



**Citizen Budget Advisory Committee
Multnomah County Sheriff's Office
FY 06/07 Budget Process
Report for Transmittal to the Board of County
Commissioners**

March 22, 2006

PROCESS

The MCSO CBAC has been granted access to MCSO personnel, toured the Inverness Jail, the Civil Unit's headquarters in the Hansen Building, Wapato Jail, been present at the launching of the new boats used by the River Patrol, and met with Sheriff Giusto several times, as well as staff from various parts of the agency from Sheriff Bernie Giusto to administrative support staff to members of the Civil Unit. The "face to face" contact helped the CBAC to become conscious of the demands placed on MCSO employees, and became aware of the very good work they do under what are often trying circumstances.

The basic format of the MCSO CBAC has been monthly meetings during the budget season during which we met with a wide variety of MCSO employees. We received documents ranging from spread sheets on matrix releases from correctional facilities, to overviews of the Sheriff's office, to budgetary information.

MAJOR CHANGES

The Sheriff's Office has undergone significant changes that impact this year's program offers.

The most notable operational changes are:

- The permanent closure of the farm, MCCF. This caused for the movement of work crews to MCIJ.
- The permanent closure of the Work Release Center.
- The use of all floors at MCDJ due to the completion of the Detention Electronics Project within the housing floors.
- The reopening of all beds at MCIJ due to Portland's Project 57 and also the 114 Beds the Board agreed to open.
- Full capacity at two jail facilities means no longer having four partly full facilities. This will increase efficiency and also reduce ways to address behavior management.
- The CBAC supports the new bus and vans for prisoner transport. This has been an area of concern due to safety and costs.

The Most Notable Process Changes are:

- The Maps – MCSO has made significant progress in conveying its services through the Program Maps.

- Scalability – The new budget process in year one was “interesting” for everyone. In the end it led to significant last minute confusion in not knowing what exactly was purchased or the dollar amount’s allocated (MCIJ purchase out of order). Some of this is understandable given that the Board allocates a dollar amount to the Sheriff and then the Sheriff “purchases” programs. The maps and efforts to show scalability, what MCSO considers base or fundamentally, effectively allows the process to be more transparent. A key item in permitting this was the removal of the 3 million dollar cap for base program offers. This significant change allowed for MCSO to articulate how it does things and the priority ranking in which the Sheriff will purchase programs with funds allocated.
- ABC Costing – The move to program based budgeting, the maps, and the Sheriff’s Office ongoing efforts to bring ABC costing to the forefront will move the Sheriff’s office to better aligning budget, FTE and operations. The Sheriff’s Office and the public served will be much better off because of these combined efforts.

New Options in the Program Offers:

- Wapato is presented in a scalable offer to assure that the first block is the least possible cost for opening the doors. The CBAC strongly supports efforts to use this public asset. Some caution is noted in that the base offer was scaled down to a point where it could meet the budgetary threshold and not necessarily a base level as the other facilities are structured. Also, the CBAC is not confident that opening at 150 beds instead of 225 is an operationally prudent thing to do. We of course believe that all of Wapato should be, as the public expects, used.
- There are 329 Jail beds and 14 Law Enforcement Deputies funded by the ITAX. Also, the Board and Sheriff just opened 114 jail beds at MCIJ. We hope that the 114 beds were not opened simply to be cut in this budget process. We are encouraged by the Board’s commitment to maintaining both MCDJ and MCIJ at full capacity. We understand that the City funds 57 jail beds and if that funding is eliminated then the Board will have to consider continuing those beds. The Board must understand that voting to fund all the jail beds and cut all the police services means that the Board’s intent cannot be followed. The Sheriff’s Office must maintain a balance of services that include assuring unincorporated residents have police services.
- We support the Sheriff’s movement of the Traffic Safety Unit to the Civil Unit. The Traffic Safety Unit is ITAX funded. While this is likely one of the most important functions to citizens in neighborhoods served by MCSO, the work of the Civil Unit is vitally important to the entire County and is in need of further assistance. Assuring 24-hour service of restraining and protective orders is vital to community protection. MCSO should work to assure that the Civil Deputies are trained adequately so that when they deliver papers they can identify problems in the home and forms of abuse that need follow up.
- The Population Management Unit is not really a new program offer. However, as it is unfunded at this time it must be submitted that way. When Close Street Supervision was eliminated from MCSO and moved to DCJ, there were staff cut that performed other functions relating to managing the post-sentence matrix population. Also, the matrix staff needs better support; allocating a supervisor to focus on this effort is a necessary action as matrix release is a high stress and risk environment. The

Corrections Counselor performing tracking of the sentenced matrix releases is a longstanding position and again is not a new offer. It is important to continue the Counselor's role and also expand this role to work towards creative thinking on releasing of those that can be better medically served outside of the jail. The truly new offer is working to add resources to get persons who are mentally ill - and can be sent to treatment options in the community prior to their release date.

