



600 NE Grand Ave.  
Portland, OR 97232-2736

## Council work session agenda

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Tuesday, May 11, 2021

2:00 PM

<https://zoom.us/j/471155552> or  
877-853-5257 (toll free)

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### **This Work Session will adjourn to an Executive Session.**

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### **2:00 Call to Order and Roll Call**

#### **Work Session Topics:**

2:05 Office of the COO Budget & Outstanding Questions Work Session [21-5558](#)

Presenter(s): Marissa Madrigal, Metro

Attachments: [Work Session Worksheet](#)

2:50 RID Patrol Workforce Transition Expansion Project [21-5548](#)

Presenter(s): Brody Abbott, Metro  
Rob Nathan, Metro  
Stephanie Rawson, Metro

Attachments: [Work Session Worksheet](#)  
[RID Patrol Workforce Transition Strategic Guidelines](#)  
[Landscape Assessment](#)  
[RID Patrol Program Best Practices](#)  
[RID Patrol Info Graphic](#)  
[Budget Options Community Cleanups Memo](#)

**3:50 Chief Operating Officer Communication**

**3:55 Councilor Communication**

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**4:00 Adjourn to Executive Session**

**EXECUTIVE SESSION ORS 192.660(2)(d), TO CONDUCT DELIBERATIONS WITH PERSONS YOU HAVE DESIGNATED TO CARRY ON LABOR NEGOTIATIONS; (h) TO CONSULT WITH COUNSEL CONCERNING THE LEGAL RIGHTS AND DUTIES OF A PUBLIC BODY WITH REGARD TO CURRENT LITIGATION OR LITIGATION LIKELY TO BE FILED**

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានកាតបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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**Office of the COO Budget & Outstanding Questions Work  
Session**  
*Work Session Topics*

Metro Council Work Session  
Tuesday, May 11, 2021

## GAPD / COO OFFICE BUDGET PRESENTATION

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Date: May 4, 2021  
Department: GAPD/ COO  
Meeting Date: 5/11/2021

Presenter(s) (if applicable): Andrew  
Scott, Andy Shaw  
Length: 45 min

Prepared by: Brian Kennedy, 503-797-  
1913, brian.kennedy@gmail.com

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### **ISSUE STATEMENT**

This work session will provide Council the opportunity to hear how Metro's GAPD and COO departments FY 2021-22 base budgets and modification requests align with Council priorities. Information shared at the work session will help guide development of the FY 2021-22 Approved Budget.

### **ACTION REQUESTED**

Council discussion and feedback on the base budget and modification requests submitted by the department.

### **IDENTIFIED POLICY OUTCOMES**

Development of a FY 2021-22 budget that aligns with Council priorities.

### **POLICY QUESTION(S)**

What are the policy implications and tradeoffs that will result from the department's base budget and any approved modification requests? Specific factors for Council consideration may include:

- How well do the department's programs align with Council priorities?
- Does the base budget represent a good investment in Council priorities?
- Do proposed modification requests advance Council priorities?
- Has the department demonstrated sufficient planning to successfully implement any new programs or projects?
  - Will the department need additional General Fund support to implement their new programs or projects?
  - If yes; how high a priority are the programs

### **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

Each department's modification requests may be considered for support and inclusion in the FY 2021-22 Approved Budget. Some, none or all of the department's individual items may be supported by Council.

## **STAFF RECOMMENDATIONS**

The Chief Operating Officer and Chief Financial Officer recommend Council hear all the department presentations prior to determining their support for departments' modification requests.

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

Each department's FY 2021-22 base budget was developed following the Chief Financial Officer's budget instructions released in early December. The base budgets allow the departments to continue existing programs and projects as adjusted for various factors such as inflation, COLAs, etc.

New programs, projects, additional appropriations and FTE are requested through the department's modification requests. Once approved the modification requests were built into the Proposed Budget scheduled for presentation to Council on April 15th.

- Legal Antecedents The preparation, review and adoption of Metro's annual budget is subject to the requirements of Oregon Budget Law, ORS Chapter 294. The Chief Financial Officer, acting in their capacity as the designated Budget Officer, is required to present a balanced budget to Council, acting in their capacity as our Budget Committee.

## **BACKGROUND**

Each department will provide information pertaining to their base budget and modification requests.

## **ATTACHMENTS**

[Identify and submit any attachments related to this legislation or presentation]

[For work session:]

- Is legislation required for Council action? ☐ Yes   x☐ No
- If yes, is draft legislation attached? ☐ Yes   ☐ No
- What other materials are you presenting today? NA

**RID Patrol Workforce Transition Expansion Project**  
*Work Session Topics*

Metro Council Work Session  
Tuesday, May 11, 2021

## STRATEGIC PLAN FOR RID PATROL'S WORKFORCE TRANSITION PROGRAM EXPANSION

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Date: April 28, 2021

Department: WPES

Meeting Date: May 11, 2021

Presenter(s): Brody Abbott, Rob Nathan,  
and Stephanie Rawson

Length: 60 minutes (presentation and  
Q&A)

Prepared by: Stephanie Rawson

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### ISSUE STATEMENT

In early 2019, Metro Council requested that staff develop a “Metro Conservation Corps” concept. The concept was to provide employment opportunities for adults experiencing employment barriers based on the [Seattle Conversation Corps](#) model that provides opportunities for adults to work in a structured program to gain job skills while carrying out projects that benefit the community and environment. Staff conducted research and engaged stakeholders to develop a three-year strategic plan to implement this concept within the RID Patrol program. The draft plan is complete and available for Metro Council review.

### ACTION REQUESTED

Staff seek Council input and guidance on the strategic direction for the phased approach for expanding the RID Patrol workforce transition program.

### IDENTIFIED POLICY OUTCOMES

The RID Patrol workforce transition program advances the work of the 2030 Regional Waste Plan, which serves as the greater Portland area's plan for ensuring the region's garbage and recycling system protects public health and safety, safeguards the environment, and advances Metro's racial equity objectives. The program addresses the following Regional Waste Plan goals and actions:

*Goal 4      Increase the diversity of the workforce in all occupations where people of color, women, and other historically marginalized communities are underrepresented.*

- 4.1      Implement a workforce development and readiness program for garbage and recycling industry jobs.
- 4.2      Develop a career pathways strategy that aims to increase the diversity of workers in all solid waste occupations.
- 4.5      In partnership with community-based organizations, create workforce development programs within the reuse sector that focus people with barriers to employment.



*Goal 11      Address and resolve community concerns and service issues.*

- 11.4    Provide services to clean up illegal dumps on public property, prioritizing communities with the greatest need.
- 11.5    Research the root causes that contribute to illegal dumping and how they can be addressed.
- 11.6    Implement garbage and recycling collection services for people experiencing homelessness.

#### **POLICY QUESTION(S)**

- Does the strategic approach for the RID Patrol workforce transition program align with Metro Council priorities?
- Does Council wish to make any changes to the program elements in the plan?
- Does Council agree that staff should establish an interim deployment facility while simultaneously evaluating long term deployment center options?

