



ASSESSMENT OF OREGON'S PRISON FOOTPRINT

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1 Overview: Response to Budget Note SB 5723 (2020)

In August 2020, the Oregon Legislature conducted a special session responding to the COVID-19 crisis. One of the measures the legislature passed was Senate Bill (SB) 5723, an appropriation bill that became effective September 20, 2020. In addition to making appropriations to the Department of Corrections (DOC) and other agencies, SB 5723 included the following budget note: “Oregon’s declining prison population requires an assessment of the state’s prison footprint. The Department of Corrections (DOC) is directed to assess the state’s prison system and report its findings to the Legislature. This assessment is to include physical plant conditions, including major repairs planned, the volume and estimated cost of deferred maintenance, and operating costs for utilities; operating conditions, including staff recruitment and retention considerations, the availability of health care services for adults in custody, and transportation and logistics costs; programming provided at each facility; and any other factors the agency deems relevant to prison capacity, costs, and efficient operations. Based on this assessment, on relevant prison population factors, and incorporating best practices for corrections outcomes, the agency shall include in its report recommendations to the Legislature for re-shaping [sic] Oregon’s prison footprint. The report shall include recommendations for prison closures, including the order in which institutions should close and the timeframes and resources necessary for closure. DOC shall report to the Legislature with its assessment and recommendations no later than January 1, 2021.”

On December 1, 2020, Governor Kate Brown released the Governor’s Balanced Budget, authorized DOC to close three prisons, and provided a timeline for those closures: Mill Creek Correctional Institution (MCCF) by July 1, 2021; Shutter Creek Correctional Institution (SCCI) by January 1, 2022; and Warner Creek Correctional Facility (WCCF) by July 1, 2022.

On December 30, 2020, DOC submitted an interim report based on the Governor’s direction from December 1, 2020. This report completes the response to the SB 5723 budget note.

Oregon built its first state prison, the Oregon State Penitentiary (OSP), in 1866. To provide historical context, Alcatraz opened in 1934 and became a museum in 1973. OSP is still a critical part of Oregon’s prison footprint and houses 2,000 individuals. The Department of Corrections (DOC) ended a prison-building era with the construction and commission of Deer Ridge Correctional Institution (DRCI) in 2007. This document serves as a resource or guide to the characteristics, conditions, and concerns regarding the facilities DOC has built or retrofitted over this span of time, so the legislature has a deeper understanding of the prison footprint in Oregon.

The state’s need for prison bed capacity is driven by the Office of Economic Analysis corrections forecast, the principles or goals that drive the architecture and layout of the buildings, and the changing medical and programmatic needs of those adults who are in custody in Oregon. The prison footprint will be analyzed from an operational perspective, including analysis of the impact of some of the sentencing changes made over the last thirty years and key legislation likely to be contemplated during the 2021 session. This document will provide an overview of Oregon’s statewide system and a description of each institution from a staffing, operating

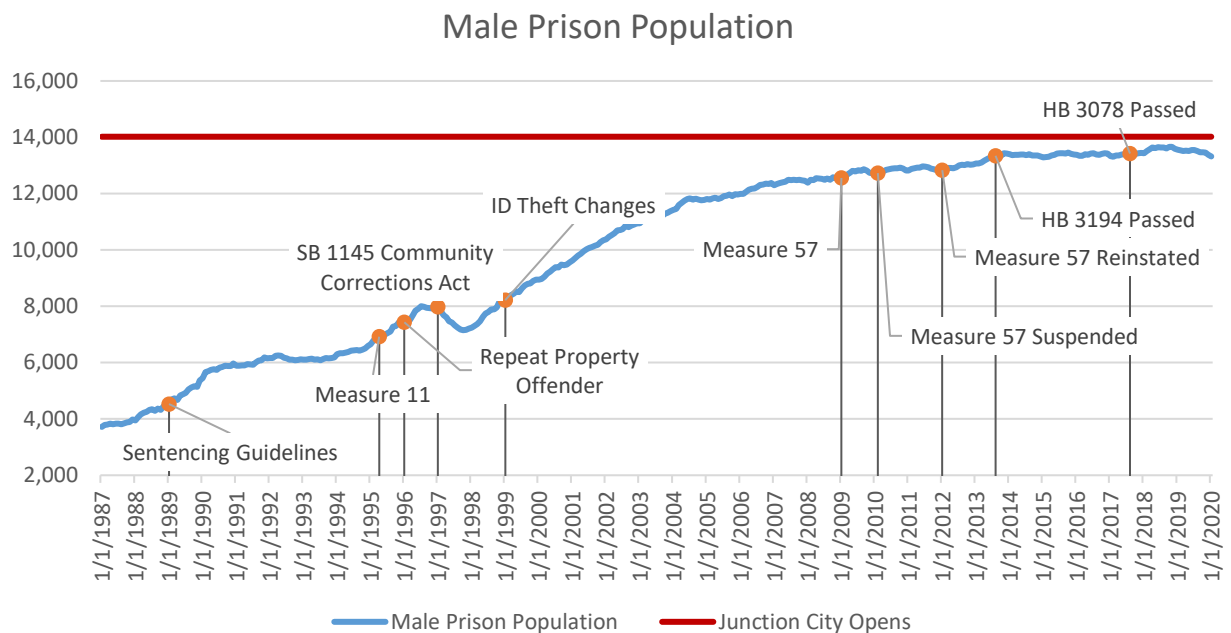
budget, deferred maintenance, facilities condition, and architectural perspective so the policymaker can increase understanding of which facilities are most necessary and well equipped for the future.

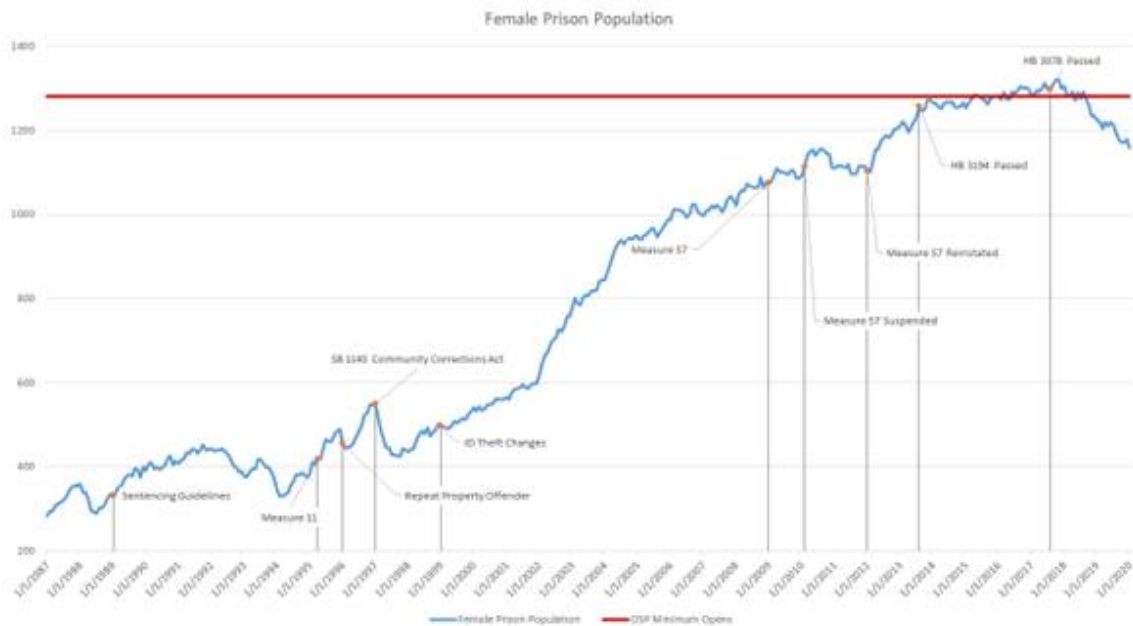
Finally, the pandemic has impacted the operation of prisons in ways no one anticipated. This document shows how COVID-19 has affected Oregon’s need for prison beds, and how it has also shifted the focus of what type of beds are necessary in the future.

This report concludes with an institution by institution overview of each prison and a recommendation going forward to eliminate the remaining emergency beds in Oregon’s prison footprint over the next decade. Finally, if any additional institutions are considered for closure after the deactivation of all the system’s emergency beds, this document concludes by introducing “the Quadruple Aim” (borrowed from the health care world) and the vision for the future gained from trips to see the Norwegian prison system that the department calls *the Oregon Way*. The department recommends that future closures should be considered using these principles to create the footprint of the future.

2 Oregon’s Prison Population 1989-2020

Oregon’s need for prison beds, and prison footprint, is driven by several factors. Predominately, state sentencing policy – the administration of legal sanctions for those individuals convicted of a crime – is the driving force for the state’s prison needs. State population and state crime rates also impact how many prison beds will be needed both now and into the future.





The graphs above show the number of individuals incarcerated in Oregon and how that number grew from 1987-2020. The ebb and flow of this growth was caused primarily by sentencing changes. In 1989, the sentencing guidelines moved Oregon from a parole system to a determinate sentencing system. Sentencing under these guidelines is referred to as sentencing according to the “grid” because the seriousness of the crime and criminal history of a felon are the vertical and horizontal axes on a grid that practitioners and judges use in sentencing. The length of time to be served is determined, to great extent, in court based upon the severity of the crime and the criminal history of the individual, rather than when the parole board determines an individual is rehabilitated. This system governed the number of prison beds needed, and Oregon’s prison footprint, until 1995.

With the passage of Measure 11 in 1995, mandatory minimum sentences entered the prison growth picture. This measure limited judicial discretion and eliminated the opportunity for an individual to impact the length of their incarceration through behavior change and successful participation in programming during their incarceration. Measure 11’s impact was changed by subsequent legislative modifications to the crimes carrying a mandatory sentence. Measure 11’s driving force was also blunted in 1997 by Senate Bill 1145, which pushed those individuals sentenced for less than a year away from prison and into the local jail system. The combination of the sentencing guidelines and measure 11 nonetheless ushered in the era of rapid prison growth in Oregon.

In 1996, 1999, and 2001, the legislature focused its attention on repeat property offenders. Through several successive pieces of legislation, laws targeted those sentenced for multiple property offenses to a prison sentence. In 1999, the crime of identity theft was created by the Oregon legislature. Identity theft laws, repeat property offender laws, and substance abuse-related crime significantly impacted the women prison population. The population of Coffee

Creek Correctional Facility (CCCF) nearly doubled from 646 women in 2002, the year it opened, to over 1,200 women in 2017.

Passed in 2008, Measure 57 enhanced penalties for drug and property crimes and provided for treatment for those serving probation sentences for such crimes. This resulted in the increase in use of incarceration. Measure 57 passed within weeks of when the 2008 recession, which impacted Oregon and the entire nation. The legislature moved to forestall the immediate impact of the measure on prison beds by moving the operative date of the enhanced penalties to 2012.

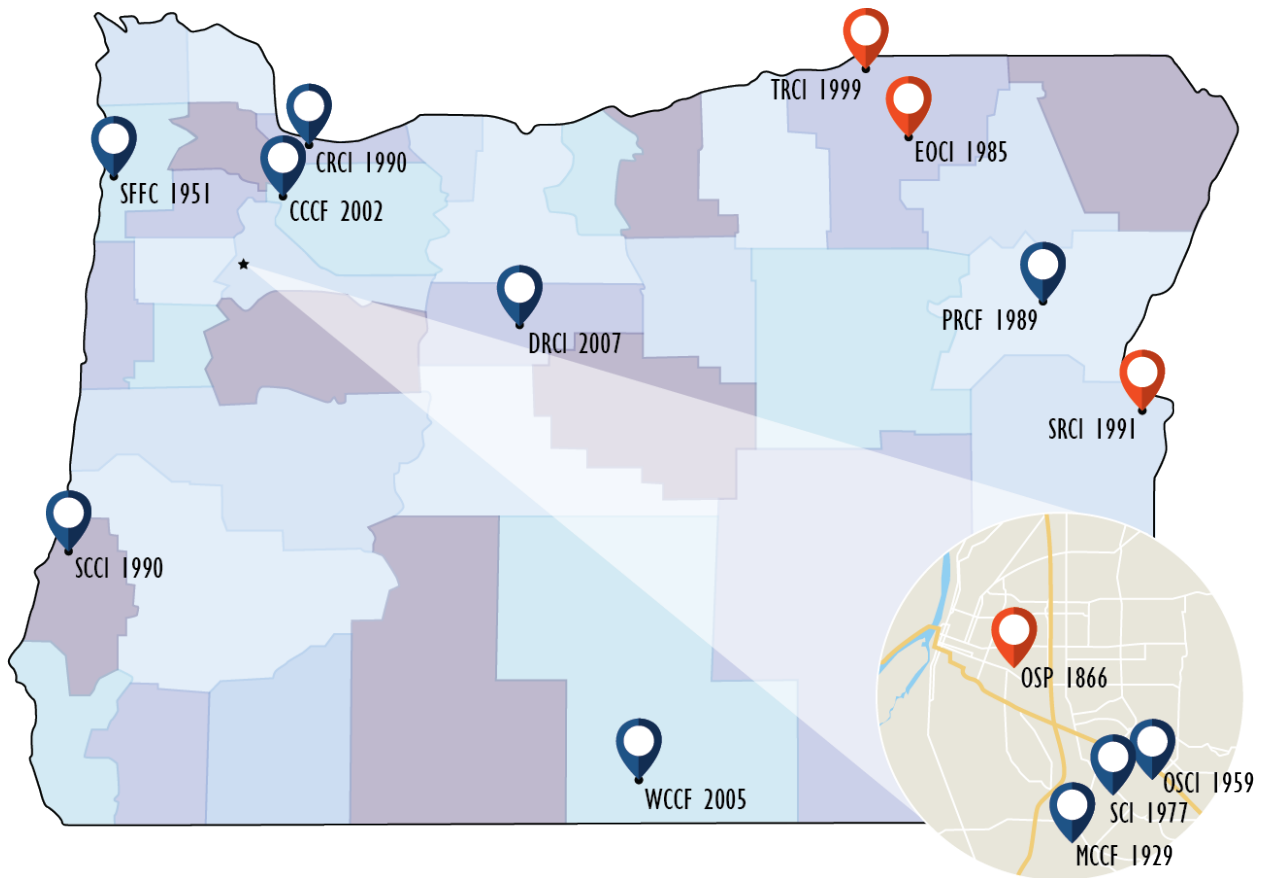
Up to this point, the various sentencing policies created by citizens and the legislature, coupled with sentencing guidelines, tended to increase the severity of sentence. In 2013, using a model known as Justice Reinvestment, Oregon passed legislation (HB 3194) to control further growth and reinvest the savings from avoiding further prison growth in the local county systems that are used to supervise those serving sentences in the community. The goal of this legislation was to avert growth in beds from 2013 to 2023 which would have cost an estimated \$600 million to operationalize over that decade.

