

**2014 REPORT OF THE MULTNOMAH COUNTY  
CORRECTIONS GRAND JURY**



**CONDITIONS AND MANAGEMENT OF  
CORRECTIONAL FACILITIES WITHIN MULTNOMAH  
COUNTY, OREGON**

**October 2014 - December 2014**

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## 2014 Corrections Grand Jury Report

### I. STATUTORY BACKGROUND

Pursuant to Oregon Revised Statute 132.440, a Corrections Grand Jury convened on October 13, 2014. Under ORS 132.440:

- \* (1) At least once yearly, a 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.
- (2) The grand jury is entitled to free access at all reasonable times to such facilities and juvenile facilities, and, without charge, to all public records in the county pertaining thereto.
- (3) Other than indictments presented under ORS 132.210 or presentments presented under ORS 132.370, the grand jury shall issue no report other than a report of an inquiry made under this section.

The grand jurors were charged with the task of submitting a written report after physically inspecting five separate correctional facilities and hearing witness testimony from those who operate, are housed within, or are associated in some form, with the operation and management of those facilities. In accordance with their statutory duty, the 2014 Multnomah County Corrections Grand Jury inspected the following facilities:

- (1) Multnomah County Detention Center (MCDC)
- (2) Multnomah County Courthouse Holding (MCCH)
- (3) Multnomah County Inverness Jail (MCIJ)
- (4) Donald E. Long Juvenile Detention Center (DEL)
- (5) Columbia River Correctional Institution (CRCI)

## **II. EXECUTIVE SUMMARY**

After being summoned to jury duty on October 13, seven jurors were selected to serve as the 2014 Corrections Grand Jury. Over a period of seven weeks, the grand jurors extensively inspected facilities and the management of the five local correctional facilities. The Multnomah County Sheriff's Office (MCSO) is responsible for MCDC, MCCH, MCIJ, and DEL. The Multnomah County Department of Community Justice shares responsibility for the management of the youth housed at DEL. The Oregon Department of Corrections operates the Columbia River Correctional Institution. Finally, the grand jurors reviewed the operation of the Multnomah County Health Department Corrections Health – which provides comprehensive medical care, mental health care, and behavioral health services in the county facilities and at the juvenile facility.

### **III. Multnomah County Detention Center**

MCDC is a maximum security facility and an older building based on a vertical jail model. The facility has a 448 inmate capacity, consisting mostly of modules containing single bunk cells with common areas that allow inmates to interact. Male and female inmates are housed on separate floors. There are two recreation areas on the tenth floor, an open air area, and another indoor area. Inmates are allowed 45 minutes recreation time two times a week. These areas are monitored by one deputy with an escort deputy for backup.



\*The open booking system is efficiently coordinated, processing about 100 people per day or 36,000 – 37,000 per year. An immediate assessment is made of those with a medical emergency and, if necessary, the individual is taken to the hospital by the arresting officer or ambulance. Once medically cleared by the hospital, the individual is returned to the jail and processed for intake. Negative air flow isolation units are available for detainees who may have infectious conditions, are acting out, or are intoxicated. Eighty percent of those brought to intake are affected by drugs and/or alcohol. An objective classification process is used to determine the appropriate placement for an individual in the facility. This classification takes into account an individual's level of hostility as well as their physical and mental limitations. Those eligible may be released on their own recognizance. Men and women wait in separate areas with comfortable chairs.

The fourth floor houses the Administrative Segregation Unit as well as the medical and mental health unit. These units are reserved for the most volatile inmates and those with the most acute physical and mental health issues. The fourth floor also includes an infirmary which operates as the primary medical site for inmates. A nurse on staff noted increase in age and diseases associated with chronic health problems as well as an increase in drug related chronic health and mental health problems. Health department coverage provides an important connection allowing for the tracking and reporting of communicable diseases to the appropriate agencies.

Communication between staff is valued and effective. Corrections deputies rely on strong communication skills to maintain order in all areas of the jail. The fourth floor

corrections deputies must be especially adept in communicating with inmates due to the unpredictable behavior of inmates. Deputies have pepper spray and Tasers if needed. The deputies bid by post and coordinate with other deputy's schedules to maintain continuity and consistency.

We visited 8D, a female housing unit. We learned that one of the challenges to housing inmates is to correctly determine if any of the inmates in the unit have issues with other inmates. We met an inmate who said she was treated well by corrections staff and felt safe in the facility.

We also visited a male housing unit, where a deputy was conducting a constant suicide watch. While there, the inmate threatened to harm himself by standing on a table in the cell and jumping off. Several backup deputies arrived quickly to help restrain the inmate. We learned there are two types of suicide watches: constant (24/7) and active (every 15 minutes).



