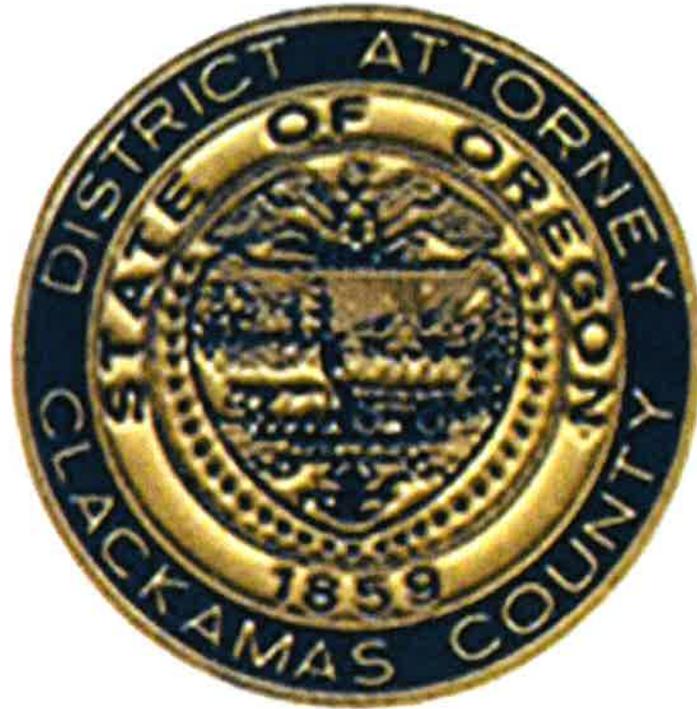


2017 OFFICIAL REPORT

CLACKAMAS COUNTY GRAND JURY



Condition and Management of Clackamas County Correctional Facilities

December 15, 2017

2017

Clackamas County Corrections Grand Jury Report

Introduction

Per Oregon Revised Statutes (ORS) 132.440 "once yearly a Grand Jury shall inquire into the condition and management of every correctional facility and youth correctional facility... in the county". A seven-member Grand Jury addressing this issue in Clackamas County was empaneled on December 12, 2017, and met through December 15, 2017. The Grand Jury, comprised of Clackamas County citizens of varying backgrounds and experiences, was tasked with reviewing the operations, conditions, and management of correctional facilities in Clackamas County.

The Grand Jurors inspected the County's correctional facilities, including:

- Jail
- Corrections Residential Services Facility (Clackamas Substance Abuse Program (CSAP))
- Courthouse
- Juvenile Intake and Assessment Center (JIAC)

Witness testimony was received from:

- Administrator Don Krupp
- District Attorney John Foote
- Sheriff Craig Roberts
- Sheriff Chief Deputy Chris Hoy
- Sheriff Captain Lee Eby, Jail Commander
- Sheriff Lieutenant Jenna Morrison
- Sheriff Sargent Karen Brisbane
- Jail Health Services Administrator Andrew Robotom
- Jail Psychiatric Nurse Practitioner Sherie Chaney
- Community Corrections Manager Brian Imdieke (CSAP)
- Clackamas Community College Instructor A. J. Smith
- Presiding Circuit Court Judge the Honorable Robert Herndon

In speaking to the witnesses, it was clear to the Grand Jury that this County is served by dedicated and hardworking public servants who provide high levels of service to all citizens. It is also clear there is a need for an investment in court and correctional facilities as soon as practicable. Given financial restraints and realities, the existing facilities are operated in a remarkably efficient manner. The following is the Grand Jury's observations of the County's correctional facilities and pertinent recommendations.

Clackamas County Jail

The Clackamas County Jail is a 491 bed facility that includes 26 beds that are not used due to a lack of staffing. In November 2017, the daily inmate population averaged 471 individuals and the average inmate length of stay was 9.33 days, both of which are down from previous monthly averages. The Grand Jury observed an orderly, clean, and well-maintained facility, administered

with professionalism by dedicated and compassionate command and front-line staff. It was observed that staff exhibited a deep concern for operational conditions, including Americans with Disabilities Act (ADA) compliance, providing 1,500 meals per day, and coordinating the logistics of a wide array of activities. The introduction and use of technology in creative ways by staff throughout the Jail complex has allowed for better use of space and staff resources. Of particular note, the Grand Jury was highly impressed by the staff's commitment to the "correctional continuum" of services that include wrap-around mental and behavioral health, housing, educational (General Education Degree (GED) courses), and life skills courses. The stated intent of providing these programs is to reduce recidivism, however given limited resources it is important for Jail and County Corrections Department staff to continue to collect and track program data over time to measure recidivism and other metrics.

It was noted that the Jail's current medical unit operates effectively despite a growing number of inmates with increasingly complex comorbidities. Challenges reported by Jail medical staff included the impacts of the opioid epidemic, society's inability to address mental and behavioral health issues, in addition to the more routine health concerns of the Jail population.