- The need to collect Drug and Alcohol data at booking is very important. The CBAC strongly supports collecting this data that was once funded by the federal government.
- The CBAC supports the innovation of providing a service with less general fund, such as the new offer for MCSO to do Recog as part of the classification unit. It is important to note that the Recog function is one of the Court's and was originally funded by the State. Now it is not. The Recog function is important to the County because it helps address the limited availability of jail beds. If Recog did not exist - a function that releases more people per year than Matrix - then all of those individuals would be early released through Matrix. If there is a manner to reduce the general fund allocation to this program that is important.
- The Corbett SRO addition is needed and one that the CBAC supports. This is really a Community Resources Officer for this community. Many crimes and community problems are resolved by having this Officer available and accessible.

RECOMMENDATIONS/CONCERNS:

The importance of Wapato's beds in the system is to assure that there is a way to hold people in jail who are just starting to build their "criminal resume". Jail is important in assuring our criminal justice system can provide sure and swift justice. It is also important to assure that offenders have an opportunity early on to change the course of their life. We encourage the Sheriff's Office to focus on crime prevention efforts in all aspects of their work as this is a key element of their service delivery. The initial Board rankings show that neither Wapato nor the costs to mothball it will be funded. If Wapato is not opened, the building must be maintained.

We have recommended to MCSO that it articulates clearly that all jail beds are not the same. It is easy to view the Maps to see how much it costs for one set of beds and then try to move the money around to get more beds for the same dollar. We saw how this did not work last year with the purchase out of order. We urge those voting on the program offers to follow the order in which they are laid out.

Corrections Health should be included in the jail program offers. It is concerning that Corrections Health ranked so much lower than the correlating jail offers. The cuts to Corrections Health that have already been made have gone too far and are impacting jail costs through medical transports and other issues that arise. Health care is part of jail services, it is not an add on or a nicety – it is a requirement.

For River Patrol, Clark County should either provide staffing or financial support to MCSO so that Multnomah County is covered for providing service on the Washington side of the River. We understand that state lines in water are not as clear as on land.

However, if Clark added one person per shift on the Columbia as well as funds for gas, this would be a reasonable partnership, if a direct appropriation cannot be obtained.

The Sheriff's Office needs to move out of the Hansen building. The CBAC is concerned that a move will be to a temporary-yet permanent location. We urge ground breaking on the East County Justice Center before the door is closed on the Hansen Building.

EMERGING ISSUES:

We recommend the treatment of drug and alcohol issues be packaged with the treatment of mental illness in the inmate population. A dual diagnosis approach will benefit the affected inmates and the community as a whole .

While not a true emerging issue, the Board apparently does not understand what Corrections Work Crews are. We recommend to MCSO that it integrate inmate workers who perform food, laundry, building landscaping and cleaning into those respective cost centers. These items cannot be paid for by others than the County. In breaking down jail workers and community work crews, the Board may be able to better understand the important distinctions. The community work crews already receive external funding for their work. The need for them to be fully funded by non general fund is a worthy goal, but not realistic. Persons who work on crews get a day off of their sentence for every day that they work. Meaning we pay them a dollar and it saves us between \$75 and \$100 in jail costs. When you look at the benefit to the County, the County is already saving money regardless of who pays for the community work crews.

The MCSO CBAC strongly supports the Sheriff's proposal that, in conjunction with the projected opening of the East County Justice Facility, the various disparate law enforcement agencies in east Multnomah County be able to consider merging their personnel and resources. The "balkanization" of law enforcement efforts is not efficient for the provision of safety and security of residents. We caution against oversimplifying this issue to simply one of reassigning patrol resources. MCSO patrol is cut to the bone. Caution should be used and opportunities, such as the move of detectives to a Gresham office, should be used to test the waters prior to making major decisions.

The low ranking of the Law Enforcement program offers shows that the issue has not been fully appreciated by the Board. The County will have to pay for services that it contracts out. It cannot cut the funds and expect someone else to pick up the work. The Sheriff will be forced to cut other services in order to sustain basic patrol and police services in the unincorporated areas. The CBAC realizes the services of all police agencies in this county looks like a moth eaten sweater. The total system does not make sense. If discussions on metro wide police agency cannot be successful or an east county and west county agency, then all parties must gather in good will to assess how to improve policing services. No citizen group has said they want fewer police. If savings can be obtained alone from looking at patrol services, it will be very surprising. The functions that should be discussed are training, recruiting, IT, property, and other functions that each agency has developed an infrastructure to support. Any solution that leads to fewer police is an unsound solution.

Our final note is that while this year's County budget process is much improved, we do see areas for improvement. We will be making recommendations on improvements to this budget process to the central CBAC.

Respectfully submitted by the Multnomah County Sheriff's Office Citizen Budget Advisory Committee;

Alan Scally, Chair;
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