH COUNTY TDD PHONE 248-5040, FOR INFORMATION ON AVAILABLE SERVICES AND ACCESSIBILITY.**



*Tuesday, December 27, 1994 - 1:30 PM  
Multnomah County Courthouse, Room 602  
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**PLANNING ITEM**

- P-1      HVC 19-94      Review the November 16, 1994 Hearings Officer Decision, APPROVING, Subject to Conditions, a 16 Foot Front Yard Setback Variance and a 26 Foot Rear Yard Setback Variance, for Property Located at 31436 DODGE PARD BOULEVARD, GRESHAM*
- 

*Tuesday, December 27, 1994 - 1:40 PM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland*

**BOARD BRIEFING**

- B-1      Department of Community Corrections Safety Task Force. Presented by Cary Harkaway. 1 HOUR REQUESTED.*
- 

*Tuesday, December 27, 1994 - 2:40 PM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland*

**WORK SESSION**

- WS-1      Board and Managers Discussion on the 1994-95 Mid-Year Performance Report; Review Status of Current Year Action Plans and Key Results Measures; and Updates on 3-6 High Priority Action Plans, for the Following:*

*2:40 - 3:10      Portland-Multnomah Progress Board  
3:10 - 3:40      Metropolitan Human Rights Commission  
3:40 - 4:10      Multnomah Commission on Children and Families*

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*Thursday, December 29, 1994 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland*

**REGULAR MEETING**

**CONSENT CALENDAR**

**COMMUNITY AND FAMILY SERVICES DIVISION**

- C-1      RESOLUTION in the Matter of Authorizing Designees of the Mental Health*

*Program Director to Direct a Peace Officer to Take an Allegedly Mentally Ill Person into Custody*

**NON-DEPARTMENTAL**

- C-2      *In the Matter of the Appointments of the Following People: GREG HASTINGS, PAUL POTTER and TERI LYNN MANSELLE to the DUII Community Advisory Board; PETER READER, SCOTT LEIBENGUTH, JERRY PENK and MARY SCHWOERFFERMAN to the Non-Departmental Citizen Budget Advisory Committee; CHRISTOPHER EYKAMP, MARK JONES and WINZEL HAMILTON to the Environmental Services Citizen Budget Advisory Committee; ROBERT WILEY, MARGARET BOYLES and MARK CVETKO to the Sheriff's Office Citizen Budget Advisory Committee; IRWIN MANDEL, DICK WEGNER and SARA LAMB to the District Attorney Citizen Budget Advisory Committee; ED LYLE to the Citizens Involvement Committee; PAT BOZANICH and RICHARD POMEROY to the Community Corrections Citizen Budget Advisory Committee; and JANE GORDON to the Community & Family Services Citizen Budget Advisory Committee*

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

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- C-13      *ORDER in the Matter of the Execution of Deed D951152 for Certain Tax Acquired Property to CARL D. NELSON*

**REGULAR AGENDA**

**NON-DEPARTMENTAL**

- R-1      *PROCLAMATION in the Matter of Recognizing the Service and Contributions of Retiring Officers of the Multnomah County Sheriff's Office*
- R-2      *Second Reading and Possible Adoption of a Proposed ORDINANCE Amending Ordinance No. 792, in Order to Add, Delete and Revise Exempt Pay Ranges*
- R-3      *Ratification of an Intergovernmental Agreement, Contract #500335, between Multnomah County Affirmative Action Office and the State of Oregon's Vocational Rehabilitation Division; and the Commission for the Blind to Develop a Partnership where County Employees will have an Opportunity to Interact with Persons with Disabilities in a Work Setting, and to Provide Persons with Disabilities an Opportunity to Explore the Labor Market through Contact with County Employees. Effective January 1, 1995 through December 31, 1995*

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

- R-4      *ORDER in the Matter of Offering to Surrender Jurisdiction to the City of Portland All County Roads Within the Areas Annexed to the City of Portland Effective June 30, 1994*

**DISTRICT ATTORNEY'S OFFICE**

- R-5      *Ratification of Intergovernmental Agreement, Contract #700025, between Children Services Division (CSD) and Multnomah County District Attorney's Office with Funding from the Child Abuse Multidisciplinary Intervention (CAMI) Grant to Provide Funding for 1.0 FTE CSD Protective Services Worker to be Located at the Portland School Police Office, Effective January 1, 1995 through December 31, 1995*
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*the City of Portland and Multnomah County District Attorney's Office with Funding from the Child Abuse Multidisciplinary Intervention (CAMI) Grant to Provide for Portland Police Bureau Detectives Overtime on Evenings and Weekends to Respond to Child Abuse Referrals and Investigations, Effective January 1, 1995 through December 31, 1995*

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- R-8      *Budget Modification DA #11 for the Appropriation of the Child Abuse Multidisciplinary Intervention (CAMI) Grant which Adds \$230,486 to the District Attorney's Budget*

**PUBLIC COMMENT**

- R-9      *Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.*

MEETING DATE: DEC 27 1994

AGENDA NO: B-1

(Above Space for Bard Clerk's Use ONLY)

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AGENDA PLACEMENT FORM

SUBJECT: DCC Continuum of Safety Task Force Report

BOARD BRIEFING Date Requested: December 27, 1994

Amount of Time Needed: 1 hour

REGULAR MEETING: Date Requested: \_\_\_\_\_

Amount of Time Needed: \_\_\_\_\_

DEPARTMENT: DCC DIVISION: \_\_\_\_\_

CONTACT: Cary Harkaway TELEPHONE #: 248-3039

PERSON(S) MAKING PRESENTATION: M. Tamara Holden

ACTION REQUESTED:

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

**SUMMARY** (Statement of rationale for action requested, personnel and fiscal/budgetary impacts, if applicable):

*Briefing on the process, findings, and recommendations of the continuum of Safety Task Force.*

SIGNATURES REQUIRED:

ELECTED OFFICIAL: \_\_\_\_\_

OR

DEPARTMENT MANAGER: Cary Harkaway

**ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES**

Any Questions: Call the Office of the Board Clerk 248-3277/248-5222

1994 DEC 20 PM 2:14  
MULTIOMAH COUNTY  
OREGON  
BOARD OF  
COUNTY COMMISSIONERS



MULTNOMAH COUNTY DEPARTMENT OF  
COMMUNITY CORRECTIONS

M E M O R A N D U M

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TO: Board of County Commissioners

FROM: Cary Harkaway *Cary*  
Deputy Director

DATE: December 16, 1994

SUBJECT: Briefing on Continuum of Safety and Task Force

REQUESTED PLACEMENT DATE: December 27, 1994

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I. **Action Requested**  
None. Briefing Only

II. **Background**  
The Task Force was created by DCC in December 1993 to address all aspects of safety. Members met weekly and spent many additional hours reading relevant literature. The Task Force was chaired by Jean Miley, Risk Manager for the County, and coordinated by Joanne Fuller, DCC Mid-County District Manager. The Task Force report identified several problem areas and offered the department a number of policy options and recommendations which will guide on-going safety planning.

III. **Financial Impact**  
For 1994-95, DCC budgeted funds consistent with several of the Task Force's emerging recommendations. The department plans to budget sufficient funds in 1995-96 to implement most of the remaining recommendations.

IV. **Legal Issues**  
The Department is obliged to address the safety issues brought to its attention. Toward that objective, the Task Force was chartered and a safety coordinator selected.

V. **Controversial Issues**  
The Task Force considered various alternatives relative to arming

probation and parole officers. There are strongly held positions and rational arguments in support of every alternative. There is very little formal data available which would lead to a clear conclusion that one alternative is more appropriate than the others.

**VI. Link to Current county Policies**

DCC's efforts to improve staff safety are consistent with the County's goal for a healthy and productive workforce.

**VII. Citizen Participation**

The Community Corrections Advisory Committee has been briefed on the work of the Task Force and our safety improvements.

**VIII. Other Government Participation**

The Task Force drew upon the resources of County Risk Management, Facilities and Property Management, Employee Services, Labor Relations, County Counsel, the Sheriff's Office, the Library, and the Oregon Department of Corrections.

*Board Briefing*  
*12-27-94*  
*Handout #1*  
*B-1*



# MULTNOMAH COUNTY OREGON

## DEPARTMENT OF COMMUNITY CORRECTIONS

### Report of the Continuum of Safety Task Force

July 1994





# Multnomah County Oregon Department of Community Corrections

## Report of the Continuum of Safety Task Force

### Members:

Cathi Bain  
Duane Cole  
Paul Frank  
Joanne Fuller  
Carl Goodman  
Frank Grace  
Janet Hendry  
Barb Kabus  
Jean Miley

July 1994

# MULTNOMAH COUNTY OREGON

## Board of County Commissioners

Beverly Stein, Chair

Tanya Collier

Gary Hansen

Sharron Kelley

Dan Saltzman

Department of Community Corrections  
M. Tamara Holden, Director

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## EXECUTIVE SUMMARY

The Continuum of Safety Task Force was formed by the Multnomah County Department of Community Corrections and endorsed by the Board of County Commissioners to review and make recommendations to address the entire spectrum of safety issues important to the Department. The task force was comprised of a cross section of Department of Community Corrections employees and chaired by the Multnomah County Risk Manager.

After a comprehensive review of Department specific and industry data, the task force identified issues that impede safety in the workplace. The task force proposes recommendations in several areas:

- a consistent approach to staff safety
- policies and procedures
- interrelationship of safety and workload
- training
- work sites and site safety committees
- safety equipment
- arresting and transporting offenders, searches
- arming for probation/parole officers
- incident reports
- critical incident response
- ergonomics

The task force recommends that the Department create a consistent framework for institutionalizing staff safety. This framework would be created through strong management commitment, complete and up-to-date policies and procedures, comprehensive staff training, a Department safety coordinator, active site safety committees, oversight by a Department-wide safety committee and staff commitment to safety.

One of the most important issues discussed by the task force was the relationship between workload and staff safety. While analysis of workload was outside the scope of the task force charter, the task force believes that workload issues must be addressed in order to improve staff safety.

The task force addressed the issue of arming probation/parole officers. The task force deliberated extensively on this highly emotional matter. The task force recommends optional arming for all probation/parole officers with mandatory arming for some units and mandatory arming for newly hired probation/parole officers.

Safety issues at worksites affect large numbers of employees. The task force recommends improvements in security and site safety at existing sites and the development of an ideal model for siting future worksites.

Employee training is a key element of the task force's recommendations. Training gives employees the awareness necessary to assess safety risks and the skills and confidence to respond appropriately to prevent injury to themselves or others.

The task force recognizes that the implementation of these recommendations will take time and other resources. The task force believes strongly that the process of implementation must begin soon to take advantage of the momentum and employee enthusiasm created by the task force process. Accordingly, the task force recommends the first year of implementation be prioritized as follows:

By December 31, 1994:

- Appoint the safety coordinator
- Appoint the Department-wide safety committee
- Revitalize the work site safety committees
- Purchase chairs, asp batons, vests, and other safety equipment
- Purchase new cars
- Create and issue policies and procedures for Department activities excluding those which are program specific

By March 31, 1995:

- Develop training curriculum
- Develop criteria for and identification of units to be mandatorily armed
- Develop forms and procedures for incident reporting
- Develop policies and procedures for arming

By September 30, 1995:

- Implement the first stages of the arming policy
- Complete program-specific policies and procedures

## **ACKNOWLEDGEMENTS**

The task force members greatly appreciate the support and assistance they received from a variety of people during the course of their work. The staff, supervisors, managers, and safety committees of the Multnomah County Department of Community Corrections gave thoughtful consideration and reactions to the issues being debated by the task force, which gave the recommendations more integrity. In addition, several Department staff and managers made valuable individual contributions by making presentations to the task force on specific subjects. The task force also appreciates the patience and understanding of those within the Department who accommodated the task force's lengthy process.

The staff of other County agencies, including Facilities and Property Management, Employee Services, Labor Relations, County Counsel's Office, the Sheriff's Office, and the Library, provided information and consultation generously. Staff of the State of Oregon Department of Corrections provided valuable insight and data about the programs run by the State prior to 1991.

The task force also gratefully acknowledges the many hours committed by Helen Smith of the Risk Management Office and Karen Rhein of the Department of Community Corrections Administration in the task force deliberations and compilation of this report.

The task force report was skillfully drafted and redrafted by Joanne Fuller to accurately reflect task force discussions and concerns. Her patience and persistence with writing the report and her coordination of much of the research for the task force were invaluable.