#### **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

1.      **Direct staff to move forward with implementation of the strategic plan.** During research of the available regional workforce programs and the development of the strategic priorities, staff centered people in its decision-making. Specifically staff identified that people impacted by incarceration at the highest rates are black, indigenous and people of color. Staff focused the workforce transition program expansion and development to provide opportunities for communities impacted by incarceration to provide opportunities for economic prosperity through living wage jobs, to improve the health communities by reducing pollution for cleaner water and public spaces, and for civic engagement to influence decisions on the program services and operations.

2.      **Direct staff to evaluate additional program elements and/or make modifications to the plan.** Metro Council could direct staff to evaluate additional program services to determine how the additional services might create additional job skills and experiences to benefit program participant's prospects for long-term employment opportunities with living wages. Through phase 2, program design, staff will at a minimum conduct research and develop pathways into and from the program, and training programs relevant to the RID Patrol services and in alignment with the 2030 Regional Waste Plan goals. A benefit of including additional program services is the potential to diversify RID Patrol's services and learning opportunities for workforce transition program participants. A challenge of evaluating additional services at this time is delaying some deliverables of the workforce transition program design elements.

**3. Direct staff to acquire an interim deployment center and evaluate long-term options.** Metro Council may direct staff to acquire an interim deployment center that can immediately house the expanded RID staff, additional equipment and materials until the direction for a long-term facility can be established. This would require investment in a short-term leasing option to provide space for the RID Patrol program staff, crews, equipment and vehicles. The deployment center is a critical part of the program's infrastructure in providing cohesive operations in one central location and creating an inclusive program culture that is beneficial for workforce program participants and staff.

Waiting to acquire a long-term facility provides the RID Patrol program time to further assess the long-term space needs while operating in a short-term (3-5 years) option. RID staff are working with the Capital Asset Management and the Expo Center Development Opportunity Study staff to assess whether there are Metro-owned assets that can accommodate the RID Patrol operations on a short, mid or long-term basis. It appears leasing a space will likely be the short-term option to meet immediate need. Waiting two to four years to acquire a long-term facility Metro may see real estate costs increase with reduced inventory of available properties which may require RID Patrol to extend a short-term option lease and could limit the program's ability to expand operations.

The vision for the long-term facility is to co-locate Metro Paint with RID Patrol. This vision creates an opportunity to share operational costs and resources as well as opportunities for additional workforce pathways. Moving forward with acquiring a long-term option creates stability for both programs staff and operations.

### **STAFF RECOMMENDATIONS**

Staff recommends Metro Council proceed with implementation of the strategic plan and phased expansion of the RID workforce transition program. Staff recommends proceeding with a short-term deployment center while initiating the process for acquiring a long-term facility in parallel with the development of the RID and Metro Paint programs space and amenities needs for a shared site.

### **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

*How is this related to Metro's Strategic Plan or Core Mission?*

The RID workforce transition plan advances Metro's Strategic Recovery Framework principals focused on racial justice and shared prosperity. The RID program focuses on advancing allocation of resources in ways that benefit communities of color and other historically marginalized communities, including eliminating barriers to services and employment. A successful RID cleanup effort will help Metro keep our promise of keeping the region clean and livable.

*How does this advance Metro's racial equity goals?*

Metro's Strategic Plan to Advance Racial Equity include two key goals for advancing economic opportunities for communities of color and hiring, training and promoting a

racially diverse workforce. The RID program focuses eliminating employment barriers for communities of color and supporting efforts to increase the diversity of the workforce in all occupations where people of color, women, and other historically marginalized communities are underrepresented; and address and resolve community concerns and service issues.

#### *Known Opposition/Support/Community Feedback*

Metro initiated the development of the strategic plan in December 2019. The plan development included multiple phases of work with advisory groups, community members and Metro Council in each phase. This included engagement with:

- Regional Waste Advisory Committee (RWAC)
- RID Patrol external advisory committee
  - Teresa Gaddy, EcoTrust's Green Workforce Academy
  - Justice Rajee, Portland Opportunities Industrialization Center (POIC)
  - Shilo George, Lush Kuntux Tumtum Consulting
  - Shannon Olive, WomenFirst Transition and Referral Center
  - Alex Rhoades, Rebuilding Center and workforce program participant
- RID Patrol internal steering committee
  - Kimberlee Ables, Communications
  - Shane Abma, Office of Metro Attorney
  - Andre Bealer, Council Office
  - Holly Calhoun (previously Dorian Gualotunia), Human Resources
  - Scotty Ellis, Parks and Nature
  - Tiffany Thompson, DEI
- Community-based organizations providing workforce programs, re-entry and support services to people exiting incarceration, and program staffing partners

Stakeholder feedback about the expansion and strategic priorities has been generally supportive and suggestions for partnerships and improvements. Staff solicited input from Metro's Regional Waste Advisory Committee about the concept in the fall of 2019 and the strategic approach for the expansion in November and December 2020.

Staff has not received any comments reflecting opposition to the program or its expansion.

#### *Financial Implications (current year and ongoing)*

The Waste Prevention and Environmental Services department requested a FY21/FY22 budget modification (\$2.5M) to increase resources for the RID Patrol program in response to the significant demand in the region for cleanup services of dumped garbage. This

request expands the current model of the RID workforce transition program that serves as foundational work to advancing the department's racial equity goals to create workforce opportunities for individuals with barriers to employment. The budget modification funding supports 8.0 additional FTE, for a total of six additional contracted crew member positions, new partnerships with community based organizations, training, disposal fees, tools and equipment.

The current budget does not include funds for the program's deployment center on a short term basis. This space would accommodate expanding operations and equipment for the next 3-5 years. Funding for this space may be appropriated from the solid waste fund reserves.

Future budgets may include funding to support additional workforce transition program design elements that will be developed as part of the strategic plan implementation.

## **BACKGROUND**

The RID Patrol program provides cleanup services throughout the greater Portland region by cleaning up dumped and abandoned waste from public lands. This includes materials improperly disposed of from commercial, residential and under-housed people living and working in the region. This program was established by Metro Council in 1993.

RID Patrol provided cleanup services with two incarcerated crews until 2017. To meet increasing demands for services, RID Patrol added a third crew in 2017. This crew, consisting of one Metro staff person and two contracted crew members from community-based organizations, was the beginning of the RID Patrol workforce transition program.

The adoption of the 2030 Regional Waste Plan established new direction for the region for addressing the impacts of materials – from production to disposal – while developing goals and actions that address the legacies of racial discrimination. A key component of this is dismantling systems that perpetually exclude communities of color from obtaining family wage jobs with good benefits. This requires efforts to advance equitable workforce outcomes such as diversifying the solid waste sector, and minimizing the wage disparities for communities of color, building programs that provide lower barriers for communities disproportionately impacted by incarceration. The Regional Waste Plan identifies specific goals and actions within Shared Prosperity to advance these outcomes.

As a priority of both Metro Council and the Regional Waste Plan, staff developed strategic direction for expanding the RID Patrol program. The strategic direction was informed by existing policy guidance, internally- developed best practices for how to deliver support services to communities impacted by the incarceration system, an internal steering committee made up of representatives from Metro departments, an external advisory committee comprised of representatives from community-based organizations in greater

Portland that provide work transition services, and Metro's internal management and leadership.

