

# **Corrections Grand Jury 2018 Report**



**Review of the Correctional Facilities  
In Multnomah County, Oregon**

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## INTRODUCTION

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### Statutory Background

Pursuant to Oregon Revised Statute 132.440, a Corrections Grand Jury convened on October 5, 2018, with the ultimate goal of writing a public report about the condition and management of the four correctional facilities in Multnomah County. Under ORS 132.440:

- At least once yearly, a Corrections Grand Jury shall inquire into the condition and management of every correctional facility and youth correction facility as defined in ORS 162.135 in the county.
- The Corrections Grand Jury is entitled to free access at all reasonable times to such correctional facilities and juvenile facilities, and, without charge, to all public records in the country pertaining thereto.
- Other than indictments presented under ORS 132.310 or presentments presented under ORS 132.370, the Corrections Grand Jury shall issue no report other than a report of an inquiry made under this section.

### Methodology

Seven jurors were selected to serve as the 2018 Corrections Grand Jury. Over the period of four weeks, the Corrections Grand Jury made inquiries into the condition and management of the four correctional facilities located within Multnomah County. To inform this report, the jurors toured all four facilities and heard testimony from a variety of staff and stakeholders involved in various capacities within the corrections system. The four correctional facilities located within Multnomah County are as follows:

- **Multnomah County Detention Center (MCDC)**—Maximum security jail located at 1120 SW 3<sup>rd</sup> Ave., Portland, OR 97204
- **Multnomah Country Inverness Jail (MCIJ)**—Medium security jail located at 11540 NE Inverness Dr., Portland, OR 97220
- **Donald E. Long Juvenile Detention Center (DEL)**—Youth detention center located at 1401 NE 68<sup>th</sup> Ave., Portland, OR 97213
- **Columbia River Correctional Institution (CRCI)**—Minimum security state prison located at 9111 NE Sunderland Ave., Portland, OR 97211

## EXECUTIVE SUMMARY

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The consistent theme and biggest challenge across all facilities and stated by nearly all stakeholders is the mental health crisis. The majority of inmates in the system increasingly have chronic mental health issues, medication needs, and/or substance abuse issues. All stakeholders agreed that jails are not the appropriate location for most of this population, and many should actually be in a clinical setting.

Multnomah County has some truly innovative pre-trial programs to divert people from jail, and the Corrections Grand Jury was impressed with programs such as LEAD<sup>®</sup> and Close Street. In addition, there were plentiful in-jail programs and services. However, there is a lack of ability to do discharge planning due to unpredictable release dates and insufficient post-jail community services. In turn, a

“warm hand-off” is not happening for most people. If transitions during the critical discharge period could be bridged more successfully, and if in-jail service providers could be better tied to after-jail treatment and discharge planning, recidivism rates could potentially be lowered. Currently there is a 70% failure to appear for community programs on the part of inmates released from custody.

Lack of funded bed capacity is another concern that affects daily operations in the county jails. The jails are regularly operating at 90% capacity or above (ideal operating levels are 82%-85% capacity), and staff are hamstrung by their inability to move inmates to the housing unit that best suits their needs. The intention of this constraint is to place a “healthy tension” on the system to drive the development of alternatives to jail. Instead of forcing the system to change, this “healthy tension” places enormous stress on correctional staff, places inmates in overly restrictive housing, and releases inmates prematurely into the community. Exacerbating the challenges with funded capacity are insufficient staffing levels and frequent mandatory overtime. This is further complicated by regular challenges with recruiting and filling positions on the team. The Corrections Grand Jury recommends reevaluating the 2017 capacity cuts and commissioning a new staffing study to recalculate appropriate staffing levels.

Multiple positive changes have occurred since the 2017 Corrections Grand Jury report. The Quick Report system implemented in 2018 to electronically record all instances of Use of Force is a much more comprehensive system than the previous paper records. It more effectively documents Use of Force events, increases accountability, gives inmates a voice, and results in more usable data. The Corrections Grand Jury was also pleased to see the removal of the fee for inmates to submit a Medical Request Form (MRF) and the prompt medical staff response time. Additionally, the Corrections Grand Jury was impressed with the caliber of staff and general desire of staff to support inmate success and lower recidivism.

## **KEY FINDINGS**

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We, the Corrections Grand Jury, were tasked with inquiring into the conditions and management of every correctional facility and youth correctional facility in Multnomah County, Oregon. We interviewed correctional staff and inmates in order to report our findings to the public regarding these facilities. After completing the inspections of the four facilities under our responsibility, we decided on several key findings which are of importance.

### **Mental Health**

We have heard testimony that the overall jail population is composed of people experiencing more severe mental illness than the historical jail population. We would like to commend actions taken to address the increase in mental illness among jail population; primarily, mental health evaluations upon booking. While these actions have improved the situation, many areas of the corrections system are still in vital need of change. All stakeholders agree that jail is not a therapeutic environment. The rise of mental health problems has been discussed during previous Corrections Grand Jury reports. While improvements have been made, mental illness continues to be a challenge.

Efforts to reduce jail populations and the number of arrested individuals has caused the populations currently confined in Multnomah County to be distilled down into those who pose a public safety risk or cannot be released on their own recognizance. Unfortunately, this has also increased the number of mentally ill in jail populations. The witnesses the Corrections Grand Jury spoke to believe the

mental health population would be better served at MCIJ in a pro-social, open dorm environment, and additional mental health services should be at MCIJ.

### **Pre-Trial/Diversion Programs: Alternative Programs to Detention**

We commend the detention avoidance programs such as LEAD<sup>®</sup>, and detention alternatives for those already arrested, such as Close Street.

#### *Law Enforcement Assisted Diversion (LEAD<sup>®</sup>)*

In 2017, County and City leaders launched this innovative pilot project. It is an effort to reduce future criminal behavior by people involved in low-level drug offenses, reduce recidivism rates for low-level offenders, and reduce the number of persons of color being arrested and referred to the criminal justice system. Now in its second year, the program has expanded from downtown Portland to areas in inner southeast Portland.