The legislature passed HB 3078 in 2017, shifting Oregon from a stance of projected growth, to ushering in a reduction in Oregon's prison population. The forecasts created by the Office of Economic Analysis in 2018 began to speak to a decrease in prison beds. This was caused by HB 3078, as it provided alternatives to incarceration for custodial parents, and lengthened the period of short-term transitional leave people would be allowed as they exited Oregon's prisons and began returning to Oregon's communities under supervision. For the first sustained period since SB 1145 blunted growth in 1997, Oregon's prison footprint was expected to shrink.

3 Location, Location, Location

The legislation passed from 1989-2008 caused an immediate need for more prisons. How were the locations for Oregon's prisons chosen?

The Oregon legislature created prison siting mechanisms twice in the last thirty years, first in 1989 and more recently in 1995. Each of these corresponded to a shift in Oregon's sentencing policy (the sentencing guidelines and Measure 11) that would drive an increased need for prison beds. These enabling statutes governed how choices would be made regarding where Oregon prisons were built. Each of these statutory structures were based on anticipated dynamic growth in the use of incarceration, and the focus was on the immediate need to build on useable land in time to thwart overcrowding.



While this need to accommodate dynamic growth was the most salient priority in the 1990s, the more enduring needs for facilities we still have thirty years later were also mentioned. These statutes, and the rules they directed DOC to promulgate, are instructive for understanding how Oregon’s prison footprint was created, and what portions of that footprint fit the vision of policymakers’ plans. Those factors most consistent with the aging adult in custody (AIC) population (discussed below) and issues that are now most salient, like proximity to health care, proximity to loved ones who are visiting, proximity to work and education opportunities are emphasized in bold in the rules that were created. Deciding which locations best serve these needs is one of the important factors to consider in determining what Oregon’s footprint will be in the future.

On June 2, 1989, HB 3496 took effect under an emergency clause. That statute authorized DOC to establish by rule mandatory and desirable criteria for the location of a medium security prison facility; identify potential sites for the facility based on the criteria established; and perform architectural, engineering, and impact analyses of potential sites to determine their suitability for the facility. This “supersiting” act was used to find the space for Oregon’s largest prison, Snake River Correctional Facility. This legislation was necessary as the guidelines were being considered and enacted.

The legislature enacted Oregon Laws 1995, chapter 745, codified at ORS 421.611 to 421.630, which established an expedited process for selecting sites for additional prison facilities. On the heels of passage of Measure 11, the legislature found:

- There was a serious and urgent need to construct and operate additional correctional facilities in Oregon to accommodate current and projected prison populations;
- Immediate corrections facility planning and siting required an expedited process; and
- Existing corrections facility siting procedures were inadequate to meet the current and projected need for the siting of additional correctional facilities in this state.

Under the legislation, DOC was given rule making authority to govern the prison siting process. These rules are still in place today. The relevant rules are provided in the appendix with emphasis added for those criteria most important for prison operations today and in the future. Under this combination of statutory authority and rulemaking, Oregon chose the sites for the prisons built from 1990-2007. The prospective sites in Junction City and White City were also identified using this structure. These sites were not necessary as the prison bed population was controlled by the sentencing policies described above. The bold sections of the rule are most relevant to the current use of these prisons as the focus in 2020 has become creating a humane prison environment that promotes staff wellness and re-integration AICs to their communities.

Of note, while the siting for minimum prisons was intentionally placed in “isolated locations” according to OAR 291-073-0040(6), this siting in many ways is a challenge in 2020 and the future. The location in isolated areas can make health care, transition planning, work opportunities, family visits, culturally competent services, diverse religious services, and other factors important to reducing recidivism and increasing the humanization of the incarceration experience an additional challenge.

4 Prison Design

During the period of rapid growth in the prison population ushered in by the guidelines and Measure 11 in the 1990s, Oregon quickly built several new prisons to accommodate the growth. To meet this challenge, DOC chose prison designs that would be cost effective and easily replicable. According to the DLR Group (DLR), the architect of CCCF, which opened in 2001, the design principles that guided the design of that facility included:

1. Ensuring safety and security for staff, AICs, and the public
2. Creating work for AICs
3. Reducing operational costs
4. Emphasizing energy efficient operations and minimizing negative impacts on the environment
5. Incorporating the use of technology when cost effective
6. Minimizing large AIC line movements and group activities

7. Maximizing the use of multipurpose space with an emphasis on a close functional adjacency between the housing units and inmate activity work areas (AIC work, workforce development).

While these are important factors, there was no focus on creating an environment to promote wellness of staff and AICs. The discussion below on the Oregon Way and visits to Norway made by several policymakers and officials to see other design principles for prisons, is critical as Oregon moves forward and chooses what designs serve the current vision of the incarceration experience for those living and working in prison.

5 Aging Population

Before an overview of Oregon's prison facilities from a condition and maintenance perspective, a review of the age of the individuals within Oregon's facilities is warranted, as this drives the needs of those individuals from a medical, Americans with Disabilities Act (ADA), and custody perspective. According to a Pew Charitable Trusts 2018 study of all fifty states, nationally the population of individuals 55 and over who are in custody in prison grew 280 percent from 1999-2016. This was driven by the sentencing focus on severity and longer sentences that occurred nationally and is discussed in depth above. According to the study, in 2015 Oregon had the fourth highest percentage nationally of AICs over 55, with 12.6 percent of the state prison population. In 2021, that percentage increased to 16.7 percent. This increase in the aged population is expected to continue to grow over the next decade.

The increased age of those in custody from the time many of Oregon's prisons were located, designed, and built in the 1990s to today drives some of the decisions about which prisons will best serve this changing population. The PEW report goes on to say:

Like senior citizens outside prison walls, older individuals in prison are more likely to experience dementia, impaired mobility, and loss of hearing and vision. In prisons, these ailments present special challenges and can necessitate increased staffing levels and enhanced officer training to accommodate those who have difficulty complying with orders from correctional officers. They can also require structural accessibility adaptations, such as special housing and wheelchair ramps. Additionally, older inmates are more susceptible to costly chronic medical conditions. They typically experience the effects of age sooner than people outside prison because of issues such as substance use disorder, inadequate preventive and primary care before incarceration, and stress linked to the isolation and sometimes violent environment of prison life.

6 Aging Buildings: The Comparative Condition of our Prisons

To safely house aging AICs, Oregon utilizes fourteen institutions. These institutions were assessed by the architecture firm DLR Group in March 2020, utilizing a Facility Conditions Needs Index (FCNI) so policy makers could compare the facilities to each other based on their condition. An FCNI is calculated by dividing the total deferred maintenance cost by the current replacement value. The facility conditions ratings are as follows:

- GOOD Condition: FCNI under 5 percent
- FAIR Condition: FCNI between 5 percent - 10 percent
- POOR Condition: FCNI over 10 percent and under 50 percent
- REPLACEMENT Needed: FCNI over 60 percent

According to the DLR’s assessment, if the deferred maintenance cost is over 60 percent of the replacement cost, then replacement of the facility is warranted.

Table 1: FCNI Rating by ODOC Facility

Facility	FCNI Score*	FCNI Condition Rating
Mill Creek Correctional Facility	37%	POOR
Warner Creek Correctional Facility	29%	POOR
Oregon State Correctional Institution	28%	POOR
Shutter Creek Correctional Institution	26%	POOR
Oregon State Penitentiary	23%	POOR
Central Distribution Center	23%	POOR
Eastern Oregon Correctional Institution	20%	POOR
South Fork Forest Camp	20%	POOR
Columbia River Correctional Institution	19%	POOR
Santiam Correctional Institution	17%	POOR
Two Rivers Correctional Institution	17%	POOR
Snake River Correctional Institution	16%	POOR
Powder River Correctional Facility	15%	POOR
Coffee Creek Correctional Facility	10%	FAIR
Deer Ridge Correctional Institution	10%	FAIR

** Score changes for sites with seismic values because the building value lowered but seismic costs stayed the same*

MCCF’s FCNI score of 36 percent places it in the poorest condition of all facilities in the DOC system. None of the facilities are rated in GOOD condition, and all but two of DOC’s facilities have a POOR rating. While these FCNI scores don’t identify a facility currently in need of replacement, several could likely rise to that level if their deferred maintenance needs are not addressed soon.

7 Deferred Maintenance

The FCNI allows for a comparison of the relative condition of the institutions, but the cost of improving facility location varies greatly based on the size and specific issues at each facility. After assessing the deferred maintenance at each institution, DLR then identified the cost of “catching up” with that deferred maintenance. They separated out those maintenance and capital improvement needs identified for the immediate future (Phase 1: From 2020 through 2023). The results of this analysis underscored the critical impending nature of DOC’s deferred maintenance concerns. According to DLR, 84 percent (\$480.1 million) of the total deferred maintenance (\$568.5 million) should be addressed by July 2023, or liabilities will continue to

increase. Table 1 provides this breakdown by facility. To account for the large disparity among the institutions in facility size, DLR also developed the average amount of deferred maintenance needed per bed. Because of the economic downturn caused by the pandemic, only the most critical portion of these deferred maintenance costs were prioritized and included in the department’s 2021-23 requested budget.

Table 2: Deferred Maintenance Needs Total & Phase 1

Facility	Master Plan Total Maintenance Plus Capital Renewal	Phase 1: 2020 to 2023 Maintenance plus Capital Renewal	Phase 1 as Percent of Total	Number of Beds	Phase 1 Deferred Maintenance Per Bed
CDC	\$ 15,777,000	\$ 13,797,000	87%	-	-
CCCF	\$ 43,140,000	\$ 36,770,000	85%	1,700	\$ 21,629
CRCI	\$ 17,684,000	\$ 14,642,000	83%	593	\$ 24,691
DRCI	\$ 36,636,000	\$ 25,809,000	70%	986	\$ 26,175
EOCI	\$ 61,441,000	\$ 56,813,000	92%	1,766	\$ 32,170
MCCF	\$ 7,871,000	\$ 7,645,000	97%	290	\$ 26,362
OSCI	\$ 48,582,000	\$ 43,050,000	89%	940	\$ 45,798
OSP	\$ 83,403,000	\$ 77,252,000	93%	2,124	\$ 36,371
PRCF	\$ 6,970,000	\$ 2,698,000	39%	366	\$ 7,372
SCCI	\$ 9,160,000	\$ 7,813,000	85%	302	\$ 25,871
SCI	\$ 7,399,000	\$ 7,089,000	96%	480	\$ 14,769
SFFC	\$ 3,830,000	\$ 1,973,000	52%	204	\$ 9,672
SRCI	\$ 122,264,000	\$ 105,058,000	86%	3,141	\$ 33,447
TRCI	\$ 89,492,000	\$ 73,367,000	82%	1,999	\$ 36,702
WCCF	\$ 14,859,000	\$ 6,366,000	43%	496	\$ 12,835
TOTAL	\$ 568,508,000	\$ 480,142,000	84%	15,387	\$ 31,204
<i>Total need without CDC</i>		<i>\$ 466,345,000</i>			<i>\$ 30,308</i>

8 Current Bed Capacity

Oregon’s AICs live in buildings retrofitted to serve as prisons, and prisons built based upon the principles and architectural goals described above over a span of 160 years. The prisons sit in different types of communities around Oregon, some urban and some frontier, and the location poses different issues and concerns for providing humane conditions to an aging population. The next area of focus is on the different types of beds used to house a population typified by being over-represented by communities of color, those with moderate to severe substance abuse disorders, and overall poorer health than the state population.

While the population forecast provides the agency and its partners with the relative change in population anticipated, what ultimately determines the agency footprint is the type of bed capacity needed to meet a unique population. DOC uses several lenses to assess capacity:

- The “built” capacity of a structure (what was anticipated at construction and within the various local building and fire codes)

- Emergency bed capacity (temporary beds deployed to handle the influx and growth of the population beyond the built capacity)
- Actual capacity at an institution (the built capacity, plus any emergency beds deployed)
- The vacancy rates of the various institutions and the system at large

Dating back to the beginning of 2016, DOC had nearly 1,000 emergency beds online to handle population above built capacity. This put a tremendous strain on both staffing patterns and infrastructure, and the agency was asked to accommodate these emergency beds with no additional staff for nearly a decade.

As of December 15, 2020, the agency’s built-bed capacity was 14,670 beds. As the population has been dropping over the past four years (and more dramatically in 2020), the number of emergency beds has been reduced from 998 to 431. With 14,670 built beds and 431 emergency beds, the active capacity was 15,101 beds. The women population at CCCF for example, was at full capacity for an extended period, but has no emergency beds online currently. The agency has had to add back 533 emergency beds in effort to manage COVID-19, but those beds have a unique purpose and will come offline as the pandemic subsides.

To provide context, it is important to understand the bed vacancy rate plays a large role in operational planning for the prison system. In general terms, the agency’s goal is a 4 percent vacancy rate in general population beds. This rate allows for the safe and secure movement of AICs between facilities and housing units as circumstances allow. At the height of DOC’s population, many facilities were operating under 1 percent – and some even reached full built and emergency bed capacity for periods of time (0 percent vacancy rate).

Prison systems house a complex group of individuals with constantly changing needs and conflicts, so this was of great concern. However, it clarifies how – even with the significant drop in population over the past year – those beds coming offline were simply increasing the vacancy rate to the 4 percent goal. Even today, the agency is still operating over capacity by 431 beds.