The vision of Metro's RID Patrol workforce transition program expansion is to provide employment opportunities to individuals with systemic barriers to employment in the solid waste sector with a focus on individuals who are disproportionately impacted by and suffer from higher rates of incarceration: Black, Indigenous and People of Color (BIPOC).

The current model of the RID Patrol workforce transition program is one crew consisting of one Metro staff person leading the work of two contracted crew members. Program partners, Constructing Hope and POIC, provide staffing and support services for the RID Patrol crew members. Crew members work on RID Patrol for one to three years gaining job experience and skills. Metro provides training on operational needs and health and safety protocols, use of ropes and climbing equipment, and knowledge about the solid waste management and disposal requirements. The small size of the program allows Metro to provide an individualized experience with the two crew members by working with them on their personal and professional goals. Past program participants moved onto jobs in the trades, at local transfer stations, and at Metro's household hazardous waste and paint facilities.

The vision and strategic approach is to expand the current workforce transition program to include robust support services as an integral program element. This approach will also support equitable pathways to long-term employment with priority given to garbage and recycling industry opportunities, as well as civic leadership opportunities for individuals impacted by incarceration. This strategic approach provides a phase to develop programing, metrics, outcomes, and pathways into and out of the program.

The RID Patrol program expansion is on an accelerated timeline, six crews operating by August 2021, in order to meet demand for services. This accelerated expansion is a parallel process with the long-term strategic approach to expand and further develop RID Patrol's workforce transition program.

With the accelerated program expansion, RID Patrol is in immediate need for a facility that can function as the deployment center. This space would accommodate expanding operations and equipment for the next 3-5 years.

Currently, the RID Patrol program does not have a designated space that can accommodate the current or expanded operations, staff and equipment. RID Patrol crews have utilized St. Johns Landfill space while the planning and support staff were located at the Metro Regional Center. St. Johns Landfill is not easily accessible by public transit requiring staff and program participants to have a car which creates an employment barrier. A deployment center that is easily accessible by public transit and can accommodate the RID Patrol operations and staff would allow the program to create an inclusive culture, cohesive

operations, opportunities for morning huddles and safety briefings, and a welcoming space for staff and program participants.

The long-term vision for the deployment center is to find a location that suits the needs of both RID Patrol and Metro Paint operations and staff that is centrally located and accessible by public transit. Collocating these program provides an opportunity to share operating costs and resources but most importantly create a space where staff and program participants can thrive and feel they are valued members of the Metro family. RID Patrol staff envision a space that not only supports Metro but community as well.

## **ATTACHMENTS**

- RID Patrol workforce transition strategic plan
- RID Patrol Landscape Assessment: Workforce Development and Transition Services for Black, Indigenous and Other People of Color Impacted by Incarceration
- RID Patrol program best practices
- RID Patrol program infographic
- Community Cleanup Expansion Options Memo

For work session:

- Is legislation required for Council action? ☐ Yes ☒ No
- If yes, is draft legislation attached? ☐ Yes ☒ No
- What other materials are you presenting today? A PowerPoint presentation



# RID Patrol workforce transition strategic guidelines

For planning and future program expansion

November 2020

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## INTRODUCTION

This document describes Metro's RID Patrol Workforce Transition Program's vision and strategic priorities for 2020-2023. These are intended to support implementation of Metro's 2030 Regional Waste Plan, Metro's Racial Equity, Diversity and Inclusion goals, and Waste Prevention and Environmental Service Department DEI Work Plan. The workforce transition Strategic Plan was informed by these policy documents, internally-developed best practices for how to deliver support services to communities impacted by the incarceration system, an internal steering committee made up of representatives from Metro departments, an external advisory committee comprised of representatives from community-based organizations in greater Portland that provide work transition services, and Metro's internal management and leadership.

## SECTION 1: PURPOSE AND BACKGROUND

The purpose of this document is to provide strategic direction for the expansion of the RID Patrol Workforce Transition program over the next three years. The three year strategic plan will guide the expansion by centering the experiences of community members who are or have been impacted by the criminal justice system. In order to build out this program effectively, RID Patrol will develop and implement the expansion with a phased approach.

### **Background and RID Patrol timeline**

The RID Patrol program provides cleanup services on public land throughout the greater Portland region by cleaning up illegally dumped waste on public lands. This includes materials improperly disposed of from commercial, residential and under-housed people living and working in the region. Individuals placed on RID Patrol work as a team removing waste from public ways, parks and natural areas.

The RID Patrol program provides cleanup services through partnerships with community-based organizations and local law enforcement. The partnerships provide Metro with staffing for the program's crews. Metro partners with Central City Concern to provide one crew and a second in early 2021. Since 1993 Metro partnered with Multnomah County Sheriff's Office to provide two incarcerated crews (consisting of one Corrections Deputy and two incarcerated people) but this partnership is paused due to impacts from the coronavirus pandemic and the need to reevaluate the program's relationships with law enforcement.

The current RID Patrol workforce transition program consists of one crew, comprised of one Metro staff person guiding the work of two crew members. The crew members join RID Patrol through partnerships with Constructing Hope and Portland Opportunities Industrialization Center. This plan outlines the steps to expand upon this work.

The program vision and foundational practices provide an important framework for defining and clarifying the work of the RID Patrol program. All of these elements are designed to align with achieving the 2030 Regional Waste Plan and DEI strategies.

## **Prison Industrial Complex**

RID Patrol Program staff identified people impacted by incarceration as the focus of the workforce transition program. This aligns with the first principle of the 2030 Regional Waste Plan; Community Restoration which takes action to repair past harms and disproportionate impacts caused by the regional solid waste system. The RID Patrol program acknowledges that program historically benefited from the criminal justice system through its use of incarcerated labor since 1993. Marginalized communities are impacted at higher rates by incarceration and reentering society after incarceration is challenging. People impacted by incarceration often experience homelessness due to barriers finding housing and employment. The RID Patrol workforce transition program, aligning with the 2030 Regional Waste Plan's goals and action, is an opportunity to provide job experience and training as well as opportunities for employment in the garbage and recycling industry.

About 1.5 million people are now imprisoned in the United States, producing the highest rates of incarceration in the world. Since 1980, the number of people in U.S. federal, state or local prisons and jails has increased more than 450%.<sup>1</sup> This number becomes exponentially bigger when considering that more than 7 million individuals are under some form of correctional control in our nation.

According to the [Oregon Department of Corrections](#) statistics as of July 1, 2020, there are 8,634 people under supervision that includes incarcerated, on parole, or on probation in Clackamas, Multnomah and Washington counties which 2,501 or 29% are Black, Indigenous and People of Color (BIPOC).