LEAD<sup>®</sup> is a pre-booking diversion program that was developed in Seattle, Washington, in 2011 and has now been replicated in four other jurisdictions around the country. LEAD<sup>®</sup> allows police officers to redirect low-level offenders involved in drug activity to intensive case management tailored to the individual's needs instead of jail and prosecution. Participation is voluntary and requires completion of an in-depth assessment within 30-days of arrest for the case not to be filed<sup>1</sup>.

The Corrections Grand Jury heard testimony from numerous sources that putting suspects with mental health issues through the correctional system is not the solution. We concur and would like to see programs similar to LEAD<sup>®</sup> created for mental illness diversion from the correctional system.

#### *Close Street Supervision Unit*

Close Street is a pre-trial diversion program that gives eligible defendants an opportunity to reside outside of jail while awaiting court proceedings. A deputy case manager supervises an individual's behavior with daily check-ins leading up to the trial date. Close Street "is focused on providing public safety through the effective management of those who would not otherwise be eligible for release," thus alleviating a portion of jail capacity concerns.<sup>2</sup>

1. The Close Street program was originally funded for 150 clients, and is now funded at 125 due to the most recent budget cycle.
2. As of October 2018, the program is over capacity by 100%. 250 to 270 clients are currently in the program.
3. In 2017, 98% of Close Street participants appeared for their court dates and only 2% of the participants were arrested for new crimes. Success ranks among the highest in the nation for pre-trial release programs.<sup>3</sup>

The Corrections Grand Jury was pleased to hear about the plentiful pre-trial-diversion programs. However, as the success of these programs increases, it is important to note that the people who come into the facilities tend to be a higher needs population.

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<sup>1</sup> Law Enforcement Assisted Diversion (LEAD<sup>®</sup>). Multco.us. <https://multco.us/law-enforcement-assisted-diversion>. Accessed November 1, 2018.

<sup>2</sup> Corrections. MCSO.us. <https://www.mcso.us/site/corrections.php>. Accessed October 30, 2018.

<sup>3</sup> Program #60445 – Close Street. Multco.us. Updated 2/21/2018. <https://multco.us/file/69226/download>. Accessed November 1, 2018.

## **Staffing**

### *Retention and Recruitment*

While there have been new deputies hired, there have been a nearly equal number of retirements amongst both deputies and sergeants. We recommend a stronger emphasis on recruitment to replace both the current deficit (19 deputies and 6 sergeants) and the retirements in the coming years. From testimony, retention of staff has not been an issue in past years, however, there is a concern that recent recruits are less likely to remain as a corrections deputy in Multnomah County for their entire career.

### *Overtime*

Jail posts and 24-hour medical units must be staffed with qualified certified employees at all times. Due to staffing shortages, mandatory overtime is a regular occurrence. As of October 8, 2018, overtime spent in 2018 was \$6,549,999.58.<sup>4</sup> Medical and corrections staff in MCDC and MCIJ articulated numerous hardships associated with mandatory overtime (stress, fatigue, complicating childcare and family obligations, and decreased personal wellness) as well as some benefits, such as the opportunity to earn more money.

Mandatory overtime may impact retention of staff. Given the successful use of on-call staff by DEL, we believe that retaining both retiring staff and those deputies pursuing other employment opportunities through an on-call pool could be an effective alternative to the current level of mandatory overtime.

### *Training*

We would like to applaud the strides made by the department for employees to reach their continued training time goals and the continued emphasis on de-escalation training as an alternative to Use of Force techniques. In addition, the jury was pleased to see an increased focus on trauma-informed care training and practices. Concerns were voiced that portions of staff training hours were being filled by previously known material rather than giving staff opportunity to access new training topics and material.

### *Performance Reviews*

Lack of performance reviews is a subject of apprehension amongst the Corrections Grand Jury. Only new sergeants during their one year probationary period currently have written performance reviews. Valid reasons for stopping the performance review system which had been in place were articulated. We understand short-comings existed; however, we are concerned that the absence of performance reviews may hinder morale, promotion, and development. Clear communication as to management's expectations of corrections deputies at each post on each shift (what constitutes success) is available.

### *Multnomah County Workforce Equity Strategic Plan<sup>5</sup>*

This Strategic Plan highlights four major areas:

1. Organizational culture via intercultural awareness of power and privilege;
2. Promotion and professional development by equitable opportunity and elimination of barriers to promotion and professional development;

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<sup>4</sup> SAP by MCSO Fiscal Unit

<sup>5</sup> Duncan, Ben. 2018. Multnomah County Workforce Equity Strategic Plan. <[multco.us/diversity-equity](http://multco.us/diversity-equity)>

3. Retention by addressing disparities in retention based on race and non-dominant culture identities; and
4. Recruitment and pipeline programs with a commitment for consistently diverse candidate pools for positions at every level of the organization.

This framework and guidance document provides for appropriate levels of accountability, including updates and reporting requirements.

The Corrections Grand Jury found this Strategic Plan to be an exceptional document that represents the input from a broad spectrum of the County, and also impressive commitments from County leaders. Implementing the Strategic Plan has the potential to improve worker satisfaction.

### Capacity Concerns

82%-85% capacity is the ideal operating level to allow for movement among the two county facilities, enabling inmates to be housed in the appropriate setting. **However, the Multnomah County jails are routinely operating at 90% or higher.** There are numerous negative repercussions associated with regularly operating at this level:

- **Strain on system:** Continually reacting to yellow alerts (capacity at 90%-94%) is a strain on the system that detracts from staff's ability to do other job duties.
- **Unnecessarily restrictive housing:** With current capacity levels, staff members are hindered by their inability to move inmates around. As a result, inmates are often housed in a more restrictive setting than may be necessary (i.e., single cell unit vs open dorm).
- **Emergency population release:** When capacity levels reach 95%.

