

2017 Grand Jury Report on Correctional Facilities Located in Washington County

I. Introduction

Pursuant to ORS 132.440, a grand jury panel was selected by the Circuit Court for the purpose of inspecting the conditions and management at four correctional facilities located in Washington County, Oregon: the Washington County Jail (WCJ), the Washington County Community Corrections Center (CCC), Harkins House (HH), and Coffee Creek Correctional Facility (CCCF).

We, the Grand Jurors, visited each facility. We were given an orientation by management and staff at each facility followed by a detailed walking tour. The management of each facility was aware of the reason for the Grand Jury's visit, and offered us access to any areas we wished to examine. The inspections provided the Grand Jury an adequate overview of the physical conditions of the facilities. The Grand Jury did not examine audits, budgetary records, detailed outside inspection reports, nor official findings aside what was provided at the mentioned orientation sessions. We believe our review of each facility provided a realistic impression of the day-to-day operations, and allowed us to judge the overall fitness of the buildings, the attitude of staff and security strategies in practice.

The orientations and walking tours were interactive and the Grand Jurors were able to ask questions through each review. The staff at each facility provided additional information when asked. Though time constraints prevented us from examining every area of all four institutions, we are satisfied that we observed the overall structure of each facility and had access to any portion of the facilities we desired to see. As such, we feel that we can report reliably on the general physical condition and relative fitness of the facilities. It should be noted that each of the facilities were in full operation at the time of our visits.

Deputy District Attorneys Jeff Lesowski, Dan Hesson and Matt Lehman of the Washington County District Attorney's Office accompanied us on the tours. Despite their presence, we stipulate that this report is the Grand Jury's members alone, generated after the jurors met behind closed doors for a considerable time period to discuss our impressions and findings.

Washington County Jail (WCJ)

Conducted:	November 3, 2017
Duration:	3 hours approx.
Grand Jury Members:	6 out of 7 members present Accompanied by Deputy District Attorneys Matt Lehman and Dan Hesson
Introduction:	Pat Garrett, Sheriff
Orientation and Tour:	Commander Matt Frohnert

Orientation/Overview

Sheriff Pat Garrett personally welcomed the Grand Jurors and gave an introduction of the WCJ to the Grand Jury, including an overview of the relationship between the three county-run institutions that were reviewed (WCJ, CCC, HHH). Command staff provided facts and statistics about the jail, and answered all of the Grand Jury's questions. The presentation prior to the tour was detailed and provided a very helpful overview of the facility. The Grand Jury was pleased with the orientation. The Grand Jury took note of the fact that, the Sheriff and his staff talked about not only what they felt was good about the jail, but also candidly discussed goals for improvement. The Sheriff has a goal that inmates leave better than they were when they arrived. A related goal is that inmates are treated with respect from the arriving port onward. These are useful goals and appeared to be consistently implemented.

The tour itself included suggested areas encompassing much of the jail, but it was made clear to us that any part of the facility was available to review.

Overall, the grand jurors were impressed with the cleanliness of the jail, but the grand jurors noted some areas, such as the air vents in the kitchen, could use more attention.

Master Control

Master Control is the "nerve center" of the jail. The Grand Jury took note of the fact that the Sheriff's Office seemed to be taking necessary safety precautions. We were impressed by control room workers' ability to watch all screens. We also noted that the guards use all senses (sight, smell & hearing) 360 degrees to track the actions in the pod and it takes a lot of energy. The color coding of inmate clothing according to level of custody was efficient and the pink underwear for men was efficient, reducing costs at inmate release. Overall, the ratio of about 60 inmates to one guard in each pod appears safe and efficient for the design.

Intake Area

The grand jury was present during the check in of an inmate. The computer systems are in the process of being updated and will take some adjustment for the employees of the

jail. When the updates are complete, it will resolve some of the minor technical glitches that can be expected with outdated software. The grand jury was shown the new full body scan system, which is helpful in allowing the officers to detect contraband and/or weapons.

