



DEPARTMENT OF HUMAN RESOURCES
OFFICE OF THE DIRECTOR

INTEROFFICE MEMO

TO: Governor Atiyeh

DATE: July 14, 1980

FROM: Leo T. Hegstrom *LTH*

SUBJECT:

The attached are copies of the reports you requested in preparation for a decision on the State's response to Judge Burns' ruling.

We will be in your office for a meeting at 3 p.m. this Wednesday to discuss this issue.

LTH:sm

Attachments

cc: Lee Johnson



TO: Leo T. Hegstrom, Director
Department of Human Resources

DATE: July 12, 1980

FROM: Robert J. Watson *Bob*
Administrator of Corrections

SUBJECT: Federal Court Lawsuit

The following are concepts considered useful in developing a plan for Judge Burns.

- | | |
|---|-------------------|
| 1. Parole of inmates (retroactive matrix reviews) | 150 beds by 12/80 |
| 2. Require certified sentence orders | 75 beds by 1/81 |
| 3. Non-return of parole suspended prisoners | 90 beds by 1/81 |
| 4. Build Three 50 Bed Camps | 150 beds by 9/82 |
| 5. Construct additions to county jails | 300 beds by 9/83 |
| 6. Build Two Regional Prisons | 1000 beds by 7/86 |

Discussion: The first three items are temporary solutions and will eventually yield no bedspace savings. The construction of added space in jails is an interim solution until the counties need the space for county prisoners. The best estimate of this interval of state use is 5 to 10 years. The camps and regional prisons of medium security design are long range permanent solutions. These also take longer to get on line and operational, so the interim use of jail space is necessary.

Concepts of using McNeil Island, using vacant jail beds scattered around the state, and trying to double shift using added prison staff are also attached. I do not recommend these three approaches due to uncertainty of availability, costs, and added security hazards. In addition, with all three legal challenges appear likely.

All these concepts with cost estimates where appropriate are attached.





STATE OF OREGON

INTEROFFICE MEMO

TO: Leo T. Hegstrom, Director
Department of Human Resources

FROM: R. J. Watson *Bob*
Administrator of Corrections

SUBJECT: Examination of Alternatives
for Prisoner Housing

DATE: July 11, 1980

The Corrections Division prisoner census took a sharp surge upward in 1974. Early in 1975, over 70 separate sites were considered for housing prisoners.

From this search came CDRC, Salem Work Release Center, Camp Adair training site, Salem City Jail lease, and the currently contested double celling. The City Jail lease was terminated due to excessive costs and cramped space including 4 prisoners/cell.

The remaining sites had major obstacles to acquisition or use for felony prisoners. Detailed reports on the best sites were prepared and after analysis were rejected. The attached list of sites considered gives some indication of the thoroughness with which alternative sites were pursued.

RJW:em
Attachment



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OTHER FACILITIES IDENTIFIED AND CONSIDERED

1. Columbia Park, The Dalles
2. Eastern Oregon Hospital, Pendleton
3. Tongue Point Job Corps Center, Astoria
4. Linnton School, Portland
5. Marylhurst College, Oregon City
6. St. Charles Hospital, Bend
7. Timberlake Job Corps Center, Estacada
8. Naval Reserve Facility, Swan Island
9. Coast Guard Station, Winchester Bay
10. County Jails
11. City Jails
12. St. Joseph Hospital, La Grande
13. McAuley Hospital, Coos Bay
14. Kaiser Memorial Hospital, North Bend
15. Condon Air Force Base, Condon
16. Burns Air Force Base, Burns
17. Hot Lake Resort, La Grande
18. Wildlife Commission Headquarters, Portland
19. Veterans Hospital, Medford
20. Klamath Falls Air Force Base, Klamath Falls
21. MacLaren/Hillcrest, Salem
22. John Mansfield Plant, Klamath Falls
23. Camp Adair, Corvallis
24. Roberts Elementary School, Salem
25. Markham Annex, Portland
26. Volunteers of America Building, Portland
27. Lynch School, Portland
28. Northwestern Christian School for the Aged
29. Building 50, Oregon State Hospital



STATE OF OREGON

INTEROFFICE MEMO

TO: R. J. Watson
Administrator of Corrections

FROM: Les Belleque
Chief, Jail Inspections

SUBJECT: Alternative Regional Facilities to
Expand Corrections Division's Bed
Capacity by Adding to County Facilities

DATE: July 11, 1980

THE CONCEPT

The concept of the State building on to existing county facilities was presented to the Governor's Task Force on Regional Correctional Facilities Subcommittee on State/Local by Sheriff Duane Franklin, Jackson County.