People who are incarcerated are paid very little based on the belief that their expenses are lower than those of people on the outside, and that they are receiving a wage that is less the cost of their incarceration. So, not only is someone “paying for their crime” by facing incarceration, they are then forced to literally pay for the cost of their incarceration. A study by Worth Rises points to more than 4,000 corporations (and growing by 800 companies per year) that profit from mass incarceration of the nation's marginalized communities.<sup>2</sup> In 2018, Angela Davis coined this phenomenon the “Prison Industrial Complex,” which she described as “the overlapping interests of government and industry that use surveillance, policing and imprisonment as solutions to economic, social and political problems.”<sup>3</sup> If you would like to learn more about the Prison Industrial Complex please see Appendix B.

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<sup>1</sup> Bureau of Justice Statistics, 2017, <https://bjs.gov>.

<sup>2</sup> The Prison Industrial Complex: Mapping Private Sector Players, April 2019, <https://worthrises.org/picreport2019>.

<sup>3</sup> The Prison Industrial Complex: Mapping Private Sector Players, April 2019, <https://worthrises.org/picreport2019>.

## SECTION 2: PROGRAM VISION

### **Vision statement**

The vision of Metro's RID Patrol Workforce Transition program expansion is to provide workforce opportunities to individuals with systemic barriers to employment in the solid waste sector with a focus on individuals who are disproportionately impacted by and suffer from higher rates of incarceration: Black, Indigenous and People of Color (BIPOC).

The RID Patrol program also envisions that developing a strong workforce can empower under-invested communities in greater Portland with the tools to face the region's environmental challenges while stemming the tide of displacement from gentrification. A key focus of the program expansion is providing a wide array of solid waste industry related workforce opportunities for crew members including but not limited to asbestos awareness and identification, hazardous waste identification and management, safe waste management and disposal requirements, vehicle and equipment maintenance, and administrative duties. The program also envision fostering relationships with solid waste industry to better understand their needs for employable skills.

## SECTION 3: STRATEGIC PRIORITIES FOR PROGRAM DESIGN AND EXPANSION

### **Workforce transition foundational best practices**

The RID Patrol Workforce Transition program has curated six foundational best practices that help guide decision-making for the expansion.

#### Trauma Informed Care

RID Patrol is committed to providing programs and services informed by the knowledge and impact of trauma. Our programs and services are designed to ensure environments and services are all welcoming and engaging and create opportunities to build trust and empowerment for program participants and staff.

#### Racial Equity

RID Patrol embraces innovation, adaption to change, learning from past experiences and owning our mistakes. We evaluate our options in a thoughtful and conscientious manner and strive to select the best path forward in a transparent way. We will focus on active inclusion of BIPOC folks and will commit resource allocation and investments on populations that have overwhelmingly been neglected for generations.

### Restorative Justice

RID Patrol is committed to acknowledging the complex trauma associated with our criminal justice system. The focus of our team is on the rehabilitation of offenders through reconciliation with the community at large and supporting opportunities for offenders to see themselves as productive members of our region. We see people who have experienced incarceration as victims themselves and want to support their ability to reinvent their relationship with society.

### Harm Reduction

RID Patrol staff are all stewards, entrusted to care for the health of our region's land, wildlife and water, and provide opportunities for diverse communities to connect to nature. We will consider the big picture and take the long view for current and future generations. In addition, we will commit to practical strategies and ideas aimed at reducing negative consequences associated with addiction and incarceration.

### Self Determination

RID Patrol believes that all participants are experts of their own lives and have the ability to make choices to manage them accordingly. Our role is to provide them with as many resources that sets them up for success when making decisions.

### Prioritize Social Determinants of Health

In order to dismantle institutional racism in the environmental movement and respond to the intergenerational trauma inflicted upon BIPOC communities from legacies of slavery, genocide and mass incarceration, the RID Patrol team's approach to the expansion will center the experiences and impacts that these systems have on prospective program stewards and their families. According to a growing body of social science research, "social determinants of health," finds that individual and community health is correlated with social and economic conditions such as access to meaningful living-wage employment, a clean environment, healthy food, adequate affordable housing, and supportive social networks.

## **Metro reexamining relationships with criminal justice system and on-site security**

To advance progress toward Metro's 2030 Regional Waste Plan and diversity, equity and inclusion strategies, RID Patrol will expand its existing workforce transition program, and create career pathways for individuals with systemic barriers to employment, by increasing employment opportunities through additional stewardship crews and expanding its offerings for wrap around support.

A key action that must be completed with the program expansion is to determine how to reshape the program's use of incarcerated work crews to provide compensation. The RID Patrol program acknowledges its 25 year partnership with law enforcement and correctional agencies requires more than acknowledgement. In order to create a workforce program focusing on individuals coming out of incarceration, the program will need to develop a path to provide compensation to the incarcerated people working side-by-side with Metro employees and RID Patrol workforce program participants. If the program is unable to achieve a method to provide compensation or a sufficient alternative, the program will need to cease the use of incarcerated work crews. This work will be incorporated into the phases of the program design and

expansion. To learn more about RID Patrol's relationship with the criminal justice system please see appendix A.

### Deployment Facility

The RID Patrol Program currently uses three different locations to provide space for program staff, equipment, vehicles and supplies. The program needs one facility that accommodates current and future program operations. The facility would provide a central location for the program staff and participants to connect, allow the program to create an inclusive, welcoming and vibrant culture, create connections to Metro headquarters, and ideally provide a communal space to connect with community members. The facility, if feasible, could connect with Metro Paint to provide connections between the programs, staff, and share centralized resources and spaces (such as computer networks, office space, training room, and locker rooms).

The table below provides the strategic priorities for RID Patrol and timeline for phases of the program expansion for the next three years:

ACTIVITIES TO BE COMPLETED BY 2023			FY21	FY22	FY23
<b>PHASE 1: Planning and Research</b>	<b>1.0</b>	<b>Modify existing contracts with community partners:</b> Identify opportunities to refine the current program to better align with new program vision and foundational best practices.			
	<b>2.0</b>	<b>Hire contractor to conduct a landscape assessment of regional workforce transition programs:</b> Identify workforce development and transition services available for people of color impacted by incarceration.			
	<b>3.0</b>	<b>Incorporate holistic support services into program:</b> Identify and partner with a service provider(s) that provide holistic, wraparound services.			
<b>PHASE 2: Program Design</b>	<b>4.0</b>	<b>Reexamine RID Patrol's relationship with law enforcement and corrections:</b> Reconsider the program's relationships with and approaches to policing, and the carceral system.			
	<b>5.0</b>	<b>Acquire deployment facility:</b> Identify and acquire a suitable facility for the			

		program operations and needs by working with Internal Capital Investment Team.			
	<b>6.0</b>	<b>Design program hiring and training goals:</b> Establish hiring and training goals in collaboration with advisory committees and communities.			
<b>PHASE 3: Program Expansion</b>	<b>7.0</b>	<b>Increase partnerships:</b> Build cross-sector coalitions in pursuit of shared goals and prioritize historically marginalized communities within the delivery of programs and services.			
	<b>8.0</b>	<b>Provide compensation to incarcerated work crews:</b> Prior to adding another stewardship crew, develop and implement a method to provide compensation to the incarcerated people working on the crews assigned to the RID Patrol program, or seek comparable alternatives if unable to provide compensation.			
	<b>9.0</b>	<b>Expand stewardship crew:</b> Add additional stewardship crew(s) in partnership with a community based organizations in alignment with program goals.			
	<b>10.0</b>	<b>Provide development opportunities:</b> Identify and establish partnerships to provide civic and professional development opportunities to program participants in the solid waste and related sectors.			
<b>PHASE 4: Program Evaluation</b>	<b>11.0</b>	<b>Develop program indicators:</b> Work with WPES Analytics team to develop program indicators to track, measure and evaluate the program.			