Medical

The Grand Jury was made aware that each inmate was given a medical assessment as part of the intake process, for both physical and mental health care. Medications and outside medical providers would then be potentially arranged. The Grand Jury was very impressed with this process of medical examination at intake. The goal is that each new inmate gets a physical within two hours of arrival and it appears to be achieved. In addition, the jail medical cost was about \$4.2 million in 2015, about \$241 per inmate, which is a reasonable amount. The Grand Jury was made aware that the WCJ switched medical service providers for inmates. The Grand Jury appreciated the compassion that the providers appeared to have for the inmates.

In the medical observation housing unit (MOU), we noted that each inmate must be checked frequently. The recent addition of staffing, including a psychiatric Nurse Practitioner, seems to be sufficient, but more help at the desk may be beneficial.

Mental Health

Staff commented about needing additional room for inmates who have a mental illness. It was reported that women inmates with addiction issues has risen from 11 to 25 percent. The addition of a new staff member has been helpful with the increased need for mental health treatment.

Forced Releases

The Grand Jury was made aware that in recent years there has been a marked increase in forced releases of female inmates. There are many possible reasons for this. It is clear that the WCJ needs more space for women inmates. We feel that it is unacceptable that females who otherwise should be incarcerated are being released into the community simply due to lack of space. Building a new facility or wing seems needed at this time.

Laundry

The laundry facility was neat and organized. The Grand Jury took note of no issues which needed to be addressed.

General

The Grand Jury was made aware that the WCJ is a smoke free facility, which we applaud. The programs available to the inmates were generally impressive. It was reported that 80 inmates have a job while at the jail, which is about 15% of the total inmate population. It seems this could be improved. The jail staff reported they awarded one less GED than the entire State Dept. of Corrections (37 in 2016), which indicates significant effectiveness in the education program. We noted that the outside activity areas for each pod, while adequate, are relatively small, and that opportunities for physical activity for inmates are limited. To the extent possible we believe that organized physical activity

programs should be considered. The Grand Jury was impressed with the overall security of the WCJ.

Kitchen

The kitchen facility was clean, orderly and appeared efficient. The jail reported an average cost per meal \$1.29, which is very competitive. Also, water is recycled, increasing sustainability and reducing cost. The Grand Jury was made aware that the jail kitchen serves as a central kitchen for multiple facilities (WCJ, WCCCC). This appears to be cost efficient.

We encourage the jail to continue providing healthy meals to inmates, and to the extent possible working to add healthier options. The new contractor providing meals, Trinity, seems to be doing a good job addressing these issues.

Overall

Recidivism definitions are complex and difficult to track but the jail has identified that 23.5% of bookings are new, meaning the remaining inmates make up a return rate of 76.5%. Identifying a target would be helpful.

The new camera system, which provides better quality and covers more areas, will be beneficial when it is fully implemented.

The grand jurors would like to see the jail develop better processes and policies for transgender inmates and believe that it would be good for the jail to set goals and give examples when reviewing with the grand jurors in the future.

*There were quality, efficiency and effectiveness measures shown but the actual numbers were generally not provided, making performance comparison and trends difficult to identify. The entire facility was clean, safe, and appeared to be very well-managed. It was generally quiet and controlled. The Grand Jury was impressed with this facility.

Washington County Community Corrections Center (CCC)

Conducted: November 13, 2017

Duration: 3 hours (approx.)

Grand Jury Members: 7 of 7 were present
Accompanied by Accompanied Deputy District
Attorney Matt Lehman

Introduction: Director Steve Berger and Manager
Karleigh Molihan

Orientation and Tour: Director Steve Berger and Manager Karleigh
Molihan

Orientation/Overview

Director Steve Berger and Manager Karleigh Molihan personally welcomed the jurors upon arrival in the lobby. We were escorted into a conference room and provided an introduction and overview of the CCC. We were provided facts and statistics about the CCC, and answers to our questions were provided. The presentation prior to the tour was helpful and informative. We learned about the physical facility, its function and purpose, and the many programs available for residents. We learned that most of the residents of the CCC are sentenced inmates who had once been in the WCJ, but whom judges have allowed to transfer to the CCC to finish their sentences. They clarified that resident's stay up to one year but 63% are there for less than 30 days. They do not track recidivism due to the short amount of time they have the residents.