Testimony heard by the Corrections Grand Jury indicated that if the 59-person dorm that was cut in 2017 were reinstated, many of the concerns noted above would be alleviated. The 2017 County decision to reduce budgeted capacity from 1,251 to 1,192 was intended to drive the development of community services that could function as alternatives to jail, thus decreasing the jail population. However, the community resources in place to support the reduction in jail capacity are currently insufficient to support operating levels of 82%-85%. The jails are regularly operating in the "Yellow Alert" range of 90% capacity.<sup>6</sup> The Corrections Grand Jury philosophically agrees with the development of alternative services to jail when appropriate (e.g., LEAD<sup>®</sup>, mental health diversion, Close Street, etc.), but feels strongly that until sufficient services are in place to manage the reduced capacity, the 59 beds that were defunded in 2017 need to be reinstated.

### Emergency Population Release (Matrix Release)

When budgeted jail capacity reaches 90%, jail staff use an objective matrix system to identify the lowest risk inmates who could potentially be released early from jail to free up capacity. When budgeted capacity reaches 95%, the jails conduct an Emergency Population Release (known internally as a Matrix Release) to release inmates into the community. From September 2017 to September 2018 there were a total of 212 people released through emergency population release<sup>7</sup>. The practice was a major concern to the Corrections Grand Jury, particularly because there is unutilized (but currently unfunded) capacity of five empty dorms at Inverness Jail. "Matrixing is a

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<sup>6</sup> Harms Mahlandt, J. et al. Multnomah County Sheriff's Office. (2018). *September 2018 Monthly Jail Report*. Portland OR

<sup>7</sup> Harms Mahlandt, J. et al. Multnomah County Sheriff's Office. (2018). *September 2018 Monthly Jail Report*. Portland OR

failure of our criminal justice system.” [Testimony by Sheriff Reese, October 12, 2018] The Corrections Grand Jury supports the efforts of the Sheriff’s office to remove people with Ballot Measure 11 crimes from the potential of Matrix Release.

We recommend data be collected and analyzed regarding the percentage of matrixed individuals who commit crimes and/or fail to appear for court dates following a forced release. These data would be useful to determine if the matrix system is a success or failure.

## **MULTNOMAH COUNTY DETENTION CENTER (MCDC)**

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### **Overview**

The Multnomah County Detention Center is a maximum security facility with funded capacity for 448 inmates.

Built in 1983, it is the only maximum security jail in the state. Every inmate in the county is booked at this location, with the exception of those starting the procedure at the Temporary Booking Facility in Gresham. The booking process is generally completed within four to six hours. All inmates housed at MCDC are in single cell units. Inmates with the greatest mental health needs are housed at MCDC in specially designated mental health single cell units. However, isolation and lack of social engagement is shown to have detrimental effects on mental health.<sup>8</sup>

### **Key Findings**

#### *General Information*

1. Average stay at MCDC is 12 days.
2. Pre-trial custody holds may not exceed 60 days unless a defendant waives right to trial within 60 days.
3. U.S. Marshal Inmates held in September 2018 averaged 120.<sup>9</sup>
4. Transfers to the Multnomah County Courthouse occur daily as scheduled by the Court.
5. Daily transfers from Gresham’s Temporary Booking Facility to MCDC as needed.

#### *Booking and Classification*

6. Booking includes removal of personal items, a pat down search followed by a more invasive search if hidden drugs or weapons are suspected, fingerprinting, photographing, recording and verifying contact and personal information.
7. Detainees are assessed for medical issues, including both physical and mental during the booking process.
8. Epic<sup>10</sup> can be accessed to verify medical history.
9. There are separate male and female open holding areas with seating, restrooms, telephones, and television available for detainees able to maintain appropriate behavior.
10. Detainees not able to remain in the open holding cell environment due to unacceptable behavior are placed in single holding cells. Negative air pressure cells are used if a communicable disease is suspected or reported.

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<sup>8</sup> “There is ample research establishing that social isolation and sensory deprivation exacerbate mental illness symptoms in individuals with a pre-existing illness and in some cases, can cause mental illness in individuals with no such history.” (Source: A Merry Go Round that Never Stops: Mental Illness in the Multnomah County Detention Center)

<sup>9</sup> September 2018 Monthly Jail Report

<sup>10</sup> Epic is an electronic medical charting database used by all major Portland-area hospitals and Multnomah County.



11. Showers are available for detainees classified to be held who need or desire a shower before issuance of clothing.
12. Ability for detainees to be released on their own recognizance is evaluated.
13. Classification is aided by the information gathered during the booking process and determines where the detainee will be housed.
14. The transgender housing selection is fair and progressive. A Transgender Review Board considers inmate input and assesses appropriate housing options to determine the safest and most appropriate location for the individual and the population.
15. Gender composition of bookings at MCDC and MCIJ is typically between 22%–25% female and 75%–78% male.
16. Ethnic composition of bookings for September 2018 is approximately 63.7% White followed by 22.6% Black, 8.5% Hispanic, and 5.2% All Others.<sup>11</sup> The ethnic composition of bookings is relatively stable month to month.
17. Booking center processes 35,000–38,000 detainees per year.