The task force appreciates the important services provided by Jan Thenell, who edited the report, and Lori Baumgartner, who revised and reformatted the report many times; their willing assistance allowed the final product to be a professional one.

The task force thanks M. Tamara Holden, Director of the Department of Community Corrections, for appointing this task force and supporting its long deliberative process. The task force looks forward to working with her to support improvements to the Department safety program.

**MULTNOMAH COUNTY  
DEPARTMENT OF COMMUNITY CORRECTIONS  
CONTINUUM OF SAFETY TASK FORCE  
REPORT ON STAFF SAFETY**

**INTRODUCTION**

The Continuum of Safety Task Force was formed by the Multnomah County Department of Community Corrections and endorsed by the Board of County Commissioners, to review and make recommendations about the entire spectrum of safety issues important to the Department of Community Corrections. In making these recommendations, the task force was not asked to address possible liability, labor negotiations, personnel management nor political issues that may arise out of the implementation of the findings of this report. The task force members recognize that implementing these recommendations will have significant costs in time and money. The costs of implementing new safety practices must always be weighed against the cost of injuries that might result from not implementing safety practices.

The members thank the Board of County Commissioners and the Director of the Department for creating the task force in order to begin the process of improving safety throughout our Department. Appointing the task force was an important first step and task force members hope that their work will be continued through implementation of the recommendations contained within this report. All staff of the Department must now take a renewed interest in safety. A culture of safety must be created within the agency that permeates every activity within our organization, beginning at the top. This report is a major step in the long process of implementing safety measures and creating the needed culture of safety within the Department.



## **TASK FORCE OBJECTIVES**

When the task force was appointed, the following objectives were provided for our work:

- o Review products from past committee endeavors, documents prepared regarding safety issues, relevant research materials and information provided orally from content experts.
- o Participate in a comprehensive risk management assessment process to properly identify priorities.
- o Provide written recommended policies and procedures for implementation within the Department of Community Corrections.

## **PROCESS**

Task force members were appointed by the Department Director to provide perspectives from all levels of the Department staff, most of the classification categories and programmatic entities. Membership reflects a cross section of viewpoints and expertise in the area of employee safety. Members were selected based on their expertise, knowledge and commitment to a quality product. Members did not represent a particular segment of the Department nor a particular work group. Each member participated in formulating recommendations based on his/her expertise and experience (see Appendix E).

The task force was chaired by the Multnomah County Risk Manager. Task force members were advised in their process by a variety of experts from different functions within Multnomah County, including County Counsel, Labor Relations, Facilities and Property Management and Health Promotion. Task force members collected information from a variety of sources including Clackamas, Washington, Deschutes, and Marion counties, the State of Oregon Risk Management Division, the State of Oregon Department of Corrections (DOC), the National Institute of Corrections, and the State of California.

The task force met weekly from December 1993 through July 1994, for four hours per week with an additional minimum of two to four hours of reading and/or sub-group work per week. Task force members demonstrated a strong commitment to identifying safety risks within the Department and to making recommendations which address all possible areas within the given time frame.

## GROUP CONSENSUS

The group sought to reach consensus in providing the recommendations contained in this report. While this process was time-consuming, the decisions reached by consensus resulted in a product each member of the task force has endorsed.

## RESEARCH AND DATA COLLECTION

- o The task force examined the 1989 Oregon Occupational Safety and Health Agency (OR-OSHA) citation of the State of Oregon Department of Corrections for safety conditions in probation/parole branches in Multnomah County. Members met with representatives of site safety committees at each Department site to review the areas where the Department has remedied issues cited by OSHA and areas that are still unaddressed.
- o The task force reviewed all available data on safety risks in community corrections. In particular, the task force reviewed on-the-job injury information from Multnomah County Risk Management and the State of Oregon Risk Management data for the Department of Corrections probation/parole offices in Multnomah County prior to July 1991. The task force reviewed previous committee recommendations from several Multnomah County Department of Community Corrections and State of Oregon Department of Corrections groups that met from 1989 to the present. The task force collected information regarding the role of probation/parole officers and the protective equipment provided to these officers from all counties in Oregon, most western states and several other locales around the country. (See Appendix A for bibliography.)
- o The task force found two documents particularly helpful in developing recommendations: the National Institute of Corrections monograph, "New Approaches to Staff Safety" by Robert L. Thornton and John H. Shireman, 1993 (95 pages); and the National Institute of Corrections monograph, "Worker Safety in Probation and Parole" by William H. Parsonage, 1990 (74 pages). As the Department proceeds to implement the recommendations in this report, staff can refer to these documents for information on national safety resources and resource people.
- o The task force sought information from Department site safety committee chairs in order to identify safety concerns at specific sites within the Department. As the task force reached some tentative recommendations, members met with interested staff at each work site, reviewed the

recommendations with staff and collected staff comments and concerns regarding the tentative recommendations. The task force used this information to develop safety recommendations for each job classification.

- o The task force examined the on-the-job risks present for each classification of employee, taking into consideration all information collected. Utilizing a risk management model, these risks were laid out on a matrix, cross-referencing the frequency of the risk with the potential severity of the loss. This matrix, the information collected from work sites and other sources, and the experience of task force members served as the basis for the following recommendations.

The task force did not evaluate the various functions of different job classifications nor did the task force make recommendations about the appropriateness of job responsibilities. The task force also did not evaluate laws or County-wide policies that might impact safety.

## **DEPARTMENT HISTORY AND FUNCTIONS**

Prior to July 1991, the supervision of and services to offenders in Multnomah County were the responsibility of two organizations: the Multnomah County Department of Community Corrections (formerly Department of Justice Services) and the State of Oregon Department of Corrections, Field Services.

Multnomah County provided treatment and sanction services for offenders and supervised approximately 1,200 offenders on misdemeanor probation/parole. The Department employed approximately 110 staff, including 24 probation/parole officers, and contracted for services with community organizations.

The State was responsible for supervision of 8,600 offenders on felony probation/parole and providing pre-sentence investigations for judges in Multnomah County. The State employed approximately 131 staff including 97 probation/parole officers.

In July 1991, under Option 1 of the State of Oregon Community Corrections Act (ORS 423.500 to 423.560), Multnomah County opted to assume full responsibility for the local community corrections program. The Department now provides an array of probation/parole supervision, treatment and sanction services targeting offenders referred by the courts and Parole Board.

As of June 30, 1994, there were approximately 285 budgeted employee positions in the Department, including 125 probation/parole officer positions, in addition to counseling, program, support and management personnel. At any given time during this fiscal year, up to ten percent of the probation/parole officer positions have been vacant and/or filled with temporary employees. The organizational structure reflects a geographically decentralized delivery of services. Services are currently provided at 15 locations.

## SIGNIFICANT CHANGES IN DEPARTMENT FUNCTIONS

Over the last three years, the Department has undergone many significant changes. The scope and pace of change continue to have an impact on all staff. Many of these changes were imposed by the Legislature, the Oregon Department of Corrections or Multnomah County. These changes include the assumption of full responsibility for community corrections in Multnomah County, creation of structured sanctions, and automation of some probation/parole functions.

Structured sanctions is a statewide effort to: maximize the effectiveness of probation/parole officers by authorizing them to administer immediate sanctions up to and including jail; develop a range of intermediate sanction options in each county; and reduce the number of commitments to prison. Under structured sanctions, probation/parole officers can send offenders who violate conditions of their probation/parole to jail or to programs such as work crews and the work release center.

Effective September 1, 1993, by legislative mandate (1993 Oregon Laws, Chapter 680), community corrections organizations are responsible for imposing local sanctions on offenders who violate the conditions of probation with similar administrative rules for parole violators.

The Department's intergovernmental agreement with the Oregon Department of Corrections for this biennium requires that the County reduce commitments for technical probation and parole violations by 50 percent. Technical violations include violations of the conditions of probation/parole, such as no drinking orders, and include new criminal behavior that has not yet been adjudicated. To accomplish this, the Department is in the process of implementing several new community-based sanction programs: Intensive Case Management, Day Reporting Center, Drug Return Offender Program (immediate sanction for positive drug test), and Work Release/Probation/Parole Violation Center. Structured sanctions change the way staff work with offenders and respond to noncompliant behavior.

While adjusting to the structural and functional changes described above, the Department has been working closely with the Oregon Department of Corrections to implement a consistent statewide automated case management system known as ISIS.

This project includes a number of components including electronic case files, electronic mail, offender fee tracking, intake assessment and referral, community resource directories, program evaluation and management reporting. The scope of this project has required the Department to develop and allocate resources for system design, technical assistance, equipment and training. This has been a huge change for many staff who are not familiar with computers and now must integrate the use of a computer into their daily activities.

## DEPARTMENT PROGRAMS

### Probation/Parole Model

The Department's probation/parole model provides for supervision of offenders through office visits, unannounced home/field contacts, contacts with offenders' families, and contacts with other agencies. All Department staff work with a variety of criminal justice and treatment agencies in order to monitor offender behavior and develop strategies to address this behavior.

Probation/parole officers arrest offenders who violate the conditions of their probation/parole. Arrests occur both in the office and in the community. Officers also impose structured sanctions upon offenders who are found in violation of their probation/parole. These sanctions include jail custody, work release programs, community service, increased levels of supervision and recommendation of revocation of probation/parole. While most probation/parole officers in the Department provide supervision to a mixed caseload of offenders, some officers have specialized caseloads.

The supervision of offenders on probation/parole is divided into high, medium, low, and limited risk based upon the offender's classification which is based on his/her assessed risk to re-offend. Of the 11,000 offenders on probation/parole as of June 30, 1994, 19 percent are supervised as high risk, 32 percent as medium risk, 49 percent as low and limited risk.

## Other Department Programs

Programs, sanctions and services provided by the Department are diverse to meet the individual needs of offenders and are as follows:

- o *Alcohol and Drug Evaluation Unit* provides approximately 580 evaluations annually of offenders on probation/parole. Evaluations include assessment of alcohol and drug history, mental health history, psycho-social, family history, diagnosis and recommendation for treatment.
- o *Alternative Community Service* provides 4,000 offenders per year with placements in nonprofit community agencies and work crews to complete court-required community service.
- o *Day Reporting Center* provides approximately 60 slots for offenders who require daily check-in, alcohol and drug treatment, anger management, behavior change programs and other treatment interventions. Offenders are referred through the structured sanctions process.
- o *Domestic Violence Deferred Sentencing* provides supervision and anger management treatment for approximately 450 offenders per year. Supervision includes home and office contacts, contact with the victim, continuous coordination with anger management treatment providers and reports to the courts.
- o *Donald H. Londer Center for Learning* provides GED (General Equivalency Degree), ABE (Adult Basic Education), ESL (English as a Second Language) and other computer-assisted tutorial learning experiences for approximately 200 offenders each year.
- o *Forest Project* provides 28 beds for forest work crew and life skills building experience in the Columbia River Gorge. This is a joint project with the US Forest Service.
- o *Gang Supervision Unit* provides probation/parole supervision for approximately 400 offenders identified as gang members or gang affiliates. Officers coordinate case management and supervision, interventions with other law enforcement and social service agencies addressing gang issues.

- o *Intensive Case Management Unit* provides case management, linkage to treatment and intensive probation/parole supervision (one to five contacts per week) for approximately 400 high risk offenders referred through the structured sanctions process.
- o *Marriage and Family Services* provides mediation and conflict resolution for 1,500 offenders with divorce and custody disputes who are referred by the courts, 480 child custody evaluations for cases not settled by mediation, and short-term marriage counseling for 100 couples not yet involved in court proceedings.
- o *Parole Transition Program* provides subsidy and assisted parole transition for approximately 1,200 offenders returning to the community from prison. The Project also provides transition classes to offenders within the prisons.
- o *Pre-Sentence Investigation Unit* provides approximately 800 investigations per year when requested by judges as an advisory to sentencing. Investigations include criminal history, victim statements, social history, mental health, and substance abuse evaluations.
- o *Pre-Trial Release Services* provides interviews, record checks and consultation with probation/parole officers in the process of deciding to release for approximately 24,000 persons per year who are being held in custody awaiting trial. Pre-trial Supervision provides case management and monitoring for approximately 700 persons at any time who are in the community awaiting trial.
- o *Safety Action Teams* provide probation/parole supervision for offenders and coordination with police and social service agencies at three community policing sites around the County. Officers develop neighborhood cooperation plans with neighborhood associations and other agencies.
- o *Sex Offender Supervision* provides probation/parole supervision to approximately 750 sex offenders living throughout the County. Specially trained probation/parole officers coordinate with treatment providers locally and participate in a state-wide network of community corrections staff and treatment providers.
- o *Volunteer/Misdemeanor/DUII Program* provides probation/parole supervision, case management, monitoring and linkage to services for approximately 1,300 misdemeanor and DUII/Traffic offenders. The program recruits, selects, trains, and supervises volunteers for the Department.