The orientation emphasized continuous quality improvement in operations and administration. They also use peer review, which is an excellent way for the public to be assured that there is an outside check and comparison. Significant security and staffing improvements were discussed, including equipment to detect drinking, sweat detection technology and personal GPS monitors

The Grand Jury was made aware of the following recent changes, and believes that these are positive changes:

- GPS and/or alcohol monitoring for sexual offenders and domestic violence offenders who leave the facility.
- Increased waiting period before eligibility for passes (from 7 days to 14 for unemployed residents).
- Limiting the maximum amount of time for a pass to 12 hours.
- Denial of passes to residents who pose a risk of escape or who are an imminent threat to an individual or the general public.

- Increase in building security by (1) installing bullet proof material at the front desk, (2) improved monitoring of exits and check-outs and (3) improved property search station.
- Improved security by increasing security staff and converting on-call variable hour positions to 3 full time positions in order to improve the monitoring of the facility's exit and check-outs.

Remodel

The Remodel did an effective job of providing a physical barrier separating the entrance lobby from the corridor leading to the interior of the CCC. It will help increase the security of the facility.

Failure to Return

The CCC has a failure to return rate (within three hours) of .001, which is extremely low. They have increased the waiting period for passes and appear to have solid criteria for social, medical and transition passes.

One of the CCC's primary goals is to effectively change their resident's behavior so they can successfully integrate back in to mainstream society. In order to accomplish this goal, CCC:

- Develops individualized plans for residents by providing assistance with employment, housing, treatment and support.
- Coordinates with the residents' parole and probation supervision.
- Provides onsite programs and services.
- Trains new, positive behaviors.
- Works with community providers.
- Addresses resident's risk factors.

The grand jurors appreciate the goals created by the CCC; however, it would be good to know how the goals are measured.

Alert system

The facility would benefit from a button or similar device to summon the attention of staff in case of an emergency. The Grand Jury was made aware of such devices in its tours of the WCJ and the Harkins House facility (see Harkins House section below).

Security

The Grand Jury was impressed with the facility's security features. Among the security features were (1) window and door alarms, (2) fire alarms, (3) duress call buttons throughout the facility, (4) staff body alarms and radios, (5) routine resident counts, (6) video monitoring and (7) resident and facility searches.

Programs Offered

A resident is offered an array of programs by the CCC during their stay. Among these programs offered are:

- Cognitive-behavioral treatment

- Mental health evaluation
- Medication management
- Substance abuse treatment
- 12 step programs
- Peer mentoring
- Employment counseling and job referral
- Housing placement
- Anger management
- Wellness/nutrition
- Prison fellowship

Room & Board-Paying rent

The Grand Jury was made aware that, if inmates have a job, they are required to pay rent which is twice their hourly rate per day. The Grand Jury believes this to be beneficial. Residents must remain current on his/her rent payments. If they do not – the resident is at risk of losing day passes and other privileges.

Counselors

The Grand Jury was made aware that there are 12 counselors which seem to be a good amount of staff given the population. The counselor caseload is 15-20 residents per counselor, which is lower than the national average (around 24). It looks like that is effective for the program and is efficient because they do more than the typical resident counselor (ex. release scheduling and other duties). Currently 84% of Center residents complete the CCC Release Program.

Resume / application / job search assistance

The Grand Jury applauds the assistance the CCC provides to inmates in the area of resume writing and job searches. The general policy requiring job searches of every inmate is a beneficial policy.

Unauthorized Departures

Upon recommendation from the previous year's Grand Jury review – the amount of lapsed time for a resident to be considered a 'late return' was lowered to one hour. The CCC Director and Manager feels this threshold should be raised to two hours. It was found that a one hour threshold captured several false positives – meaning: there were times where residents had legitimate reasons (or rather excuses) for not checking in on time (such as public transportation delays, emergency events, etc.) and were not avoiding their check in times.

Response To Substance Abuse

Possession of drugs in CCC is prohibited and if a resident is found in possession of drugs - law enforcement is notified and the resident is investigated. The resident is also returned to jail to finish out their sentence.

The first time a resident fails UA or admits to using drugs – they lose an entire month's worth of passes and are subject to increased drug screenings. The second time a resident fails a UA or admits to using drugs – they are immediately returned to jail.