As referenced in previous Grand Jury reports, and as reported by Jail staff, the Jail has had to continue to conduct forced releases of inmates. Jail staff complete an in-depth assessment that measures potential risk to public safety on each inmate booked into the Jail; the assessment produces a "matrix score"; the lower the score, the less perceived risk the inmate poses to public safety; when the number of inmates to be lodged exceeds the number of available jail beds, generally inmates whose public safety scores are the lowest are released to prevent overcrowding. In 2017, forced releases rose 8% over the previous year, for a total of 3,376 releases (as of December 10, 2017). An ongoing challenge for Jail staff will be to continue efforts to address and reduce this annual increase in forced releases. To this end, the Grand Jury was impressed with collaborative efforts under consideration by the Jail, Court, and District Attorney's Office, including an early resolution program and a pre-trial release program where low-risk individuals are better identified for safe release pending a court date.

The Grand Jury makes the following recommendations related to the conditions and management of the Jail:

- The Grand Jury concurs with previous Grand Jury reports in recommending that the County continue to pursue efforts to staff the 26 unused Jail beds and continue to pursue the construction of a new jail within the constraints of current funding and priorities.
- The Grand Jury concurs with the 2016 Grand Jury report in recommending that the Transition Center's programs be rigorously evaluated through scientific evidenced-based documentation that demonstrates the effectiveness of the services provided by the Center (through measures such as recidivism rates and other metrics).
- Staff should continue to review and analyze the forced release (Matrix) process to better ensure public safety.

Corrections Residential Services Facility (CSAP)

The Grand Jury toured the CSAP and Work Release Residential Center and were impressed with the conditions and management of the facility, staff, and programs. The facility includes room for a maximum of 114 beds in two-buildings. Located in Milwaukie, CSAP staff and the Grand Jury recognized that the facility is a considerable distance from the County's other Community Correction facilities. CSAP is an intensive residential four-stage drug treatment program that includes programs and services focused on encouraging clients to transition to clean and sober community housing after graduation. Staff reported that program graduates have lower rates of recidivism than compared to statewide rates for those on released supervision. The Grand Jury spoke with two CSAP residents, who provided positive feedback on the curriculum, facilities, and support provided by the program staff.

The Grand Jury makes the following recommendations related to the conditions and management of CSAP:

- As resources are available, consider expanding the program in terms of the number of residential beds available and programs offered.
- Consider resident transportation options to help support resident compliance with program expectations and behaviors.

Juvenile Intake and Assessment Center (JIAC)

The Grand Jury visited the JIAC facility and heard from Juvenile Department staff on the state of the Center's programs, with a focus on how the Center interacts with County youth justice services. The JIAC is a short-term (maximum of 5 hours) detention facility for youth brought into custody for criminal or status offenses. The JIAC staff utilize risk assessment tools to evaluate youth-specific needs and potential threats to public safety. Currently, the County contracts with neighboring Multnomah County for the use of 17 youth detention beds. In 2017, the JIAC initiated the Law Enforcement Assistance Program (LEAP) to place staff in the field with local and County law enforcement agencies to identify and transport youth offenders; the program is intended to allow limited officer resources to remain in the field and to encourage the use of the JIAC which had seen a recent reduction in the number of youth being processed. The Grand Jury commends the JIAC staff in their administration of the facility, which was clean and well maintained. It was apparent that the staff had the safety of the youth and the community in mind in administering the JIAC. The Grand Jury suggests that the County keep the Juvenile Department and the JIAC in mind when conducting County facilities master planning.

Courthouse

The Grand Jury toured the holding cell facilities at the Clackamas County Courthouse and heard multiple reports on the status of the County's efforts to replace the aging Courthouse. It was noted that the Courthouse holding facilities, added in 2013, had greatly improved the overall safety of the facility for Court and Sheriff Staff, the inmates, and the general public. The Grand Jury encourages Court staff and the Sheriff's Office to continue to collaborate on the shared needs as a new Courthouse is planned to ensure public safety. At this time, the Grand Jury has

no specific recommendations related to the conditions and management of the Courthouse holding cell facility.

Summary

In conclusion, it is clear to the Grand Jury that Clackamas County staff – at the Sheriff’s Office, Circuit Court, Juvenile Department, District Attorney’s Office – are dedicated to improving the lives of those in the custody of the correctional system while also ensuring public safety and the efficient use of limited resources. We applaud the system-wide coordination of services and programs across the County’s “correctional continuum” – that goes far beyond the incarceration of offenders to seeking solutions to cycles of crime, poverty, mental and behavioral health problems, and social injustices. The Grand Jury strongly encourages all County agencies to continue the high degree of inter-agency cooperation and communication that has been demonstrated throughout the Grand Jury’s investigation. The Grand Jury further recommends that County agencies work to better educate the public on the services they provide and the challenges our County faces in administering justice.

The Grand Jury of 2017 respectfully submits this report.



Foreperson (on Behalf of the Corrections Grand Jury)

12-15-17

Date