The corrections budget allows for only one deputy to be assigned to suicide watch. Therefore, additional deputies for suicide watch are considered overtime positions. Presently, the sheriff's department is reviewing the overtime budget for suicide watches and considering other ways to maintain without deputy overtime. A recent increase in mental health staff has increased the ability to identify inmates likely to be suicidal.

Inmate meals are prepared onsite by Aramark and served to inmates in their cells by corrections staff. All meals meet required nutritional standards. The

vegan/vegetarian menu accommodates all religious dietary restrictions and is cost effective. We visited the clean, well-run kitchen and were served a typical meal. We found the meal to be adequate.

Inmates are currently permitted non-contact visits with family and friends. Attorneys are allowed both contact and non-contact visits. There is one contact visit room located on each floor. Visiting booths have an acrylic glass divider that separates inmates from visitors and requires a telephone handset to communicate. Visitor kiosks with Skype-like communication will be available in the lobby next year. This will better accommodate inmates need for service. This will also be better for safety reasons and cut down on transport visits. Based on behavior, inmates may be made trustees and allowed to work for \$1.00/day and may reduce his/her sentence.

#### **IV. Multnomah County Courthouse Holding**

MCCH is a holding facility for defendants, located on the seventh floor of the Multnomah County Courthouse. It is for day use only for court appearances Monday through Friday and weekend operations for the Turn Self In (TSI) program. The TSI program allows time to be served on weekends in lieu of overnight detainment in other correctional facilities. The holding facility consists of: the book and keep, holding cells, isolation cells, small conference rooms for legal purposes, and the control center. The control center, operated by corrections deputies, controls the movement of inmates in and out of the facility as well as to and from courtrooms. An elevator, used exclusively for transporting inmates, connects the seventh floor holding facility to other floors within the courthouse.



Approximately 200 inmates are transported daily via county correction vehicles, from other correctional facilities to and from the courthouse. Transports occur twice a day, morning and afternoon, for court appearances. Coordinating inmates' movements is a complex operation with many conditions to control for, such as: The risks to the public, "keep separates" (inmates who, due to charges, co-defendants, or history, are not allowed to be in the presence of other, specific inmates), keeping inmates away from jurors, etc. Upon arrival, inmates are escorted by corrections deputies into the basement of the courthouse. An elevator (restricted on all floors) transports the inmates to the seventh floor where they are lodged in holding cells.

When inmates reach the seventh floor, they are held there until a deputy escorts them to court. At times, more than one corrections deputy must escort an inmate. The corrections deputy(s) stays with the inmate during the court proceeding and then returns the inmate to the holding area. Inmates are escorted through public hallways presenting a challenge to public safety. Inmates with morning court appearances are returned to the appropriate correctional facility and the inmates scheduled for afternoon court appearances are brought to MCCH. Inmates located at MCCH during the lunch hour receive the same hot lunch served at Multnomah County Detention Center.

Several witnesses gave a historical account about delays in court proceedings caused by the shortage of available deputies to escort inmates to their court proceedings on time. Delays in court occurred when deputies were not available due to various reasons, for example: additional officers required in another courtroom for murder trials due to a heightened level of security. These delays impacted judges, court

staff, defendants, witnesses, victims, attorneys, and all others involved in court proceedings. Witnesses testified that the historical issues regarding court delays have been addressed.

Staffing is an issue. Twenty-two corrections deputies are assigned to the courthouse each day. Additional deputies are sometimes hired on overtime depending on the court schedule. Overtime is paid almost every day just to get to the base number of 22 deputies needed. The corrections deputies do a commendable job given the staffing shortages. \*

Another issue is that the Multnomah County Courthouse building itself is not earthquake safe. We were told a new courthouse building is planned for completion in the year 2019.

#### **V. Donald E. Long Juvenile Detention Center**

The Donald E. Long Juvenile Detention Center, is a facility that houses juvenile offenders aged 12-17 in East Multnomah County. The facility currently funds 72 beds with a full capacity of 191. It is a regional facility, staffed by roughly 250 employees, and in addition to those from Multnomah County, DEL houses juveniles from Clackamas and Washington counties. It costs approximately \$288.00 a day to house an individual in the facility. In addition to the youth at the facility the Juvenile Services Division (JSD) will supervise youth who are in the community. Each day JSD will supervise, on average, 100 youth on informal supervision and 300 youth on formal supervision.



The average length of stay in this facility varies depending on the charges pending. Youth that have a case pending in adult court have an average length of stay of 77 days. Youth that have matters being dealt with in juvenile court have an average length of stay of 9.5 days. Visitation is allowed six days a week. Juveniles have access to health care with both a nurse onsite and a doctor visiting one day a week. Two mental health counselors are available as well as a psychiatric nurse onsite one day a week.