CCC has a highly successful substance abuse intervention program. CCC employs chemical dependency services such as:

- Assessments
- Intensive Outpatient
- Outpatient
- Residential treatment
- Recovery mentors
- Self-help groups
- Drug screening
- Clean and sober housing

CCC employs a 90 day residential treatment program which ranks in the top 8% nationally based upon evaluations utilizing the Corrections Program Checklist.

Drug Screening Strategies

CCC utilizes several methods to detect drugs used by their residents or stored in their facility. Among the methods used are:

- Eye scans
- Breathalyzer tests
- Instant urinalysis
- Lab treated urinalysis
- Drug dog searches
- Person and property searches
- Random dorm, locker and area searches

Employment Services

Residents who enter the CCC program unemployed are immediately referred to the Employment Services Program during the 'blackout' period. This program requires the resident to attend job search and job retention classes as well teach them how to fill out job resumes before becoming eligible to engage in actual job searches. Upon successful completion of attending these classes – residents are given access to the facility's Employment Resource Center where they are given online access to job search activities. After a resident gains employment (and for those residents who enter CCC already employed), CCC contacts the resident's employer to verify specific information such as name of the company, supervisor contact info, overtime policies, absenteeism, etc. If an employer is not willing to abide by the CCC conditions of resident's employment, the resident will not be allowed to work for that employer.

Housing After Release

The CCC continually works to get inmates into clean and sober housing after release, with a goal of placing 70% of residents in housing with clean & sober living situations. They are achieving 64% placement in these stable households and have contracted for 350 beds in local programs for stable housing. They use mentors (who had prior

addictions) to help with current addicts. They seek to connect 80% of residents to a support group upon resident release and actually place 96%. The Center does drug monitor screenings 2-3 times a week, which exceeds the level defined by the National Drug Court Institute. Last year that totaled 23,374 screenings with 6.8% positive. The goal is to treat 95% of substance abusers and they are actually treating 100%. We were told their Chemically Dependency Program rates in the top 8% nationally.

CCC also has an employment goal for 50% of residents to have a job at time of release and currently achieve a job for 41% of residents. This ongoing work is a positive aspect of the CCC's attempt to transition inmates into the community.

Overall

The entire CCC facility was clean and appeared to be well-maintained, safe, and well-managed. Significant effort has been made to live up to the past statements of "evidence based" criteria for determining success. They provided solid statistics about the program and several performance metrics which they are continuing to improve.

Harkins House (HH)

Conducted:	November 13, 2017
Duration:	1.5 hours (approx.)
Grand Jury Members:	6 of 7 members were present Accompanied by Deputy District Attorney Dan Hesson
Introduction:	LaRoy Labonte, Shelter Manager
Orientation and Tour:	LaRoy Labonte, Manager, and Lynne Schroeder, Juvenile Director

Orientation/Overview

The Grand Jury met with Mr. LaBonte and Ms. Schroeder at the Harkins House facility. Harkins House (HH) is a temporary residential shelter care and evaluation program for boys and girls between the ages of 12 and 17. The program provides evaluation and individual care for delinquent youth with matters pending in juvenile court. The juveniles must volunteer to participate in the program. The program performs a comprehensive evaluation of each youth. Both personal responsibility and maintaining respectful behavior are strongly emphasized. A behavior management program rewards youth with increased privileges using a 'Star' system.

The HH program is set up to host 19 juveniles. However, the current budget limits the program to 14 juveniles. The average stay is about 45 days. Any stay longer than 90 days must be justified to a committee at HH. During the stay, an evaluation and assessment is administered by a case manager after 30 days of residence.

HH maintains a relationship with the Donald E. Long facility in Multnomah County for juvenile delinquent youths, at which there are 14 beds available to Washington County. HH provides services to juveniles, including on-site school, residential activities, mental health services, group treatment, and parental services. All residents must participate in some form of educational programming, which can include on-site school, GED preparation, post-graduation education or vocational activities. Juveniles are also required to participate in six hours of group, individual, and family counseling every week. School programming is tailored to each individual juvenile based upon assessment and intervention needs. Caseworkers work to integrate juveniles back into school. The on-site classroom appeared conducive to a good learning experience.