## Appendix A: A timeline of RID Patrol's Relationships with Criminal Justice System

Metro's RID Patrol program provides cleanup and disposal services to address and reduce impacts of dumped and abandoned garbage in the greater Portland area. The program provides these services through partnerships with law enforcement agencies and community based organizations. This memo outlines the history of the program's law enforcement relationships and the program's evolution.

### Background

Metro's illegal dumping program was created in 1993 to cleanup and investigate illegal dumping incidents on public property in the greater Portland area, to minimize environmental damage and to prevent additional dumping. Council adopted an illegal dumping ordinance in 1994 (Metro Code Chapter 5.09 Illegal Disposal). The initial concern was that a \$20 increase in disposal rates would increase dumping and flow control (disposing of Metro region generated waste outside of the regional solid waste system) violations.

- **1993:** Metro contracted with the Multnomah County Sheriff's Office for the cleanup and investigation of illegal dumpsites.
  - Detectives on assignment to Metro investigated evidence found at the illegal dumpsites on both public and private properties and issued citations and warnings to illegal dumpers under Metro Code Chapter 5.09 Illegal Disposal.
  - Initially Metro partnered with MCSO to provide four detectives to conduct illegal dump investigations and one incarcerated work crew to clean up illegal dumpsites.
- **2005:** The program had two MCSO detectives, one full time MCSO incarcerated work crew and added one part-time incarcerated work crew from Columbia River Correctional Institution.
  - Metro began providing cleanup and disposal support to local jurisdictions addressing homeless camps impacts.
  - Program staff began to explore replacing the incarcerated work crews and detectives with Metro crews and investigators.
  - Metro staff sought more stability, less turnover, more access to the region, ability for work crews to work more hours (incarcerated crews work about 4.5 hours per day) and ability to pursue more complex solid waste system investigations.
- **2007:** Metro added another detective from Tigard Police Department in addition to the two MCSO detectives. The Tigard detective primarily investigated illegal dump sites and the two MCSO detectives primarily investigated flow control violations.
  - The program still used 1.5 incarcerated work crews from MCSO and Columbia River Correctional Institution.
  - The program began issuing intergovernmental agreements with local jurisdictional partners addressing houseless camps where RID Patrol provides cleanup and disposal support. The program has and continues to provide this cleanup and

- disposal support to local jurisdictions including cities, police departments, code enforcement, parks departments and state agencies.
  - Program staff continued to explore replacing the incarcerated work crews and detectives with Metro crews and investigators with agency leadership and attorneys.
- **2008:** Metro branded the illegal dumping program as the RID (Regional Illegal Dumping) Patrol Program. Metro engaged local government partners to provide feedback on the rebranding effort.
- **2009:** The program began to use two incarcerated work crews from MCSO to cleanup dump sites.
  - Metro pays for and maintains one truck and trailer that is branded with Metro and RID Patrol logos and MCSO pays for the other truck and trailer branded with MCSO logos.
- **2014:** Due to safety concerns raised by staff, the detectives assigned to RID Patrol began to accompany RID Patrol and Parks staff on a regular basis at camp postings and cleanups on Metro property.
- **2017:** The RID Patrol program added a third work crew to meet demands for services. Through this third work crew RID Patrol began its workforce transition program.
  - RID Patrol sought the ability to provide training and skills to the new crew members in order to respond to sites the program could not respond to and access with incarcerated work crews.
  - The goal of the third work crew was to provide job opportunities to those who face barriers to employment. The crew members for the third crew, supervised by a Metro employee, were initially contracted from DePaul Industries (now DPI Staffing, Inc.) and the Galt Foundation.
  - The Tigard detective with RID Patrol since 2008 retires. The program is unable to fill this vacancy for two years.
- **2018:** The RID Patrol program sought partnerships with community-based organizations who were able to provide wrap around support services to the individuals they staffed onto the Metro work crew.
  - Constructing Hope and Portland Opportunities Industrialization Center (POIC) became the contracted staffing partners for the program in 2018 through an RFP process.
  - RID Patrol launched the [Metro bag program](#) providing trash services to the houseless community through partnerships with social services organizations to provide the trash bags directly to the houseless community.
  - One of the Metro bag partners is [MCSO HOPE Team](#); a team of deputies working with the houseless community in east Multnomah County connecting the community to resources and services.
- **2019:** Metro contracted with the Port of Portland to provide one detective to the program. Metro also issued an IGA to the Port to provide cleanup, disposal and personal property storage services regarding homeless camps on Port property.

- Metro partnered with Central City Concern to add a fourth work crew to the program. The CCC truck is co-branded with CCC and Metro/RID Patrol logos.

### **Present**

Currently in 2020, the RID Patrol has three detectives assigned to Metro from MCSO (two) and Port of Portland (one) and has four work crews: two MCSO incarcerated work crews, one CCC work crew and one Metro supervised, CBO staffed work crew. Due to flu and COVID impacts the MCSO incarcerated work crews have not been available since late January 2020.

RID Patrol has 13 IGAs to provide cleanup and disposal support to local jurisdictions where at least five of these IGAs with local cities also involve their local police departments. RID Patrol also supports Metro's Parks and Nature Department by posting and moving camps from Metro owned and managed properties that involve RID Patrol detectives and work crews. RID Patrol suspended providing cleanup services under the IGAs with local jurisdictions pertaining to houseless camps in March 2020.

RID Patrol continues to cleanup dumped garbage with two crews, the CCC and Metro crews, as well as provide support to Metro's Parks and Nature Department. RID Patrol is not moving camps off Metro property during COVID (under certain unsafe circumstances camps are moved) but continues to coordinate with social services, conduct welfare checks, and remove trash from camps on Metro properties weekly.

The RID Patrol program is designed to be a reactive program by responding to reports of dumped garbage and requests for cleanup. The program continues to evaluate its services and operations to find ways to incorporate proactive measures to reduce dumping incidents. One example of these effort is the [Metro bag program](#) where RID Patrol is providing the houseless community access to trash service.

Starting in 2015 the program data showed an increase in illegal dumping cases involving people experiencing homelessness. Detectives regularly investigated cases where a houseless person was placing their trash into businesses' trash receptacles (this is called theft of services). Instead of issuing citations when the houseless community does not have access to trash services, the RID Patrol staff and detectives explored options to address this issue. Eventually RID Patrol piloted and launched the Metro bag program in 2018 and 2019 respectively.

The RID Patrol program is currently working on its strategic plan to expand its workforce transition program. RID Patrol works with its program staffing partners, POIC and Constructing Hope, and internal and external advisory committees on the expansion planning effort to provide job training and experience to people facing systemic employment barriers. The expansion of the workforce transition program is focusing on people coming out of incarceration as the program participants.