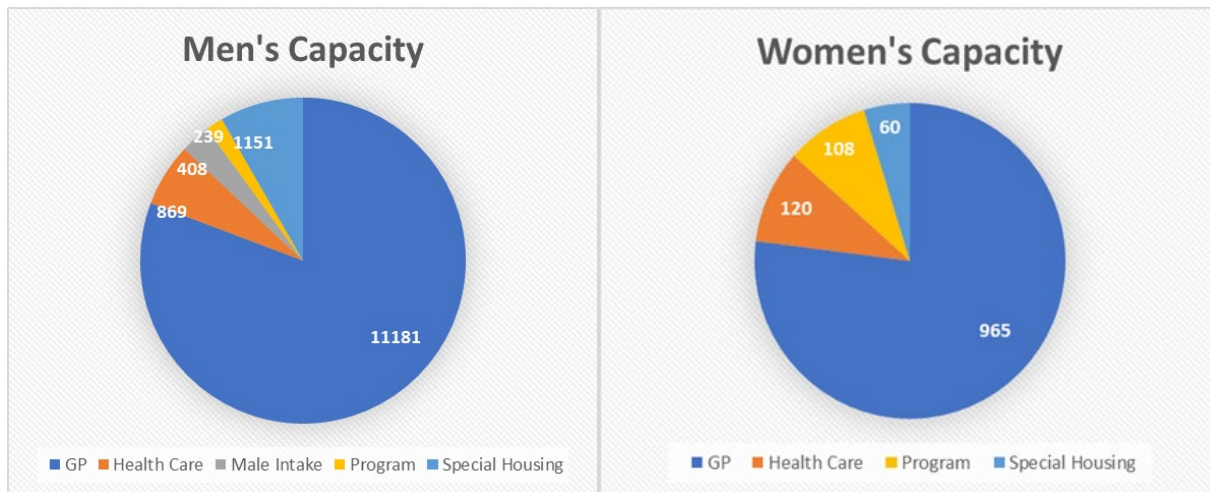
As permanent capacity is closed at MCCF, SCCI, and WCCF, the goal is to accommodate those beds in other institutions without adding back emergency beds. At present, the population forecast does not anticipate the elimination of all emergency beds in the coming 10-year window. January 2021 DOC capacity is allocated to the following categories:

- **General Population (GP):** designated for AICs classified level 1-4
- **Health Care:** designated for the delivery of specialized mental health or medical care
- **Men’s Intake:** designated for intake and assessment of men AICs
- **Program:** designated for the delivery of specific treatment programs
- **Special Housing:** separated from GP and designated for disciplinary segregation, administrative segregation, and intensive management

Total Capacity

- Men – 13,848 (includes 431 emergency beds)

- Women – 1,253
- Total- 15,101



A target GP vacancy rate is used to determine when to activate/deactivate GP capacity. This vacancy rate is necessary for the safe operation of our institutions. Under normal circumstances, this target is 4-6 percent. Under current operating circumstances, and the need for social distancing and limit transfers, the target is a minimum of 6 percent.

Activations/deactivations are planned in consideration of the current GP vacancy rate, as well as future anticipated GP vacancy rates, indicated by the prison forecast along with expected operational changes. For example, as we prepare for the closure of three prisons, we do not plan to deactivate additional emergency beds.

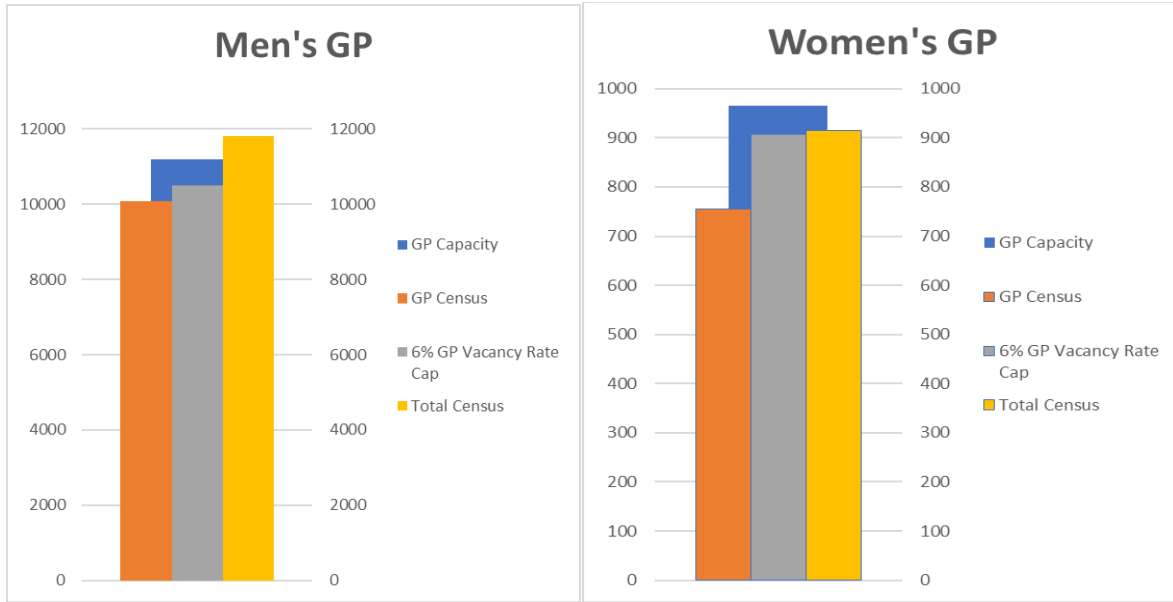
As our women population has decreased, we have evaluated our bed use at CCCF. Work is underway to determine the appropriate number of single cells needed at CCCF to improve safety and the ability to social distance while creating a more humanized environment.

Population Count on January 1, 2021

- Men – 11,818
- Women - 914

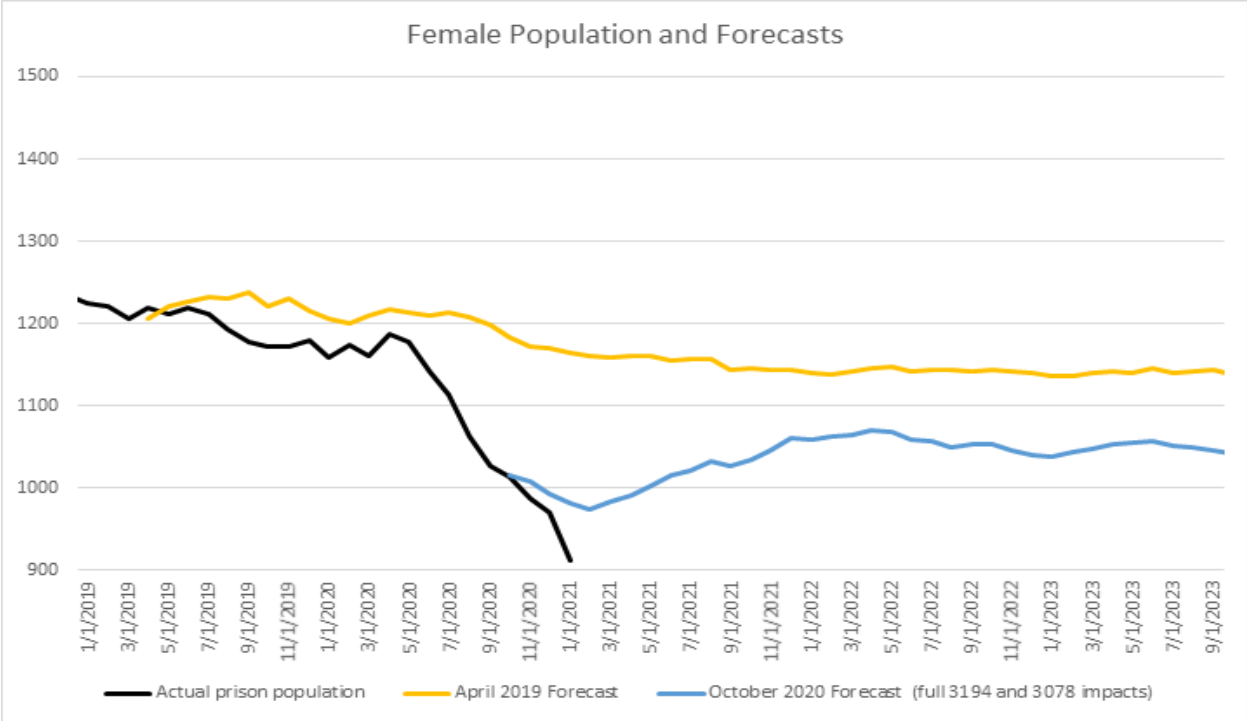
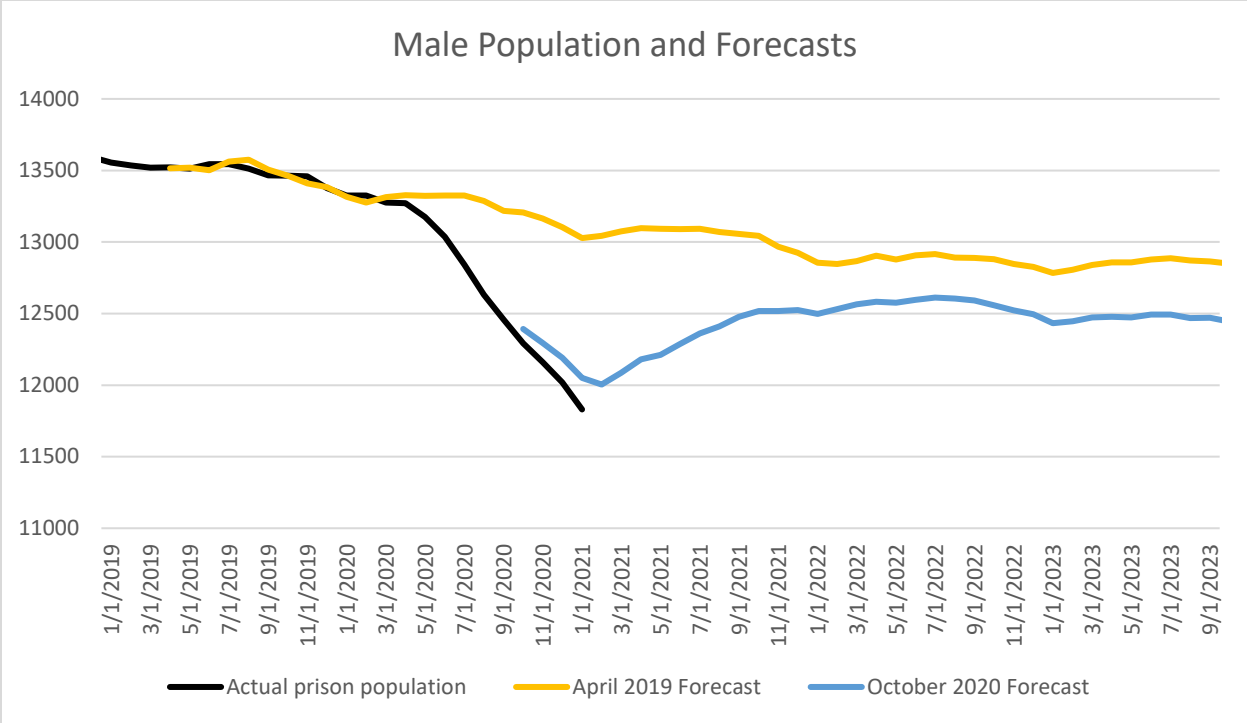
GP Vacancy Rate on January 1, 2021

- Men – 9.96 percent
- Women – 21.66 percent



9 The Pandemic and the Prison Footprint

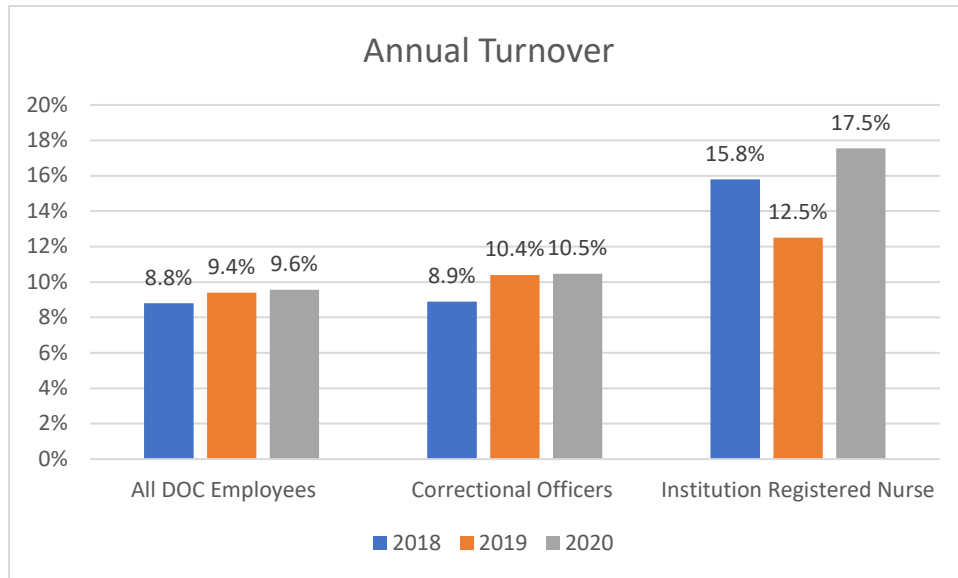
In 2020, after all the policy changes of the last thirty years, another factor has profoundly shaped the type and number of beds needed in Oregon. The pandemic has profoundly impacted Oregon's prison footprint. In the 10 months from March 2020 to January 2021, the duration of the pandemic to this point, Oregon's prison population dropped by over 1,700 individuals, constituting a 12 percent reduction. To provide context, the 1990s were a time of dynamic growth in need for beds. At the peak rate of growth from 1998 to 2000, it took two years for the population to grow by 1,700. The graphs below show this change in population for men and women. The need for emergency actions during 2020 to increase social distancing, isolate those infected with COVID, and increase infirmary beds has been unprecedented.



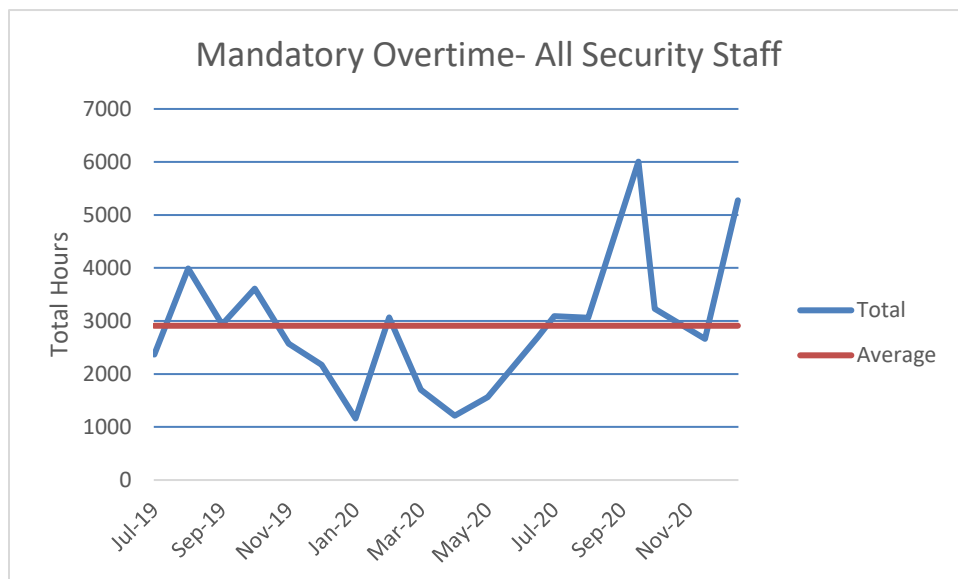
10 Pandemic Effect on Staffing

Staff turnover has been markedly stable across most of DOC. The exception is in Health Services, as we've seen an increase in turnover of Registered Nurses and other healthcare

providers from 2019. Nursing staff are always difficult to retain in a very competitive healthcare labor market. That difficulty has been exacerbated by the pandemic as healthcare staff struggle with burnout working in a uniquely challenging environment.