Harkins House seeks to connect parents with ongoing counseling services and help parents to see that they like their kids again. The long-term aim is to reduce recidivism. Harkins House appears to be meeting the demand for services and ensuring a high "graduation" rate, meaning those that complete the program and have learned decision-making skills.

Outdoor Recreational Area

The outdoor recreational area was a nice open, covered area which offered both a basketball and volleyball court for exercise fitness activities. The area was clean and secured by an outer fence. HH staff was present and engaged with the youth. The outdoor recreational area provides the residents an opportunity to form positive social bonds with other residents and also provides a productive outlet to direct their negative behavior.

Class room

HH currently provides a full day onsite educational program which is taught by an instructor from the Hillsboro School District. HH provides this academic program to help their residents keep from falling behind in their academic studies and to provide an easier transition back in to mainstream school once they leave the facility. The recent update to full-day instead of half-day schooling seems to be very beneficial to the residents.

Dormitories

The dormitory is segregated by gender and features single-occupancy rooms. The common areas were clean and presentable and monitored by a HH staff member. The residents are assigned chores, have daily housekeeping responsibilities, and do their own laundry. The setup seems well suited to provide security for each resident. Each resident is responsible for maintaining their own room and for the overall upkeep of the facility, which the Grand Jury noticed has a positive effect on the overall appearance of the facility.

Extracurricular Activities

The Grand Jury was impressed with the efforts to which Harkins House staff went to provide the youth with special holiday meals with family, certain outings and field trips, the art program, the counselling services, both group and individual, the community service, and the yoga that was available for the youth.

Dining Hall & Kitchen

The dining hall and kitchen facilities were very clean and tidy. The recent switch from getting food provided by the Washington County Jail to having an on-site cook has greatly benefited the nutrition value of the food. It has also allowed the youth to get food handlers licenses and work with the cook to learn basic kitchen skill. The cook has spoken to local restaurants about the possibility of internships that could lead to jobs for the youth after they graduate.

Overall

The environment at HH was very positive. The facility was clean, quiet, and appeared to be well-managed and safe. The Grand Jury was impressed with this facility. The grand jurors would recommend that funding be provided to increase skills for juveniles at Harkins House in areas that could lead to jobs after graduation. And lastly, the Grand Jury recommends additional funding be provided to HH's general budget so the shelter can accommodate its maximum number of residents of 18 youths. HH provides an

invaluable service to our community and the Grand Jury would like to see our troubled youth be given an opportunity to benefit from resources HH has to offer them.

The grand jurors encourage Harkins House leaders to expand community outreach in an effort to increase volunteer opportunities and donations in hopes of resolving some of the budget issues.

Coffee Creek Correctional Facility (CCCF)

Conducted:	November 17, 2017
Duration:	4 hours (approx.)
Grand Jury Members:	6 of 7 members were present Accompanied by Deputy District Attorney Matt Lehman
Introduction:	Supervisor/PIO Vicki Reynolds
Orientation and Tour:	Supervisor/PIO Vicki Reynolds

Orientation/Overview

Coffee Creek Correctional Facility accommodates all of Oregon's female inmates, and provides intake and evaluation of all female and male inmates committed to Oregon custody. CCCF is located within Washington County and, therefore, falls within the present Grand Jury's review even though it is operated by the State of Oregon.

Vicki Reynolds personally welcomed the jurors upon arrival. After we successfully completed the visitor's rigorous security process, we were escorted through the facility, but we were not given an orientation or overview regarding the facility. We feel that this orientation process could be improved for future Grand jury panels, perhaps with more structure as well as handouts which cover key points about the CCCF facilities and provides matrices regarding statistical information such as costs per inmate, recidivism rates, national statistics comparisons, etc. that furnish an overview of the facility and highlight measures from the year in review. An initial orientation would have been helpful to the grand jury to get an overview of the facility prior to the tour.

Each inmate that comes through the CCCF goes through an assessment that includes ranking the inmate between "1-5" for security needs. A case plan is created and is passed along to the State detention facility where the inmate is placed. CCCF is the temporary intake center for all Oregon inmates sentenced to prison sentences, as well as the only Oregon prison for female inmates. CCCF contains a a medium security facility (which houses both males and females in separate living accommodations) and a minimum security facility (which houses females who typically have less than four years left on their sentence).