The essence of this concept is based on a joint state/local effort to expand current county facilities which have been recently constructed and have planned expansion capabilities. The State would fund the completion of the facilities and contract with the county to supervise state prisoners who were confined on a regional basis. When the need of the county expanded the county would buy back from the State the areas which the state had constructed.

This plan would allow the State to move towards a regional facility system at minimal cost. It would delay construction and operation of a major institution for several years. It could expand the State's bed capacity more quickly. It would have great payoff for the county in the long term as they could buy back from the State at today's cost rather than the cost five or ten years down the road.

ACTION TAKEN

To date, I have been in contact with two counties in regards to this concept, Lane and Jackson. We are currently at different levels of discussion in each of these counties, thus I will deal with each separately.

Jackson County: Our discussions at this point have been limited to the Sheriff's office. The Sheriff has had some informal discussion with some members of the County Commission. They (Commissioners) ask for a recommendation from the county's Corrections Advisory Committee. The Sheriff is now trying to arrange a meeting of the Advisory Committee and get the subject on the agenda.

The facility (now under construction) is in Phase I, designed capacity of 156 cells, which will be completed in early 1981. Phase II of construction would be for 128 cells, which would complete the planned facility. Support services for the 284 bed facility are included in Phase I.



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Construction Cost: The cost estimates of completing the facility by adding the 128 beds at various dates:

January 1981	\$ 6,384,680
July 1981	6,867,200
January 1986	10,173,580
January 1991	16,782,280

Plans development and construction time is estimated at 26 months.

On a ten-year basis, the county would save about \$10 million if the State would fund the construction in 1981 and sell the facility back to the county in 1991 at cost, allowing amortizing of the building and the interest on the construction money to wash each other out.

Supervision Cost: This concept would provide that the Corrections Division would contract for the supervision and care of the State's prisoners confined. If we had 128 beds of the 284 capacity, we would have 45%. The State would then pay 45% of the:

- (a) Food and service;
- (b) Administration, including supervisory staff;
- (c) Institution nursing service;
- (d) Utilities - lights, heat, phones, etc.;
- (e) Program Personnel - librarian, recreation supervisor, etc.
- (f) Other services and supplies.

The State would pay 100% for officers and staff which would be directly involved in the supervision of the 128 state prisoners.

This would require 25 positions at about \$650,000 annual cost, for administration and supervisory staff, for an annual cost of \$340,000. Services & Supplies would be estimated at about \$700,000, for an annual contract cost of \$1,690,000.

Other Possibilities: I have discussed the possibility of remodeling the existing Jackson County Jail with Lt. Fulton. He had no idea as to whether the Commissioners or the Sheriff would support the idea. It was Lt. Fulton's feelings that it would cost about \$2 million to remodel and it could probably house 50 prisoners.

I feel this should also be perceived as another possible option.

Lane County: Lane County has just completed their second phase of construction and the facility has support services and planned expansion for an additional 196 cells. I have met with the sheriff and some of the county commissioners. There is interest in this county to further explore this concept.

The County Commissioners are expected to pass a resolution to further explore this joint venture on Tuesday, July 14. I have received from their auditors cost estimates regarding the construction of the two additional floors.

Construction Cost: Architects estimate the following construction cost and time frames:

January 1981	\$ 9,864,954
July 1981	10,993,723
January 1986	21,594,800
January 1991	33,373,800

Note: These figures include capital outlay.