- o *Women's Transition Services* provides case management and transitional housing to approximately 400 female offenders and their families each year, with a focus on pregnant, substance-abusing women and their children.
- o *Work Release/Probation/Parole Violation Center* provides 34 beds for offenders returning to the community from prison or who have violated probation/parole. The Center provides work release and other treatment.

In addition to these services provided by the Department directly, the Department contracts with 25 agencies in the community to provide substance abuse treatment, mental health services, residential treatment, housing and other services for offenders.

### CURRENT STAFFING

The Department has a number of classifications of employees providing these services. These classifications and the number of budgeted full-time equivalent positions (FTE) as of June 30, 1994 include:

- o *Corrections Counselors* (12.0 FTE) who provide case management, counseling, treatment and intervention with offenders in programs, report to the court regarding offender compliance with treatment, coordinate case planning with other organizations, conduct home and office contacts.
- o *Corrections Technicians* (26.8 FTE) who provide urinalysis collection, record keeping, report writing, checking on offenders' whereabouts and computer checking of offender police contacts in support of the functions of corrections counselors and probation/parole officers.
- o *Office Assistants, Senior Office Assistants, Administrative Secretaries, Data Technicians, Word Processing Operators, and Clerical Unit Supervisors* (53.5 FTE) who provide clerical, word processing, data processing and collection, and office procedural assistance at all work sites.
- o *Program Development Specialists, Senior Program Development Specialists, Alcohol and Drug Evaluation Specialists and Program Development Technicians* (9.0 FTE) who provide program development, contract development, contract monitoring, program evaluation and technical assistance to programs/contracts.



- o *Management Information System staff* (3.0 FTE) who provide development and implementation of management information systems; choose, install and maintain computer hardware and software; train staff in computer applications; and serve as liaison to the State for the management of shared information systems.
- o *Probation/Parole Officers* (125.0 FTE) who provide supervision, case management, counseling, monitoring, and sanctioning of offenders; report to and testify for the court and Board of Parole and Post Prison Supervision; coordinate case planning with other organizations; conduct office and home visits with offenders; and conduct arrests and searches.
- o *Community Service Work Crew Leaders* (8.0 FTE) who provide supervision and training for offenders who are working on work crews in the community and in the forest. Evening work crew shifts provide life skills instruction in meal preparation, housekeeping and other living skills.
- o *Community Service Placement Specialists* (4.0 FTE) who provide development and monitoring of placement sites for offenders working in the community and assessment of offenders to be placed at sites.
- o *Resident Supervisors* (7.0 FTE - new positions in 1994-95) who provide supervision, monitor compliance with house rules, conduct house meetings, lead support and educational groups, search premises and coordinate interventions at the Work Release/Probation/Parole Violation Center.
- o *Marriage and Family Counselors* (5.0 FTE) who provide counseling, mediation, and evaluation services for families involved in divorce and child custody disputes or experiencing marital problems.
- o *Fiscal staff* (2.0 FTE) who provide payroll, budget development and monitoring, accounts receivable and purchasing functions for the Department.
- o *Probation/Parole Supervisors and Program Administrators* (19.0 FTE) who provide conflict resolution, problem solving, supervision and direct services back-up to line staff, program development and policy/procedure development.
- o *Director and Management Team* (11.0 FTE) who provide management of daily operations of all facilities and programs, liaison to law enforcement and other community agencies and groups,

policy/procedure development, Department administrative functions, staffing information for the Board of County Commissioners, and grant writing and planning for the programs and services.

The Department's mission and services are intertwined with a variety of other organizations in the community. The Department receives funding from the State of Oregon, the federal government, the City of Portland and the Multnomah County general fund for supervision and program activities. The Department works closely with other Multnomah County organizations including the Health Department, the Office of Children and Families, the Alcohol and Drug Program Office, the District Attorney's Office and the Sheriff's Office. The Department also works closely with area law enforcement agencies.

## **TASK FORCE RECOMMENDATIONS**

The task force developed recommendations for the following:

- o a consistent approach to staff safety
- o policies and procedures
- o interrelationship of safety and workload
- o training
- o work sites and site safety committees
- o safety equipment
- o arresting and transporting offenders, searches
- o arming for probation/parole officers
- o incident reports
- o critical incident response
- o ergonomics

The actual recommendations are preceded by a section containing background information on each of these issues. The background section cites some of the information considered by the task force in making each recommendation.

Some of the recommendations are Department-wide concerns with implications for all staff and some recommendations are very specific to the work of particular groups of staff. Although developed separately, the task force's recommendations for employee safety followed the guidance on safety programs presented by the Parsonage study, which defined the elements of a process or framework that agencies might employ in "developing 'tailor-made' programs aimed at the prevention of hazardous incidents and remediation of victimization in the line of duty." Parsonage defines these elements as:

- " -- Articulation of worker safety as an agency priority.
- Establishment of an ongoing committee to consider and deal with safety issues.
- Assessment of the extent and nature of worker safety problems.
- Establishment of an appropriate incident reporting system.
- Analysis of existing policies, procedures and practices.
- Creation of appropriate training programs.
- Development of a remedial help program."

#### **I. NEED FOR CONSISTENCY IN THE APPLICATION OF TRAINING AND SAFETY STANDARDS**

##### **BACKGROUND**

The task force noted inconsistency among managers and supervisors in the application of safety procedures, the allocation of safety equipment and support for staff safety training across Department sites and over time. Safety training and equipment requirements are not clearly spelled out in policies and procedures for managers and supervisors to follow. This lack of consistency and lack of clarity affects the safety of all Department employees and leaves the Department vulnerable to liability claims and OSHA complaints.

This lack of consistency and clarity is a common concern among community corrections workers nationally, according to the Parsonage study. The study indicates that workers are uncertain about where their agencies stand on the matter of worker safety and makes specific recommendations to address this problem:

"It is extremely important that agencies give this area prominence. A powerful way to demonstrate real concern is through the creation of written policies that clearly and tangibly commit the organization and its resources to the goals of worker safety. The position taken by the administration needs to be promulgated in a clear and convincing manner and reinforced by action taken in responding to actual worker safety incidents."

In addition, Parsonage suggests that "The appropriate supervision of workers by superiors to insure that their level of practice is consistent with agency policy and professional expectation can have major consequences for the prevention of hazardous incidents."

The task force believes that consistently well trained and well equipped staff will be more confident in their skills and abilities to handle difficult and dangerous situations. This can minimize the occurrence of preventable accidents.

All staff contribute to a safe work environment. All staff should be encouraged to increase their safety awareness and should be held accountable for safety standards. Parsonage reports that "Individual workers have considerable power in effecting their personal safety, because they have broad discretion in determining the mode and methods they use in the supervision of offenders... In many cases, by their own decisions and actions, workers are able to prevent (or stimulate) their own victimization....Any overall strategy for enhancing safety, therefore, must involve the worker as a key actor in the process."

## **RECOMMENDATIONS**

- o All staff are responsible for creating a safe work environment. Hold staff accountable for the implementation of policies, procedures, use of equipment and safety training requirements.
- o Clearly define all safety equipment and training requirements in written Department-wide policies and procedures. Update these procedures as needed and keep them current to Department practices.
- o Apply all safety practices, training and equipment at all work sites in a consistent manner.
- o Create a Department-wide safety committee to review the implementation of safety policies, procedures and practices. The committee would review new policies and procedures for safety issues and receive and review the minutes of all site safety committees. The committee would meet monthly or as required and report directly to

the Director of the Department when members identify areas of concern in the implementation of consistent safety practices. Like the membership of this task force, the membership of the safety committee would be a cross section of Department staff and would represent a variety of perspectives and experience.

## **II. POLICIES AND PROCEDURES**

### **BACKGROUND**

Currently the Department of Community Corrections is operating under administrative policies and procedures developed this year (1993-94) and other draft policies and procedures developed in July 1991.

In addition to general policies and procedures for the whole Department, individual programs, sanctions and services may require policies and procedures that relate directly to the work of these units. Currently, these policies and procedures have been developed by program staff on an as-needed basis.

The task force believes that it is fundamental for the Department to adopt policies and procedures reflecting the current policies and practices within the Department. These policies and procedures would serve as a framework within which safe work practices can be established. These policies should be issued to and reviewed with all employees of the Department. Policies and procedures provide guidance to employees and protection against liability claims.

Safety issues should be considered in the development of all policies and procedures within the Department. Currently, it is unclear how staff who are concerned about safety inject those concerns into the development of policies and procedures.

### **RECOMMENDATIONS**

- o Immediately allocate staff to draft policies and procedures.
- o Review all policies and procedures on a continuing basis, provide annual training for all employees in the policies and procedures relevant to their jobs and update all written copies of the policies and procedures with insert pages for policy and procedure manuals.
- o Provide every employee with a copy of the policies and procedures.

- o Provide each office with copies of State Department of Corrections and Multnomah County policies that have an impact on community corrections.
- o Provide each office with a complete copy of the Oregon Revised Statutes.
- o As automation equipment and expertise become available, explore electronic ways to notify staff of changes in policy and procedure, potentially placing policies and procedures on-line in order to give staff easier access to this information.
- o Develop policies and procedures for each program area that reflect the particular activities of that program that are not covered in Department-wide policies and procedures.

### **III. INTERRELATIONSHIP OF SAFETY AND WORKLOAD**

#### **BACKGROUND**

During the last three years, many Department changes have affected workload. The Department has assumed the State probation/parole functions, automated the case documentation process of probation/parole officers, started the structured sanctions process, developed several significant new programs (e.g., the Day Reporting Center and the Work Release Center), reorganized the Department and relocated many staff. The increased caseload of all Department staff, combined with significant changes in work methods, are stretching staff beyond their capacity, according to task force members and other Department staff. Training and familiarization with methods and programs have been a lower priority given current workloads.

Many of the critical components of a successful safety program can be in jeopardy when an organization is undergoing such significant upheaval. The development of policies and procedures, the delivery of appropriate training, the continuing commitment of all levels of the organization and the investigation and correction of accidents are likely to be neglected during such periods.

Staff at all levels of the organization express grave concerns about the implications of these workload pressures on the safety of the public, the employees and the offenders. Task force members believe that individual staff members at all levels of the Department are routinely making decisions about prioritizing their work while recognizing that they will not be able to meet the

professional standards for managing their caseloads and be current with Department requirements for their programs. They report anxiety about the results of these informal tradeoffs and frustration that the potential implications for staff and the community have not been addressed. They also express no real hope for a change in this workload pressure for the foreseeable future without additional staff.

Since the Department is involved in activities which protect the public, when workload significantly increases and affects the organization's ability to address safety procedures, the safety of staff and the public can be negatively affected. If probation/parole officers or counselors are unable to review files adequately, are unsure of the proper procedures for interacting safely with an offender and feel their co-workers' workloads are so great that asking for backup is unacceptable, staff can create very unsafe situations for themselves and potentially others. In addition, the worry that they are constantly in danger of forgetting or neglecting something important creates its own problems, distracting staff from using their time most effectively. Further, staff who are continually concerned about failing to do their jobs correctly are not likely to be at their best in analyzing and responding appropriately to confrontations with offenders or other problems that may arise. "Planning and preparation is an indispensable component of professional performance in probation/parole and plays a significant role in worker safety," Parsonage maintains.

#### PROBATION/PAROLE WORKLOAD MEASUREMENT

Currently, the probation/parole workload is measured statewide utilizing the Oregon Case Management System (OCMS). OCMS was developed to provide a risk assessment tool for use with offenders and to measure the workload of individual probation/parole officers and each office. Using the OCMS risk assessment tool, staff score each offender using such factors as prior conviction history, age, stability of employment, stability of residence and substance abuse problems. Each offender is scored high, medium, low or limited risk based upon these factors.

Based upon this score, officers are required to complete a specified number of contacts with each offender each month, allocating a certain amount of time each month for each case. For example, an offender who is scored high risk on OCMS requires four contacts per month and is allocated 3.6 hours per month. Each probation/parole officer's workload is then scored -- based upon the number of offenders on the caseload multiplied by the amount of hours allocated to supervise each offender. When the OCMS time study was completed in 1989, 120 hours was considered the maximum number of hours per month that a probation/parole officer should have on his/her caseload. As of April 1994, a management work group reported the average number of OCMS hours was approximately 145. Task force members believe this number to be lower than their actual recent experience.