Juvenile offenders are housed in one of four modules which are managed by certified corrections workers from the Department of Community Justice with an 8:1 inmate to staff ratio. Each module has an open feel with private shower/sleeping rooms, a classroom and an adjacent outdoor area. In addition to the modules, youth receive at least one hour per day for recreation in either the indoor gymnasium or outdoor recreation area. Food is delivered in kiosks by kitchen staff to the modules and prepared onsite using fresh ingredients. A fresh fruit bowl is provided daily. Food cost per day is \$8.00/ person and meets Federal School Lunch Program nutrition requirements.

An independent education program is operated by the Multnomah Education Service District through contract with the Oregon Department of Education and Portland Public Schools. Students receive 5.5 hours per day of primary instruction in the required diploma courses. Content standards are based on the individual's credit needs according to previous district transcripts. The school runs year-round.

Budget struggles were highlighted in the education department. The education administrator is seeking grants to address this issue. This year two grants were received: a STAR software grant of \$16,000.00 will focus on common core standards in reading and math. In addition, another grant of \$10,000.00 was received for additional computers that will allow students to work toward their GED online. This grant award does not cover the necessary GED test fee of \$150.00. This year they will receive an additional \$80,000.00 to hire a math teacher.


DEL is required to wait ten days before requesting a youth's educational records. This requires a significant reliance upon information provided by the youth and family members which may be of limited reliability. Teachers have limited time to have a significant impact upon those youth who are at DEL for a short period of time.

✱ The facility is well maintained, bright and upbeat. The caring staff works to create an environment and policies in alignment with their mission. The mission of DEL is "enhancing community safety and reducing criminal activity by holding youth accountable in a fair and just manner, assisting them to develop skills necessary for success, and effectively using public resources."

This goal is achieved by providing opportunities for rehabilitation through the building of relationships with the outside community, including schools, families, law enforcement and the judicial system. Another equally important goal is restitution to the victims of crime with the objective of connecting offenders with their victims and encouraging personal responsibility. When a juvenile is brought into the facility, either by law enforcement (in custody) or as a paper referral (out of custody) they go through

an informal pre-adjudication and assessment. The goal is to quickly process all cases. After this review the case referral may be closed, a warning may be issued or a formal accountability agreement with the youth may be put in place.

More serious cases, such as person crimes and cases where a youth is brought to detention, are formally reviewed by a deputy district attorney. If legal sufficiency is found a petition is filed and a preliminary hearing is set. At the preliminary hearing a judge or hearings referee will appoint the youth an attorney and make a decision regarding whether the youth will be held in detention or returned to the community. If the youth decides to contest the charges in the petition, a trial will take place in front of a judge or hearings referee. There are no jury trials in juvenile court and the proceedings are open to the public. If the youth is found to be within the jurisdiction of the court (guilty) there are several options including probation, commitment to a residential placement, or commitment to the Oregon Youth Authority. Cases that do not result in a formal petition may be handled informally by the juvenile department. Additionally, youth ages 15 to 17 years old may be dealt with in adult court if they engage in conduct enumerated in ORS 137.707 (Ballot Measure 11).

 We were told that juveniles are best treated and held accountable through various treatment, restitution, and community programs. One of those programs is RISE (Resources, Interventions, Services to Empower) which is a program that supervises high risk juveniles. There is also a community monitoring program through Volunteers of America. This program uses electronic monitors instead of detention. Sex



offender treatment for low risk juveniles and community service projects are also programs juveniles may receive as conditions of their probation.

## **VI. Multnomah County Inverness Jail**

MCIJ is a medium security facility, housing inmates in a dormitory setting. The facility is a flat design encompassing approximately 200,000 square feet. This layout makes for easier transport of inmates and reduces maintenance issues that arise at the vertical layout of MCDC. MCIJ has an inmate capacity of 1,037 with a funded cap of 862. The population at the time of our visit was 783 inmates. There are 18 total dorms but they are currently using 15 of these. Within these dorms there can be one deputy staffed to 59-75 inmates. An Oregon Jail Association inspection of standards passed MCIJ with a 99.87%. The area that they did not meet standards was on employee training.

Work opportunities are designed to teach life and work skills that will aid in post-sentence employment. A fully sentenced inmate is required to work and receives the rate of one dollar a day as well as time off their sentence. Some of the job opportunities at MCIJ include:

- Kitchen work crew
- Laundry plant crew
- Seeds to Supper gardening program crew
- Outside work crew

- Dorm crew
- Floor crew

Aramark is contracted to provide meal services for inmates at MCIJ and is fully in charge of operations within the kitchen. They work with the inmate work crews, teaching them how to bake, cook, and supply meals for the population. This is not a desirable job compared to the other inmate work jobs, making it difficult to keep inmates motivated. Inmate workers are searched before and after kitchen shift. Aramark also provides several of their own employees for positions not suitable for inmate workers. The meals provided are nutritionally adequate and cost \$1.30 per plate. The MCIJ kitchen was clean but was very noisy. This area of MCIJ was seen to be satisfactory.