Time frame - 5 months for plans development
20 months for bid and construction
25 months from contract to occupancy

Supervision Cost: The population ratio of 48% state/52% county would require about:

48% of Administration and Supervisory Personnel	\$ 840,000
100% of 25 additional positions	<u>600,000</u>
Annual cost	\$2,040,000
Services and Supplies	
48% of S&S	<u>\$ 750,000</u>
Annual Contract of	\$2,790,000

Additional Information: I discussed with the Commissioners the possibility of saving the old jail facility to house minimum custody prisoners. I now find out from the architects that a condition on the land use for the site will require this old facility to be torn down and that the area is designated "parking".

The other issues discussed were the opening of the 20-man psychiatric security unit which is currently ready for occupancy but the county lacks the funds to staff. These 20 cells with a program for special need prisoners may be very useful to the Division but I have no budget information at this time.

Lutes/Sanetel/Architects

417 NORTH A STREET, SPRINGFIELD OREGON 97477 (503) 726-7944

23 May 1980

Les Belleque
Department of Human Resources
Corrections Division
2575 Center Street NE
Salem, OR 97310

Dear Mr. Belleque:

After our phone conversation today regarding expansion of the Lane County Adult Corrections Facility, I have rechecked our cost figures.

The third floor contracts were awarded in May 1979 and totalled \$2,649,436. The Indoor Activity addition was bid in October 1978 as an alternate with a median bid of \$294,000. It has been estimated by the project Construction Manager that building the fourth floor separately from the fifth would involve extra costs totalling \$495,000, and the cost of each floor will rise more than \$750,000 per year due to inflation.

I hope this information is helpful in developing your strategy for expansion of Correction Facilities. If we can be of further assistance, please call.

Sincerely,

LUTES/SANETEL/ARCHITECTS pc



Ron Sanetel, AIA

RS:rls

MAY 27 1980

Department of Human Resources
Corrections Division

JACKSON COUNTY JAIL: PHASE II
 ESTIMATED CONSTRUCTION COST
 July 2, 1980

AFSETH, JACOBS & SCHMITZ, ARCHITECTS, A.I.A.
 2950 East Barnett Road
 Medford, OR 97501

ESTIMATED COST PER SQUARE FOOT (1)

DATE		C/S.F.
Oct. 78	Bid Date	92.64
Jan. 79	+ 3% or $92.64 \times 1.03 =$	95.42
Jan. 80	+ 15% or $95.42 \times 1.15 =$	109.73
Jul. 80	+ 9% or $109.73 \times 1.09 =$	119.60
Jan. 81	+ 7.5% or $119.60 \times 1.075 =$	128.58
	Six month delay (Jan. 81 - July 81)	
Jul. 81	+ 7.5% or $128.58 \times 1.075 =$	138.20
	Five year delay (Jan. 81 - Jan. 86)	
Jan. 86	+ 60% or $128.58 \times 1.60 =$	205.73
	Ten year delay (Jan. 81 - Jan. 91)	
Jan. 91	+ 60% or $205.73 \times 1.60 =$	329.68

PHASE II FLOOR AREAS

FLOOR NO.		S.C. (3)	AREA
Fourth Floor	Housing/Mech.	32	8,025
Level "C"	Floor Controls/Prog.		4,625
Fifth Floor	Housing	32	8,025
Level "D"	Prog.		4,625
Sixth Floor	Housing	32	8,025
Level "E"	Floor Controls/Prog.		4,625
Seventh Floor	Prog.	32	
Roof			
TOTAL		128	46,000 (45,975)

ESTIMATED CONSTRUCTION COST

DATE	C/S.F. x AREA	CONSTRUCTION COST (1)	ESTIMATED EXPENSES (2)	ESTIMATED BUDGET
Jan. 81	$128.58 \times 46,000$	\$ 5,914,680	\$470,000	\$ 6,384,680
Jul. 81	$138.20 \times 46,000$	6,357,200	510,000	6,867,200
Jan. 86	$205.73 \times 46,000$	9,463,580	710,000	10,173,580
Jan. 91	$329.68 \times 46,000$	15,168,280	910,000	16,782,280

(1) Building cost only; does not include site work, fees and expenses.

(2) Construction contingency, consultant fees, and expenses.

(3) Single cell concept.