### *Operations*

18. Contract with Aramark to provide three meals per day that comply with National Nutritional Standards for adults 25–50 at an approximate cost of \$2.42 per meal.
19. Operations run smoothly for the large number of inmates booked in 2018.
20. There is a strong team environment among staff.
21. Nursing services are available on-site 24/7. A psychiatric nurse is available two days a week, and forensic psychiatrist is available one day a week.
22. Three 8 hour shifts covered daily: days, swing, and graveyard.
23. Deputies have a 30 minute break halfway through their shift which must be taken in the facility.
24. Single bunk cells are the only housing arrangements available in this facility. Inmate safety is paramount in this high security facility which led to the removal of double bunks and the addition of suicide bars on upper floors to ceiling height.
25. Nature photographs are a recent addition and are displayed in many units to reduce inmate stress. There are plans to display more art in all units.
26. Janitorial work is awarded to inmates with good behavior. They earn \$1 per day worked.
27. Certain items of clothing have been dyed pink to minimize theft.
28. Jail misconduct hearings for MCDC in September 2018 numbered 76.<sup>12</sup>
29. Religious and medical dietary accommodations are made for detainees.
30. In the process of renewing partner contract with county library for earning a GED. Start date undetermined.
31. Used books are donated by Multnomah County Public Library. Books are available by direct access from publishers if purchased on an inmate’s behalf.
32. Outside communication is via video kiosk and telephone.
33. Thirty days free prescription medications following discharge available at the Multnomah County Pharmacy.

### **Challenges**

1. Not enough mental health staff to address those with less severe issues.

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<sup>11</sup> Harms Mahlandt, J. et al. Multnomah County Sheriff’s Office. (2018). *September 2018 Monthly Jail Report*. Portland OR

<sup>12</sup> Harms Mahlandt, J. et al. Multnomah County Sheriff’s Office. (2018). *September 2018 Monthly Jail Report*. Portland OR

2. Acute crisis ward and suicide watch cells require additional staffing, placing a strain on limited resources.
3. Operating at “yellow alert” levels all of the time: 90%–94% capacity.
4. Capacity issues occur more frequently on the weekends because court does not operate then.
5. Cameras and video equipment are out of date compared to other facilities.
6. Access to open air space (only on 10<sup>th</sup> floor) is challenging due to the vertical layout of the facility.
7. Building will not withstand major earthquake and cannot be feasibly reinforced.

### **Recommendations**

1. Consider replacing Styrofoam cups with paper cups, or adding to dishwashing capabilities to support using reusable cups.
2. Complete the placement of nature photography in all dorms.
3. Upgrade cameras and video equipment.

## **MULTNOMAH COUNTY INVERNESS JAIL (MCIJ)**

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### **Overview**

MCIJ is a medium/minimum security facility that has a current funded capacity of 744. The average stay is 30 days. The building has 8 dormitory units in use and 5 that have been closed due to lack of funding. The last to close was the 59 bed Dorm 5 in July of 2017. Dorms that were built to house 65 inmates actually have 78 inmates and dorms that were built to house 40 inmates actually have 59. The additional inmates are added by using bunk beds. Dorm 10 is the Treatment Readiness Dorm which has capacity for 59 male inmates. Each dorm has direct supervision, where one deputy is in the room during walk hours of 7:30 am to 11:00 pm. During emergencies, after meals, and during shift changes, there is indirect supervision, with a deputy in the control room. Sixteen male and fifteen female single cell housing units are available for disciplinary purposes. These units have indirect supervision.

MCIJ is a central hub for prisoners being transported to other jurisdictions. These prisoners are held overnight in single cell housing.

Inmates have access to Alcoholics Anonymous and Narcotics Anonymous. Personal growth opportunities include meditation, domestic violence awareness, parenting and budgeting. There is a literacy and writing program, but no GED program. A plan is in process to bring back a GED program in partnership with Multnomah County Library, now that the test has been standardized on a computer based system. An inmate can work toward a National Career Readiness Certificate, receive their Food Handlers Certificate and gain work experience with work crews and sustainable landscaping.

MCIJ has sustainability programs. These include recycling, water conservation, composting and the Laundry Heat and Water Recovery System that recycles water used in the wash cycle which also retains its heat, resulting in even more savings. Their Seeds-to-Supper organic produce garden donates 1,200+ pounds of vegetables to the Oregon Food Bank each year.

Sentenced inmates are allowed to be on work crew. Duties on work crew include laundry, cleaning up illegal campsites, landscaping, and the Human Access Project (cleans up the Willamette River). They receive adequate training prior to these tasks, including cleaning up bio-hazardous waste. In addressing discarded needles, they use tongs to remove the needles from the site. Accidental needle

sticks do occur occasionally, but follow up care is provided free of charge. Work crew benefits include 10 days off the inmate's sentence for every 30 days worked, \$1/day for their work, and one extra meal tray/day.

There is access to medical and dental services. Medical staff members are available to address chronic issues. Minor treatment can be provided on site; however, major medical procedures require the inmates be transported to the hospital. Mental health concerns during the day that are acute and cannot be managed on site require the inmate to be transported to MCDC.

### **Key Findings**

1. Staff are genuinely concerned about the well-being of inmates and want to see them succeed once released from custody.
2. MCIJ is a clean, well-maintained facility.
3. The menu was revamped since the 2017 Corrections Grand Jury report. Food was bland by design, but not without flavor. It was not overcooked or undercooked. Each tray cost \$1.48 and followed the National Nutritional Standards for adults 25-50. All trays and cups were reusable. The sporks were not reusable.
4. Kiosk visiting within the dorms allowed inmates to connect with families anytime during walk hours. In person visits are non-contact on Saturdays only. It is first come first serve and visitors are regularly turned away due to the high volume of visitors. Contact visits are for professional visits only.
5. Inmates have access to a large selection of books and a television in the open dorms. A covered outdoor space is connected to each of the open dorms so inmates in those settings have daily outside time.
6. Incentives exist like awarding the inmates with popcorn if they pass their cleaning inspection.

### **Challenges**

Safety is a major concern due to the perception of staff fatigue. The common theme with everyone we talked to was that overtime, both voluntary and mandatory, is through the roof and safety issues are a direct result. Overtime causes mental and physical fatigue, which impacts staff retention. Direct observation at MCIJ also causes stress due to the physical and mental presence required to monitor up to 78 inmates at a time. Some deputies are choosing to work compressed work weeks of two sixteen hour shifts plus an eight hour shift.