## RECOMMENDATIONS

- o Continue to seek ways to organize offender information to identify the risks presented by offenders. Organize files (both paper and automated) in a consistent manner for easy access to information on the risk of each offender.
- o Continue to work with the state prisons and the interstate compact office to insure that staff have sufficient information about offenders placed on probation/parole prior to the offender presenting him/herself for supervision at the office.
- o Continue to review the funding for probation/parole officer positions, balancing funding constraints with the workload.
- o Implement a time study as soon as possible to review the workload of probation/parole officers and other staff. This time study should take into account the time and safety considerations involved in the implementation of structured sanctions, automation of case management functions and other recent work changes.
- o Review workload issues and develop increased efficiencies in order to address the increasing workload of all Department staff, including an examination of paper flow to eliminate all unnecessary tasks and forms staff are required to complete.
- o Assess continuing workload requirements when staff are on leave (vacation, sick, etc.) and provide additional staff to cover this workload.
- o Recognize the time commitment required to implement new programs and as new programs are implemented, address the new safety issues created by the implementation.
- o Take steps to help staff cope with the stress of a changing work environment.



#### **IV. TRAINING**

##### **BACKGROUND**

Since the Department of Community Corrections took over the probation/parole functions from the State of Oregon Department of Corrections (DOC) in July 1991, the Department grew from an organization of slightly more than 100 employees to the current organization of 285 employees.

Prior to July 1991, the State Department of Corrections Training Unit provided a minimum of 40 hours per year of on-the-job training and new staff orientation for felony probation/parole officers in Multnomah County. At that time, Multnomah County provided training and new staff orientation as needed. Multnomah County currently does not have a unit that provides ongoing training. The Department currently has no staff assigned exclusively to developing and implementing training for employees. This responsibility has fallen to supervisors and managers who do not, the task force believes, have the time to adequately address these issues.

##### **CURRENT TRAINING**

All Department staff are required to participate in mandatory safety training including hazardous materials training and bloodborne pathogens training. The Department has also encouraged staff to participate in outside training including training sponsored by Risk Management and BPSST.

All probation/parole officers and supervisory chain of command are required by law to be certified by the Board of Public Safety Standards and Training (BPSST). Training required for certification includes four weeks of training at the Oregon Police Academy, a one-year training period under the supervision of a field training officer and completion of a field training manual. The curriculum at the Academy includes an overview of the law and criminal justice system; firearms identification; training in defensive tactics and arrest procedures; the use of force continuum; offender assessment; search and seizure; cognitive restructuring; and report writing. Probation/parole officers must be certified by completing their training manuals with their training officers within one year of their appointment to a probation/parole officer position. Staff may then return to the Academy for specialized training as needed. BPSST can serve as a resource for ongoing training of certified staff.

Program staff, support staff and other Department staff participate in a variety of training depending upon their job duties and the level of skill required to perform their jobs. Training for program staff needs to reflect their individual program functions and their roles when working with offenders.

The task force believes that the training of new staff in the Department has not been consistent in the past. However, the last group of probation/parole officers hired by the Department has participated in an excellent set of training including the use of force continuum, defensive tactics, peppermace, CPR and case management skills. All of these courses were taught by BPSST-certified instructors.

## TRAINING NEEDS

The task force believes that the increases in staff size and changes in the nature of the work have resulted in an increased need for safety training for all staff. Training in emergency procedures at all work sites needs to occur routinely. Refresher training of staff in areas such as search, transport, responding to offender emergencies and use of equipment needs to be provided for all staff involved in these activities.

As new programs have developed, initial training has been provided for program staff. However, as new staff are hired and the program evolves, this training needs to be maintained and renewed. Each program in the Department needs to develop a training plan that reflects the needs and the role of the staff involved.

Both the Parsonage and the Thornton/Shireman studies emphasize the importance of staff training. "From all the data collected, discussions with people in the field, and professional judgement, it is clear that the single most important area for prevention of worker victimization is staff training," Parsonage writes. Thornton/Shireman report that a study at the Colorado Law Enforcement Training Academy found that 79 percent of the officers felt that overly aggressive behavior on the part of officers is a result of lack of confidence. "Better training, improved self-confidence, better hiring standards, and yearly certifications were cited by most respondents as solutions to the problems of escalation of force," they concluded.

The Department has resources available for the development of additional staff safety training. Many Department staff members are BPSST-certified instructors who can provide ongoing training in areas relevant to officer safety, including peppermace, defensive tactics, search and seizure, and firearms training. Many of these staff are highly qualified and capable trainers who could serve as training resources for additional in-service training.

The following recommendations include and expand the Department's current practices and are offered to enhance and foster consistency in the safety training of all Department employees. The recommendations assume that the overall Department training will be the responsibility of the program development and evaluation manager and that this person is available to assist

in the implementation of these recommendations. (Details on the recommended training areas can be found in Appendix B.)

## **RECOMMENDATIONS**

### **General**

- o Allocate a full-time position as a safety coordinator for the Department. The coordinator would develop safety training; coordinate safety practices within the Department; identify staff safety needs and develop training to address these needs; maintain training records; coordinate safety practices; assist in the development/review of Department policies and procedures that affect employee safety; work with the Department-wide safety committee to set standards for safety training and equipment purchases within the Department; order, issue and maintain most of the safety equipment in the Department such as pepper mace, asp batons, soft body armor and firearms. This position could be a rotational job assignment for an initial three-year rotation and two-year subsequent rotations. The coordinator would report to the Director or the deputy director of the Department.
- o Utilize in-house BPSST-certified trainers to provide much of the training recommended in this report. If in-house trainers are assigned to provide a substantial amount of training, provide them with workload relief.
- o Train staff to proficiency in safety procedures, equipment use and safety practices. Training should include simulations of real-life situations as much as possible.
- o Implement physical and psychological standards for particular job functions including probation/parole officers.

### **All Employees - Mandatory Training Areas**

- o Emergency procedures
- o Conflict resolution skills
- o Bloodborne pathogens (where appropriate)
- o First aid
- o Hazardous materials (where appropriate)

- o Driver safety
- o Peppermace response training

#### **Program Staff - Additional Mandatory Training Areas**

- o Response to site specific/program specific emergencies
- o Methamphetamine lab recognition
- o Safety issues in urinalysis sample collection

#### **Support Staff - Additional Mandatory Training Areas**

- o Proper equipment moving techniques for management information systems staff

#### **Probation/parole Officers - Additional Mandatory Training Areas**

- o Provide 26 hours of safety training annually in the following areas:
  - Use of force continuum (16 hours)
  - Confrontational simulation (4 hours)
  - Search and seizure (4 hours)
  - Methamphetamine lab recognition (2 hours)
  - Firearms training
- o Provide additional hours up to a total of 40 hours of training each year.

#### **Supervisors and Managers - Additional Mandatory Training Areas**

- o Any training required for staff they supervise
- o Advanced conflict resolution
- o Accident investigation

## **Temporary and New Employees - Additional Mandatory Training Areas**

- o All basic skills required for the job
- o Registration of all temporary probation/parole officers with BPSST
- o Assignment of training mentors and field training officers

## **Optional Training Areas**

- o Street survival skills
- o Allergies/chemical sensitivities
- o Health promotion activities
- o Employee fitness
- o Stress management
- o Self-defense

## **V. WORK SITES**

### **BACKGROUND**

The Department has multiple sites used for a variety of purposes throughout Multnomah County. Given the facilities that Multnomah County has, the Department needs to maximize the physical safety features of the buildings and, within each facility, ensure that all staff are familiar with the procedures for responding to emergencies.

When Multnomah County assumed responsibility for the probation/parole functions from the state, Multnomah County took possession of five leased probation/parole offices. These sites were not ideal and the Multnomah County Facilities and Property Management Division has worked continuously with the Department to address safety issues at most of these sites.

The task force spent a significant amount of time exploring safety issues related to sites, particularly the district offices. The task force reviewed the OSHA report to the State Department of Corrections regarding these sites and also reviewed the status of the implementation of the OSHA recommendations at each of these sites. The task force met with the Multnomah County

property manager to review the terms of lease agreements and changes that have been made in these agreements since Multnomah County took possession of these sites and to discuss the process for identifying new lease/purchase facilities. The task force found the County property manager to be knowledgeable about specific site considerations at each site. The task force discussed the ideal specifications for sites to be used for probation/parole activities. Since the sites and activities of the Department vary widely, it is difficult to mandate particulars for every Department site. The task force reviewed Multnomah County administrative policies for Facilities and Property Management and also reviewed Risk Management policies related to site safety.

Members of the task force concluded that Facilities and Property Management is ready to assist the Department in addressing site problems. However, Department staff do not know if Facilities and Property Management can assist in resolving problems at leased sites.

There are a few areas where Facilities and Property Management is not able to provide the Department with specific direction (e.g., the recent purchase of safety glass for the Women's Transition Services Office).

## **RECOMMENDATIONS**

### **Facilities**

- o Develop a model of an ideal Department of Community Corrections district office that incorporates programmatic and safety requirements which can be used by Facilities and Property Management to evaluate potential office locations, including safety glass, secure evidence lockers or rooms, and secure staff parking.
- o When new programs are being developed and/or relocated, evaluate and develop strategies to address and minimize the safety risks that exist in each new program or location.
- o Provide regular communication to Facilities and Property Management about problems in leased facilities.
- o Identify Facilities and Property Management staff who can serve as resource people for Department staff in a variety of areas, including air quality, renovation, office security and maintenance.
- o Develop expertise within the Department in the areas of site safety, safety requirements and negotiations with facilities owners. These staff may serve as resource people for other staff to utilize as consultants when addressing facilities issues.

- o Follow Multnomah County procedures for renovation of facilities, ensuring that safety considerations are included in renovation and plans.
- o Require all building lease agreements to specify required maintenance including heating, ventilation and air conditioning maintenance.

### **Staffing Levels for Safety**

- o Require staff, volunteers and visitors to wear identification tags within the office.
- o During office hours, maintain minimum of two BPSST-certified staff on site at all probation/parole offices. Review minimum coverage needs at program sites. Set up procedure for staff sign-in/sign-out and for staff to check with the person in charge before leaving the office on days when staffing is low.
- o Minimize the number of times when Forest Project staff are alone during the evening shift at the site by evaluating the functions of the evening staff and ensuring that staff leave only for critical functions.

### **Response to Emergencies**

- o When new programs are developed and/or relocated, develop new safety and emergency procedures to address specific risks that exist in each new program or location.
- o Acquire "station numbers" from the Bureau of Emergency Communication for district offices. Develop procedures for "Officer of the Day" in each office to possess a radio at all times.
- o Develop emergency procedures at each site for potential medical emergencies, release of peppermace, bomb threats, fire and other safety hazards. Train and drill staff annually in evacuation procedures for each emergency that could occur.
- o For all Department sites, include in the emergency response plan appropriate procedures for non-evacuation emergencies (e.g., earthquakes). Working with Facilities and Property Management, Emergency Management and Risk Management, take steps over time (recommend 2-3 years) to assure preparedness measures for earthquakes, including purchase of necessary supplies.

- o Continue Department participation in Multnomah County emergency preparedness planning.
- o Ensure that all Department residential facilities' emergency response and first aid plans are appropriate for their specific facility. Provide emergency procedures orientation for all residents as soon as they arrive and every other week thereafter.
- o Maintain currently posted evacuation routes in all offices. In buildings used for public meetings, post emergency procedures in each room. For staff conducting meetings for non-staff, describe emergency procedures at the start of each meeting.
- o Evaluate all existing and future buildings to minimize risk of attack by offenders within the building, including improvement of building safety during renovation.
- o Install an intrusion alarm system in each office where staff work on-site after hours and/or on weekends.
- o Install emergency notification systems (panic button) in reception areas of all work sites. As fiscally practical, install emergency notification systems.
- o Work with Facilities and Property Management and building management companies to develop screening of criminal histories of non-County employee janitorial staff.
- o Ensure mug shots are filed in all probation/parole files for easy identification of offenders.
- o Develop procedures for supervisors/managers to use in responding to complaints of poor air quality from employees, including guidelines to use when evacuating buildings.

### **Parking Lot Safety**

- o Review with each manager the parking lot lighting, fencing and gates at each site. Install parking lot lighting, fencing and gates as recommended and economically feasible.
- o Ensure that all new sites allow for parking lot lighting, fencing and gates as needed.