STATE OF OREGON

INTEROFFICE MEMO

TO: Leo T. Hegstrom, Director
Department of Human Resources

DATE: July 11, 1980

FROM: R. J. Watson *Bob*
Administrator of Corrections

SUBJECT: Fifty Bed Forest Camp

Attached is an estimate for construction of a 50-bed camp and a proposed operating budget for one biennium. A variety of factors are unknown, including costs for site development, lead-in costs for sewer, roads, power, etc., and any special building requirements which may occur depending on the location.

The estimate proposes wood ~~fr~~ frame, non-security construction, and includes known costs and a 10% contingency.

RJW:em
Attachment



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Corrections Division

50 Bed Camp

CONSTRUCTION

50 Beds @ 250 sq. ft. overall space per bed; 12,500 sq. ft. @ \$35/sq. ft.	\$ 437,500	
Staff Space, 500 sq. ft. @ \$35/sq. ft.	17,500	
Site Development	20,000	
Septic Tank and DEQ Approval	7,000	
Power Supply Line	4,500	
Emergency Generator	25,000	
Water Supply	20,000	
Roads (2,000 ft.), Parking (20 cars), Gravel	80,000	
LCDC Permits, Hearings, etc.	5,000	
Professional Services and Fees	61,000	
Contingency (high due to unknown location)	<u>75,000</u>	
Total Construction Cost (based on today's cost)	\$ 752,100	\$ 752,100

CAPITAL OUTLAY

Beds, Shelves, Chairs, Tables, Appliances, etc. (one-time items)	\$ 90,000	\$ 90,000
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PERSONAL SERVICES

1 Lieutenant (Camp Manager)	\$ 32,760	
4.74 Sergeants (Shift Supervisors)	134,016	
4.74 Correctional Officers (Security Supervisors)	124,225	
3 Stewards	78,624	
1 Maintenance Repair Worker	25,848	
1.13 Correctional Counselors (IV)	38,928	
1 Clerical Assistant	21,408	
2.26 Correctional Officers (Transportation)	59,232	
5 Correctional Officers (Work Crew Supervisors)	<u>131,040</u>	
Sub-Total	\$ 646,081	
OPE @ 31%	200,285	
Total	<u>\$ 846,366</u>	\$ 846,366

SERVICES & SUPPLIES

Food, Clothing, etc. (non-medical)	\$ 114,975
Medical	35,040
Special Clothing (boots & rain gear)	<u>2,850</u>

Sub-total	\$ 152,865
With 16% inflation	\$ 177,323

Transportation	11,856
Utilities	32,761
Inmate Pay	52,000
Education, Recreation Activities (estimated)	10,000
Building Maintenance	<u>20,000</u>

Sub-total (includes 16% inflation)	\$ 126,617
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Total Services and Supplies	<u>\$ 303,940</u>
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GRAND TOTAL	\$1,992,406
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(Construction	\$ 752,100)	
(Capital Outlay	<u>90,000)</u>	
		\$ 842,100
(Personal Services	\$ 846,366)	
(Services & Supplies	<u>303,940)</u>	
		<u>\$1,150,306</u>
		\$1,992,406



STATE OF OREGON

INTEROFFICE MEMO

TO: Leo T. Hegstrom, Director
Department of Human Resources

DATE: July 11, 1980

FROM: R. J. Watson *RJW*
Administrator of Corrections

SUBJECT: Prison Construction

The final portion of a plan to Judge Burns should include actions related to long-range solutions.

I recommend including reference to the Governor's Task Force on Regional Correctional Facilities. The summary of recommendations from that report is attached.

RJW:em
Attachment



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SUMMARY OF TASK FORCE RECOMMENDATIONS

SPACE NEEDS

As a first priority, the construction of seven hundred and fifty new medium security bed spaces for the combined use of Clackamas, Multnomah, and Washington counties and the State.

As a second priority, the State should consider the construction of a 320 bed medium security Regional Facility for the combined use of Marion, Polk and Yamhill counties and the State.

The State examine the possibility of adding new bed spaces to existing county facilities in the event short-term relief is required.

New correctional facilities in Oregon should be constructed to meet the standards established by the American Correctional Association.

STATE/LOCAL RELATIONSHIPS

The State assume management responsibility for Regional Correctional Facilities.

Construction of Regional Correctional Facilities should be 100% funded by the State.