Laundry facilities located at MCIJ are responsible for all clothing and bedding for DEL, MCDC, MCIJ and County-contracted warming shelters. Aging equipment is the biggest challenge especially when cleaning approximately one million pounds of laundry. One commercial washing machine is in need of being replaced. The cost is estimated to be \$36,000.00.

Commissary orders for both MCDC and MCIJ are filled by two people and delivered two days per week. The commissary form is a legal-sheet of paper. The extensive list of items on the commissary form change due to supply and also inmate input. Due to the Seventy/Thirty split<sup>13</sup>, there has been a noticeable uptick in commissary orders. The profit is reinvested to purchase recreational and exercise equipment for the inmates such as basketball hoops and basketballs.

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<sup>13</sup> Inmates have an Inmate Trust Account. If the inmate has court obligations, 30% of the account will go to pay those obligations and 70% is available for commissary purchase.

Previously, there was a successful suicide watch pilot program. Due to budget cuts, it was discontinued.

### **Recommendations**

Once corrections deputy staffing is restored, we encourage the reopening of dorm five, and the reduction of beds across all of the dorms (specifically bunks). The reduction of the deputy-to-inmate ratio would alleviate stress. Using this method, the number of beds in use would remain the same but would allow more flexibility in where inmates are housed. This would likely increase safety.

The Corrections Grand Jury was told during testimony that deputy training has expanded to include health and well-being, but there are no stated physical fitness requirements for retaining employment. Adhering to a set of standards reviewed periodically may help alleviate stress as well as increase safety.

Hiring more deputies would reduce the overtime, stress, turn-over rate, and safety issues. Chief Derrick Peterson stated that he wants a better avenue for disseminating information to citizens outside of jail of the good work that is happening inside jail. He wants more public support. Hiring more deputies would be easier if this existed. It's more than just recruiting at a job fair, it's a societal issue that could be changed with the right publicity.

We received testimony that there are one-time funds that usually go to technology. This could be utilized in multiple areas. One area is the paper commissary forms. Commissary orders could be upgraded to a paperless system. This would likely save time with inventory, filling orders, and reduce the waste and expense of paper commissary forms. Another area is laundry equipment which is in constant need of repair. Replacement may be a better use of funds than repair. Sporks should be reusable.

The suicide watch pilot program should also be reevaluated and brought back if funding can be found.

## **DONALD E. LONG JUVENILE DETENTION CENTER (DEL)**

### **Overview**

DEL is a regional facility that houses youth and youth offenders<sup>14</sup> from the tri-county area (Multnomah, Washington, and Clackamas). The facility has a capacity of 191 beds. Currently it is not running at full capacity, Multnomah County is funding 40 beds and Washington and Clackamas are funding 32 beds. The building has additional types of space including six courtrooms and office space for District Attorney staff, and other system partners. There is a collaborative spirit among the system partners to work toward maintaining youth in the community. When doing so it provides for community safety and healthy structure for the youth. Staff working in the detention facility are juvenile court counselors, however, not sworn corrections deputies. A parent orientation session is held once a month in an effort to strengthen the family unit for the benefit of the youth. There is a full time school, staffed by Multnomah Education Service District (MESD), operating in the facility and youth are required to attend classes. On-site school hours are from 9:00 am to 3:00 pm 220 days a year. Students must wear uniform clothing during school hours. Food service is provided by County

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<sup>14</sup> Oregon terminology for detained youth: Youth are those who are pre-adjudication and youth offenders are those who are post-adjudication. Youth and youth offenders are under the age of 18.

employees as opposed to retaining an outside contractor. The average length of stay in DEL is currently 15 days.

## **Key Findings**

### *Overtime*

DEL juvenile court counselors are rarely subjected to mandatory overtime because DEL has an on call list of staff willing to substitute in posts which cannot be left un-filled.

### *Medical*

DEL is not using Epic Medical Records charting. DEL has many linear feet of paper medical records folders in its medical unit. When new youth are brought into DEL, their immediate medical needs are treated, however, it takes a long time to receive hard copies of their medical records. Medical charting is all on paper and it takes time to request records from other medical facilities and place the paper they receive from them in appropriate youth's folder. Some new admissions (or guardians) bring medications to DEL and those get routed to the medical unit which continues appropriate dispensing from the Med-Cart so the youth has medications continuity.

### *Food*

The meal served during our evaluation was nutritious and delicious. Food service staff work with the youth to accommodate dietary needs as well as food selection choices. Nutritious snacks are provided twice a day. The National School Lunch Program pays for all the food used in breakfast, snack, and lunch. Dinner is paid for by the County and costs \$1.88 per youth. Fruit is provided all day. A culinary arts program is available for eight eligible youth working as paid summer interns and who were recommended by a juvenile court counselor.

### *Collaborative Program*

The Multnomah County Community Healing Initiative – Early Intervention & Diversion Program (CHI-EI) goals are to reduce overall disparity in referrals to the Juvenile Services Division (JSD) among youth of color and reduce the likelihood that youth in the program return to the JSD. A research partnership with Portland State University's Criminal Justice Policy Research Institute was established to help evaluate this program<sup>15</sup>. Key research questions were:

1. Does the CHI-EI Program help reduce recidivism?
2. What appears to predict success/failure?

The program ran for 18 months (Mar 2015 – Sep 2016) and involved 385 youth; of which 179 were participants and 206 were non-completers. CHI-EI group participation remained one of the best predictors of success. The specific risk items showing the strongest relationship to recidivism were having a suspension/expulsion in the past six months, followed by chronic truancy and recent runaway. Other significant predictors of recidivism were age at referral and being African-American. The overall findings indicate that the CHI-EI program is a promising approach for lowering juvenile recidivism for the targeted offenses and could also help impact racial/ethnic disparity in referrals to JSD. A key recommendation is the need for more culturally responsive community mentors.