## **Office Lockup Procedures**

- o At each site, review current lockup procedures to insure maximum safety for all staff, including staff who may return after hours.

## **After Hours/Weekend Procedures**

- o Develop procedures for staff who work on-site after hours and/or on weekends. Include visual inspection of the premises prior to entering, radio and/or phone call check-ins with police, and alerting outside persons that the staff member has entered the building after hours.
- o Request site safety committees to develop with staff at each site practices to promote safety of staff working late and after dark. Practices might include moving cars closer to buildings and under lighting after hours, escorting each other from the office, and working in adjacent work space when few staff are in a large office.

## **Public Possessions In the Work Site**

- o Provide signage for each facility listing items that cannot be brought into the site.
- o Establish procedures at each site for appropriate supervision and management of possessions (e.g., backpacks, suitcases) brought into the site. Request site safety committees to review practices at each site and develop procedures appropriate for the functions of each site.

## **Hazardous Materials at Sites**

- o Develop policy that identifies hazardous materials that cannot be brought into the office including materials from methamphetamine labs.
- o In consultation with Facilities and Property Management, develop procedures for dealing with the effects of hazardous substances (e.g., glue, cement, paints) during building renovations.

## **Hazard Communication/Right to Know Laws**

- o Identify sites where chemicals covered under the "worker right to know" law are used and provide training and procedures to comply with the law.

## **VI. SITE SAFETY COMMITTEES**

### **BACKGROUND**

The task force reviewed OR-OSHA standards for site safety committees and forwards recommendations consistent with these regulations. While the participation of site safety committees within the Department has been inconsistent, several sites have very involved site safety committees that are actively addressing the safety concerns at their site.

### **RECOMMENDATIONS**

- o Write policies and procedures that emphasize a requirement for all staff to take responsibility for a safe work place. Encourage employees to take personal precautions needed to promote their own safety.
- o Select safety committee members so that committees are composed of equal number of management and employee representatives and if not an equal number, more employee members than management members. Committee members should elect a chair.
- o Hold site safety committee meetings once a month. Post minutes and retain for three years.
- o Charge committee with conducting quarterly worksite inspections and investigation of all safety related incidents. Require committee members to participate in training in hazard identification and accident investigation provided by Risk Management.

## **VII. SAFETY EQUIPMENT**

### **BACKGROUND**

In order to complete work tasks safely, staff need safety equipment that is usable and accessible. Although there are costs involved in providing safety equipment, these must be weighed against the expense of injuries that may result when equipment has not been provided. The Department has done a good job within budget constraints of providing safety equipment and ergonomically correct chairs within the last year.

The Thornton/Shireman study provided guidance on the kinds of safety equipment the task force is recommending. The study quotes evidence regarding the effectiveness of Kevlar® gloves, peppermace, body armor and radios. It also emphasizes that safety equipment that is not used provides no protection at all.

### **RECOMMENDATIONS**

The list of equipment and recommendations that follow may not be all inclusive and many of the recommendations in this area are currently being implemented in some sites. However, the task force offers these recommendations in order to encourage the consistent application of these practices. (See Appendix C for detailed recommendations on safety equipment.)

#### **All Staff**

- o Gloves (as appropriate, given job duties)
- o Chairs
- o First aid kits
- o Universal precautions equipment
- o Appropriate vehicles for job requirements
- o Safety equipment in vehicles
- o Peppermace

#### **Program Staff**

- o Peppermace, radios, cellular phones and soft body armor

- o Tool storage

### **Support Staff**

- o Equipment for transporting and installing computer hardware (carts, etc.)

### **Probation/Parole Officers**

- o Peppermace, soft body armor, radios, firearms, handcuffs, asp batons, cellular phones, and identification jackets

### **Supervisors and Managers**

- o Safety equipment as needed to accomplish their supervisory functions

## **VIII. ARREST, SEARCH AND TRANSPORT**

### **BACKGROUND**

Arrest situations present dangers to the probation/parole officer conducting the arrest and other staff present during the arrest. Currently, probation/parole officers receive training in arrest procedures. However, this training is not consistently updated. The Thornton/Shireman study emphasizes the importance of addressing handcuffing, transport and searches in safety programs, since these activities are frequently the situations in which employee injuries or deaths occur.

Department staff are required to search offenders and their possessions in a variety of situations. When arresting an offender, probation/parole officers search the offender's person in order to discover contraband and weapons which would be a danger to the officers or cannot be taken into jail. Officers may search the vehicles and homes of offenders if they have reason to believe that a probation/parole violation has occurred. Officers may search the possessions that offenders bring to the office. Program staff may search the possessions offenders bring to programs in order to find dangerous items. At residential programs such as the Work Release/Probation/Parole Violation Center, Women's Transition Services Transitional Housing and the Forest Project, staff may search the rooms of offenders and the common areas of

their facilities in order to discover weapons and contraband brought into the facilities.

Probation/parole officers learn to conduct searches as a part of basic training at the Oregon Police Academy. Other staff receive training pertaining to their roles in searching offenders. Currently, there is no refresher training in search techniques being consistently conducted for Department staff.

Policies and procedures for program staff conducting searches do not clearly outline the purpose, legal basis and process for conducting searches of program participants.

Department functions require staff to transport offenders in many types of vehicles. These include situations where probation/parole officers have placed offenders under arrest and they are being transported to the jail; situations where crew leaders transport groups of offenders to work sites around Multnomah County; and situations where program staff are transporting offenders to treatment. Currently, the Department has some policies and procedures for transporting offenders. Probation/parole officers receive training in transportation of offenders at the Oregon Police Academy course; other staff receive instruction in the transportation of offenders during orientation. The task force believes these policies and practices are not consistently followed throughout the Department.

The following recommendations include much of the current practices and are offered to foster consistency in the safe arrest and/or transportation of offenders.

## **RECOMMENDATIONS**

### **Arrest**

- o Review, revise and if necessary re-implement procedures for notifying support staff and other staff of arrests in the office.
- o Review and revise procedures for probation/parole officers providing backup to each other during an arrest situation.
- o Emphasize safety planning in pre-arrest planning (including universal precautions) for all arrest and search situations.
- o Train officers to recognize the potential for office supplies and equipment to be used as weapons during an arrest. Issue periodic reminders at staff meetings as needed.

- o Seek an agreement with Multnomah County Animal Control Division to identify known dangerous animals at residences prior to field visits.
- o Emphasize appropriate attire for officers involved in arrests, search and transport for the potential need to physically subdue an offender and/or leave quickly.

## **Search**

- o Define search requirements for each program element and develop appropriate procedures for program staff to conduct searches of offenders and their property.
- o Write search policies/procedures to address searches of persons, vehicles, residences and other property. Emphasize need to observe universal precautions and to carry appropriate blood exposure equipment.
- o Develop procedures for staff to maintain safety throughout the process of seizure, retention, control and disposal of evidence.
- o Continue current working relationships and promote stronger linkages with police and sheriff's canine units to be utilized as needed in searches (develop interagency agreements, if necessary).
- o In the development of the policies and procedures, address concerns regarding cross-gender searches.
- o Develop booking forms and evidence tags with Department of Community Corrections logos and identification.
- o Currently, the Department owns one hand held metal detector to be used in searches. Review and consider the use of hand held metal detectors and, if appropriate, consider one for all appropriate sites.
- o Provide on-site, secure evidence lockers at all appropriate sites.
- o Develop procedures for reporting methamphetamine labs and the seizure of property from methamphetamine labs.

## **Transport**

- o Develop policies and procedures for transporting offenders to include seating arrangements for staff and offenders, as well as procedures

for responding to fights and other emergencies when multiple offenders are in one vehicle.

- o All Multnomah County employees are required to wear seat belts. Use seat belts for offenders whenever possible.
- o Transport offenders only in county vehicles, never in personal cars.
- o Ensure that cars are maintained adequately and are appropriately sized for transporting two officers and two offenders.
- o Replace two-door cars with four-door cars.
- o Equip with a barrier those vans used to transport multiple offenders.

## **IX. ARMING**

### **BACKGROUND**

The arming of probation/parole officers has been discussed within the Department of Community Corrections and throughout the State of Oregon for many years. The debate has been national in scope and many probation/parole agencies across the country have chosen to arm their officers.

In many parts of the State of Oregon, probation/parole officers are armed. The Oregon State Department of Corrections (DOC) has recently implemented an optional arming program for their probation/parole officers. In a memo authorizing arming of probation/parole officers, State DOC Director Frank Hall wrote, "...the national trend has been in the direction of arming field service staff. There is more violence in the communities in which you work, more weapons, and caseloads have grown with more difficult offenders..." Option 1 counties in Oregon that have also armed their probation/parole officers are Clackamas, Marion and Lincoln counties. Federal probation/parole officers in Oregon are armed.

During the past several years, several committees have studied arming probation/parole officers in Multnomah County. The committees have concluded that the majority of probation/parole officers within the Department support some form of arming for officers. In 1992, the Department-wide safety committee surveyed staff and found that 87 percent of probation/parole officers and supervisory chain of command responding to the survey favored optional arming for probation/parole officers.

In reviewing the issue of arming for probation/parole officers, the task force found the following information from national studies informative:

- o Parsonage cited an arming survey completed in June 1988 by Texas probation/parole authorities. The survey found that 58 percent of the states authorize probation/parole officers to be armed and 31 percent of those were required to be armed.
- o A study released in 1992 by the Federal Probation Officers Association and published in American Probation Parole Association PERSPECTIVES, found that of 28 states reporting data, over 1,025 assaults occurred against state and local probation/parole, and pre-trial services officers since 1980. Reported assaults included the murder of eight officers, the rape and murder of an officer, and others clubbed, shot and wounded, firebombed or held hostage.
- o When the task force conducted a telephone survey of probation/parole departments in the adjoining states and several counties in California, most of the probation/parole organizations contacted where probation/parole officers conduct home/field visits and arrest offenders have some form of arming. Multnomah County probation/parole officers routinely conduct unannounced home visits, conduct searches in order to discover probation/parole violations and arrest offenders in the office and in the field. When they conduct home visits, policy allows them to be accompanied by a fellow officer; however, workload demands often prevent this practice for routine work. Arrest and search situations, particularly in the field, mandate the use of additional officers and may include police assistance.

#### INCREASING DANGER OF PROBATION/PAROLE OFFICERS' WORK

The task force discussed providing firearms as defensive safety equipment for probation/parole officers because of the increasing level of danger in the community and the offenders under supervision by the Department.

A number of factors are changing the nature of the work of the probation/parole officer:

- o The Department is now placing those offenders evaluated as lower risk on casebank supervision; all offenders being supervised by probation/parole officers have been classified as higher risk.
- o The availability of weapons, particularly firearms, among the offender population and the increasing violence in the communities where offenders live pose an increasing danger to probation/parole officers.



- o Nationally, 30 percent of offenders released from prison are supervised on probation/parole. In Oregon, more than 95 percent of offenders released from prison are supervised on probation/parole or post-prison supervision. The result is that Oregon caseloads have a higher percentage of offenders with significantly more serious criminal histories.
- o Structured sanctions are expected to increase the frequency of arrests being made by probation/parole officers. The task force believes arresting offenders is the most dangerous duty probation/parole officers perform. It is also possible that offenders will respond in a more hostile manner to probation/parole officers who can immediately impose sanctions.
- o The State Department of Corrections' goal of reducing revocation of technical probation/parole violators by 50 percent is expected to result in more high risk offenders remaining on probation/parole officer's caseloads for a much longer period of time.
- o The change in Oregon law to eliminate the requirement for pre-sentence investigations has limited the information available to probation/parole officers to evaluate the danger of offenders. This lack of information has made field supervision of offenders potentially more dangerous.
- o The downsizing of the State mental health hospitals has resulted in many more mentally ill offenders being under the supervision of probation/parole officers. These offenders pose a higher risk to probation/parole officers and take an enormous amount of time to supervise.
- o The introduction of Los Angeles style gang activity and crack houses has affected the Department, by creating more dangerous neighborhoods which probation/parole officers must enter and by creating caseloads of more dangerous offenders. Presently, Multnomah County's gang caseload numbers 350, of whom about 70 percent have been convicted of person-to-person crimes. Currently, Oregon's prisons house another 190 gang members, 94 percent of whom have been convicted of violent person-to-person crimes. One hundred and ten of these offenders are expected to be released in 1994-95, mostly to the Portland area.
- o Probation/parole officers report that the decrease in time served at State and Multnomah County correctional facilities because of limited space has created contempt for the system by many offenders, which may increase the risk of officer victimization by offenders.