Mandatory overtime for represented security staff, and overtime generally, was not affected by the pandemic through most of 2020. There was a significant increase in September 2020 due to wildfire evacuations. In December, there was an increase in mandatory overtime as multiple institutions experienced COVID-19 outbreaks among staff and/or AICs. This is expected to be temporary as staff and AICs started receiving COVID-19 vaccinations in January.



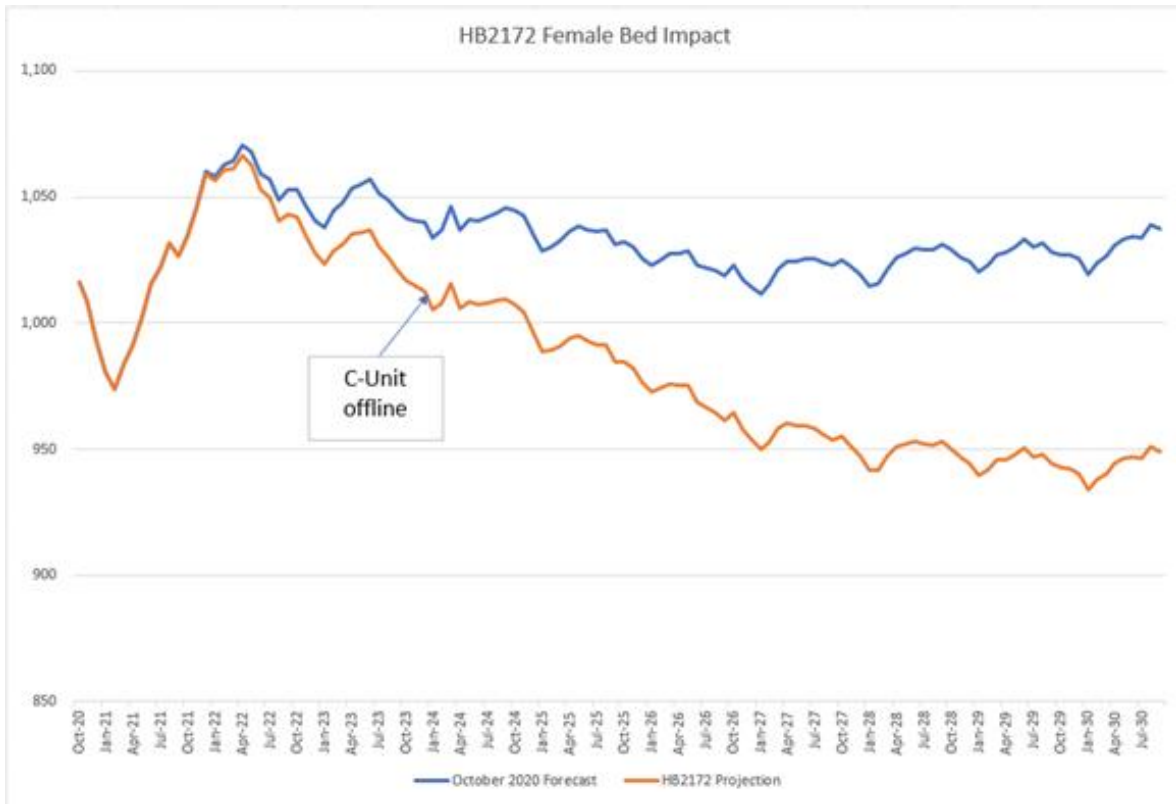
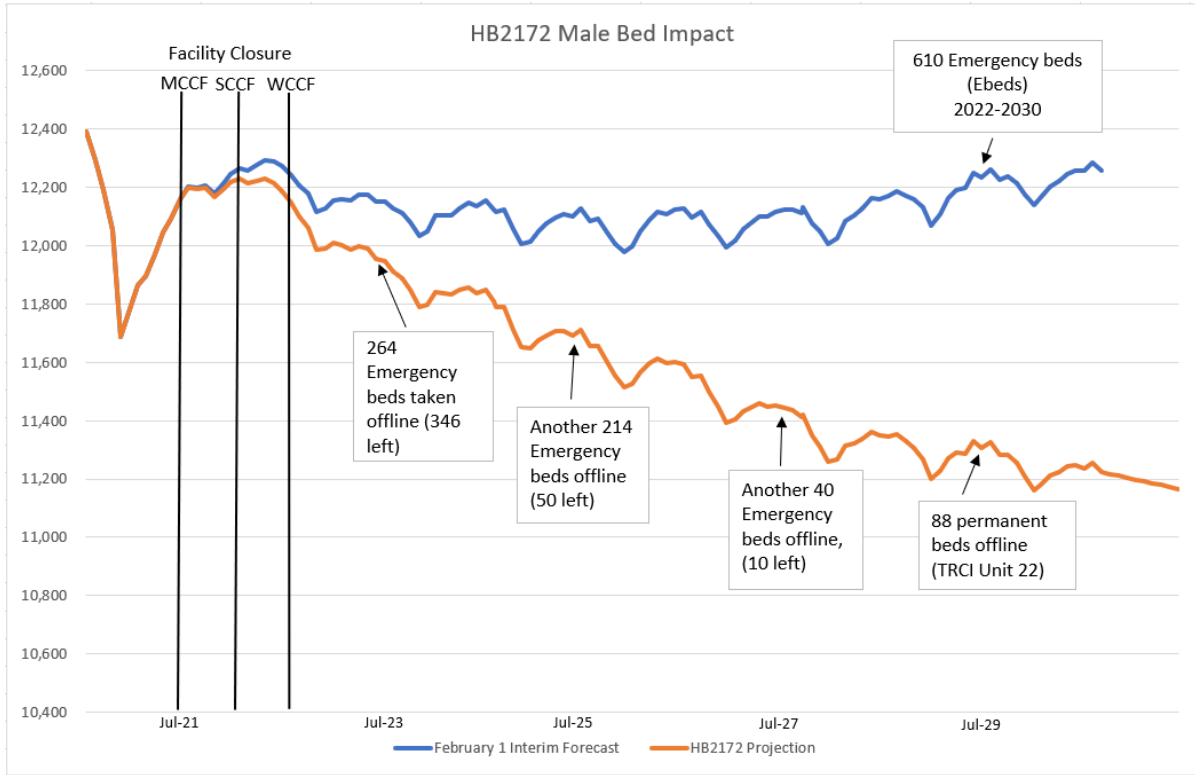
11 Impact of 2021 Proposed Sentencing Legislation to Address Systemic Racism and Equity

As 2020 ended and the 2021 legislative session commences, several key pieces of sentencing legislation will be considered with a new purpose. Addressing the impact of systemic racism and the overrepresentation of the black, Indigenous, and people of color (BIPOC) community in Oregon's prisons will be a salient focus for Governor Brown and the 2021 legislature. Oregon's prison population is reflective of systemic racism. As we begin 2021, one in 48 black men in Oregon are in prison. A black man is 3.5 times more likely to be incarcerated than a white man. Governor Brown leaned on the Racial Justice Council (RCJ) she created in October 2020, to provide recommendations on how to address this overrepresentation in the prison system, and the Department participated in and provided support to the RCJ and the Governor as planned for the 2021 session.

Governor Brown filed HB 2172 pre-session, and it is one example of several bills which would reduce the racial inequities in Oregon's prisons. According to the Oregon Criminal Justice Commission (CJC), of indictments from 2013-2018, a black Oregonian was four and half more times likely than a white Oregonian to be indicted for a Measure 11 crime, codified as ORS 137.700. HB 2172 would address this key driver of racial disparity by providing for two key elements: a judge would be provided the ability to review an individual's case and fit the sentence to the individual case, and the measure would allow up to a 20 percent reduction in sentence based upon an individual's progress toward redemption, rehabilitation, and reunification with society under post-prison supervision.

Fairness concerns could be addressed in open court, and the judge would be able to impose a longer or shorter sentence based on the individual issues in the case. The CJC estimates passage of HB 2172 would reduce the disparity in the prison system for black AICs by 14 percent, Latinx AICs by 18 percent, and for native AICs by 13 percent. The measure would also reduce Oregon's prison footprint by nearly one thousand beds over the next decade.

To make accurate projections on the capacity and budget needs of the department for the future, the Office of Economic Analysis's April 1, 2021, forecast will provide a critical update for the error shown in the graphs above. Until that forecast is published, a February 1, 2021, interim forecast for men is used below to display the estimated impact of 2021 legislation on the department's capacity, emergency beds, and prison footprint. For women, the projections are based on the October 2020 forecast as the error due to the pandemic is less pronounced.



12 Institution by Institution Resource Guide

The focus of this report now shifts from a statewide overview to providing a resource that helps policymakers understand each institution. Decisions on which facilities best serve Oregon's needs can use the factors in this overview, but the decision ultimately must become an institution by institution one. A new organizing principle, the Quadruple Aim used in health care, will look at dimensions of cost-effectiveness, outcomes, staff wellness, and humanization and normalization of the incarceration experience for individuals experiencing incarceration and returning to Oregon's neighborhoods. Cost-effectiveness recalls the issues around facilities conditions and deferred maintenance needs addressed earlier. The institution overview shows those factors for each facility. Location plays a key role in all four of the Quadruple Aims. It impacts availability of programming designed to reduce recidivism; the costs of transportation for supplies which impacts cost effectiveness; the availability of health services and opportunity of visits from a normalization and humanization perspective; and the wellness of staff from a perspective of travel needs, isolation from the rest of the department, and separation from family.

Coffee Creek Correctional Facility (CCCF)

CCCF is a multi-custody, co-located prison housing all of Oregon's women AICs sentenced to longer than one year of incarceration. Located in the city of Wilsonville in Washington County, CCCF resides on 108 total acres and has 508,000 square feet inside the facilities. The institution grounds are the location of CCCF's Medium and Minimum facilities (CCCF and CCCM), the DOC Intake Center (CCIC) for all incoming AICs, and the Offender Information and Sentence Computation Unit (OISC).

AICs housed at CCCF have access to a wide variety of programming including religious services, work and work skills development, education, and life skills. AICs are offered a variety of work assignments ranging from janitorial and food services to clerical work and the trades. AICs in the minimum facility are also able to participate on work crews that provide services in state and city parks. Additionally, AICs may elect to participate in the wildland firefighting program earning certification to participate in wildfire suppression crews. Oregon Corrections Enterprises (OCE) also offers work opportunities through their Oregon Driver and Motor Vehicle (DMV) call center, Access2online work program, and the hanger sorting program. The minimum custody facility houses 452 women general population AICs in a dormitory setting with up to 108 AICs in alternative incarceration treatment beds.

CCCF has cell and dormitory housing, institution work programs, skills training, education, treatment programs, health services, religious services, physical plant, warehouse space for on-site storage, a central records unit, and administration areas.

CCCF opened its minimum-security facility in October 2001, and its medium-security facility in April 2002.

Number and type of beds

CCCF, Multi Custody

- 533 beds – general population
- 120 beds – health care
- 60 beds – special purpose
- 713 beds – total budgeted capacity

Coffee Creek Correctional Facility Minimum (CCCM)

- 432 beds – general population
- 108 beds – Alternative Incarceration Program (AIP)
- 540 beds – total budgeted capacity

Coffee Creek Intake Center (CCIC) – Men intake

- 408 beds – men intake
- 24 beds – special purpose
- 432 beds – total budgeted capacity

Grand total budgeted capacity – 1,685 beds

Programming

- Bee Program
- Butterfly Program
- Coffee Cart Program
- Coffee Creek Creations
- Cognitive Based Programs
- Education Services
- Electrical Apprenticeship
- Flagger Class
- Food Handlers Certification
- Legal and Leisure Library Services
- Life-Skills Programs
- Mercy Corps
- Parenting and Family Programs
- Puppy Program
- Religious Activities
- Religious Services
- Residential Treatment Programs (LIFT and Turning Point)
- Roots of Success Program
- Seed to Supper
- Sustainable Gardening
- Transition Programs
- Vocational Programs
- Work Programs

- Work Based Education

OCE Industries

- Access2online website analysis
- Department of Motor Vehicles Contact Center
- Document digitizing (archiving)
- Hanger sorting
- Mail fulfillment
- Textiles/production sewing

OCE employs 113 AICs at CCCF.

Facility condition

CCCF has a fair Facility Conditions Needs Index (FCNI) score of 10 percent. Maintenance and capital improvement costs identified for the immediate future (July 2023) for CCCF are \$36,770,000. With 1,685 budgeted beds located at CCCF, CCCM, and CCIC the deferred maintenance per bed price is \$21,822.

Planned priority repairs include:

- | | |
|--|-------------|
| • Replace fire alarm system (full system including panel) | \$3,471,354 |
| • Replace sanitary waste equipment - auger monster solid waste system | \$541,025 |
| • ECM 006 heating, ventilation, and air conditioning (HVAC) control system modernization/upgrade | \$423,684 |

Budget

Operations – General Fund

- \$101,687,651 – 389 positions – 386.96 FTE

Health Services – General Fund

- \$28,530,599 – 70 positions – 69.35 FTE

Total General Fund

- \$130,218,250 – 459 positions – 456.31 FTE

Estimated 2019-21 utilities expense

- \$3,193,654 – General Fund

Location

CCCF is located 32.4 miles from the DOC Central Distribution Center (CDC) in Salem. On average, AICs at CCCF are 83 miles from their county of conviction, compared to the DOC average of 156 miles.

Unique characteristics of this institution that pose a challenge or opportunity for realizing the Oregon Way principles:

CCCF is the only medium security facility located in the Portland metro area, and this means more AICs can be close to friends and family as most AICs are from the Metro area. However, the structure of the facility, built under the 1995 supersiting statute and the principles articulated during the 1990s prison build up, does not optimally meet the needs of the women population. For example, the institution lacks a communal outdoor yard that would provide a more normal environment: less social isolation, fresh air, and freedom of movement. Another challenge is the lack of a dedicated visiting space in the minimum-security facility which would foster better connection with friends and family. To meet this challenge, friends and family use a dining hall to visit their loved ones in custody, but this limits the number of available hours for those connections with family and friends.