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<sup>15</sup> Renauer, B., C. Campbell and M. Leymon. 2017. Outcome Evaluation: Multnomah County Community Healing Initiative – Early Intervention and Diversion (CHI-EI). Portland OR: Multnomah County Department of Community Justice –Juvenile Services Division, 29 pages.

Other positive findings included a shift toward trauma-informed care and four MESD specialists available to help break barriers in getting kids back into school. In addition, having the vast majority of community partners centrally located at DEL avoids transport of the youth and expedites the judicial process.

### **Challenges**

1. The transition costs to Epic would require an electronic hardware investment as well as large amount of time by a certified Epic data transcriber to enter all the paper medical record information currently held at DEL into Epic.
2. The DEL medical unit commented that they need an office support position. Currently the nurse has to do all the filing and scheduling.
3. Shortage of community partners placements to accommodate youth released from DEL.
4. The transfer of school records to properly assess a youth's educational status as noted in previous Corrections Grand Jury reports continues to be a challenge. Schools' reluctance to transfer records for financial reasons inhibits DEL's ability to continue the youth's education while in detention.

### **Recommendations**

1. Transition to Epic Medical Record Charting was brought up as a necessary upgrade to the current paper records.
2. Continue to explore opportunities in the community to place youth that will provide for community safety and success for the youth.
3. Explore opportunities to expedite the transfer of educational records for youth held in the facility.
4. Consider legislative action to require that educational credit is awarded to youth who attend school at DEL.
5. Consider reusable eating utensils instead of disposable sporks.

## **COLUMBIA RIVER CORRECTIONAL INSTITUTION (CRCI)**

### **Overview**

Columbia River Correctional Institution (CRCI) is a dormitory style 595-bed minimum security correctional facility run by the State of Oregon. It opened September 1990 and is focused on offering programs to help prepare inmates to return to the community. CRCI employs 120 full time staff, 50 staff provided under contracted services, and community volunteers to give community oriented programming for inmates.<sup>16</sup>

Two housing units are available for Alternative Incarceration Program (AIP): a 50-bed dorm for Alcohol and Drug Treatment (Turning Point) and a 61-bed-capacity dorm for Cognitive Restructuring Program (WestCare).<sup>17</sup> AIP is a highly structured correction program which Oregon law states is a minimum of 270 days with 14 hours of highly structured routine every day.<sup>18</sup> This program helps

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<sup>16</sup> DOC Operations Division: Prison Columbia River Correctional Institution. Oregon.gov. [https://www.oregon.gov/doc/OPS/PRISON/pages/crci\\_welcome.aspx](https://www.oregon.gov/doc/OPS/PRISON/pages/crci_welcome.aspx). Accessed October 25, 2018.

<sup>17</sup> DOC Operations Division: Prison Columbia River Correctional Institution. Oregon.gov. [https://www.oregon.gov/doc/OPS/PRISON/pages/crci\\_welcome.aspx](https://www.oregon.gov/doc/OPS/PRISON/pages/crci_welcome.aspx). Accessed October 25, 2018.

<sup>18</sup> Alternative Incarceration Programs Division 062. Oregon.gov. [https://www.oregon.gov/doc/OC/docs/Proposed\\_Perm\\_rules/062\\_perm.pdf](https://www.oregon.gov/doc/OC/docs/Proposed_Perm_rules/062_perm.pdf). Accessed October 26, 2018.

inmates restructure thought processes by discovering their core issues in order to break the cycle of criminal behavior. Once inmates have successfully completed the program, time can be taken off of their sentence. Currently there is a wait list for inmates who wish to join these two dorms and are eligible to participate.

Inmates housed in general population have programming that mostly consists of job readiness training through work done by community service work projects, basic adult education and cognitive skill classes. Every inmate is required by Measure 17 to spend 40 hours per week working or in a job training program.<sup>19</sup>

Each dorm has telephones and video visiting equipment and can receive screened e-mails. The rate for phone calls is \$0.16/min for all calls in the US and \$0.50/min for international calls. Inmates have a maximum call length of 30 minutes.<sup>20</sup>

CRCI has face-to-face visiting evening sessions on Thursday through Monday, holidays, and day sessions on weekends and holidays. Inmates are allowed only one visiting session per day and can see up to three visitors per visit. Each inmate can have up to fifteen visitors over the age of ten on their approved list. Children under the age of ten are not counted toward an inmate's maximum number of fifteen, however, their names still have to be on the approved visiting list.<sup>21</sup>

Inmates have a trust account from which they can buy items from the commissary. Inmates are rewarded points for work and good behavior by Performance Recognition and Award System (PRAS) which is then translated into money that is deposited into their trust account each month. PRAS ends up being about one dollar per day, but can be more for some highly skilled inmates.<sup>22</sup> Anyone outside of CRCI can deposit money into an inmate's trust account.

Senate Bill 844, started on July 1, 2018, authorized Department of Corrections to collect a portion of trust account deposits for two important reasons: transitional saving account and court-order financial obligations.<sup>23</sup>

CRCI has a law library with a clerk. While at CRCI the Corrections Grand Jury walked through the medical facility but did not interview any medical staff. CRCI offers medical, dental, and vision services. In regard to the 2017 Corrections Grand Jury reports,<sup>24</sup> the 2018 Corrections Grand Jury was not told if medical records were paper or electronic.

CRCI has a resource center for inmates who have six months or less on their sentence. Classes are available to help with interview skills, budgeting, and rental information to aid inmate transition after

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<sup>19</sup> Inmate Work Crew Information. Oregon.gov. [https://www.oregon.gov/doc/OPS/PRISON/pages/crci\\_workcrew.aspx](https://www.oregon.gov/doc/OPS/PRISON/pages/crci_workcrew.aspx). Accessed October 30, 2018.