The task force reviewed a vast array of studies, articles and reports on the issue of arming probation/parole officers. After a thorough search, the task force was unable to locate any controlled studies which provided detailed and conclusive information on the effects of arming on the safety of

probation/parole officers. However, many Department staff and task force members feel that as staff experience increased victimization and potential threat, being armed would provide them with one more option in a life-threatening situation.

## OPTIONS FOR ARMING CONSIDERED

The task force considered a number of different arming options for probation/parole officers and thoroughly discussed each before agreeing on one that was acceptable to all task force members. Options discussed were as follows:

### No Firearms

The task force rejected this option as infeasible, given the programmatic changes in the probation/parole officer's role relative to offenders and the increasingly violent histories of the Department's offenders. Even with the Department's very conservative approach to arming, the Department has determined that some arming is necessary given the present realities of the probation/parole officer's job.

Protective equipment alone (e.g., body armor, peppermace, batons) cannot provide sufficient protection to enable each probation/parole officer to escape a continuing assault from a deadly weapon.

### Arming for Threat

The Department presently allows officers who have received a specific threat of harm from an offender to apply to be armed. The employee may receive approval for arming after a review by the employee's supervisor, manager and the Department Director, and after passing a physical and psychological fitness test. The employee must then receive training and qualify prior to being armed.

The task force considered this option for arming and considered it only slightly better than no arming at all. Although it allows a reasonable response to known threats, it has serious limitations because it is a cumbersome process that requires a considerable delay between an officer receiving a threat and becoming armed -- all the while being in possible serious danger. The level and availability of training may also be inadequate. Additionally, this option assumes that all real threats are explicit and known, which may be particularly unrealistic with the many mental health offenders who are offenders.

## Specialized Caseload Units, Armed; All Others, Unarmed

Prior to Multnomah County assuming responsibility for all probation/parole functions, the State of Oregon operated a tactical supervision program (TSP) that assigned the apparently most violent offenders to armed probation/parole officers. After Multnomah County assumed all probation/parole functions (1991), the tactical supervision program was discontinued by the County.

The task force considered this option and has incorporated this approach into its recommendation by advocating the mandatory arming of units with high-risk caseloads. However, the task force rejected this as the sole option for arming because of its limitations -- the most significant being the assumption that offenders who pose a serious risk to probation/parole officers can be identified in advance. This option also assumes that the number of highest risk cases will be stable and therefore can realistically be assigned to a limited number of appropriately protected probation/parole officers. Recent history has demonstrated that the number of offenders who meet these criteria continues to increase, which would result in ever-increasing caseloads for the armed unit or the shifting of these cases to unarmed officers. The practical realities of the present workload and offender population make this option unrealistic.

## Optional Arming

The task force considered optional arming very carefully -- aware that a recommendation for optional arming would likely be the most popular option for probation/parole officers because it would allow freedom of choice in the matter. Task force members received many comments from staff who had strong feelings on both sides of the subject. Some believed strongly that the job of a probation/parole officer doesn't require arming while others felt equally strongly that it does. Some were concerned that staff might not be able to adequately analyze and/or predict risks and therefore might not have critical defensive equipment available when needed. Some were concerned about potential for increased risk to unarmed officers if the offender populations believed all probation/parole officers were armed.

## Mandatory Arming

The task force recognized that mandatory arming was the option that would represent the most significant change from the Department's present approach to firearms for probation/parole officers. The mandatory arming option that the task force discussed envisioned all probation/parole officers -- regardless of assignment -- being required to be trained and qualified to be armed, with firearms required to be worn for all field visits but not in the office.

The task force saw several advantages to mandatory arming. Mandatory arming would ensure that all probation/parole officers in the field would be

trained and equipped to use the full continuum of force if the need arose. It would decrease the risk that an offender or associate (e.g., friend, colleague) of an offender would be interacting with probation/parole officers who were differently equipped. It would make recruitment, selection and training processes uniform by requiring all probation/parole officers to be similarly prepared to use the same array of safety tools on the job.

The task force also recognized disadvantages to mandatory arming. One concern was for the probation/parole officers who have assignments that do not require field work (e.g., probation/parole officers assigned to the case bank). The task force was concerned about the time and money required for firearms training as well as the disruption caused by forcing arming on people whose jobs don't require field work. Mandatory arming also raises potential problems if there are current probation/parole officers who could not qualify for arming. The task force recognized that there are probation/parole officers who are strongly opposed to arming and believe that they can perform all aspects of their job safely without firearms. The task force understood that there was experience to support this belief, but believed that the community and offender populations are changing and becoming more armed and dangerous than in the past.

#### CONCERNS ABOUT ARMING

As the discussion of the arming issue went forward, many concerns were raised, including:

- o Would arming of officers actually increase the danger to other officers?

Although the task force learned that a number of police have been shot with their own weapons, these were officers in uniform whose weapons were not concealed.

The task force believes that the use of concealed weapons and the implementation of a strong, mandated training program with emphasis on weapon retention will eliminate this threat. Training and supervision needs to be properly funded and integrated as a major program within the Department. As the Department already has a number of officers armed in response to specific threats, this training and supervision needs to be implemented immediately.

- o Would arming officers change the role of the officers and decrease their effectiveness with offenders in their rehabilitation efforts?

The arming policy recommended by the task force would allow firearms to be used only for defensive purposes. The use of deadly physical force is allowed only to prevent death or serious physical injury. Policy would

prohibit the unholstering of a firearm for offensive purposes. Training in the use of firearms would be conducted in a manner that emphasizes all aspects of the use of force continuum, including the use of verbal commands and verbal skills to address situations where offenders pose a threat to the officer and the community. Skilled officers are able to move up and down the continuum as needed to respond appropriately to the situation. The task force concluded that with proper training, officers' effectiveness in providing rehabilitative programs and interventions would not be affected by being armed. This conclusion is based on the review of previously mentioned studies and a variety of articles published on this subject as well as a review of the experience of officers who are or have been armed within the Department.

- o Would arming officers introduce more firearms into the general community to the detriment of the community?

The task force agreed that the Department would be introducing additional firearms into the community, just as hiring new police officers introduces more firearms into the community. However, the task force noted, the society in which the Department exists is already heavily armed. Recent changes in Oregon law have allowed many thousands of citizens to legally carry concealed weapons. Members strongly believe that instead of being detrimental, this would allow another segment of the law enforcement community who are sworn peace officers to be able to better protect themselves and to survive in an increasingly dangerous profession.

After hours of research, reading, discussion and debate, the task force reached conclusions regarding the state of safety of the Department's probation/parole officers. The task force found that: the workload is severe; the potential for violence towards probation/parole officers doing field work and arrests is great; the work done in probation/parole offices is, to a lesser degree, still dangerous; it is difficult to accurately classify offender risk for officer victimization.

## **RECOMMENDATIONS**

The task force initially considered recommending mandatory arming for probation/parole officers within the Department. This recommendation was based upon a belief that probation/parole work is becoming more dangerous and, if officers need to be armed to defend themselves in life threatening situations, then this safety equipment should be required for use by all officers. Mandatory arming would promote consistency and offenders would understand that all probation/parole officers were armed.

After holding meetings at all Department district offices and discussions with all levels of staff, the task force decided that mandatory arming is not practical at

this time for the Department. Some staff expressed reservations about being forced to carry firearms on the job and mandatory arming, even if phased in over several years, might be resisted by probation/parole officers who do not want to be armed. Mandatory arming might also require some officers to leave their positions if they were unable to meet the physical and/or psychological requirements for carrying a firearm. These considerations led the task force to change the arming recommendation to the following:

- o Require mandatory arming for new probation/parole officers hired after Board of County Commissioners' approval of a new arming policy within the Department.
- o Begin mandatory arming for officers who perform certain functions that meet the criteria for highest risk to officer safety -- functions to be designated by the Director of the Department with input from the Department-wide safety committee.
- o Allow optional arming for all current probation/parole officers.
- o Allow optional arming for supervisors and program administrators who supervise probation/parole officers.
- o Require arming for supervisors in units with mandatory arming.
- o Establish standards and testing procedures for both a physical and psychological exam designed to ascertain an officer's ability to safely carry, retain and use a firearm.
- o Develop and implement firearms familiarization training from a BPSST-approved curriculum for all probation/parole officers.
- o Require all armed officers to pass a BPSST-certified course designed to assure proficiency in using weapons. Course would include probation/parole experiential situations where decision making about the use of weapons can be practiced. Training for all officers would emphasize use of firearms to prevent serious physical harm and loss of life.
- o Require all armed officers to qualify at a Department-approved firing range three times a year.
- o Follow industry standards in the selection and purchase of firearms. Industry standard appears to call for staff to purchase their own firearms within the range of Department-approved firearms.

- o Require Department weapons masters to inspect and certify as acceptable all firearms at least three times a year.
- o Allow officers to carry weapons only in the field. A two-hour rule would allow officers to wear a weapon for two hours in the office between field contacts.
- o Provide gun lockers in offices for officers to secure their firearms while in the office. Provide centralized gun lockers but allow employees to purchase individual gun lockers for use in their own offices.
- o Require armed officers to carry their firearms in every field situation. Once armed, an officer wishing to discontinue carrying a firearm must notify the supervisor in writing.

## **X. INCIDENT REPORTS**

### **BACKGROUND**

The task force reviewed incident report information for the last several years. In reviewing this information, it became clear that staff have not been consistent in filling out the reports. The information is not tracked in a manner that assists in the analysis of incidents and the utilization of this information to promote increased safety.

Incident reports serve as the only record in the organization of unusual occurrences including threats, combative situations, and discovery of weapons. Without accurate and complete incident report data, it is difficult to assess the level of danger that each staff member is exposed to in his/her work. Incident reports also serve to document changing conditions such as increased weapons in the community. Without this data, management cannot plan new safety training and develop new policy to address documented trends.

It is difficult to get staff to complete incident reports because they often don't see the link between completing the form and increased safety practices. The task force's recommendations are designed to make the process of filling out incident reports easier and create greater awareness of the link between complete reports and safer practices.

## **RECOMMENDATIONS**

- o Develop procedures for reviewing and tracking incident reports. Include automation of incident reporting for incidents not related to arrests.
- o Charge the Department-wide safety committee with reviewing incident reports and making recommendations for safety practice changes based upon incident reports and investigation of unusual incidents.
- o Develop Department booking form for incident reporting of routine arrests, including a section to serve as the incident report for an arrest. This form, which would be filled out by every officer when conducting an arrest, would then be turned in to the supervisor.
- o Charge site safety committees with reviewing all incident reports involving an injury. In addition to site safety committee review, the supervisor and district manager should review incident reports monthly to identify any potential safety concerns.
- o Reaffirm that staff are required to file incident reports for all situations requiring more force than verbal commands, or involving contact with methamphetamine labs, arrests, office emergencies, any emergency involving an offender and auto accidents.

## **XI. CRITICAL INCIDENT RESPONSE**

### **BACKGROUND**

Probation/parole officers in the Department and across the country are increasingly becoming victimized in the conduct of their job.

Thornton/Shireman discussed officer victimization and concluded that most probation/parole officers will be victimized during their careers. Victimization was defined as "any violence, threat of violence, intimidation, extortion, theft of property, damage to one's reputation, or any other act that inflicts damage, instills fear, or threatens one's sensibilities."

The Parsonage study found that 38-50 percent of workers in probation/parole experienced hazardous incidents. Parsonage found that the rate was significantly higher when only staff with direct responsibility for supervising offenders in the field was considered.



The Thornton/Shireman study reported that "The after-effects of victimization from office assaults are less apparent, but perhaps more significant than the event itself. They include emotional upset, physical symptoms, fear on the job, lack of self-confidence, reduced trust in offenders, reduced sensitivity to offenders and disruption of personal life."

Department staff have experienced multiple incidents of victimization. Department incident reports from the last several years indicate that victimization experienced by Department employees include threats of violence, offenders threatening officers with weapons, vandalism to cars and other property (including the fire bombing of an office) and physical injury when offenders resist arrest. All of these situations can create distress on the part of staff. If this distress is not addressed, it can lead to long-term trauma.

Currently, the Department has no coordinated response or protocol for addressing critical incidents beyond reporting these incidents. Department staff have provided each other with informal debriefing and staff are aware of the counseling through their health plans and the Employee Assistance Program. However, these efforts may not be addressing all of the potential trauma associated with critical incidents experienced by staff.