Columbia River Correctional Institution (CRCI)

Columbia River Correctional Institution (CRCI) is a 553-bed, minimum-custody prison housing men AICs sentenced to longer than one year of incarceration. It is in northeast Portland, Oregon in Multnomah County on 26 total acres. The institution also supervises South Fork Forest Camp (SFFC) located 28 miles east of Tillamook. That facility is managed jointly with the Oregon Department of Forestry (ODF).

CRCI opened in September 1990, and has dormitory housing, institution support and maintenance work, institution work programs, skills training, education, treatment programs, health services, religious services, physical plant, and administration areas. Approximately 50 AICs are housed in a separate living area designed specifically for use as a residential alcohol and drug treatment center where AICs voluntarily participate in a therapeutic community program designed to address serious addiction and substance abuse problems. This facility is focused on alcohol and drug treatment, work programs, and preparing AICs for return to the community.

To promote good health and wellbeing, AICs are encouraged to take part in many recreational and other outdoor activities offered to them every day. AICs are allowed access to the Recreation Yard three times per day for recreational purposes.

Number and type of beds

CRCI, Minimum Custody

- 429 beds – general population
- 111 beds – AIP
- 13 beds – special purpose
- 553 beds – total budgeted capacity

Programming

Organized yard activities include:

- Basketball leagues
- Native American pow-wow
- Pickleball leagues
- Soccer leagues
- Special holiday events
- Volleyball leagues

Individual recreational activities include:

- Hacky sack
- Jogging, walking trail
- Other miscellaneous games and activities
- Weightlifting

Indoor activities include:

- Aerobics
- Bingo
- Karaoke
- Numerous board games and other indoor activities (cards, chess, etc.)
- Religious activities
- Religious Services
- Stationary bicycles
- Yoga

Other programs:

- Behavioral Health Services
- Education Services
- Food Handlers Certification
- Medical Services
- Transition programs
- Vocational programs
- Work programs

Facility Condition

Columbia River has a poor Facility Conditions Needs Index (FCNI) score of 19 percent. The Master Plan Total Maintenance plus Capital Renewal value (by July 2023) for CRCI is \$14,642,000. With 553 budgeted beds, the deferred maintenance per bed price is \$26,477.

Planned priority repairs include:

- Food services refrigerated cooler storage \$150,000

- New staff card reader security access system \$34,960
- Replace air compressor \$8,260

Budget

Operations – General Fund

- \$29,557,764 – 107 positions – 107 FTE

Health Services – General Fund

- \$9,248,942 – 18 positions – 17.10 FTE

Total General Fund

- \$38,806,706 – 125 positions – 124.10 FTE

Estimated 2019-21 utilities expense

- \$1,495,260 – General Fund

Location

CRCI is located 54.4 miles from the CDC in Salem. On average, AICs at CRCI are 46 miles from their county of conviction, compared to the DOC average of 156 miles.

Unique characteristics of this institution that pose a challenge or opportunity for realizing the Oregon Way principles

Location in Portland is an asset for fostering connection with home, as Multnomah County is the home county for more AICs than any other county. The ease of movement and less restrictive nature of CRCI’s open dormitory setting and campus-feel is an opportunity for realizing Oregon Way principles of staff wellness and humanization of AICs. However, due to the small number of staff at the facility, there is limited ability for upward mobility for staff, and those staff seeking to promote often leave to other facilities. CRCI’s partnership with the local community, and especially the community group *The Contingent*, has been beneficial for connection with community for staff and AICs, and especially beneficial for BIPOC staff and AICs.

Deer Ridge Correctional Institution (DRCI)

DRCI is a minimum-custody prison that houses men AICs sentenced to longer than one year of incarceration. It is located four miles east of Madras, Oregon in Jefferson County on 453 total acres. The institution grounds house DRCI’s Medium and Minimum-Custody facilities (DRCI and DRCM). DRCI has 400,000 square feet inside the facility and has 1,228 medium-custody beds. DRCM has 185,000 square feet inside the facility and has 774 minimum-custody beds. Construction began in October 2005, and the first minimum-custody AICs arrived in September 2007. The medium-custody prison was completed in February 2008 but was not activated.

During the 2015-17 biennium, DRCM operations were moved to the larger DRCI medium facility. The medium side of the institution began operations at that time as a minimum-custody facility to ensure the most cost-effective supervision of the minimum-custody AICs. DRCM remains vacant today.

During the 2020 wildland fires, CCCF was threatened by fire and smoke. The women housed there were moved to DRCI to the larger medium-custody side of the facility due to their great number. The men who had been housed in the medium-custody side of the institution were moved temporarily to the minimum-custody side of the institution. Once CCCF was cleared for occupation, the women were transported back to Wilsonville, and the men returned to the larger DRCI medium-custody institution.

DRCI has cell and dormitory housing, institution work programs, skills training, education, treatment programs, health services, religious services, physical plant, warehouse space for on-site storage, and administration areas.

Number and type of beds

DRCI – Minimum Custody

- 843 beds – general population
- 112 beds – health care
- 31 beds – special purpose
- 986 beds – total budgeted capacity

Programming

- Behavioral Health programs
- Cognitive Based Programs
- Education Services
- Electrical Apprenticeship
- Entrepreneurial Program
- Food Handlers Certification
- Health Services programs
- Institution Work crews
- Legal and Leisure Library Services
- Recycle and Sustainability
- Religious Activities
- Religious Services
- Transition Programs
- Vocational Programs
- Welding
- Work Programs
- Work Based Education

OCE Industries

- Laundry

OCE employs 15 AICs at DRCM.

Facility Condition

DRCI has a fair Facility Conditions Needs Index (FCNI) score of 10 percent. Maintenance and capital improvements identified for the immediate future (July 2023) for DRCI is \$25,809,000. With 986 budgeted beds located at DRCI, the deferred maintenance per bed price is \$26,175. Planned priority repairs include:

- | | |
|---|-----------|
| • Replace alarm devices: audible, strobe, combination | \$723,113 |
| • Replace fire alarm system (full system including panel) | \$464,144 |
| • Replace fire alarm system (full system including panel) | \$415,992 |

Budget

Operations – General Fund

- \$46,062,887 – 161 positions – 157.82 FTE

Health Services – General Fund

- \$18,581,051 – 49 positions – 46.34 FTE

Total General Fund

- \$64,643,938 – 210 positions – 204.16 FTE

Estimated 2019-21 Utilities Expense

- \$3,106,270 – General Fund

Location

DRCI is located 156 miles from the CDC in Salem. On average, AICs at DRCI are 99 miles from their county of conviction, compared to the DOC average of 156 miles.

Unique characteristics of this institution that pose a challenge or opportunity for realizing the Oregon Way principles

Challenges for realizing the Oregon Way principles lie heavily in facility structure and location. The facility structure was located under the 1995 supersiting laws and the principles articulated in the overview above. Adequate space for a visiting room and reception areas were not prioritized under these design principles, and efforts are underway to improve family experiences when visiting AICs. Another challenge at DRCI is that the inclement winter weather drives down the number of visits due to dangerous driving conditions. DRCI has no indoor

recreation area, so the inclement weather is also a challenge as it closes the outdoor recreation area and relegates AICs to the use of small dayrooms for recreation opportunities.

Eastern Oregon Correctional Institution

Eastern Oregon Correctional Institution (EOCI) is a multi-custody prison that houses men AICs sentenced to longer than one year. It is in Pendleton, Oregon. EOCI was authorized in 1983 by the 62nd Legislative Assembly as the first medium-security adult men correctional facility established outside Marion County. Until its conversion to a prison, EOCI had been a state mental hospital, with most of the buildings originally constructed in 1912-13. The first AICs were received on June 24, 1985. EOCI is Pendleton's fourth largest employer.

The institution has 19 separate general population housing units, comprised of 596 dormitory-structured beds and 897 cell-structured beds, and an eight-bed infirmary. The 143 bed Disciplinary Segregation Unit (DSU) includes a cell that has been converted to a "blue room" to help AICs reconnect with nature and relieve anxiety. EOCI has institution work programs, skills training, education, treatment programs, health services, religious services, physical plant, and administration areas.

EOCI is the state's only facility where the internationally recognized "Prison Blues" line of blue denim clothing is manufactured. The garment factory is one of two prison industries programs operating at the facility. The prison's commercial laundry cleans clothing and other items for EOCI and Snake River Correctional Institution – in addition to Pendleton's local high school, the city's fire department, the Pendleton Convention Center, and Krusteaz Flour Mill.

Number and type of beds

Eastern Oregon Correctional Institution (EOCI) – Multi Custody

- 1,433 beds – general population
- 82 beds – health care
- 143 beds – special purpose
- 1,658 beds – total budgeted capacity

Programming

- Alcoholics Anonymous, Narcotics Anonymous
- Art Inside Out – Art Therapy
- Business Planning
- Certified Hospice Care Giver Program
- Certified Master Clock Repair Program
- Cognitive Behavioral Therapy Program
- Education – GED, high school, and college-level classes
- Food Handlers and Bakery Certification

- Getting Out by Going In – (GOGI)
- HVAC – LME, LEA, LEB Apprenticeship Certification Program
- Joys of Living Assistance Dog Program
- Legal and Leisure Library Services
- Pathfinders and Thinking for Change
- Religious Activities
- Religious Services, Mindfulness
- SAE Automotive, Welding Certification Program, Plant Journeyman Electrical Licensing Program, Water Treatment and Boiler Certification
- Toastmasters, New Directions Program
- Transition Programs
- Vocational Programs
- Work Programs
- Work Based Education

OCE Industries

- Call Center
- Embroidery Shop
- Garment Factory
- Laundry

OCE employs 202 AICs at EOCl.

Facility Condition

EOCl has a poor Facility Conditions Needs Index (FCNI) score of 20 percent. Maintenance and capital improvements identified for the immediate future (July 2023) for EOCl is \$56,813,000. With 1,658 budgeted beds located at EOCl, the deferred maintenance per bed price is \$34,266. Planned priority repairs include:

- | | |
|---|-------------|
| • Install new pan, tilt, zoom (PTZ) cameras | \$2,916,176 |
| • Replace fire alarm system (full system including panel) | \$612,299 |
| • Replace fire alarm system (full system including panel) | \$575,185 |

Budget

Operations – General Fund

- \$96,540,612 – 368 positions – 366.06 FTE

Health Services – General Fund

- \$21,299,100 – 43 positions – 42.93 FTE

Total General Fund

- \$117,839,712 – 411 positions – 408.99 FTE

Estimated 2019-21 Utilities Expense

- \$3,123,917 – General Fund

Location

EOCI is located 253 miles from the CDC in Salem. On average, AICs at EOCI are 204 miles from their county of conviction, compared to the DOC average of 156 miles.

Unique characteristics of this institution that pose a challenge or opportunity for realizing the Oregon Way principles

EOCI was constructed from 1911 – 1913 and operated as a mental hospital. The conversion to a prison created many unique and challenging characteristics for meeting the principles of the Oregon Way – corners, structural appendages, and hallways that run the length of the institution are a few examples of design features not found in the modern prisons designed and constructed from 1995-2007. While this makes the environment more consistent with non-incarceration settings, the age of the facility also makes capital improvements more involved. The campus provides ease of movement and a large outdoor area, and these are prized elements for AICs. Conversely, staff breakrooms and other areas are limited due the unique design elements of the institution.

Hiring and retaining staff at this location (which competes with Amazon for staff) is a constant challenge for promoting staff wellness and humane living conditions for AICs. Still, by embracing the campus-style setting and creative thinking at all levels, EOCI has been successful starting and maintaining activities and programs that support the Oregon Way. Staff have supported the men in custody at EOCI in building AIC-led peer mentoring programs on the housing units, AIC karaoke, book and movie discussion groups, art programs, mindfulness practices, and a burgeoning Roots of Success program as examples of humanizing and normalizing the environment.

Access to EOCI's eight-bed infirmary and many of the institutions housing units, programs, and services is by stair or elevator. This poses an ADA challenge for EOCI AICs with mobility issues.

Mill Creek Correctional Facility (MCCF, slated for closure July 1, 2021)

MCCF is a minimum-custody prison housing men AICs sentenced to longer than one year. It is located five miles southeast of Salem, Oregon in Marion County on 2,089 total acres. MCCF is supervised by the OSP leadership team. The facility is a minimum-custody work camp which provides AIC labor to DOC, other state and local agencies, and private industries throughout the Willamette Valley.

Mill Creek has dormitory housing, institution support and work programs, education, skills training, treatment programs, health services, religious services, physical plant, and administration areas.

Number and type of beds

Mill Creek Correctional Facility (MCCF) – Minimum Custody

- 240 beds – general population
- 240 beds – total budgeted capacity

Programming

- Cognitive Programs
- Education Services
- Electrical Apprenticeship
- Firefighter Training Type 2
- Flagging Class
- Food Handlers Certification
- Hair Care Program
- Health Services
- Legal and Leisure Library Services
- Machine Shop
- Master Gardening
- Physical Plant Apprenticeship Programs
- Recycle Sustainability Program
- Religious Activities
- Religious Services
- Substance Abuse Program
- Transition Programs
- Vocational Programs
- Welding
- Work Programs

OCE Industries

- Laundry Sort
- Warehouse and Logistics
- Wood and Metal Manufacturing

OCE employs 78 AICs at MCCF.

Facility Condition

Mill Creek has a Facility Conditions Needs Index (FCNI) score of 37 percent, the poorest of all of Oregon's prisons. Maintenance and capital improvements identified for the immediate future (July 2023) for MCCF is \$7,645,000. With 240 budgeted beds located at MCCF, the deferred maintenance per bed price is \$31,854.

Regarding this institution: DLR's report stated deferred maintenance actions items should be scrutinized and prioritized to avoid over investing should the opportunity be available to cease operations at this location.

Planned priority repairs include: Not applicable – scheduled for closure.

Budget

Operations – General Fund

- \$13,135,512 – 53 positions – 53.00 FTE

Health Services – General Fund

- \$11,712 – 0 positions – 0.00 FTE

Total General Fund

- \$13,147,224 – 53 positions – 53.00 FTE

Estimated 2019-21 Utilities Expense

- \$570,973 – General Fund

Location

MCCF is located 6.1 miles from the CDC in Salem. On average, AICs at MCCF are 51 miles from their county of conviction, compared to the DOC average of 156 miles.

Unique characteristics of this institution that pose a challenge or opportunity for realizing the Oregon Way principles

Men who live at MCCF have the opportunity to work outside the facility on work crews, which is a source of pride for those keeping parks, roads, and the community clean. MCCF is also an unfenced minimum providing a more normalized environment for those with unfenced security clearance.

Oregon State Correctional Institution (OSCI)

OSCI is a multi-custody prison housing men AICs sentenced to longer than one year of incarceration. It is located three miles east of Salem, Oregon in Marion County. The institution traditionally houses the department's younger AICs, including those remanded to adult prison from juvenile facilities. OSCI was established by action of the 1955 Legislature and became fully operational June 1, 1959.