<sup>20</sup> Inmate Telephone System – Faq's Commonly Asked Questions & Answers about Inmates Phones. Oregon.gov. <https://www.oregon.gov/doc/GENSVC/pages/faq-its.aspx>. Accessed October 30, 2018.

<sup>21</sup> DOC Operations Division: Prison Columbia River Correctional Institution. Oregon.gov. [https://www.oregon.gov/doc/OPS/PRISON/pages/crci\\_welcome.aspx](https://www.oregon.gov/doc/OPS/PRISON/pages/crci_welcome.aspx). Accessed October 25, 2018.

<sup>22</sup> Appendix A: Schedule of Monetary Awards OAR 291-077-0030. Oregon.gov. [https://www.oregon.gov/doc/OC/docs/rules\\_policies/077\\_attachments.pdf](https://www.oregon.gov/doc/OC/docs/rules_policies/077_attachments.pdf). Accessed October 25, 2018.

<sup>23</sup> Update to Senate Bill 844 – “Transitional Savings and Court-ordered Financial Obligations”. Oregon.gov. [https://www.oregon.gov/doc/docs/pdf/2018\\_DepositCollection.pdf](https://www.oregon.gov/doc/docs/pdf/2018_DepositCollection.pdf). Accessed October 25, 2018.

<sup>24</sup> Multnomah County Corrections Grand Jury 2017 Report. Mcso.us. [https://www.mcso.us/site/pdf/grand\\_jury\\_2017.pdf](https://www.mcso.us/site/pdf/grand_jury_2017.pdf). Accessed Oct 26, 2018.

release. The Corrections Grand Jury was told CRCI offers yoga to inmates with a certified yoga teacher. On the tour, the Corrections Grand Jury met one of the dogs in the Multnomah County Second Chance program that enables inmates to train dogs from the Multnomah County Animal Shelter. The Corrections Grand Jury saw inmates wearing teddy-bears in a carrier, as part of a parenting training course. CRCI offers a Portland State University (PSU) class titled “Inside-Out” in which PSU students take a college course inside the facility with inmates.

### **Key Findings**

1. CRCI offers a warm welcoming space for contact visitations with family members.
2. Artwork created by prisoners is displayed throughout the facility.
3. There is an ADA dorm for inmates.
4. The staff stated that they utilize positive reinforcement, less punitive measures, and more counseling which they conclude has led to decreased inmate fights.
5. CRCI offers multiple programs. Including the ones listed above, CRCI offers barbershop training, job skills, woodworking, and behavioral programming which helps inmates prepare for life after release.
6. Inmates greatly value Alcohol and Drug Treatment (55 beds) and the Cognitive Restructuring Program (50 beds). There is more demand than space available.
7. An inmate on disciplinary status can serve up to fourteen days in seclusion with no access to open air.
8. Baptisms and weddings are allowed and friends and families can attend.
9. CRCI offers space for religious ceremonies and accommodates religious dietary requirements.
10. The vast majority of maintenance is conducted by inmates.

### **Challenges**

1. The demand for treatment dorms (Turning Point and WestCare AIP) is greater than the space available for those inmates that have been deemed eligible by the court to participate in these programs.
2. It was not fully explained to the Corrections Grand Jury the spectrum and details regarding inmate disciplinary segregation unit.
3. It was unclear whether the food tested by the Grand Jurors was representative of the food provided to inmates.

### **Recommendations**

1. Consider the development of a program that would facilitate a motivated inmate to earn an educational degree beyond a GED. This would provide a greater opportunity of employment upon release.
2. Continuous evaluation should be conducted regarding the use of solitary confinement. Particular attention should be devoted to the methods employed to monitor and modify the inmates’ behavior, as well as the long-term mental and physical health of the inmate.



## **WITNESSES**

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### **Multnomah County Sheriff's Office**

Sheriff Michael Reese  
Chief Deputy Nicole Morrisey-O'Donnell  
Chief Derrick Peterson  
Lieutenant Nick Jarmer  
Katie Burgard, Facilities Services  
Tom Jacobs, Operations  
Captain Kurtiss Morrison, Auxiliary Services  
Jennifer Ott, HR Director  
Jonathan Harms Mahlandt, Director of Planning and Research  
Michelle Rader, Finance Supervisor  
Lieutenant Kraig Anspach, PREA Coordinator

### **Multnomah County Detention Center (MCDC)**

Captain Jeff Wheeler  
Ciprian Panaitescu, RN, Multnomah County Health Department  
Lieutenant Scott McGraw  
Corrections Deputy, Uwe Pemberton, Control Room

### **Multnomah County Inverness Jail (MCIJ)**

Captain Steve Alexander  
Captain Chad Gaidos  
Sergeant Vera Pool  
Sergeant Charlotte Hasson  
Corrections Deputy, Mark Bunnell, Union President  
Corrections Deputy Heidi Balmaceda  
Corrections Deputy Michael Boyd  
Corrections Deputy Christopher Monahan  
Corrections Deputy Daniel Brown  
Corrections Deputy Jason Vetter, Central Control Room  
Jennifer LaFollette, Medical Program Manager  
Edward Climer, Aramark Kitchen Supervisor  
Eva Madrigal

### **Columbia River Correctional Institution (CRCI)**

Katarina Elliot, Executive Support Specialist II  
Michell Wasson, Executive Support Specialist  
Jennifer Carsner, Camp Commander South Fork Forest Camp  
Phillip Holbrook, Chaplain  
Benjamin Hall  
Brian Lindsay

**Donald E. Long Juvenile Justice Facility**

Craig Bachman, Community Based Services, Senior Manager  
Deena Corso, Juvenile Services Division Director  
Kimberly Pidcoke, Nutrition Services  
Rosa Garcia, Detention Services, Senior Manager  
Deputy Michael Lee, Multnomah County Law Enforcement  
Roger Livengood, Lead RN, Multnomah County Health Department