## **RECOMMENDATIONS**

- o Develop procedures for responding to critical incidents. Critical incidents include threats, physical assault, unholstering a firearm, shooting a firearm and sexual assault. Procedures should be flexible, taking into consideration that incidents traumatize people differently. Procedures could include training, immediate debriefing, peer support and referral to counseling.
- o Provide training that defines and describes critical incidents, typical reactions and the Department's response procedures.
- o Provide debriefing 1-4 days following an incident. Debriefing is not an investigation, but an opportunity to allow affected staff to vent, to help prevent any long-term traumatic effects of victimization.
- o Select staff to serve as a peer support team. Although not counselors, they would be available to reach out and talk with staff who have experienced critical incidents and when needed, refer them to professional help.
- o Provide information about professional counseling, which is currently available through the Employee Assistance Program and each staff member's health insurance.

- o Provide information about the Officer Alive Program, which is available to members of the Department to provide supportive counseling immediately following a critical incident.

## **XII. ERGONOMICS**

### **BACKGROUND**

Most of the work-related lost time injuries in the Department have been the result of office problems. As the Department continues to install desktop automation for increasing numbers of staff, ergonomics has become a larger issue within the Department. Most staff who have received ergonomic consultation have found it helpful. The task force believes that ergonomic consultation must be available to all staff in order to guard against repetitive motion and related injuries.

Department of Community Corrections employee injury data shows that several of the on-the-job injuries in the Department were caused when staff moved Department equipment. With the current relocation of many staff, the Department needs to investigate available resources for movement of office equipment both within offices and between offices, in order to reduce the number of staff injured.

The Department has made huge gains in the area of ergonomics, providing consultation and ergonomically appropriate chairs to many staff throughout the Department. The task force recommendations are provided to promote the continuation of these practices and to promote consistency across sites.

### **RECOMMENDATIONS**

- o Provide ergonomic consultation for the Department in the proper techniques for utilizing computer equipment.
- o Develop a "lending library" of ergonomic equipment (including phones, computer-related equipment and foot rests) for staff to try out before purchasing.
- o Provide ergonomic consultation in the placement of chairs, desks, computer equipment and work stations.
- o Provide ergonomics training to Department MIS staff in order for these staff to serve as consultants for staff when they set up work/computer stations.

- o Provide guidelines on lifting/moving equipment for small moves within the office.
- o Require contracted movers for all large moves within offices and between offices; request Facilities and Property Management to provide readily available movers.
- o Provide training to other Department staff in order to develop ergonomic troubleshooters within the Department.
- o Provide information and charts on stretching techniques to prevent problems associated with improper body mechanics; provide portable fitness equipment to support related fitness efforts.

## CONCLUSION

Many of the issues addressed by the task force have been concerns for the Department and, previously, for the State Department of Corrections. This report is offered as a guide for the Department in addressing these longstanding issues and creating a renewed emphasis on employee safety.

The task force recognizes that the implementation of these recommendations will take time and other resources. The task force believes strongly that the process of implementation must begin soon to take advantage of the momentum and employee enthusiasm created by the task force process. Accordingly, the task force recommends the first year of implementation be prioritized as follows:

By December 31, 1994:

- Appoint the safety coordinator.
- Appoint the Department-wide safety committee.
- Revitalize the work site safety committees.
- Purchase chairs, asp batons, vests, and other safety equipment.
- Purchase new cars.
- Complete, create, and issue Department-wide policies and procedures for Department activities excluding those which are program-specific.

By March 31, 1995:

- Develop training curriculum.
- Develop criteria for and identification of units to be mandatorily armed.
- Develop forms and procedures for incident reporting.
- Develop policies and procedures for arming.

By September 30, 1995:

- Implement the first stages of the arming policy.
- Complete program-specific policies and procedures.

The task force collected and reviewed many articles and documents that were useful in the development of recommendations. These documents are now available for use throughout the Department and will serve as a useful reference in the future for the Department-wide safety committee, site safety committees and the safety coordinator.

Again, the task force members thank the Multnomah County Board of Commissioners and M. Tamara Holden, Director of the Department of Community Corrections for appointing this task force. Safety begins at the top of any organization and in appointing the task force, the Board and the Director have demonstrated a commitment to safety. Now, all members of the Department must continue this effort.

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## APPENDIX A

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## APPENDIX B

### Detail of Training Recommendations

#### All Employees - Mandatory Training Areas

##### Emergency Procedures

Familiarize each staff member with the emergency procedures at his/her work site. Review emergency procedures annually.

##### Conflict Resolution Skills

Conflict resolution skills have been critical for the safety of all staff within the Department. To provide staff with a common language and framework for solving problems, identify one model of conflict resolution training and provide this training for all staff.

##### Bloodborne Pathogens

Provide annual training in Multnomah County's bloodborne pathogen program for all staff who have substantial potential exposure to bodily fluids. Make the work site plan for blood exposure available for staff and supervisor review.

Charge site safety committee members with providing quarterly staff meeting reminders about what to do in the case of a blood or bodily fluid exposure incident.

##### First Aid

Provide certification training in first aid and CPR for a few staff at each work site and to all Alternative Community Service and Forest Project work crew leaders. Post names of certified staff in appropriate offices as a part of the emergency medical plan posting.

##### Hazardous Materials

Train staff who handle hazardous materials, including cleaning supplies, in Risk Management sponsored training within the first several months of employment.

##### Driver Safety

Provide a one-time short driver safety course for all staff who will drive on the job. Provide a more extensive course for those employees who transport offenders daily and those staff who have been involved in auto accidents.

Provide initial training for all staff and refresher training as needed. Reinforce these skills through the culture of the organization.

### Peppermace Response Training

Provide annual training for staff who are not issued peppermace but who may be exposed when peppermace is used. Evaluate the need to issue peppermace to various groups of staff (corrections counselors, corrections technicians, residential staff).

Provide training for all staff who are issued peppermace.

### **Program Staff - Additional Mandatory Areas**

#### Response to Site Specific/Program Specific Emergencies

Provide emergency training and orientation procedures for each program site for all program staff.

#### Methamphetamine Lab Recognition

Annually train probation/parole officers and program staff in the recognition of methamphetamine labs and methamphetamine materials.

#### Safety in Urinalysis Sample Collection

Develop and implement training for corrections technicians in higher risk offender behavior as well as backup procedures for ensuring safety of staff during sample collections.

**Support Staff - Additional Mandatory Training Areas** (clerical, management information systems (MIS), administrative, data entry staff, etc.)

#### Proper Equipment Moving Techniques for MIS

Provide training in proper lifting and moving techniques for MIS staff who move computers and other equipment as a part of their job.

### **Probation/Parole Officers - Additional Mandatory Training Areas**

Provide 26 hours of safety training annually in the following areas:

#### Use of Force Continuum (16 hours)

Provide annual training for all probation/parole officers in the use of force continuum, verbal skills, defensive tactics, handcuffing, peppermace, asp, radios and firearms familiarization. Provide quarterly training, with each officer required to take 16 hours each year. Courses could be taught by BPSST certified trainers from the Department.



Provide peppermace training to include use, evaluation of medical needs, medical response and evacuation resulting from the use of peppermace.

Confrontational Simulation (4 hours)

Provide confrontational simulation BPSST-certified course providing hands-on self-defense techniques in simulated situations relevant to probation/parole work. Course could be taught by BPSST-certified trainers from the Department.

Search and Seizure (4 hours)

Provide search/seizure training for all certified staff. Course could be taught by BPSST-certified trainers from the Department. Orient each probation/parole office in the procedures for evidence maintenance.

Methamphetamine Lab Recognition (2 hours)

Provide annual training for probation/parole officers and program staff in the recognition of methamphetamine labs and methamphetamine materials.

Firearms Training

Provide training detailed in the Arming section of this report.

Provide additional hours up to a total of 40 hours of training each year.

**Supervisors and Managers**

Supervisors and managers should participate in training required for staff they supervise. In addition, training should be provided in:

Conflict Resolution

Provide additional training in problem solving and conflict resolution focused on resolving conflicts among staff.

Accident Investigation

Provide Risk Management training in investigation of on-the-job accidents.

**Temporary and New Employees - Additional Mandatory Training Areas**

Develop a checklist of training requirements for new employees and for temporary employees. If a temporary employee is going to be on the job for several months, train the employee in all basic skills required for the job so that temporary and new employees do not perform job duties they have not been trained to perform.

Train new employees as soon as possible upon hire.

Register all temporary probation/parole officers with BPSST within 30 days of hiring.

Assign field training officers to all new hire and temporary staff in BPSST-certified positions. Identify field training officers through qualifications; provide training and compensation for their participation as instructors.

Assign training mentors (similar to field training officers) to each newly hired program staff.

Develop incentives to encourage qualified staff to take on responsibilities as field training officers/mentors.

### **Optional Training Areas**

#### **Street Survival Skills**

Provide "Verbal Judo", "Street Survival", "Cop Talk" and/or other professional training packages that cover verbal skills. Offer training to staff when courses are taught locally. Allow supervisors to require refresher courses in verbal skills for staff who have been identified in annual evaluations.

#### **Allergies/Chemical Sensitivities**

Provide education for staff on allergies and chemical sensitivities that can become health problems with exposure to airborne toxic substances such as glue, carpet adhesive, paints and varnish. This education could be accomplished in consultation with Multnomah County Health Promotion.

#### **Health Promotion Activities**

Encourage staff to participate in Multnomah County Health Promotion activities. The Health Promotion staff can survey Department employees to determine health and fitness needs/interests and provide an orientation at work sites.

#### **Employee Fitness**

Encourage staff to gain/maintain physical fitness in order to function better on the job. When possible, training staff should locate low-cost, on-site training and fitness programs for work sites that have interested staff.

#### **Stress Management**

Encourage staff to take the stress management course offered through Multnomah County Health Promotion.

#### **Self Defense**

Provide optional self-defense classes to decrease fear of victimization.

## APPENDIX C

### Detail of Safety Equipment Recommendations

#### All Staff

##### Gloves

Require all staff who are searching offenders and their possessions to wear Kevlar® gloves while searching.

Issue Kevlar® gloves to probation/parole officers, residential staff members, Community Service and Forest Project work crew leaders, probation/parole supervisors and other staff responsible for searching offenders and offender belongings. Provide gloves in a variety of sizes.

##### Chairs

Replace all four-star base chairs with five-star base chairs as soon as possible. New chairs should have ergonomically appropriate adjustable arms, back and seat and be of an appropriate size for the employee.

When a chair is purchased for an individual staff member, move chair with the staff member if the staff member relocates to a different site within the Department/Multnomah County.

##### First Aid Kits

Provide all sites with first aid kits, including latex gloves, protective CPR masks, appropriate supplies for universal precautions and appropriate supplies for cleaning blood spills.

Provide all remote locations (such as Community Service work crews and the Community Service Forest Project) with procedures and equipment available on-site and in vehicles for response to medical emergencies.

Provide work crew leaders with lightweight complete first aid kits to carry on the trail.

##### Universal Precautions Equipment (provided)

Provide all offices and each car with universal precaution/first aid kits. Provide portable kits for all staff who use motor pool cars and personal cars for their work.

## Vehicles and Safety Equipment in Vehicles

Assign a staff member in each location to assign vehicles and to coordinate provision and maintenance of safety equipment in each vehicle. These coordinators would work with the Department safety coordinator to ensure the purchase and maintenance of safety equipment in each vehicle.

The Department requires all staff who operate vehicles on-the-job to have a current, valid driver's license. Develop policy directing all employees to immediately report to the Department changes in their driver's license status.

Develop procedures for responding to staff who have multiple vehicle accidents on the job. Require these staff to participate in additional driver's safety training (see training section).

Investigate creation of an agreement with a local law enforcement agency to investigate all on-the-job vehicle accidents involving Department staff.

## Peppermace

Develop policies/procedures for providing reasonable accommodation to employees who are allergic to peppermace.

## **Program Staff**

### Peppermace, Radios, Cellular Phones, and Soft Body Armor

Determine which program staff need to have peppermace, radios, cellular phones and/or soft body armor for safety on the job.

### Tool Storage

Equip Community Services Forest Project vans with roof carriers for carrying tools.

## **Support Staff**

### Management Information Systems Equipment Moving

Provide MIS staff who are required to move computer equipment with carts and other necessary equipment.