The facility provides useful work and self-improvement programs to enhance each AIC's ability to reintegrate back into the community. The prison also has a dormitory-style special housing unit for AICs who are medically or physically challenged, but who do not need to be hospitalized or confined in an infirmary.

Recently, OSCI has redirected its focus to address the needs of the large transitional release population. Approximately 300 of the current 888 AICs are within one year of their release back into the community, largely increasing the demand for transition programs.

OSCI has cell and dormitory housing, institution work programs, skills training, education, treatment programs, health services, religious services, physical plant, and administration areas.

Number and type of beds

OSCI – Multi Custody

- 650 beds – general population
- 178 beds – health care
- 60 beds – special purpose
- 888 beds – total budgeted capacity

Programming

- Cognitive Based Programs
- Drug and Alcohol Treatment
- Education Services
- Food Handlers Certification
- Legal and Leisure Library Services
- Mental health treatment
- Religious Activities
- Religious Services
- Transition Programs
- Vocational Programs
- Work Programs
- Work Based Education

OCE Industries

- Department of Motor Vehicles Contact Center
- Graphic Design
- Mail Fulfillment
- Print Shop
- Survey

OCE employs 104 AICs at OSCI.

Facility Condition

OSCI has a poor Facility Conditions Needs Index (FCNI) score of 28 percent. Maintenance and capital improvements identified for the immediate future (July 2023) for OSCI is \$43,050,000. With 888 budgeted beds located at OSCI, the deferred maintenance per bed price is \$51,858. Regarding this institution: DLR’s report stated that deferred maintenance actions items should be scrutinized and prioritized to avoid over investing should the opportunity be available to cease operations at this location.

Planned priority repairs include:

- Replace shaker wire security sensors - outside fence \$255,672
- Replace heating, ventilation, and air conditioning (HVAC)/
air-handling unit (AHU) - constant volume \$149,515
- Replace HVAC/AHU - constant volume \$149,516

Budget

Operations – General Fund

- \$60,194,602 – 218 positions – 218.00 FTE

Health Services – General Fund

- \$10,652,372 – 25 positions – 24.08 FTE

Total General Fund

- \$70,846,974 – 243 positions – 242.08 FTE

Estimated 2019-21 Utilities Expense

- \$2,798,883 – General Fund

Location

OSCI is located 5.8 miles from the CDC in Salem. On average, AICs at OSCI are 66 miles from their county of conviction, compared to the DOC average of 156 miles.

Unique characteristics of this institution that pose a challenge or opportunity for realizing the Oregon Way principles

OSCI’s location near Corban College, the department’s other Salem prison facilities, and Maclaren Youth Correctional Facility allow for ease of transition and opportunities for partnerships. OSCI’s location on farmland with ample outdoor areas is conducive to expanded production in the facility’s gardens and greenhouse. The department uses OSCI’s proximity to other Salem institutions in making strategic housing decisions to minimize interpersonal conflicts for AICs.

Deferred maintenance is the greatest challenge to improve the quality of life for OSCI AICs and staff. OSCI’s design is concrete with long corridors that provide for an extremely noisy environment. The lack of outside light also creates a barrier, as this negatively impacts the

wellness of staff and AICs. Deferred maintenance also means OSCI struggles to manage a technology deficit. There are no computers, Skype, nor Zoom connections for AICs; a missed opportunity for educational lessons, recovery meetings, mentorship connection, and other supports.

Oregon State Penitentiary (OSP)

OSP is a multi-custody prison housing men AICs sentenced to longer than one year of incarceration. It is in Salem Oregon. The prison resides on 194 acres of land and the facility itself sits on 10 acres.

OSP is the oldest prison in Oregon and the only maximum-security institution currently operated by DOC. OSP has been sited at three separate locations. Originally, OSP was called the Oregon Territory Jail and was in Oregon City, the capitol of Oregon at that time. The Territory Jail was built in April 1842. The Jail was destroyed by fire August 18, 1846.

Oregon Territory relied on local jails for the housing of prisoners until 1853. Legislature recognized the need for a new prison and authorized the construction of one in 1851. In 1853 a site was finally selected in Portland. An out-of-business whiskey shop on Front Street was used to temporarily house the AICs. In 1866, it was moved to its current location: a 26-acre site in Salem enclosed by a reinforced concrete wall averaging 25 feet in height.

AICs housed at OSP may participate in OCE Industries which provides work opportunities in laundry operations, metal shop, furniture factory, and a customer service call center.

OSP is home to a hospice program, which began in 1999 and won “Program of the Year” from the National Commission on Correctional Health Care in 2001. OSP hospice has served as a model for other institutions across the country and around the globe

In the spring of 2019, a partnership of DOC, community supporters, and AIC volunteers, broke ground on the Memorial Healing Garden. This Japanese garden offers unique opportunities for peace and self-realization. Funding was made possible entirely by donations from individuals both inside and outside the department. No tax dollars were used. OSP and advocates for the garden believe this will help improve the quality of life for AICs and staff by creating a sense of normalcy inside the prison. There were approximately 200 AICs who volunteered their time to build the garden, and some of these AICs had not touched soil or a tree for decades. On November 6, 2019, the garden officially opened.

OSP currently has special housing units for multi-custody AICs: disciplinary segregation and the 233-bed, self-contained Special Management Housing Unit which provides housing and control for AICs who are disruptive or pose a substantial threat to the general population in other facilities.

Most housing in OSP is in large cell blocks with most AICs housed in double-occupancy cells. OSP also has a full-service infirmary.

OSP has cell housing, institution work programs, skills training, education, treatment programs, health services, religious services, physical plant, warehouse space for on-site storage, and administration areas.

ADA issues: there is access to support services, but the design is difficult for some ADA issues. Deaf and hard of hearing persons find the noisy atmosphere, with the sound of prison bars opening and closing, difficult to manage. Individuals with mobility issues find navigating this historic facility challenging.

Number and type of beds

OSP – Multi-Custody

- 1,742 beds – general population
- 203 beds – health care
- 130 beds – special purpose
- 2,075 beds – total budgeted capacity

Programming

- Cognitive Based Programs
- Education Services
- Electrical Apprenticeship
- Food Handlers Certification
- Legal and Leisure Library Services
- Life-Skills Programs
- Parenting and Family Programs
- Religious Activities
- Religious Services
- Special Needs and Release housing
- Transition Programs
- Vocational Programs
- Work Programs
- Work Based Education

Clubs

- 7th Step Club
- Asian Club
- Alternatives to Violence Project
- Family First

- Hepatitis-HIV-AIDS Awareness Project
- Hole in the Wall Group of Narcotics Anonymous
- Lakota Club
- Latino Club
- Lifers Info
- Music Program
- Pool Club Info
- Toastmasters Club
- Uhuru Sa Sa Club
- Veterans Club

OCE Industries

- Contact center
- Furniture factory
- Laundry
- Metal shop

OCE employs 650 AICs at OSP.

Facility Condition

OSP has a poor Facility Conditions Needs Index (FCNI) score of 23 percent. Maintenance and capital improvements identified for the immediate future (July 2023) for OSP is \$77,252,000. With 2,075 budgeted beds located at OSP, the deferred maintenance per bed price is \$37,230.

Planned priority repairs include:

- | | |
|--|-------------|
| • Admin building water line replacement | \$1,500,000 |
| • Replace built-up roofing system | \$550,920 |
| • Replace sanitary water gravity discharge | \$248,589 |

Budget

Operations – General Fund

- \$128,154,349 – 465 positions – 463.76 FTE

Health Services – General Fund

- \$41,270,925 – 104 positions – 100.31 FTE

Total General Fund

- \$169,425,274 – 569 positions – 564.07 FTE

Estimated 2019-21 Utilities Expense

- \$5,468,378 – General Fund

Location

OSP is located 1.3 from the CDC in Salem. On average, AICs at OSP are 67 miles from their county of conviction, compared to the DOC average of 156 miles.

Unique characteristics of this institution that pose a challenge or opportunity for realizing the Oregon Way principles

OSP's central location in Salem (near Willamette University) makes for a high level of community engagement with the AIC population, including 12 different AIC-led clubs who partner and collaborate with the Executive Team and outside sources to provide services, charitable donations, and fundraisers for specific events. The Healing Garden is the most salient example of how these community partnerships lead to a more humane and peaceful environment. OSP also has a large outdoor recreation yard prized by the men who live there; the fresh air, room to freely move, and socialize is an important benefit.

For the men in Oregon's most secure beds, OSP has used resource teams modeled on those found in Norway's system. Through a partnership with the San Francisco non-profit *Amend*, Norwegian prison staff, and OSP staff, new efforts and training have resulted in more out-of-cell time and unstructured free time for some of the most seriously mentally ill men in custody. This has successfully improved conditions for staff and AICs and is one of the most prominent examples of the department's move toward realizing the Oregon Way's principles of staff wellness and humane conditions. OSP's progress making this environment more humane and less isolated was the subject of Disability Rights Oregon's (DRO) 2020 report titled *Four Years Later: Oregon Prison Overhauls Treatment of Inmates with Serious Mental Illness*. However, all OSP's efforts will not change the lack of adequate space to house mentally ill patients.

Powder River Correctional Facility (PRCF)

PRCF is a minimum-custody prison housing men AICs sentenced to longer than one year of incarceration. It is in Baker City, Oregon. PRCF opened November 9, 1989 and serves as a transition and re-entry facility for DOC. Program-eligible AICs preparing for transition from prison back into their communities are sent to PRCF for alcohol and drug treatment. PRCF's New Directions AIP is a 128-bed treatment program for qualifying AICs. Participants are assigned to a highly regimented program which includes a daily routine of 14 to 16 hours of treatment, education, and transition classes in conjunction with institution and community-based work.

PRCF has multiple work opportunities and offers AICs the chance to work in a greenhouse, training dogs, on community service crews, and on firefighting support crews. AICs at PRCF are expected to take educational courses, be a part of work assignments, and take transition classes to help them with the best possible chance for success upon release.

PRCF has dormitory housing, institution work programs, skills training, education, treatment programs, health services, religious services, physical plant, and administration areas. AICs

provide a variety of work-related services to the communities in Baker and surrounding counties. Examples of value-added work accomplished by AIC crews include:

- Building and grounds maintenance of the Baker County Library;
- Upkeep of the Leo Adler Parkway (walking path) through Baker City; and
- Litter patrol of county roads throughout Baker County.

Multi-Agency Partnerships include:

- Assistance in setting up events at the Baker County Fairgrounds before and after the county fair;
- Assistance to the various school districts in the county involving building and grounds maintenance; and
- Maintenance and upkeep of Oregon Parks at the Sumpter Valley Dredge State Park, Bates State Park, Unity Lake State Park, Catherine Creek State Park, Clyde Holiday State Park, and Emigrant Springs State Park.

Number and type of beds

PRCF – Minimum Custody

- 150 beds – general population
- 128 beds – Alternative Incarceration Program (AIP)
- 8 beds – special purpose
- 286 beds – total budgeted capacity

Programming

- Cognitive Based Programs
- Education Services
- Flagger Class
- Food Handlers Certification
- Legal and Leisure Library Services
- Religious Activities
- Religious Services
- Residential Treatment Programs
- Transition Programs
- Vocational Programs
- Work Programs
- Work Based Education

Facility Condition

Powder River has a poor Facility Conditions Needs Index (FCNI) score of 15 percent. Maintenance and capital improvements identified for the immediate future (July 2023) for PRCF is \$2,698,000. With 286 budgeted beds located at PRCF, the deferred maintenance per bed price is \$9,434.

Planned priority repairs include:

- Replace fire alarm system (full system including panel) \$143,655
- Replace concrete 8' wide sidewalk \$129,111
- Repair asphalt pavement walkways and track \$121,392

Budget

Operations – General Fund

- \$17,515,020 – 66 positions – 66.00 FTE

Health Services – General Fund

- \$2,272,876 – 7 positions – 5.50 FTE

Total General Fund

- \$19,787,896 – 73 positions – 71.50 FTE

Estimated 2019-21 Utilities Expense

- \$395,301 – General Fund

Location

PRCF is located 349 miles from the CDC in Salem. On average, AICs at PRCF are 221 miles from their county of conviction, compared to the DOC average of 156 miles.

Unique characteristics of this institution that pose a challenge or opportunity for realizing the Oregon Way principles

Constructed as a treatment facility, PRCF's open campus design includes mature trees, picnic tables, basketball courts, weight piles, paved track, and a large grassy area for AICs to enjoy outdoor activities. This design, and the classification of men who live here, has made for an easy transition to implementing the Oregon Way. Those in custody here can avoid isolation by freely moving about the facility and interacting with each other and staff. With 128 treatment beds, PRCF has the largest AIC treatment program in the state prison system, which also lends itself to promoting the Oregon Way through cognitive based treatment and individualized treatment plans.

A challenge area for PRCF is the need for indoor recreation areas, as inclement winter weather takes its toll on outdoor activities. PRCF's location in Baker City is both an opportunity and a challenge. While many men housed there are far from home, they can see and maintain connection to nature in this environment.

Santiam Correctional Institution (SCI)

SCI is a minimum-custody prison housing men AICs sentenced to longer than one year. It is in Salem, Oregon and sits on 12 acres.

SCI was constructed in 1946 and used as an annex to the Oregon State Hospital for mental health patients. In 1960, the building was acquired by Fairview Training Center and given the name Frederic Prigg Cottage.

In 1977, Prigg Cottage opened as a minimum custody pre-release center to ease overcrowded conditions at OSP, OSCI, and Oregon Women's Correctional Center. During the 1980s, Prigg Cottage evolved into Corrections Division Release Center, DOC's Release Center, and finally, in 1990 became SCI.

The institution places AICs in a full range of jobs and programs. Many of the jobs are in the form of crews contracting with state agencies, local organizations, and private industry within a 60-mile radius of Salem Oregon. A variety of cognitive, substance abuse, transition, and education programs are available to AICs housed at SCI.

SCI has dormitory housing, institution work programs, skills training, education, treatment programs, health services, religious services, physical plant, and administration areas.