Participating counties should pay for the bed spaces and programs utilized by them in a Regional Correctional Facility on a cost per diem basis.

Participating counties should obligate for a minimum number of bed spaces in a Regional Facility.

COMMUNITY CORRECTIONS/FIELD SERVICES

The State formulate, as a part of its planning effort for regional facilities, an operations program that takes full advantage of services now available through Community Corrections and Field Services programs.

Community corrections programs be maintained at their present levels of funding.

The community corrections "payback" be eliminated for counties that do not have Regional Correctional Facilities services available to them.

STATUTORY IMPLICATIONS

The Legislature enact a law, modeled after ORS Chapter 773 (which established landfill siting procedures for the Department of Environmental Quality in the Metropolitan Service District), for the siting of Regional Correctional Facilities. The new law should enable counties to first attempt to site Regional Correctional Facilities. However, if the county governments failed to do so, then the authority for siting would rest with the State Corrections Division.

ORS 169.680 (2) be repealed.

ORS 423.530 be amended to eliminate the "payback" requirement for counties that do not have the resources of a Regional Correctional Facility made available to them.



STATE OF OREGON

INTEROFFICE MEMO

TO: Leo T. Hegstrom, Director
Department of Human Resources

DATE: July 7, 1980

FROM: R. J. Watson *Bob*
Administrator of Corrections

SUBJECT: Availability of McNeil Island Prison

The Corrections Division followed up on the availability of McNeil Island. We talked to Mike Aun, Public Information Officer, U. S. Bureau of Prisons; Gary Mote, Director of Planning & Development, U. S. Bureau of Prisons; and Roger Maxwell, Washington State Corrections Division.

Findings: (1) McNeil Island is not available. The U. S. Bureau of Prisons is planning its closure, but events previously have intervened. The current target date is January 1982.

(2) When it becomes available, federal GSA must offer it first to federal agencies.

(3) Mr. Mote said if no federal agency is interested, then it will be offered to the state in the region, in this case, State of Washington.

(4) Mr. Maxwell says the State of Washington has more prisoners doubled in one prison than can be housed at McNeil. In other words, if made available, they would have needs far in excess of what could be housed there. It is a sensitive issue in Washington and much will depend on whether Governor Ray wins the election this fall.

I do not see McNeil Island as a solution, given all of the above.

RJW:em



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STATE OF OREGON

INTEROFFICE MEMO

TO: Leo T. Hegstrom, Director
Department of Human Resources

DATE: July 11, 1980

FROM: R. J. Watson
Administrator of Corrections

SUBJECT: Availability of Jail Beds
Overcrowding Lawsuit

Les Belleque, Chief Jail Inspector, completed a county jail survey to determine how many jail beds are available in county jails. He reported the following:

Total	2,480
Regular Cells	2,273
Occupied	<u>1,962</u>
Unoccupied	311

Of this number, very few are in the same jail. Of those unoccupied, none were available for more than 30 days. In addition, services for long-term prisoners were not available. Counties cannot predict how many beds would be available or when.

Use of these beds would require payment of widely differing per diem rates, constant movement at considerable staff cost, and with constitutional questions likely arising out of equal protection claims. Energy consumption with travel is another negative factor.

The Corrections Division does not recommend this approach as other than a very short-term arrangement. We have no budget for such housing. It is estimated jail housing per diem costs alone would be approximately \$4,400,000 per year for 300 prisoners at an estimated \$40/day. With transport officer positions, approximately ten (10) correctional officers, and five (5) vans for transportation, plus operating expenses, an added \$300,000 per year is estimated. This would be a biennial cost of \$9,400,000.

This huge expenditure with considerable security risk, the unpredictable location for jail beds that did become available, and the legal challenge to such an arrangement, all mitigate against this as a solution. A detailed list is attached.