The Corrections Grand Jury visited four dormitories including one dorm that is currently not open. There are two different dorm sizes holding either 59 beds or 75 beds. All beds are in the same room. These dorms are under direct supervision with the exception of a graveyard shift. Deputies say they feel safe at a ratio of 1 deputy to 75 inmates. The incentive based program implemented within the dorm supports good behavior. Dorms have showers and bathrooms with door coverage for privacy. There are one to two televisions within the main areas of dorms and the deputy in charge has control over them. These televisions are relied upon as a way to control behavior within the inmate population.

During our visit, the mail room operations were being handled by technicians. This job has previously been fulfilled by deputies. They are responsible for sorting,



opening, and checking incoming mail for any material not allowed at MCIJ. This is a trial run and negotiations will soon decide whether to move this job back into the hands of deputies.

Services and additional opportunities available to inmates include:

Law Library

Commissary

High School Completion Program

Open outdoor recreation area

Mental, medical, and dental health care

## **VII. Columbia River Correctional Institute**

CRCI, built in 1991 is a corrections facility run by the State of Oregon, located in Multnomah County. CRCI is a minimum security facility for low risk inmates with a maximum capacity of 583 beds. Inmates have four years or less left to serve and are getting ready for re-entry into society. Dormitories are used to house the general inmate population with separate areas dedicated to inmates who demonstrate good behavior and a willingness to engage in programs designed to assist them in transitioning back to the community. Other units are dedicated to drug and alcohol rehabilitation.

\* The programs offered at CRCI are geared toward a successful re-entry into society. Each inmate works with a counselor to develop an individual re-entry/transition plan during the last six months of their incarceration. The plan consists of future work

plans, housing options, and a connection with post-prison supervision officers in order to make a seamless entry into the community.

Some of the programs offered at CRCI are:

- Parenting and life skills class
- Training programs including boot construction/shoe repair, maintenance shop, Rose City Graphics, gardening, laundry and cooking.
- 50 bed alcohol treatment unit run by Turning Point
- 61 bed Alternative Incarceration Program (AIP) that provides cognitive therapy/restructuring skills run by WestCare
- Adult education classes, GED or high school completion through PCC

CRCI also provides nutritious food, a clean and humane environment, medical, dental, and vision care, and an ample recreation area. Inmate assistant kiosks, similar to those being installed at MCDC and MCIJ, are already in use at this facility.

The fence around the recreation yard is a weak spot which allows drugs to be brought into the facility. An environmental design review should be considered to reduce contraband making its way into the facility.

### **VIII. Prison Rape Elimination Act**

The Prison Rape Elimination Act (PREA) is a federal law that was enacted in 2003. The law was created to eliminate sexual abuse in confinement. The final version

of the law became effective on June 20, 2012. In 2006, PREA was first implemented in Multnomah County. The Sheriff's Office is committed to providing a safe environment for those individuals in their care and custody as well as the employees that work in the facilities. Currently there is a coordinator (lieutenant) and an investigator (detective) who address all PREA cases in Multnomah County. The coordinator performs the required PREA duties in addition to his or her current duties. The investigator follows up on every reported incident to determine if a crime was committed. Audits are conducted to determine how well the institution is complying with federal standards. From 2014 forward, the federal, state, and local standards will be utilized. This change will require additional training as the new standards are implemented. Inmates and staff are trained with the same materials.

The PREA Resource Center (PRC) created guidelines to assist with the implementation of the standards; they are as outlined below<sup>1</sup>:

1. Prevention planning
2. Responsive planning
3. Training and education
4. Screening for risk of sexual victimization and abusiveness
5. Reporting
6. Official response following an inmate report
7. Investigations

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<sup>1</sup> The National PREA Resource Center; [www.prearesourcecenter.org](http://www.prearesourcecenter.org), was and may be referenced for additional information regarding each category

8. Discipline
9. Medical and mental health care
10. Data collection and review
11. Audits and state compliance
12. Other Issues – LGBTI, gender-nonconforming inmates, and culture change

The changes to the federal and state guidelines have proven difficult to implement as it has required the current coordinator to translate standards established mainly for a prison population to that of a jail population. Lack of sufficient training material further complicates this endeavor. The coordinator is responsible for training staff and inmates with limited resources.