Number and type of beds

SCI – Minimum-Custody

- 440 beds – general population
- 440 beds – total budgeted capacity

Programming

- Cognitive Based Programs
- Education Services
- Flagger Class
- Food Handlers Certification
- Legal and Leisure Library Services
- Religious Activities
- Religious Services
- Substance Abuse Program
- Transition Programs
- Vocational Programs
- Work Programs
- Work Based Education

Facility Condition

SCI has a poor Facility Conditions Needs Index (FCNI) score of 17 percent. Maintenance and capital improvements identified for the immediate future (July 2023) for SCI is \$7,089,000. With 440 budgeted beds located at SCI, the deferred maintenance per bed price is \$16,111. Planned priority repairs include:

- Repaint interior surfaces (walls, ceilings, doors, and floors) \$822,337
- Epoxy coating flooring improvements \$250,000
- Restroom update, repair and improvements \$250,000

Budget

Operations – General Fund

- \$26,446,351 – 102 positions – 102.00 FTE

Health Services – General Fund

- \$3,757,375 – 9 positions – 9.25 FTE

Total General Fund

- \$30,203,726 – 111 positions – 111.25 FTE

Estimated 2019-21 Utilities Expense

- \$797,787 – General Fund

Location

SCI is located 5.1 miles from the CDC in Salem. On average, AICs at SCI are 55 miles from their county of conviction, compared to the DOC average of 156 miles.

Unique characteristics of this institution that pose a challenge or opportunity for realizing the Oregon Way principles

SCI's location in Salem helps AICs in the transition process from incarceration to productive employable citizens. SCI enables AICs to have job assignments that prepare them for reintegration into communities as neighbors, which is a key component of the Oregon Way. Lack of staffing resources makes it difficult to utilize all the programming and recreational opportunities SCI's central location and design has to offer. SCI does not have a recreation specialist, the staff member who oversees AIC club meetings, athletic events, and other humanizing activities at a higher security institution such as OSP. SCI's design provides limited indoor open areas, but wellness and physical fitness can be realized by using the facility's outside fitness track and plenty of outdoor space.

Shutter Creek Correctional Institution (SCCI, slated for closure January 1, 2022)

SCCI is a minimum-custody prison housing men AICs sentenced to longer than one year of incarceration. It is in Coos Bay, Oregon in Coos County.

SCCI was acquired from the U.S. General Services Administration at no cost to Oregon taxpayers in January 1990 at the beginning of Oregon's prison building era. This former Air National Guard radar station near North Bend was converted into a 302-bed minimum-custody prison. SCCI consists of 56 acres containing 20 buildings surrounded by forest land.

AICs at SCCI are within four years of release and qualify for minimum custody. AICs work on site in the physical plant, kitchen and dining hall, warehouse, receiving and discharge, laundry, landscaping, and as facility orderlies, and members of the SCCI fire department. AICs also work on outside crews, primarily with the Department of Forestry, to provide services throughout the year. During fire season, these AICs fight wildland fires and provide fire camp support throughout the state.

SCCI is also a regional re-entry facility for the counties of Coos, Curry, Douglas, Lane, Jackson, and Josephine. Minimum custody AICs nearing the end of their sentence and releasing to one of these counties are typically transferred to SCCI to participate in programming for release.

SCCI has dormitory housing, institution work programs, skills training, education, treatment programs, health services, religious services, physical plant, warehouse space for on-site storage, and administration areas.

Number and type of beds

SCCI – Minimum-Custody

- 296 beds – general population
- 6 beds – special purpose
- 302 beds – total budgeted capacity

Programming

- Alcoholic and Narcotics Anonymous
- Cognitive Based Programs
- Education Services
- Flagger Class
- Food Handlers Certification
- Incentive Housing
- Joys of Living Assistance Dogs Programs
- Legal and Leisure Library Services
- On and Offsite Work Programs
- Pathfinders and Parenting
- Religious Activities
- Religious Services
- Structural Firefighting Training
- Transition Programs
- Vocational Programs

- Wildland Fire and Camp Support Crews
- Work Programs
- Work Based Education

Facility Condition

SCCI has a poor Facility Conditions Needs Index (FCNI) score of 26 percent. Maintenance and capital improvement expenses identified for the immediate future (July 2023) for SCCI is \$7,813,000. With 302 budgeted beds located at SCCI, the deferred maintenance per bed price is \$25,871. DLR's report indicated deferred maintenance action items should be scrutinized and prioritized to avoid over investing should the opportunity be available to cease operations at this location.

There are no planned priority repairs since the facility is scheduled for closure.

Budget

Operations – General Fund

- \$20,618,715 – 82 positions – 82.00 FTE

Health Services – General Fund

- \$2,442,065 – 8 positions – 8.00 FTE

Total General Fund

- \$23,060,780 – 90 positions – 90.00 FTE

Estimated 2019-21 Utilities Expense

- \$855,165 – General Fund

Location

SCCI is located 172 miles from the CDC in Salem. On average, AICs at SCCI are 86 miles from their county of conviction, compared to the DOC average of 156 miles.

Unique characteristics of this institution that pose a challenge or opportunity for realizing the Oregon Way principles

The remote forested location with an ocean view poses both operational challenges and opportunity for realizing Oregon Way principles. SCCI has a strong community support system, and the location and facility architecture automatically contribute to humanization by removing traditional reminders of incarceration – no mobile patrol, no towers, no cell doors slamming closed. The same location that lends nicely to normalization can be a barrier for maintaining connection with friends and family and impact costs to transport AICs and supplies. In addition, SCCI's location is challenging from a health care perspective. Staff recruitment options and local health services in the vicinity are limited. This requires DOC to seek contracts for critical medical

and health services. The remote nature also means an ambulance or air ambulance is sometimes required for critical emergency medical services.

Release planning and programming to improve re-entry and reduce recidivism is another factor to be considered to determine DOC's footprint in the future. DOC's Research Unit analyzed the number of releases from SCCI. Ideally, a transition counselor at the institution from which an AIC releases prepares the individual for a successful release from that institution. This allows the best coordination between the AIC and DOC, Oregon Department of Human Services (ODHS), the Oregon Health Authority (OHA), and local supervision entities. From January 2019 through December 2020, SCCI released 314 AICs. Another 322 AICs who served time at SCCI within a year of release were transported to another prison to complete their release. In other words, more individuals were transferred to another facility prior to release than were released from SCCI due to the remoteness from most AICs' home county. This movement prior to release hampers the goal of comprehensive planning and reach-in from local authorities that are the best practice in re-entry planning.

Snake River Correctional Institution (SRCI)

SRCI is a multi-custody prison housing men AICs sentenced to longer than one year. It is in Ontario, Oregon in Malheur County. SRCI includes a medium and minimum facility (SRCI and SRCM).

SRCI is a 538-acre site located in southeastern Oregon, seven miles northwest of Ontario. The 1,025,000 square foot facility houses 3,061 AICs, making it the largest prison.

SRCI was sited using the 1989 supersiting laws mentioned above and opened in August 1991. Although sited for 3,000 beds, only 576 medium custody and 72 minimum custody beds were constructed in Phase I. In 1994, the Oregon Legislative Assembly approved construction of the remaining 2,352 beds at a cost of \$175 million, representing the largest state general funded public works project in state history. Many SRCI AICs worked in SRCI construction activities.

The majority of the 1,025,000 square feet of buildings are located within a 103-acre secure perimeter, which contains all but 174 of the AICs housed at the institution. A minimum-custody facility houses 174 AICs in a fenced 30,000 square foot facility adjacent to the multi-custody facility. Within the secure perimeter, there are three general population housing units. In addition to the three units, there are the disciplinary segregation and intensive management units and a medical services unit.

SRCI's large footprint includes 2,518 general population beds, 159 health care beds, and 384 special housing beds within three units: Administrative Segregation, Disciplinary Segregation, and Intensive Management. SRCI has several unique features such as decentralized AIC services that enable the department to separate various offenders into discrete housing units. It also has a comprehensive corridor system connecting housing, program, and work areas so AICs can move from one area to another under all types of weather conditions.

SRCI has cell and dormitory housing, institution work programs, skills training, education, treatment programs, health services, religious services, physical plant, warehouse space for on-site storage, and administration areas.

Number and type of beds

Snake River Correctional Institution (SRCI) – Multi-Custody

- 2,344 beds – general population
- 159 beds – health care
- 384 beds – special purpose
- 2,887 beds – total budgeted capacity

Snake River Correctional Institution Minimum (SRCM) – Minimum-Custody

- 174 beds – general population
- 174 beds – total budgeted capacity

Overall total budgeted capacity

- 3,061 beds

Programming

- 12 Step and AA Freedom Seekers
- 2nd Chance Animal Shelter
- Anger Management
- Art of Communication
- Cognitive Based Programs
- Crochet
- Dads4Life
- Education Services
- Elijah House
- Financial Peace
- Flagger Class
- Food Handlers Certification
- Getting Out by Going In (GOGI) classes
- Horticulture Program
- Legal and Leisure Library Services
- Legal Assistant Training
- Marriage Enrichment
- Music Program
- Otino Waa
- Religious Activities

- Religious Services
- SRCI Quilters
- Story Link
- Toastmasters
- Transition Programs
- Veterans Affairs
- Vocational Programs
- Work Programs
- Work Based Education
- Work-out Programs

OCE Industries

- Department of Motor Vehicles Contact Center
- Laundry
- Sign shop

OCE employs 232 AICs at SRCI and 22 AICs at SRCM.

Facility Condition

SRCI has a poor Facility Conditions Needs Index (FCNI) score of 16 percent. Maintenance and capital improvements identified for the immediate future (July 2023) for SRCI is \$105,058,000. With 3,061 budgeted beds located at SRCI and SRCM, the deferred maintenance per bed price is \$34,321. Planned priority repairs include:

- | | |
|---|-------------|
| • Install additional close-circuit televisions (CCTV) cameras | \$2,780,252 |
| • Replace fire alarm system (full system including panel) | \$650,554 |
| • Replace fire alarm system (full system including panel) | \$553,285 |

Budget

Operations – General Fund

- \$199,785,905 – 749 positions – 747.52 FTE

Health Services – General Fund

- \$31,691,799 – 77 positions – 76.20 FTE

Total General Fund

- \$231,477,704 – 826 positions – 823.72 FTE

Estimated 2019-21 Utilities Expense

- \$5,779,900 – General Fund

Location

SRCI is located 419 miles from the CDC in Salem. On average, AICs at SRCI are 284 miles from their county of conviction, compared to the DOC average of 156 miles.

Unique characteristics of this institution that pose a challenge or opportunity for realizing the Oregon Way principles

While SRCI houses some of Oregon's most troubled and difficult AICs, and it sent staff to Norway to learn new fundamentals on how to interact with folks in special housing, SRCI does not have a full-time resource team. Employees use their down time and break or lunch time to work with AICs and have done so since introduction of the techniques learned in Norway 18 months ago. With a large staff and footprint, communication of the Oregon Way principles on such a scale is a great challenge.

When SRCI is compared to the prisons built based upon the design principles introduced in 1995, SRCI has an open feel with large corridors and diverse living spaces. This can be attributed to the investment and design principles in place in 1990 that were sacrificed for cost-effectiveness as later prisons were built to keep ahead of capacity need. SRCI has used this to advantage in creating a humane normalized environment. A peer council bridges the communication gap between staff and AICs through trainings, handbook updates, and beautification efforts.

The open design is also conducive for AICs with mobility issues. SRCI's access to Boise, Idaho for specialized services such as American Sign Language Interpreters and health services is an advantage in realizing the Oregon Way principles.

South Fork Forest Camp (SFFC)

SFFC is a minimum-custody prison housing men AICs sentenced to longer than one year. It is located 28 miles east of Tillamook, Oregon. SFFC was established in 1951 and is a satellite facility to CRCI, a minimum-security facility in Portland. SFFC is managed jointly with the Oregon Department of Forestry (ODF).

AICs support up to 15 ODF crews and one Oregon Parks and Recreation Department contract crew. They also provide support in SFFC's physical plant, kitchen, laundry, and boot room. Some of the work done in conjunction with ODF is pre-commercial tree thinning, trapping of mountain beavers, tree planting, and chemical treatments for insect and disease control.

Part of SFFC's mission is to supply a ready work force to combat forest or wildland fires throughout the state. Crews provide critical support for statewide fire operations, recreation, and reforestation; as well as support for special projects such as sign making, metal fabrication, and tool or equipment repair.

Crews also provide treatment for about 10,000 acres of young trees each year, build or maintain up to 105 miles of hiking trails, and maintain campgrounds, day use areas, and

trailheads within the Northwest Oregon Area.

The first buildings at the camp were built at OSP, transported, and set up at what is now SFFC. These cabins were quite primitive, with tar-paper walls, no plumbing or heat, and offered little in terms of comfort for the AICs initially assigned to the camp. Fifteen AICs were assigned to each cabin. The cabins in use today are constructed out of wood, are fully plumbed, and have showers and forced-air gas heat. Each cabin now houses twelve AICs.

The road which runs along the front of the camp was the old stagecoach road from Forest Grove to Tillamook.

SFFC has dormitory housing, institution work programs, skills training, education, treatment programs, health services, religious services, physical plant, and administration areas.

Number and type of beds

South Fork Forest Camp (SFFC) – Minimum Custody

- 200 beds – general population
- 4 beds – special purpose
- 204 beds – total budgeted capacity

Programming

- Cognitive Based Programs
- Education Services
- Flagger Class
- Food Handlers Certification
- Forest Labor Program
- Legal and Leisure Library Services
- Religious Activities
- Religious Services
- Transition Programs
- Tuffy Creek Fish Hatchery
- Vocational Programs
- Wildlife Rehabilitation Program
- Work Programs
- Work Based Education

Facility Condition

SFFC has a poor Facility Conditions Needs Index (FCNI) score of 20 percent. Maintenance and capital improvement expenses identified for the immediate future (July 2023) for SFFC is

\$1,973,000. With 204 budgeted beds located at SFFC, the deferred maintenance per bed price is \$9,672. Planned priority repairs include:

- Cistern water supply tank replacement \$100,000
- Replace fire alarm system (full system including panel) \$49,998
- Replace fire alarm control panel - up to 10 zone \$6,875

Budget

Operations – General Fund

- \$10,787,532 – 40 positions – 40.00 FTE

Health Services – General Fund

- \$0 – 0 positions – 0.00 FTE

Total General Fund

- \$10,787,532 – 40 positions – 40.00 FTE

Estimated 2019-21 Utilities Expense

- \$321,797 – General Fund

Location

SFFC is located 88.3 from the CDC in Salem. On average, AICs at SFFC are 107 miles from their county of conviction, compared to the DOC average of 156 miles.

Unique characteristics of this institution that pose a challenge or opportunity for realizing the Oregon Way principles

SFFC's remote and forested location presents both a challenge and opportunity for realizing Oregon Way principles. The location and facility architecture automatically contribute to humanization by removing traditional reminders of incarceration – no perimeter fence, no mobile patrol, no towers, no cell doors slamming closed. The same location that lends nicely to normalization can be a barrier for maintaining connection with friends and family. SFFC employs a large AIC work force fostering tangible and relevant job and teamwork skills.