The Grand Jury was provided with an overview of counseling and rehabilitation options available to inmates.

During the tour, there was an incident where a person slipped and the grand jurors would note that a mat as you enter the building from outside would be beneficial given the concrete floors, which can be slippery.

Employee morale

The facility has a wall which recognizes certain employees' honors and achievements. This is a great reinforcement tool for those doing a good job, and motivation for all employees. The pictures and job titles of the staff need to be updated given the departure of some employees.

Security

Overall, the Grand Jury thought the facility had good security, with good procedures and attentive staff. The grand jurors did note a security issue where one grand juror followed a guard through the controlled gate to enter the building.

Intake

The grand jury observed the area where inmates arrive at CCCF from the different county jails. The facility had a reliable system to check on inmates who moved from building to building. The separate area for inmates with disabilities was a beneficial component of the intake unit.

Medium Security Facility

The medium security facility houses both male and female intake prisoners as well as female medium security prisoners. The Grand Jury panel was impressed with the overall security and operation of this facility and observed it to be well maintained and efficiently ran.

Minimum Security Facility

This grand jury did not visit the minimum security facility. Below are the recommendations that were noted last year by the grand jury.

The housing units in minimum security appeared a bit overcrowded. Each pod within the housing units houses 108-116 inmates in an open dormitory setting. Each pod is supervised by one corrections officer. The Grand Jury feels this ratio of inmates-to-officer to be high. We recommend that this issue be addressed. We observed that the campus of CCCF is spacious and there is ample room for an addition or auxiliary building to be added on the minimum side, and it is clear this is needed. Outside of the overcrowding issue – the dorms appeared to be very clean and well taken care of.

Faith Center

The diversity of spiritual programs and the spiritual library available to inmates were both beneficial to the inmates and we commend the efforts that are made to provide faith and cultural opportunities to inmates.

Kitchen

The kitchen area did not appear to be very clean. We would have like to have a closer inspection. The kitchen is in need of regular deep cleaning. Just walking in the main entrance area was a trip hazard with liquid all over the floors at the door. Food was prepared in the kitchen and loaded on cafeteria style carts which were then rolled out in

the halls just outside of the housing pods where inmates were allowed to come out and prepare their own plates to take back to their cells.

Programs

The Grand Jury was impressed with the available programs at both the minimum and medium-security sections of CCCF. The work force development programs such as hair design, barista, quilting, shredding, CAD design, welding and DMV employment in medium security are very good programs, both in terms of their positive impact on the inmates and in how it provides a benefit to the community.

We learned about the CCCF dog program, where certain female inmates work closely to train dogs for specialty assistance tasks, such as facility and service dogs. We were able to see some of the dogs and directly interact with some of the inmate trainers. We conclude that this program is very beneficial to the community and is therapeutic for the inmates. The Grand Jury recommends studying to see whether the dog program could be expanded to a veterinary tech program. We believe that such training would give inmates a valuable employment skill upon release.

We were glad to see an active GED program at the facility but suggest more room be sought to meet demand for the program.

The jurors noticed some possible concerns regarding protected information when inmates are shredding and working in the DMV and would like to know how much access they have to personal information. Further, it would be good to know how security of personal information is addressed in this system.

Given an issue the grand jurors had, we would recommend having alternative clothing options if someone where blue jeans to the facility.

We also recommend a more comprehensive placement of employees near metal detectors in the inmate area.

Outreach

Connecting with the public is an important part of government services. Selling some of the products, like quilts and baby clothes, could help with fundraising and public perception.

Overall

As noted in prior reviews, reviewing individual CCCF efficiency and effectiveness performance metrics relating to costs, recidivism and program outcomes would be extremely helpful in comparing CCCF with other facilities in Oregon and the United States. We recommend that future Grand Juries follow up on this point. The CCCF facility appeared to be well-maintained, safe, and generally well-managed.

Dated: December 28, 2017



Jennifer Livingston, Grand Jury Foreperson
Autumn Cromie
Poline Law
Mike Morrison
Mark Bass
Tracy Gulacy
Dale Halm



Matthew Lehman, Deputy District Attorney