In order to maintain the established standards and successfully meet audit requirements, it is recommended that an additional resource be added to assist with the ongoing demands. This would also allow the opportunity for the current coordinator to become a certified auditor. Currently, out of state auditors must be used to complete audits of facilities in Multnomah County. This certification will allow the person to work with other similarly certified individuals in the region to conduct audits thus avoiding the expense of hiring out of state auditors.

An additional recommendation in support of PREA standards is the installation of cameras in high risk areas of the jail. These cameras would provide added security and safety in “blind spots” that have been identified in prior investigations.



## IX. Corrections Health

It is the mission of corrections health to provide care and prepare the inmate for reintegration back into the community. Corrections health staff reports that medical acuity is high. The inmate population is aging and is exhibiting health care needs reflective of their age and lack of ongoing preventative care.

\*The level of care provided to inmates exceeds what the Corrections Grand Jury finds to be minimal. All prisoners who are not released are seen by the nursing staff. There is a clear policy decision both within the Sheriff's Office and from county leadership to focus on this area and provide a high level of care. The county correctional facilities provide medical, dental, and mental health services that most of the inmate population would not access outside of the facility. Those inmates requiring ongoing medical attention would benefit from transition planning upon release. Two full time employees were hired in April 2014 to coordinate the transition of inmates back to the community.

Corrections counselors employed by the Sheriff's office do not provide therapeutic services rather they assist inmates with basic life issues aimed at increasing their ability to safely and appropriately operate in the community. This appears to be a significant need relative to this population. However, corrections counselors have been reassigned to work as background investigators as the organization continues to struggle with their hiring process to fill vacant positions. Consideration should be given to hiring a private human relations firm to address the hiring needs of the organization



thereby reducing the vacancies in needed positions and returning corrections counselors to their work with inmates who are transitioning back into our community.

## **X. Mental Health**


MCDC serves as the main resource for the treatment of mental health issues within the Multnomah County Corrections system. Chart reviews done by staff indicate a pattern among many inmates of repeat admissions in an apparent attempt to access services within the jail. The mental health providers have access to electronic records which allows them to provide a higher level of care due to the increased amount of information. Witnesses report that the mental health acuity among inmates is high. With an average length of stay at MCDC of eight to twelve days, it is important to be cognizant of what is a reasonably expected outcome. The fourth floor of MCDC houses a mental health unit with ten beds designated for inmates with acute mental health issues. Within this unit is an assigned mental health counselor who helps assess and prescribe treatment to this vulnerable population.

Multnomah County is the only county in Oregon that does not access mental health services from the private sector. When examined by the Corrections Grand Jury, witnesses were unable to confirm that Multnomah County derives better outcomes than those counties served by private contractors.

\* Witnesses presented concerns that mental health staff are unable or unwilling to identify those inmates that are malingering mental health issues. This is of concern as it

allows inmates to self-select their placement in the facility to better serve their personal interests. It is undisputed among witnesses examined that inmates have developed in their sophistication relative to presenting mental health issues in an attempt to control their place of confinement (self-classification).

Based on the testimony of many witnesses, mental illness continues to be an issue within the inmate population. Since the last Corrections Grand Jury report was issued, the incidence of mental illness within the system has continued to rise. Through testimony, the Corrections Grand Jury learned that approximately 43% of the current inmate population is diagnosed with some form of mental disorder.

It has also been observed that a number of uniquely dangerous drugs are being used by individuals within our community. These drugs cause dangerous and difficult to diagnose symptoms in the user, and result in the display of an atypical psychosis. These street drugs pose serious problems for the Corrections Health staff, as it becomes increasingly difficult to diagnose an inmate with a mental health issue, versus  someone who is experiencing psychotic symptoms from drug consumption.

In regard to the treatment of mental health, the Corrections Health staff work at the point of crisis. When patients come into custody, they are assessed, medicated, and stabilized. The Corrections Health staff understands the importance of continuity of care as it relates to the treatment and management of mental health. MCDC has hired two dedicated staff members to work on transition plans for inmates' successful reentry into the community upon release. These transitional services connect newly released inmates with community providers who can continue to deliver mental health treatment.

While strong in merit, these services face challenges based on the short length of an inmate's stay, the unpredictability of inmate release dates, and the lack of community support that the inmate faces when they leave custody.

Since January 1, 2014 the jail has had to recover costs incurred by insured inmates from insurance companies. The Corrections Grand Jury supports this effort.

Overall observations of mental health issues within the corrections system point to a larger mental health crisis that is taking place within our county. The corrections system has unintentionally become the community's main resource to treat mental illness, although the system is not funded or resourced accordingly. The county should invest in an infrastructure that delivers psychiatric stabilizing services for those with the most critical mental health needs. Observations suggest that treatment of those individuals would remove a large inmate population from our corrections system, which includes the resources used to house and provide medical care. A transfer of resources from the corrections system to a community based triage center would allow for the stabilization and treatment of the mentally ill, which may reduce the number of people entering the corrections system and return more people safely into the community. The Corrections Grand Jury recommends that the county evaluate the possible cost savings of using private contractors to provide health services within the jail while also factoring quality of services.