### **Program Budget and Staffing**

The annual program budget of about \$500,000 from 1993-2015 gradually increased to about \$2.3 million in FY20 (\$1.37 per person per year or \$3.44 per household per year). As the program evolved to meet service demands and address service gaps, the program added services and program staff to the budget.

### **Future**

The RID Patrol continues to evolve in the manner it provides services and conducts its operations. The RID Patrol program is an enforcement program at its roots. However, the program can achieve a greater public benefit in other ways than just through penalties.

The following is a short list of actions the program plans to take or already initiated:

- Incorporate restorative/transformative justice into program operations and services
- Evaluate enforcement through a racial equity lens; reconsider when or if to send unpaid penalties to collections
  - Consider each case to determine the best path forward to achieve compliance and the greatest public benefit; identify other means for compliance and not rely solely on issuing a penalty for a violation
- Explore opportunities to transform relationships with incarcerated work crews to address conflict and harm, invest in the incarcerated individuals and create accountability
  - Engage and involve internal and external stakeholders and community members;
  - Compensate incarcerated work crews on RID Patrol; pay hourly wage provided when they are released through partnership with CBO(s) that provide re-entry services and support;
  - Work with MCSO, CBOs, and community members to help develop a job training program for incarcerated individuals at Inverness Jail that includes training, counseling and re-entry support services;
  - If unable to provide compensation or otherwise transform the relationship, cease use of incarcerated work crews
- Provide workforce readiness and job training through RID Patrol workforce transition programing including providing wrap around services such as transportation, child care, equipment, books, and other expenses during participation in the program
  - Create additional stewardship opportunities, training and experiences in the workforce transition program through partnerships with other Metro departments and programs, CBOs, and local government agencies
  - Use restorative justice to support people in their transition from incarceration back to the community. Reduce recidivism through

reconnection and reintegration into community support systems through partnerships with CBOs

- Identify and engage community partners, CBOs, RID Patrol advisory committees, and other stakeholders to provide feedback and guidance regarding programs services and operations

## Appendix B: Prison Industrial Complex

### People are leaving prison with burdensome debt

The inability of people to save while working in prison, is exacerbated by the debt they are saddled with when they leave. There was \$10 billion of criminal justice debt in the United States in 2015. This debt can be incurred via court fees, mandatory restitution, treatment costs, and even requirements to cover the costs of incarceration.<sup>4</sup> Some jails charge the people incarcerated there per diems on par with a motel stay – in Oregon, those with the ability to pay in state prisons were charged \$94.55/day in 2016.<sup>5</sup> If one fails to pay fees or meet their financial obligations, they may be faced with high interest rates or additional fines. In some cases, nonpayment may even be considered a violation of parole terms and cause for re-incarceration.<sup>6</sup> Given racialized dynamics around generational wealth as well as incarceration, it is no doubt that the burden of this debt falls more significantly on Black, Indigenous and people of color (BIPOC) and their families.

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<sup>4</sup> The US inmates charged per night in jail, BBC News, Sept. 2015, <https://www.bbc.com/news/magazine-34705968>

<sup>5</sup> Oregon's price tag on a run-in with the law, Street Roots, June 2016, <https://news.streetroots.org/2016/06/07/oregon-s-price-tag-run-law>

<sup>6</sup> How Prison Debt Ensnares Offenders, The Atlantic, June 2016.



# Landscape Assessment:

Workforce Development and Transition  
Services for Black, Indigenous and Other  
People of Color Impacted by  
Incarceration

Presented to METRO RID by  
Metropolitan Group May 15, 2020

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## INTRODUCTION

For the past several years, Metro has increasingly made a commitment to a leadership role in advancing racial equity. In 2016, the agency released a strategic plan that identified racial equity, diversity and inclusion as the core approach to ensure a thriving community. In February 2019, the Metro Council voted unanimously to approve the 2030 Regional Waste Plan. The plan will shape the way greater Portland manages the garbage and recycling system for the next decade. It identifies racial equity as the foundation of good governance, and includes goals and strategies for improving racial equity. Specifically, the plan identifies goals and actions to address the impacts of materials—from production to disposal—as well as addressing the legacies of racial discrimination rooted in our solid waste systems and in systems that impact the social fabric of the criminal justice system and beyond.

To advance these goals, Metro Council President Lynn Peterson has identified as a priority to:

- Help dismantle systems that perpetually exclude communities of color from obtaining family wage jobs with good benefits.
- Advance equitable workforce outcomes such as diversifying the solid waste sector and minimizing the wage disparities for communities of color.
- Build programs that provide lower barriers for communities disproportionately impacted by incarceration.

Metro's RID Program is responding to Council President Peterson's charge. Focused on providing entry-level experience in the solid waste compliance and cleanup industry, RID functions as a transitional opportunity for individuals experiencing barriers to employment. The program has prioritized hiring people of color and indigenous peoples who have been impacted by incarceration, because of the increased obstacles and disparities faced by these communities. Individuals employed with RID have transitioned into the trades and other solid waste industries, indicating the program's success. The agency is now interested in expanding this effort and contracted with Metropolitan Group to conduct a landscape assessment of workforce and transitional services in the Portland tri-county area, as well as to document needs that can be used to guide the development of a RID strategic plan.

## BACKGROUND CONTEXT

About 1.5 million people are now imprisoned in the United States, producing the highest rates of incarceration in the world. Since 1980, the number of people in U.S. federal, state or local prisons and jails has increased more than 450%.<sup>1</sup> This number becomes exponentially bigger when considering the more than 7 million individuals under some form of correctional control in our nation.<sup>2</sup>

### The Prison Industrial Complex

The United States has the highest incarceration rate in the world and the highest number of people behind bars,<sup>3</sup> far higher than the rates of other heavily populated countries. As a result of the growth in prisons, the “punishment industry,” estimated at \$182 billion per year,<sup>4</sup> has become a key contributor to the U.S. economy—from private prisons that require investments, design, financing and new construction to build—to developers of new technologies used by law enforcement, all the way down to the phone cards sold at higher than market rates to inmates.

Private businesses, corporations and public agencies tap into prison labor and compensate workers at a rate far below that of minimum wage.

People who are incarcerated are paid very little based on the belief that their expenses are lower than those of people on the outside, and that they are receiving a wage that is less the cost of their incarceration. So, not only is someone “paying for their crime” by facing incarceration, they are then forced to literally pay for the cost of their incarceration. A study by Worth Rises points to more than 4,000 corporations (and growing by 800 companies per year) that profit from mass incarceration of the nation’s marginalized communities.<sup>5</sup> In 2018, Angela Davis coined this phenomenon the “Prison Industrial Complex,” which she described as “the overlapping interests of government and industry that use surveillance, policing and imprisonment as solutions to economic, social and political problems.”<sup>6</sup>

Companies and public agencies in Oregon also benefit from prison labor, primarily through the efforts of Oregon Correctional Enterprises (OCE), a self-funded agency under the Department of Corrections. Created in 1999 by Measure 68, OCE operates 28 industry programs within 11 of Oregon’s 14 prisons. According to OCE’s annual report, the agency generated a record \$28.5 million in revenue in 2017.<sup>7</sup> Undoubtedly, a significant portion of that revenue is coming from the purses of Oregon’s public agencies as administrative rule OAR 125-247-0200 establishes a Buy Decision priority order that requires state agencies to consider four priority procurement methods before turning to the open market; inmate labor is third on the list.<sup>8</sup>

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<sup>1</sup> Bureau of Justice Statistics, 2017, <https://bjs.gov>.