Two Rivers Correctional Institution (TRCI)

TRCI is a multi-custody prison housing men AICs sentenced to longer than one year. It is in Umatilla, Oregon. TRCI includes a medium and minimum facility (TRCI and TRCM). TRCI's groundbreaking occurred April 5, 1997. The institution was substantially complete on March 10, 2000. Operation of the housing units was phased in between December 1999 and September 2001. When the last housing unit was occupied, the total AIC capacity was 1,632.

To lower costs and minimize AIC movement within the prison, TRCI was designed to provide as many services as possible in the housing units. Relatively small activity yards are attached to each housing unit. Many programs are delivered to the housing units.

TRCI is designated as an education and work facility for long-term AICs. The focus of its programs is Adult Basic Education and GEDs. Cognitive programs that teach and encourage self-change are also available. Inside work activities include institution maintenance and a commercial laundry.

The prison provides minimum custody AIC work crews for community service projects. It also sends crews out daily for other work projects under contract primarily to government agencies. AIC crews also work on landscaping projects on prison property.

TRCI has cell and dormitory housing, institution work programs, skills training, education, treatment programs, health services, religious services, physical plant, warehouse space for on-site storage, and administration areas.

Number and type of beds

TRCI – Multi-Custody

- 1299 beds – general population
- 117 beds – health care
- 342 beds – special purpose
- 1,758 beds – total budgeted capacity

TRCI Minimum (TRCM) – Minimum-Custody

- 128 beds – general population
- 128 beds – total budgeted capacity

Overall total budgeted capacity

- 1,886 beds

Programming

- Behavior Health Services
- Cognitive Based Programs
- Education Services
- Flagger Class
- Food Handlers Certification
- Legal and Leisure Library Services
- Life-Skills Programs
- Parenting

- Pathfinders and Thinking for Change
- Religious Activities
- Religious Services
- Transition Programs
- Vocational Programs
- Work Programs
- Work Based Education

OCE Industries

- Laundry
- Laundry Sort
- Warehouse and Logistics
- Wood Manufacturing

OCE employs 242 AICs at TRCI and 29 AICs at TRCM.

Facility Condition

TRCI has a poor Facility Conditions Needs Index (FCNI) score of 17 percent. Maintenance and capital improvements expenses identified for the immediate future (July 2023) for TRCI are valued at \$73,367,000. With 1,886 budgeted beds located at TRCI, the deferred maintenance per bed price is \$38,901.

Planned priority repairs include:

- | | |
|---|-------------|
| • Full replacement of ballasted roof | \$4,370,665 |
| • Upgrade and add IP cameras | \$3,419,350 |
| • ECM 006 HVAC control system modernization/upgrade | \$1,945,742 |

Budget

Operations – General Fund

- \$106,812,493 – 403 positions – 401.56 FTE

Health Services – General Fund

- \$25,085,403 – 56 positions – 54.94 FTE

Total General Fund

- \$131,897,896 – 459 positions – 456.50 FTE

Estimated 2019-21 Utilities Expense

- \$2,928,309 – General Fund

Location

TRCI is located 237 miles from the CDC in Salem. On average, AICs at TRCI are 183 miles from their county of conviction, compared to the DOC average of 156 miles.

Unique characteristics of this institution that pose a challenge or opportunity for realizing the Oregon Way principles

TRCI's unique physical layout makes it a challenge to offer broad scale programming. It lacks large areas for education and multi-purpose areas for training, education, and for visits with loved ones. TRCI would like to prioritize programming rooms and work-based education with an emphasis on obtaining employment certifications but the facility's design and nature of the AIC population make this a challenge.

TRCI's location makes staffing and recruiting another challenge to meet the Oregon Way principles of staff wellness, connection to community, and specialized services for AICs. Mandatory overtime for staff makes it difficult to promote staff wellness at TRCI.

Warner Creek Correctional Facility (WCCF, slated for closure July 1, 2022)

WCCF is a minimum-custody prison housing men AICs sentenced to more than one year. It is located four miles northwest of Lakeview, Oregon. WCCF received the State Energy Efficiency Design award in May 2008 for its progress in design efficiency. The most energy efficient element at WCCF is the use of geothermal energy, providing 100 percent of hot water to the facility.

WCCF has dormitory housing, institution work programs, skills training, education, treatment programs, health services, religious services, physical plant, warehouse space for on-site storage, and administration areas.

Number and type of beds

WCCF – Minimum-Custody

- 400 beds – general population
- 6 beds – special purpose
- 406 beds – total budgeted capacity

Programming

- Cognitive Based Programs
- Contract crews
- Education Services
- Fire crews
- Flagger Class
- Food Handlers Certification
- Host agency crews
- Legal and Leisure Library Services

- Religious Activities
- Religious Services
- Transition Programs
- Vocational Programs
- Work Programs
- Work Based Education

OCE Industries

- Department of Motor Vehicles Contact Center

OCE employs 76 AIC at WCCF.

Facility Condition

WCCF has a poor Facility Conditions Needs Index (FCNI) score of 29 percent. Maintenance and capital improvements expenses identified for the immediate future (July 2023) for WCCF total \$6,366,000. With 406 budgeted beds, the deferred maintenance per bed price is \$15,680.

DLR's report indicated deferred maintenance action items should be scrutinized and prioritized to avoid over investing should the opportunity be available to cease operations at this location. There are no planned priority repairs, as WCCF is scheduled for closure.

Budget

Operations – General Fund

- \$23,216,043 – 92 positions – 92.00 FTE

Health Services – General Fund

- \$3,715,581 – 11 positions – 10.5FTE

Total General Fund

- \$26,931,624 – 103 positions – 102.50 FTE

Estimated 2019-21 Utilities Expense

- \$606,085 – General Fund

Location

WCCF is located 303 miles from the CDC in Salem. On average, AICs are 195 miles from their county of conviction, compared to the DOC average of 156 miles.

Unique characteristics of this institution that pose a challenge or opportunity for realizing the Oregon Way principles

WCCF has a strong community support system using volunteers and work opportunities. Challenges to reach the full potential of the Oregon Way consist of staffing resources due to the remote location. The lack of technology and video communication equipment for AICs inhibits coordination of programming internally, and with other institutions from this remote location.

The travel distance poses operational challenges and costs to transport AICs and supplies. WCCF's location makes it particularly challenging from a health care perspective. Staff recruitment options and local health services are limited in the vicinity. This necessitates DOC to seek contracts for critical medical and health services. The remote nature also means an ambulance or air ambulance is sometimes required for critical emergency medical services.

Release planning and programming to improve re-entry and reduce recidivism is another portion of the Oregon Way that is a challenge for WCCF. Ideally, a transition counselor at the releasing facility prepares the individual for success in becoming a neighbor. This allows the best coordination between the AIC, ODHS, OYA, and local supervision entities. From January 2019 to December 2020, 198 individuals released from WCCF. During the same two-year period, 322 AICs were housed at WCCF within a year of release, then were moved to another institution and released. In other words, more individuals were transferred to another facility prior to release than were released from WCCF due to the remoteness of WCCF from most AIC's home county. This movement prior to release hampers the goal of comprehensive planning and reach-in from local authorities that are the best practice in re-entry planning.

13 Summary and Recommendations

COVID, wildfires, and the realization of and response to systemic racism in 2020 have all impacted how the department moves forward. Many of the choices about where to locate, how to design, and what types of beds are needed have been made over the span of the last thirty years of prison growth. The declining prison forecast brings opportunities to remold and shape Oregon's prison footprint, and hopefully this overview and resource guide will help policymakers make those important decisions.

Working or living in a prison is a profound experience. Prison impacts the wellness of the Oregonians in them. The space and design of Oregon's prisons were generally not built to mitigate the negative impacts on individuals, such as isolation and hypervigilance, that accompany working or living in this incarceration setting.

The pandemic made abundantly clear that prisons created using the principles that were in place in the 1990s were not built to accommodate acute medical issues, and certainly not to allow for social distancing. They were also not built to the principles that we now call the "Oregon Way."

The Oregon Way is a philosophical approach to corrections based on security best practices and the belief that normalizing the prison environment is beneficial for employees and incarcerated individuals. Our goal should be to prepare AICs to be "better neighbors, not better inmates."

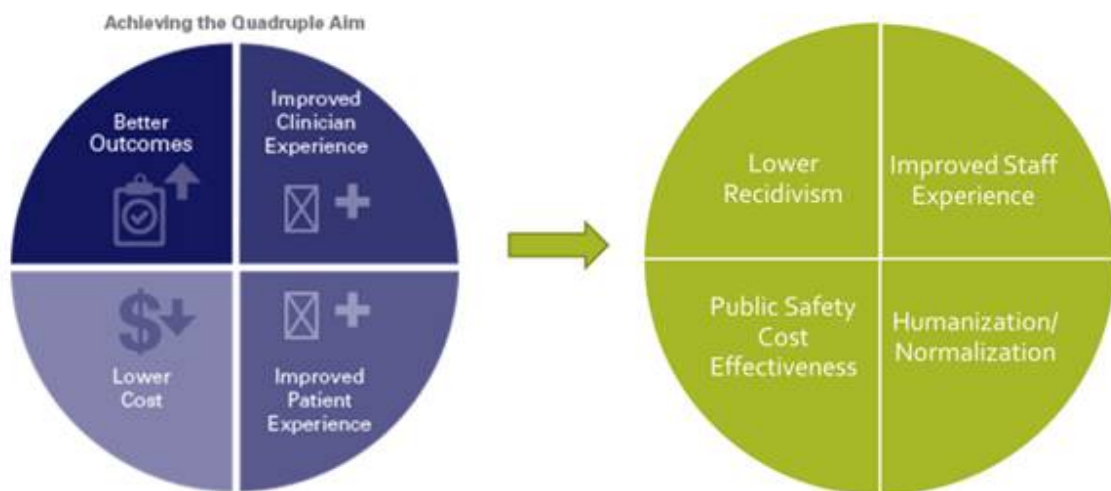
The department would like to consider which prisons should be maintained over the next decades using the principles of the Oregon Way.

This innovative approach to incarceration stems from an exploration of and immersion in the Norwegian correctional system. In late September 2017, a delegation of DOC leaders and state legislators traveled to Norway as a part of the U.S.-European Criminal Justice Innovation Program.

Oregon was selected for participation in the program because of its low recidivism rate and history of innovative correctional and criminal justice systems approaches, with the goal of taking the state further in humanizing the institution environment for the benefit of employees and the AIC; and reducing the use of special housing.

To achieve the objectives of The Oregon Way, DOC has adopted a version of the “Quadruple Aim.” The Quadruple Aim has been used as the framework for healthcare transformation in Oregon and around the world. An adapted version is equally relevant to The Oregon Way. The characteristics of each institution should be considered using the Quadruple Aim articulated below. In the past, the focus of Oregon’s prison principles has been the left side of this Quadruple Aim: lower recidivism and cost-effective public safety. The focus should now include the right side of the Quadruple Aim - improved staff experience and increased humanization and normalization of the prison experience for those incarcerated.

Adapting the healthcare “Quadruple Aim” to Corrections



To provide an example of the application of the Quadruple Aim, we could look at the example of the location of an institution. If the location is remote from loved ones, from a community with diverse religious affiliations, a robust workforce, and from the county to which an individual will be released, this would impact all four quadrants of the Quadruple Aim.

Regarding recidivism, release planning will be more difficult as it is likely the transition planning will be disrupted. The coordination with other agencies may occur in the county of the remote prison, and then be disrupted when the individual moves back to their home community. Regarding cost-effectiveness, the transportation costs and the need for emergency transport for medical care should be considered. In the part of the Aim looking to maximize staff wellness, mandatory overtime can become a large drain on staff morale and wellbeing when there is not a sufficient work force from which the DOC can draw employees. The lack of enough, well-trained, diverse staff impacts the morale and culture of the institution. Finally, isolation from loved ones and one's own community makes incarceration less humane and more isolating. The department recommends this aim as it includes the principles it will employ as it moves forward.

The design or architecture of a facility may also be considered using the Quadruple Aim. Open, light filled space with opportunities to meet with others, work and eat together, and connect with nature are critical. While the short-term cost-effectiveness of creating these spaces may be negative, the long-term impact should be considered. When assessing an institution's long-term place in the Oregon prison footprint, a consideration of how the design of the facility contributes to reduced recidivism, staff wellness, and the creation of a humane environment for an individual who is experiencing incarceration should be considered. An institution without large, open visiting spaces makes connection with loved ones more difficult and this can negatively impact successful reintegration and likelihood of recidivism. An environment where security is based on successful staff interactions, like in Norway, rather than on "static security" measures such as concrete, razor wire, and staff separation from those in custody, makes positive interactions more difficult. This can lead to a less normal and less humane experience for those in custody. The last focus of the Quadruple Aim, staff wellness must be of paramount concern when considering which institutions to maintain over the next decade and beyond. Which prison designs support the wellness of Oregon's employees? How can break rooms, natural light, and positive human interactions with those in custody be maximized? The Quadruple Aim brings these considerations into view and should be used in the future.

In conclusion, Governor Brown took the first step to reset Oregon's footprint on December 1, 2020, when she directed the closures of three prisons by July 1, 2022. Based on the OEA forecast, near future capacity decisions will likely be limited to the addition or removal of emergency beds -- maintaining the consistent message the agency has shared with stakeholders, labor, and staff. DOC has submitted additional institutions for closure in the 10% Reduction Plan submitted to LFO for the 2021-23 budget, but those are included to reach a financial target and are not operationally possible based on the current forecast. As such, those prisons were not included in the reduction plan as a result of the Quadruple Aim, but instead as placeholders to reach a 10% reduction. Any further prison closures after the deactivation of all emergency beds should be made using the focus of the Quadruple Aim, as it sharpens the view on the principles of the Oregon Way that will guide the department over the next decade.

14 Appendices

Appendix A: [October Forecast](#)

Appendix B: 10-Year Strategic Plan (attached)

Appendix C: PEW Report <https://www.pewtrusts.org/en/research-and-analysis/articles/2018/02/20/aging-prison-populations-drive-up-costs>

Appendix D: 10-Year Strategic Plan (DLR Report, attached)

Appendix E: [DRO Oregon Prison Overhauls Treatment of Inmates with Serious Mental Illness](#)

Appendix F: Oregon Administrative Rules (OAR) applicable to mandatory and desirable criteria for siting correctional facilities:

- [OAR 291-073-0010](#) Authority and Purpose
- [OAR 291-073-0020](#) Mandatory Criteria for all Sites
- [OAR 291-073-0030](#) Desirable Criteria for Medium Security Sites
- [OAR 291-073-0040](#) Desirable Criteria for Minimum Security Work Camp Sites