## **XI. SUICIDE WATCH**

The Corrections Grand Jury heard from many witnesses about the ongoing, complex issue of suicide watches. We learned that numerous factors may combine to lead to a decision to place an inmate on suicide watch. For example, an inmate may openly declare to a corrections deputy, a corrections technician, a medical staff member, or any other staff member that he or she is experiencing suicidal ideation. If such a statement is made, there are protocols in place to assess the level of the inmate's determination to do self-harm.

Additionally, an inmate may speak to a fellow inmate of his/her desire to commit suicide. In such a situation, the recipient of this information may inform the deputy in the pod or dorm, and the protocols are activated. Finally, staff members are trained to look for indications of suicidal ideation based upon an inmate's behavior (i.e. covering windows, hoarding items, giving personal items away, etc.).

After evaluation by a medical staff member, if the threat is confirmed, the inmate is placed on one of two levels of supervision. Active suicide watch requires a deputy to visually observe the inmate once every 15 minutes. Constant suicide watch requires around-the-clock visual observation. On our tour of MCDC, grand jurors observed inmates being watched, both actively and constantly.

During an incident that left an indelible impression upon the grand jurors, we observed an inmate under constant suicide watch begin to act out. At first, the inmate was yelling and screaming from inside his cell, through the food port. The inmate was

claiming that he had been physically and sexually abused, and he was vociferously berating the two deputies that were stationed outside of his cell.

This inmate then began to climb onto the small concrete shelf inside his cell, threatening to jump off the shelf in an attempt to harm himself by striking his head on the floor. In addition to the two deputies stationed outside of the cell, there was another deputy assigned to the pod. This deputy called for backup, and we witnessed what we learned to be the "green wave"; the hurried arrival of seven to ten additional deputies from other pods and other floors. We learned that these additional reinforcements must first secure the dorms or pods to which they are assigned by commanding the inmates in those areas to return to their cells, prior to responding to the area housing the suicidal inmate.

We watched as the corrections deputies then entered the cell of the suicidal inmate and calmly convinced the inmate to allow himself to be strapped into a special chair, designed to neutralize the inmate and preventing self-harm from occurring. \*

Suicide watches are expensive. The grand jurors heard testimony that the cost of one day of constant suicide watch exceeds \$650. Thus, if there are three constant suicide watches occurring for one week, the cost will exceed \$13,000 (\$676,000 per year). A large part of the cost is personnel. Suicide watches, by their very nature, cannot be predicted. We learned through witness testimony that there is currently 1 FTE position allocated to suicide watch. Other suicide watches must be staffed with corrections deputies on overtime. In FY 2014, the combined cost of active and constant suicide watch overtime was \$891,695. \*



The grand jurors heard that there are several steps being taken to address this situation. First, Corrections Health has increased the staffing of mental health professionals capable of ongoing assessment of inmates on suicide watch. Before this change in staffing, if an inmate was placed upon suicide watch, the opportunity for re-assessment was limited particularly on nights and weekends. An inmate would often be on constant suicide watch for much longer than the actual threat existed. Now, an inmate on suicide watch may be re-evaluated several times in a 24 – 48 hour period, and his or her level of supervision may be reduced from constant to active, or that inmate may be deemed able to return to the general population. The grand jury applauds this development, seeing it as beneficial to the inmates, and as a cost-effective measure. Second, the grand jurors learned that the MCSO command staff has proposed a change in staffing for suicide watches by using Facility Security Officers (FSO) to supervise suicidal inmates, as opposed to corrections deputies (members of the Multnomah County Corrections Deputies Association (MCCDA)). It is the opinion of some witnesses that using FSOs would be less expensive because FSOs are non-sworn MCSO employees and earn a lower salary than corrections deputies. Additionally, FSOs can be brought in to cover suicide watches on an on-call basis negating the need to pay overtime to staff suicide watches.

The Corrections Grand Jury received testimony regarding other options to address the suicide watch issue. One suggestion is to utilize currently existing technology to reduce the number of man-hours consumed by suicide watches. A specific example discussed is to increasing the number (and quality) of video monitors already in place in dorms, pods and cells housing inmates on suicide watch.

Additionally, the possibility of deploying bio-medical sensors (either worn by an inmate, similar to an electronic monitoring ankle bracelet or placed within the cells) was discussed.