**Medical Staff**

Michael Seale, MD, Multnomah County Health Department  
Mary Wallace, MD, Mental Health, Multnomah County Health Department  
Myque Obiero, RN, Program Manager, Multnomah County Health Department

**Multnomah County District Attorney’s Office**

District Attorney, Rodney D. Underhill  
Lori Fellows, Sr. Deputy District Attorney  
Thomas P. Cleary, Sr. Deputy District Attorney  
Jeffrey M. Lowe, Deputy District Attorney

**Multnomah County Circuit Court**

The Honorable Stephen Bushong, Presiding Judge

**Multnomah County Board of Commissioners**

Deborah Kafoury, County Chair  
Adam Renon, Policy Advisor

**Community Partner**

Ernest Warren, Jr., Attorney at Law

**Acknowledgements**

The 2018 Corrections Grand Jury very much appreciates the willingness of the many witnesses who testified before them. This Corrections Grand Jury especially thanks Deputy DA’s Tom Cleary and Jeff Lowe and Lt. Jarmer for their excellent assistance and guidance.

## APPENDICES

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Table 1. Corrections Grand Jury 2016 Recommendations.

- GJ-01: Expand partnerships with community services that support mental health, e.g., collaborations with the Unity Center and implementing the LEAD<sup>®</sup> program.
- GJ-02: Corrections Grand Jury supports setting up mental health dorm at Inverness Jail.
- GJ-03: Conduct a new Post Factor Study to determine the number of appropriate for the current size and responsibilities and needs of corrections staff.
- GJ-04: When reviewing staffing needs, consider the desirability of supporting in-person visiting hours with friends and family and the staff that it would require.
- GJ-05: County should assure that deputies receive the mandatory 80 hours of training every two years, training priorities include Crisis Intervention Training.
- GJ-06: Partner with Community resources to aid in transition of inmates upon release.
- GJ-07: Multnomah County should reinstate the restitution center for successful transition of inmates from the jail to the community.
- GJ-08: MCSO should maintain a list of one-time only expenditures which could be executed quickly when projected expenditures indicate a likely budget surplus.
- GJ-09: Review of medical clinic hours due to deputy availability; open hours should be expanded and more inmates served.
- GJ-10: Review of use of Medical Request Form by inmates; concern inmates may not request care due to \$10 co-pay cost.
- GJ-11: Expand partnerships with community services that support mental health, such as collaboration with the Unity Center.
- GJ-12: MCSO should implement the LEAD<sup>®</sup> program where mentally ill people, if appropriate, can be redirected to social services as opposed to jail.
- GJ-13: More deputy staff are needed to help with court call-delays.
- GJ-14: Work with city to remove the newspaper boxes in front of the courthouse due to contraband issues.
- GJ-15: Instead of GED, inmates should be encouraged to prepare for obtaining their high school diploma
- GJ-16: Recommends sustainable repairs to detention electronics and surveillance.
- GJ-17: MCSO should examine the immediate and long-term consequences of deputies working extended shifts on a number of consecutive days.
- GJ-18: Each facility is encouraged to evaluate and update policies relative to emergency preparedness.
- GJ-19: Continue to prioritize a minimum of 40 hours of training for each deputy annually.

### **John D. and Catherine T. MacArthur Foundation's Safety and Justice Challenge**

Although private-sector funding for the Multnomah County Sheriff's Office is minuscule compared to public-sector funding, the former is hugely important for testing new approaches. An excellent example is the **\$2-million grant from the John D. and Catherine T. MacArthur Foundation's Safety and Justice Challenge** to avoid costly and unnecessary incarceration. Grant implementation is being led by the Local Public Safety Coordinating Council (LPSCC). The grant is for implementing twelve strategies that address the main drivers of the local jail population, including unfair and ineffective practices that take a particularly heavy toll on people of color, low income communities, and people with mental health and substance abuse issues.

The 12 strategies are:

1. Reduce the time it takes to adjudicate probation violations/increasing hearings at the Multnomah County Justice Center;
2. Prepare those booked into jail upon admission for transition/treatment/services in the community when released;
3. Reduce the use of jail for those charged with misdemeanor counts of interfering with public transportation;
4. Decrease the average parole and probation jail sanction from ten days to seven;
5. Expand use of citations in lieu of jail for certain misdemeanor charges and speed up arraignment schedules; expand law enforcement drop-off for individuals with behavioral health challenges arrested for misdemeanors;
6. Assign new misdemeanor bench probationers from a judge's supervision to parole and probation supervision;
7. Continue the Law Enforcement Assisted Diversion (LEAD) program to redirect low-level drug offenders from jail to services;
8. Change automatic jail holds generated for certain offenders in the pretrial process. The reversal would include a safety mechanism and allow for victim input for domestic violence defendants;
9. Decrease jail use for those arrested for drug charges, matching participants to appropriate supervision/services;
10. Establish best practices and training for judges on the appropriate length and frequency of sanctions;
11. Decrease jail stays for misdemeanor defendants undergoing mental health competency evaluations; conduct rapid assessments in custody, rather than at the state hospital; and
12. Create a mental health alternative shelter program for women, particularly women of color involved in the justice system.<sup>25</sup>

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<sup>25</sup> Multnomah County, 28 Sept. 2017, Board briefed on strategies aimed at reducing over-reliance on jail. [Multco.us/lpsc/mcarthur-safety-and-justice-challenge](http://Multco.us/lpsc/mcarthur-safety-and-justice-challenge)

**JUROR SIGNATURES**


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**2018 Corrections Grand Jurors**

  
Jacqueline Verlinich, Foreperson

  
Robyn Gelfand, Alternate Foreperson

  
Linda Brown, Clerk

  
Erika Clark, Juror

  
Tamra Faris, Juror

  
Jordan Bowe, Juror

  
Gary Hartshorn, Juror

Dated this 1 day of November 2018.