<sup>2</sup> Report to the United Nations on Racial Disparities in the U.S. Criminal Justice System, April 19, 2018.

<sup>3</sup> [https://www.prisonstudies.org/highest-to-lowest/prison\\_population\\_rate?field\\_region\\_taxonomy\\_tid=All](https://www.prisonstudies.org/highest-to-lowest/prison_population_rate?field_region_taxonomy_tid=All).<sup>4</sup> Following the Money of Mass Incarceration, Peter Wagner and Bernadette Rabuy, January 27, 2017, <https://www.prisonpolicy.org/reports/money.html>.

<sup>5</sup> The Prison Industrial Complex: Mapping Private Sector Players, April 2019,

<https://worthrises.org/picreport2019>.<sup>6</sup> History Is a Weapon: Masked Racism: Reflections on the Prison Industrial Complex, Angela Davis, <https://www.historyisaweapon.com/defcon1/davisprison.html>.

<sup>7</sup> Oregon Correctional Enterprises 2018 Annual Report, [https://oce.oregon.gov/images/2018\\_OCE\\_Annual\\_Report.pdf](https://oce.oregon.gov/images/2018_OCE_Annual_Report.pdf).

<sup>8</sup> State of Oregon Buy Decision Priority <https://www.oregon.gov/das/OPM/Pages/method.aspx>

People who are incarcerated can receive a job through the prison or through OCE. Non-OCE jobs are capped at a maximum of \$0.61 per hour; OCE job wages average \$1.25 per hour.<sup>9</sup> However, according to the Prison Policy Initiative, Oregon non-OCE wages range from \$.05 per hour to \$.47 per hour, while the national average is \$.14 to \$.63, and prisons appear to be paying incarcerated people less today than in 2001.<sup>10</sup> This makes it difficult for incarcerated people to save the money needed to successfully transition from prison and cover basic costs such as stablehousing, food, health care and transportation. Some may leave prison “with just a bus ticket and \$50 of ‘gate money’ if they have no other savings,” making it hard to survive when they return to their community.<sup>11</sup>

### **People are leaving prison with burdensome debt.**

The inability of people to save while working in prison, is exacerbated by the debt they are saddled with when they leave. There was \$10 billion dollars of criminal justice debt in the United States in 2015. This debt can be incurred via court fees, mandatory restitution, treatment costs, and even requirements to cover the costs of incarceration.<sup>12</sup> Some jails charge the people incarcerated there per diems on par with a motel stay – in Oregon, those with the ability to pay in state prisons were charged \$94.55/day in 2016.<sup>13</sup> If one fails to pay fees or meet their financial obligations, they may be faced with high interest rates or additional fines. In some cases, nonpayment may even be considered a violation of parole terms and cause for re-incarceration.<sup>14</sup> Given racialized dynamics around generational wealth as well as incarceration, it is no doubt that the burden of this debt falls more significantly on Black, Indigenous and people of color (BIPOC) and their families.

### **Overrepresentation of People of Color and Indigenous People in Prison**

More than 70% of people in prison are people of color.<sup>15</sup> “African Americans are more likely than white Americans to be arrested; once arrested, they are more likely to be convicted; and once convicted, they are more likely to experience lengthy prison sentences.”<sup>16</sup> The imprisonment rate for African American women is twice that of white women.<sup>17</sup> Although there is limited data about formerly incarcerated Native and Indigenous peoples, the 2010 Census data reveals that Native peoples are overrepresented in the criminal justice system and are incarcerated at a rate more than double that of white Americans. In states with large Native American populations, such as North Dakota and Oklahoma, incarceration rates of Native peoples can be up to seven times that of whites.<sup>18</sup>

BIPOC make up 12.4 of Oregon’s general population and 21.6% of its

<sup>9</sup> Prison Legal News, April 2, 2019, <https://www.prisonlegalnews.org/news/2019/apr/2/oregon-prison-industry-program-nets-record-285-million-prisoners-earn-125hour/>.

<sup>10</sup> How much do incarcerated people earn in each state?, 2017. <https://www.prisonpolicy.org/blog/2017/04/10/wages/> <sup>11</sup> How much do incarcerated people earn in each state?, 2017. <https://www.prisonpolicy.org/blog/2017/04/10/wages/> <sup>12</sup>

The US inmates charged per night in jail, BBC News, Sept. 2015, <https://www.bbc.com/news/magazine-34705968>

<sup>13</sup> Oregon’s price tag on a run-in with the law, Street Roots, June 2016, <https://news.streetroots.org/2016/06/07/oregon-s-price-tag-run-law>

<sup>14</sup> How Prison Debt Ensnarers Offenders, The Atlantic, June 2016, <https://www.theatlantic.com/politics/archive/2016/06/how-prison-debt-ensnares-offenders/484826/> <sup>15</sup> NAACP Criminal Justice Fact Sheet, <https://www.naacp.org/criminal-justice-fact-sheet/>.

<sup>16</sup> Report to the United Nations on Racial Disparities in the U.S. Criminal Justice System, 2018. <https://www.sentencingproject.org/publications/un-report-on-racial-disparities/>.

<sup>17</sup> NAACP Criminal Justice Fact Sheet, <https://www.naacp.org/criminal-justice-fact-sheet/>.