The Corrections Grand Jury learned that the MCCDA has officially objected to the proposal and has demanded to bargain on the issue. (Note: The Corrections Grand Jury used great caution to be mindful of the respective positions of the MCCDA and MCSO, and **does not take a position** regarding the opposing points of view).

The Corrections Grand Jury greatly appreciates the thoughtfulness and candor shown by all individuals throughout the organization on this issue. Suicide watches are an inescapable and expensive part of any detention setting. The Corrections Grand Jury found the above-mentioned professionals, and their respective staffs to be dedicated to providing a safe, secure, and cost-effective solution.

## **XII. Responses to Suggestions made by 2013 Corrections Grand Jury**

### **1. Succession Planning**

Currently there are 22 unfilled corrections officer positions. The Sheriff's Office feels the "sweet spot" is to keep six - seven positions unfilled. The 2011, 2012 and 2013 Multnomah County Corrections Grand Juries expressed concern about the number of vacant positions. The 2014 Grand Jury continues to be concerned about the number of vacancies. These concerns are not only based on current data, but also on projected attrition in the Sheriff's Office.

A large number of corrections officers were hired in 1989 due to the Inverness Jail expansion. Police and Fire positions are eligible for full retirement at 50 years of age with 25 years of service. The majority of the 1989 hires are eligible to retire. In recent years, the Sheriff's Office has experienced a larger than usual number of retirements. They are able to hire enough new officers to replace those retiring, but are not making a significant reduction in the number of unfilled positions. Many of the applicants do not meet the minimum qualifications. Out of 100 applicants, only three are offered a position. Hiring additional background investigators and filling vacancies has been a recurring recommendation by previous Corrections Grand Juries. Five program counselors have been reassigned to help complete background checks. This makes it challenging for the remaining program counselors to provide adequate services to inmates.

#### Recommendations:

- Improve application process to include more automatic disqualifiers
  - Use a pre-screening tool to prevent unqualified applicants from moving forward
  - Hire additional background investigators
  - Expand recruitment efforts
  - Consider hiring a private human resources firm to assist in filling the vacant positions
2. Sustainability



There are focused efforts on sustainability programs within corrections. In efforts to increase social equity and conservation, programs such as Seeds to Supper continue to be supported and implemented. Inmates learn to cook, grow, and understand a healthy diet. There are hopes for MCIJ to add a greenhouse that will allow for this program to exist more fruitfully year round. Vegetables grown in this program are donated to the Oregon Food Bank. Aramark is the provider of food service within corrections and they are making an effort to use local products. Water recycling has been adopted into their laundry system and has reduced the laundry water usage by 80%. Supplies such as pencils and paper provided to inmates are now being limited to reduce wastefulness. These continued efforts to adopt sustainable practices are commended by this Corrections Grand Jury.

### 3. Emergency Population Releases

Based on the Monthly Jail Report published for September 2014, there have \* been zero emergency population releases so far in 2014. Testimony confirms that the corrections system manages inmate overflow by temporarily opening a housing unit until the population returns to normal capacity levels. This overall approach keeps the community safer and creates less political fall-out, as Emergency Population Releases can place unnecessary stress and anxiety on the community. Further analysis of the sharp drop in EPR might also be attributed to the execution of the classification process and the ability for deputies to recognize lower level offenders.

### 4. Incorporate Suicide Watch Costs into MCSO Budget



The 2013 Corrections Grand Jury recommended that the increasing cost of constant and active suicide watches be incorporated into the MCSO budget. The rationale for this recommendation focused on the fact that the number and duration of suicide watches was steadily increasing, resulting in increasing overtime costs. MCSO provided the following information relating to suicide watch overtime costs for fiscal year 2014:

Total Corrections Division overtime expenditure - \$5,906,804

Active suicide watch overtime charges - \$245,102

Constant suicide watch overtime charges - \$646,593

Total (constant + active) overtime charges - \$891,695

While the overtime expenditures for suicide watches has not been incorporated into the budget, the corrections grand jury was made aware of ongoing efforts by MCSO and Corrections Health to address this issue. Those efforts have been discussed herein.

#### 5. Court Delays

The Sheriff's staff is working hard to reduce court delays. Training of additional deputies relative to courthouse specific duties will increase efficiency and may reduce overtime usage. Judicial feedback is that the delays experienced in previous years have improved significantly. On those occasions when there is a security issue in the courtroom, it is reported that response by courthouse deputies is swift and appropriate.

The judiciary notes the high level of professionalism on the part of those deputies working in the courthouse. Collaboration with all system partners on this issue has been a key contributor to success.

#### 6. Training and Mentoring

The Corrections Grand Jury recognizes that corrections is a dynamic environment and requires in depth and ongoing training. Clearly staffing issues continue to be an impediment to ongoing training of existing deputies. Two areas that deputies felt they need additional training in are defensive tactics and recognizing mental health issues. Additionally, full staffing would allow for more complete and thorough training of new deputies.