RJW:em
Attachment



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COUNTY OF:	TOTAL CAPACITY	GENERAL POPULATION		SPECIAL CELLS		DAILY COUNT 7/8/80
		Cells	--- Beds	Cells -	Beds	
BAKER	44	1 (maximum) 7 (4 ea.)	12 28	2 - 1 -	3 4	12
BENTON	30	27	-	3		30
CLACKAMAS	94		90	2 -	4	86
CLATSOP (Old jail)	22	5	--	2		9
COLUMBIA	63	5 (cell blocks) 2 (maximum)		2		19
COOS (Coquille)	40 (high of 57)	4	- 28	8		27
COOS (No. Bend)	41		- 39	2 -	2	22
CURRY	50	9	- 39	2		23
DESCHUTES	75	5 (dorms)		5 -		45
DOUGLAS	120	114	- 108	13 -		108
GRANT	12	5	- 12	1 -		4
HOOD RIVER	24	4	- 26	0		4
JACKSON	109		- 109	1 -		121
JEFFERSON	18	2	- 14	2 -	4	19
JOSEPHINE	64		- 58		- 6	49
KLAMATH	112		- 92	4 -		75
LANE	298		- 263	33 -		248
LINCOLN	34	9	- 22	3 -	12	34
LINN	67	8	- 80	3 -	9	44

COUNTY OF:	TOTAL CAPACITY	GENERAL POPULATION		SPECIAL CELLS		DAILY COUNT 7/8/80
		Cells	Beds	Cells	Beds	
MALHEUR	54	-	51	3	-	35
MARION	99	22	104	8	16	109
MULTNOMAH COURTHOUSE JAIL	70	-	68	2	-	55
M.C.C.I.	155	-	155	-	-	97
CLAIRE ARGOW	43	-	43	-	-	40
ROCKY BUTTE	300	-	266	-	34	297
POLK	44	4	34	4	12	42
TILLAMOOK	40	8	39	1	4	22
UMATILLA	80	13	-	1	-	49
UNION	38	12	-	2	-	23
WASCO	55	14	-	2	-	37
WASHINGTON	136	cell 11 units	130	3	6	141
YAMHILL	49	-	42	4	7	36

TOTALS

2480

2273

207

1962



TO: Leo T. Hegstrom, Director
Department of Human Resources

DATE: July 11, 1980

FROM: R. J. Watson *Bob*
Administrator of Corrections

SUBJECT: Double Shifts for Prisoners in Double Cells

To provide an offset schedule for all prisoners in excess of design capacity at OSP and OSCI, assuring that where two inmates are assigned to a cell, only one will be in the cell at any given moment, a budget was developed. This would require night hours programming for half of all inmates assigned to double cells.

In this situation, all inmates would continue to draw medical, dental, psychiatric, psychological, and other similar services under slightly modified schedules. They would need access to evening visiting, and to night hour work, classes, and leisure-time activities. This would require the addition of security staff to open areas normally closed during those hours, culinary staff to provide night meals, and program staff to provide instruction and supervision.

Assuming that Oregon State Penitentiary would have an inmate population (as at present) of 1,477, and would thus need to establish night programming for 370 inmates, the Penitentiary would need:

20 Correctional Officers	\$28,964
1 Correctional Corporal	1,516
2 Prison Stewards	2,756
10 Vocational Instructors	17,589
1 Institutional Teacher 1	1,594
6 Institutional Teachers 2	<u>9,945</u>
40 Positions (OPE Included)	\$62,364
S&S for 4 VT Shops	4,000
S&S for 100 Academic Students	<u>1,646</u>
Budget for one month's operations	\$68,010

BIENNIAL BUDGET \$ 1,632,240

Assuming that OSCI closes its dayroom dormitories, and thus has an inmate population of 666, night programming would need to be established for 193. OSCI would need:

1 Correctional Sergeant	\$ 1,594
1 Correctional Corporal	1,451
2 Prison Stewards	2,756
6 Vocational Training Instructors	10,553
7 Institutional Teachers 2	11,502
1 Institutional Teacher 1	1,580
4 Recreation Therapists	<u>6,063</u>
22 Positions (OPE Included)	\$35,499



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Leo T. Hegstrom
July 11, 1980
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S&S for 6 VT Shops	\$ 6,000	
S&S for 121 Academic Students	<u>1,992</u>	
Budget for one month's operations	\$43,491	
BIENNIAL BUDGET		\$ 1,043,784
TOTAL		<u>\$ 2,676,024</u>

RJW:em