## **Probation/Parole Officers**

### Peppermace, Soft Body Armor, Radios, Firearms, Handcuffs, Asp Batons, Cellular Phones, Identification Jackets

Require that handcuffs, radios, peppermace, soft body armor, and asp batons be worn/carried by all probation/parole officers on field visits.

Purchase high quality, individually fitted soft body armor for all probation/parole officers.

Purchase additional cellular phones for use in field visits.

Develop policies and procedures for the storage and protection of all issued equipment: peppermace, soft body armor, radios, firearms, handcuffs and asp batons.

Provide several identification jackets at each probation/parole office for employees' use; if employees wish to purchase their own identification jackets, reimburse the employees for half the cost of the jackets.

Assign a specific staff person at each site to issue peppermace, handcuffs and radios; maintain equipment in operable condition; and ensure re-issue of peppermace after expiration date.

Issue standard size peppermace to all staff. To prevent accidental release of peppermace, issue peppermace with a safety cap.

## **Supervisors and Managers**

Provide supervisors and managers with safety equipment as needed to accomplish their supervisory functions.

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## APPENDIX D

### Recommended Safety Expenditures

Item	Cost	One-Time-Only Expenditure	Continuing Annual Expenditure	Budgeted 1994-95	Not Budgeted 1994-95
Safety Coordinator - 1 FTE Rotational Position PPO/CC Level 8th Step	\$68,000 (approx.)		X	X	
Chairs - Replace 4-star based with appropriate 5-star ones 20 @ \$350.00 each	\$7,000	X		X	
Ergonomic tables for computer workstations 20 @ \$117.00 each	\$2,400	X		X	
Radios/related equipment 5 year plan purchase totaling \$264,900 (Financing arranged by Multnomah County Finance Division)	\$53,000 (approximately)		X	X	
Cellular phones - portable cell, extra batteries, desk recharger, car lighter adaptor, case 10 @ \$250 each	\$2,500	X			X
Annual maintenance	\$1,500		X		X
ASP Expandable Batons - airweight with 6" - 16" expansion/nylon holder For 150 FTE @ \$77.00 each	\$11,500	X		X	
Peppermace with case/\$19.00 per set Replacement Mace for 150 FTE @ \$9.00 each	\$1,300		X	X	
Body Armor (Fitted, Lightweight, Cleanable) For 150 FTE @ \$600.00 each (replace in 5 years)	\$90,000	X		X	
Handcuffs and case for 10 new FTE 10 @ \$28.00 each	\$280	X		X	
Replacements - 10 @ \$28.00 each	\$280		X	X	

Item	Cost	One-Time-Only Expenditure	Continuing Annual Expenditure	Budgeted 1994-95	Not Budgeted 1994-95
Duty Belts for 10 new FTE 10 @ \$16.00 each	\$160	X		X	
Replacements - 10 @ \$16.00 each	\$160		X	X	
Training provided by outside vendors Examples: Street Survival, Cop Talk, Verbal Judo 50 FTE per year @ \$300.00 per session	\$15,000		X		X
Car Replacement: Cage Cars - 8 @ \$20,000 each Standard Cars - 30 @ \$16,000 each - purchased over the past three years	\$260,000	X		X	
Annual expense	\$50,000		X	X	
Confrontational Simulation Training Equipment	\$1,800	X		X	
Gloves for searches 150 FTE @ \$12.00 each	\$1,800		X	X	
Identification Jackets 50 jackets @ \$20 each, distributed among probation/parole officers	\$1,000	X		X	

## APPENDIX E

### MULTNOMAH COUNTY DEPARTMENT OF COMMUNITY CORRECTIONS CONTINUUM OF SAFETY TASK FORCE CHARTER DECEMBER 1993

**INTRODUCTION:** The Continuum of Safety Task Force is created to review and make recommendations about the entire spectrum of safety issues important to the Department of Community Corrections.

**TASK FORCE  
MEMBERS:**

Jean Miley, County Risk Manager, Chair; Joanne Fuller, MidCounty District Manager/DCC, Coordinator; Cathi Bain, Office Assistant 2, SE Branch Office; Duane Cole, Probation/Parole Officer, SE District Office; Paul Frank, Probation/Parole Officer, MidCounty District Office; Carl Goodman, Probation/Parole Supervisor, NE District Office; Janet Hendry, Probation/Parole Officer, NE District Office; Frank Grace, Probation/Parole Officer, NE District Office; Barb Kabus, Corrections Counselor/Acting Program Development Specialist, Women's Transition Services

**BACKGROUND:** The issue of safety is of utmost importance to the Department of Community Corrections staff and to the Board of County Commissioners. The Department has been fortunate to have a highly participative Safety Committee that has made several recommendations relative to the Department operations. However, the restructuring of the Department has led to the need for comprehensive policies and procedures to guide the site specific Safety Committees. Additionally, the Board of County Commissioners and the Chair have requested recommendations relative to this vital aspect of our environment.

The Task Force has therefore been created to provide recommendations that will become the Department's policies and procedures relative to the entire spectrum of safety. Jean Miley, Risk Manager, has been asked to chair the committee because of her broad county-wide perspective and her expertise in the risk management arena. She will conduct the meetings and direct the work of the group. Joanne Fuller will act as coordinator to work with Jean and committee members on logistics, protocol, department specifics, and content oversight.

**TASK FORCE  
OBJECTIVES:**

1. Review products from past committee endeavors, documents prepared regarding safety issues, relevant research materials, and information provided orally from content experts.



2. Participation in a comprehensive Risk Management Assessment Process to properly identify priorities.
3. Provide written recommended policies and procedures for implementation within the Department of Community Corrections.

**GUIDELINES:**

1. The committee membership has been configured to provide perspectives from all levels of the Department staff, most of the classification categories and programmatic entities. Members were selected based on their expertise, knowledge, and commitment to a quality product. Members are not representing a particular segment of the department nor a particular work group. Each member should provide their recommendations based on their expertise and experience.
2. Other staff may provide input into the process by communicating to the Chair of their respective site specific Safety Committee who will provide the information to the Chair of the task force.
3. The members of the task force are expected to prepare for each meeting by reading, in advance, materials and structuring their response to make the most efficient use of the actual time in the committee.

**RESOURCES:**

Jacqueline Weber, County Legal Counsel, will be available for issues relative to our legal constraints and requirements.

Ken Upton, Labor Relations Manager, will be available to give guidance relative to labor issues.

Materials and supplies will be provided as needed.

**TIMEFRAME:**

The recommended policies and procedures will be completed by March 31, 1994.

cc: DCC District Managers  
Beverly Stein

Meeting Date: 12/27/94

Agenda No.: WS-1

(Above Space for Board Clerk's Use *ONLY*)

**AGENDA PLACEMENT FORM**

**SUBJECT:** MID-YEAR PERFORMANCE REVIEW WORK SESSION

**BOARD BRIEFING:**      Date Requested:      TUESDAY, DECEMBER 27, 1994  
Amount of Time Needed:      2:40 PM TO 4:10 PM

**REGULAR MEETING:**      Date Requested: \_\_\_\_  
Amount of Time Needed: \_\_\_\_

**DEPARTMENT:** Nondepartmental      **DIVISION:** Chair's Office

**CONTACT:** Delma Farrell      **TELEPHONE:** X-3953  
**BLDG/ROOM:** 106/1410

**PERSON(S) MAKING PRESENTATION:** MANAGERS

**ACTION REQUESTED:**

☒ INFORMATIONAL ONLY      ☐ POLICY DIRECTION      ☐ APPROVAL      ☐ OTHER

**SUMMARY** (Statement of rationale for action requested, personnel and fiscal/budgetary impacts, if available):

BOARD AND MANAGERS DISCUSSION ON THE 1994-95 MID-YEAR PERFORMANCE REPORT; REVIEW STATUS OF CURRENT YEAR ACTION PLANS AND KEY RESULTS MEASURES; AND UPDATES ON 3-6 HIGH PRIORITY ACTION PLANS, FOR THE FOLLOWING:

1. PORTLAND-MULTNOMAH PROGRESS BOARD
2. METROPOLITAN HUMAN RIGHTS COMMISSION
3. MULTNOMAH COMMISSION ON CHILDREN AND FAMILIES

**SIGNATURES REQUIRED:**

**ELECTED OFFICIAL:** Beverly Stein  
**OR**  
**DEPARTMENT MANAGER:** \_\_\_\_\_

BOARD OF  
COUNTY COMMISSIONERS  
1994 DEC 19 PM 4:25  
MULTNOMAH COUNTY  
OREGON

**ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES**

*Any Questions? Call the Office of the Board Clerk at 248-3277 or 248-5222.*

*Work Session  
12-27-94  
Handout #1  
WS-1*

## PORTLAND MULTNOMAH PROGRESS BOARD

### REVISED 1995 WORK PROGRAM

#### GOAL #1

**Tell the Benchmarks story.**

#### ACTIVITIES

- A. Conduct Benchmarks Forums around the five Urgent Benchmark Clusters.

Subject:

Governance  
Public Safety  
Health Care  
Nurturing Stable Families  
Liveable Communities

Agenda:

Tell the Benchmarks Story.  
Tell the Oregon Option Story.  
Discuss Data Issues and Trends.  
Establish commitment to a data network.  
Request that groups commit to the Benchmarks.

- B. Begin the Partnership Initiative, developing commitment to the Benchmarks process and undertaking responsibility for the accomplishment of the Benchmarks. In 1995 the following groups will be targeted:

Local Governance Partnership Initiative  
Business Partnership Initiative  
Community Development Partnership Initiative

- a. Identify important partners.
- b. Assign Progress Board members to each initiative.
- c. Make personal presentations to partners.
- d. Include in Benchmark Forums, as appropriate.
- e. Request that each organization commit to the Benchmarks.

- C. Represent Progress Board interests on the Oregon Option.

- D. Institute the Annual Benchmarks/Government Innovation Awards Program.
- E. Reexamine membership of the Progress Board.

## **GOAL #2**

**Develop local capacity to implement benchmarking and other government innovations.**

### **ACTIVITIES**

- A. Build staff expertise.
- B. Build and maintain resource materials and a bibliography on benchmarking.
- C. Assist staff of Multnomah County cities and county in implementation of the Benchmarks.

## **GOAL #3**

**Refine and revise the Benchmarks and their supporting data bases.**

### **ACTIVITIES**

- A. Inventory and analysis of data sources, through personal surveys.
- B. Define and build data files.
- C. Publish hard copy of Regional Data Resources reference manual.
- D. Establish data advisory network, probably around Benchmark Clusters.
- E. Initiate on-line connections with major regional data bases.
- F. Advocate the collection of appropriate data and analyses by federal, state, regional, and local data sources.

**STAFF TASK DISTRIBUTION**  
(in percent of time)

	<u>Wev</u>	<u>Harris</u>	<u>DiOrio</u>
Goal #1			
A. Benchmarks Forums	20	10	20
B. Partnership Initiative	20	10	10
C. Oregon Option	12	10	--
D. Awards Program	6	--	--
E. Progress Board Membership	2	--	--
Goal #2			
A. Build Staff Expertise	10	5	10
B. Materials	10	10	10
C. Assist City and County	20	--	--
Goal #3			
A. Inventory of Data	--	30	15
B. Data Files	--	5	10
C. Regional Data Manual	--	5	10
D. Data Network	--	10	15
E. On-line Data Connections	--	1	--
F. Data Advocacy	--	4	--

Work Session  
12-27-94  
Handout #2  
WS-1

PORTLAND MULTNOMAH PROGRESS BOARD

MEETING SCHEDULE

1995

<u>Date</u>	<u>Time</u>	<u>Location</u>
January 23, 1995	3:30 - 6:30 pm	Smith Center/PSU
 <u>Special Meeting</u> <u>Joint City-County Commissioners Meeting</u>		
January 31, 1995	9:30 - 11:30 am	Smith Center/PSU
February 27, 1995	3:30 - 6:30 pm	Smith Center/PSU
March 20, 1995	3:30 - 6:30 pm	Smith Center/PSU
April 17, 1995	3:30 - 6:30 pm	Portland Building
May 22, 1995	3:30 - 6:30 pm	Portland Building
June 19, 1995	3:30 - 6:30 pm	Portland Building
July 17, 1995	3:30 - 6:30 pm	Portland Building
August - No Meeting		
September 18, 1995	3:30 - 6:30 pm	Portland Building
October 16, 1995	3:30 - 6:30 pm	Portland Building
November 20, 1995	3:30 - 6:30 pm	Portland Building
December 18, 1995	3:30 - 6:30 pm	Smith Center/PSU

All regular meetings are on Monday!