#### 7. Add Back GED Program

The 2013 corrections grand jury recommended that the GED program be added back to the programming options at MCIJ. Unfortunately, recent changes to GED testing virtually prohibit this from occurring. First, the test has been realigned to Common Core State Standards increasing the difficulty of the exam and increasing the amount of instruction time and study necessary to pass the exam.

The second change has a more immediate impact. In January 2014, the old pencil-and-paper exams were eliminated in favor of a computer based test. Most prisons and jails (including both MCSO adult facilities) limit inmate access to web-based technology. GED preparatory work is offered at MCIJ, but there appears to be little chance of allowing actual GED testing to occur.

### **XIII. Summary of Recommendations of 2014 Corrections Grand Jury**

#### **1. Prison Rape Elimination Act (PREA)**

Commit resources for the PREA coordinator to become a certified PREA auditor.

Install cameras in identified "blind spots" to address PREA complaints.

#### **2. Corrections Deputy Training**

Consider options to provide additional training in the areas of defensive tactics and identification of mental health issues.

#### **3. Health Care/Mental Health**

Evaluate the cost effectiveness of utilizing private health care providers rather than the county health department.

Work diligently to recover health care costs from insurance providers of inmates.

Consider investing in an infrastructure that delivers psychiatric stabilizing services for those with the most critical mental needs.

Incorporate Suicide Watch into MCSO Budget

#### **4. Personnel/Facility**

MCIJ – Consider reassigning mail room operations to employees other than deputies.

CRCI – Consider an environmental redesign to reduce the introduction of contraband.

MCSO - Consider engaging the services of a private human resources firm to reduce the number of vacant positions.



## Corrections Grand Jury Witness List

1. Derrick Peterson
2. Tina Breiten
3. Jeff Wheeler
4. Barbara Topor
5. Steve Sutton
6. Katie Burgard
7. Kraig Anspach
8. Kurtiss Morrison
9. Sjohn Williamson
10. Edward Climer
11. Thomas Losch
12. Jim Hoffert
13. Thomas Jacobs
14. Amanda Hazel
15. Sr. DDA Thomas Cleary
16. First Assistant to the District Attorney Jeffrey Howes
17. Captain Raimond Adgers
18. Sgt. Barrett Taylor
19. Sgt. Scott Yon
20. Deputy Mike Wroten
21. Deputy Steve Reardon
22. Craig Bachman
23. Stefan Streight

24. Deputy Dean Large
25. Christina McMahan
26. Senior DDA Lori Fellows
27. Scott Ryan
28. Kim Pidcoke
29. Mark Gustafson
30. Lt. Steve Alexander
31. Leslie O'Neil, RN
32. Andrew Freitas
33. Lt. Chad Gaidos
34. Lt. Denise Diamond
35. Nancy Griffith
36. Lt. Vera Pool
37. Sgt. Jon Mathews
38. Captain Mary Lindstrand
39. Kenneth Sammy
40. Robin Shults
41. Anthony Glenn Mason
42. Jennifer Carsner
43. Promise Parker
44. David Lashway
45. Trenton Anderson
46. Deputy Todd Cross
47. Deputy Rachael Wheeler

48. Deputy Steve de Jongh
49. Deputy Jon Conway
50. Deputy Lisett Gleason
51. Deputy James Brueggeman
52. Deputy Brad Ellertson
53. Shea Marshman
54. David Braaksma
55. Kevin Maurelli
56. Wanda Yantis
57. Marc Swanson
58. Maureen Raczko
59. Mark Hale-Brown
60. Erika Murray
61. Eric Feldman
62. Jose Martinez
63. Ty Hilliker
64. Chief Deputy Linda Yankee
65. Chief Deputy Michael Shults
66. Undersheriff Timothy Moore
67. Sheriff Daniel Staton
68. District Attorney Rodney Dale Underhill
69. Catherine Gorton
70. The Honorable Nan Waller, Presiding Judge
71. Andrew Potter

72. Multnomah County Commissioner Judy Shiprack

73. Multnomah County Commissioner Jules Bailey

74. The Honorable Julie E. Frantz, Chief Criminal Judge

75. Kathleen Dunn



2014 Corrections Grand Jurors

Nicole Dobrzynski

Nicole Dobrzynski, Foreperson

Alicia Doerrie

Alicia Doerrie

Patrick Jay

Patrick Jay

Lisa Sherer

Lisa Sherer

Cherie Smythe

Cherie Smythe

Linda Stokes

Linda Stokes, Alternate Foreperson

Jill Wagner

Jill Wagner, Clerk

Dated this 11<sup>th</sup> day of December 2014.