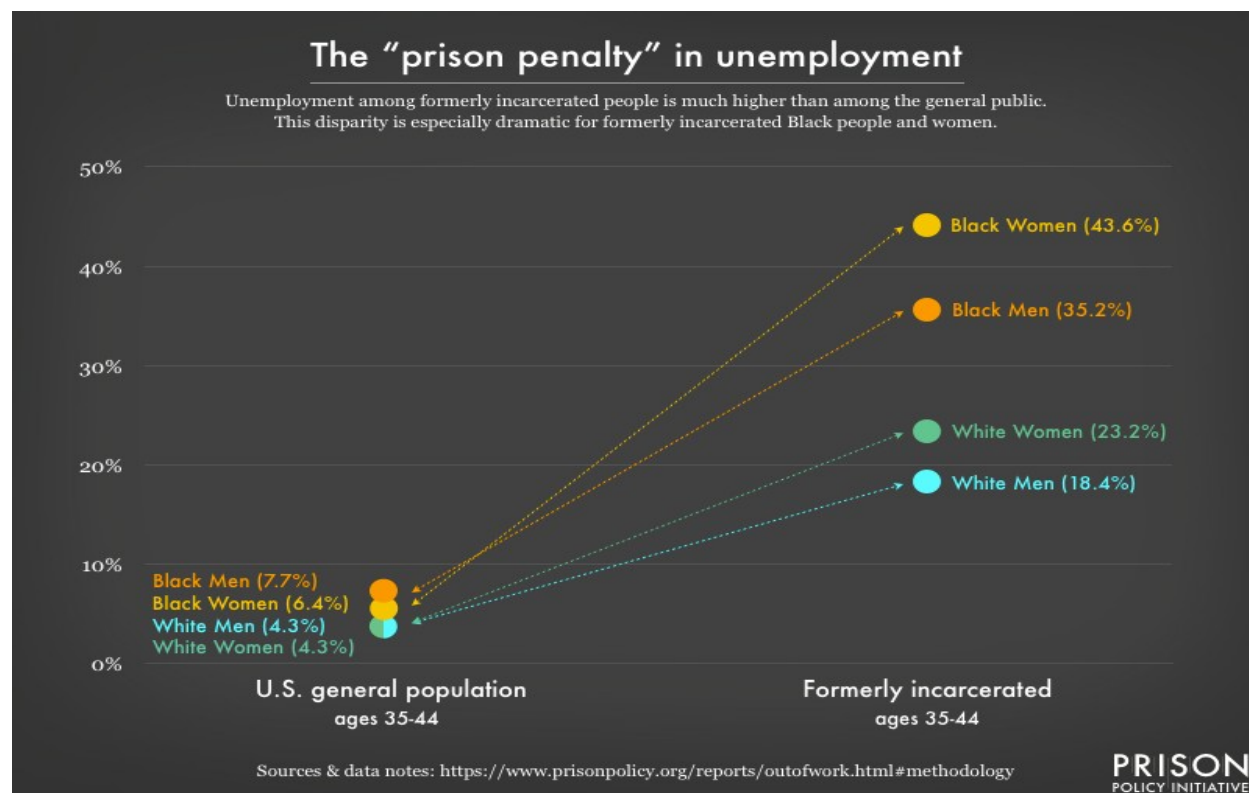
<sup>18</sup> <https://www.prisonpolicy.org/blog/2020/04/22/native/>.

population.<sup>19</sup> A 2016 study found that one of every 21 African Americans in Oregon was behind bars. At that time, this rate was almost double that of Washington state's and 46% higher than the national average.<sup>20</sup> A Racial and Ethnic Disparities report examining Multnomah County's adult criminal justice system in 2018 found that Black people continue to be overrepresented at each stage—"from initial contact and arrest through prosecution, sentencing and parole or probation violations." The report found that Black people in Multnomah County are six times more likely than whites to be in jail; Native Americans and Hispanics are 1.8 and 1.2 times more likely than whites to be incarcerated, respectively.<sup>21</sup>

### Employment: an Equalizer *and* Huge Hurdle

Employment is critical for helping formerly incarcerated people gain economic stability after release and reducing the likelihood that they return to prison. Stable employment following prison release increases public safety, reduces incarceration costs and results in more people actively contributing to our economy and society. But despite these obvious benefits, formerly incarcerated people—especially BIPOC—across the country and in Oregon—face high levels of discrimination and huge barriers to employment, resulting in economic exclusion, as illustrated by the graph that follows.

**Figure 1:** Working age (35-44) unemployment rates for people formerly incarcerated are higher than the rates of unemployment for any of their peers in the general population. Formerly incarcerated Black people and women are the most disadvantaged when it comes to finding work.



<sup>19</sup> Prison Reentry Program Report, 2017, Mercy Corps, [https://www.mercycorpsnw.org/wp-content/uploads/2017/05/FINAL\\_MF\\_LIFE-REPORT\\_0501.pdf](https://www.mercycorpsnw.org/wp-content/uploads/2017/05/FINAL_MF_LIFE-REPORT_0501.pdf).

<sup>20</sup> [https://www.oregonlive.com/portland/2016/02/blacks\\_overrepresented\\_in\\_ever.html](https://www.oregonlive.com/portland/2016/02/blacks_overrepresented_in_ever.html).

<sup>21</sup> Safety and Justice Challenge, Racial and Ethnic Disparities and the Relative Rate Index, Multnomah County, Jan 2019.

Barriers to finding and keeping a job faced by BIPOC impacted by incarceration are further detailed below.

- **Formerly incarcerated people are unemployed at higher rates than the general population; people of color have an even higher rate.** The unemployment rate for people impacted by incarceration is 27%. This is five times higher than our national unemployment rate of 3.6%<sup>22</sup> and our Oregon state rate of 3.7%.<sup>23</sup> National unemployment rates among people impacted by incarceration are higher for Black men (35%) and Hispanic or Latino men (27%). Women impacted by incarceration face even higher unemployment rates, with 39% of Hispanic or Latino women, 44% of Black women and 23% of white women experiencing unemployment after incarceration. In contrast, white males impacted by incarceration experience the lowest unemployment rate at 18%.<sup>24</sup>
- **Having a record results in greater barriers to employment despite the fact formerly incarcerated people are more likely to be active in the labor market than the general population.** Research shows that employers discriminate against people who have criminal records, and regardless of an employer's stated willingness to hire a person with a criminal record, a candidate with no record will be more likely to receive the position.<sup>25</sup> Having a record reduces employer callback rates by 50%; this effect is even greater among Black people with a criminal record, with less than half of Black candidates receiving a call back from employers compared to their white counterparts.<sup>26</sup> Among people between the ages of 25 and 44 years old who have been incarcerated, 93.3% are either employed or actively looking for work, compared to 83.8% among their peers in the general population.<sup>27</sup> Considering the unemployment rates for formerly incarcerated people as stated above, these results show that formerly incarcerated people want to work.
- **Unemployment is highest within the first two years of release and is a leading cause of recidivism.** The inability to secure gainful employment is one of many barriers that restricts successful reentry to the community following incarceration. In the period immediately following release, people impacted by incarceration are likely to struggle to attain their basic needs, such as housing, food, health care, transportation and child care. Research shows that people who have been impacted by incarceration are almost 10 times more likely than the general public to experience homelessness<sup>28</sup> and also face multiple barriers in attaining support for addiction and mental health conditions.<sup>29</sup> This population also faces disproportionately high rates of death within the first two years of release due to drug overdose, cardiovascular disease, homicide and suicide.<sup>30</sup>

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<sup>22</sup> <https://tradingeconomics.com/united-states/unemployment-rate>.

<sup>23</sup> <https://www.opb.org/news/article/oregon-unemployment-rate-december-2019/>.

<sup>24</sup> <https://www.projectcensored.org/17-more-than-25-percent-of-formerly-incarcerated-people-are-unemployed/>.

<sup>25</sup> [https://scholar.harvard.edu/files/pager/files/asr\\_pagerquillian2.pdf](https://scholar.harvard.edu/files/pager/files/asr_pagerquillian2.pdf).

<sup>26</sup> [https://scholar.harvard.edu/files/pager/files/pager\\_ajs.pdf](https://scholar.harvard.edu/files/pager/files/pager_ajs.pdf).

<sup>27</sup> <https://www.prisonpolicy.org/reports/outofwork.html>.

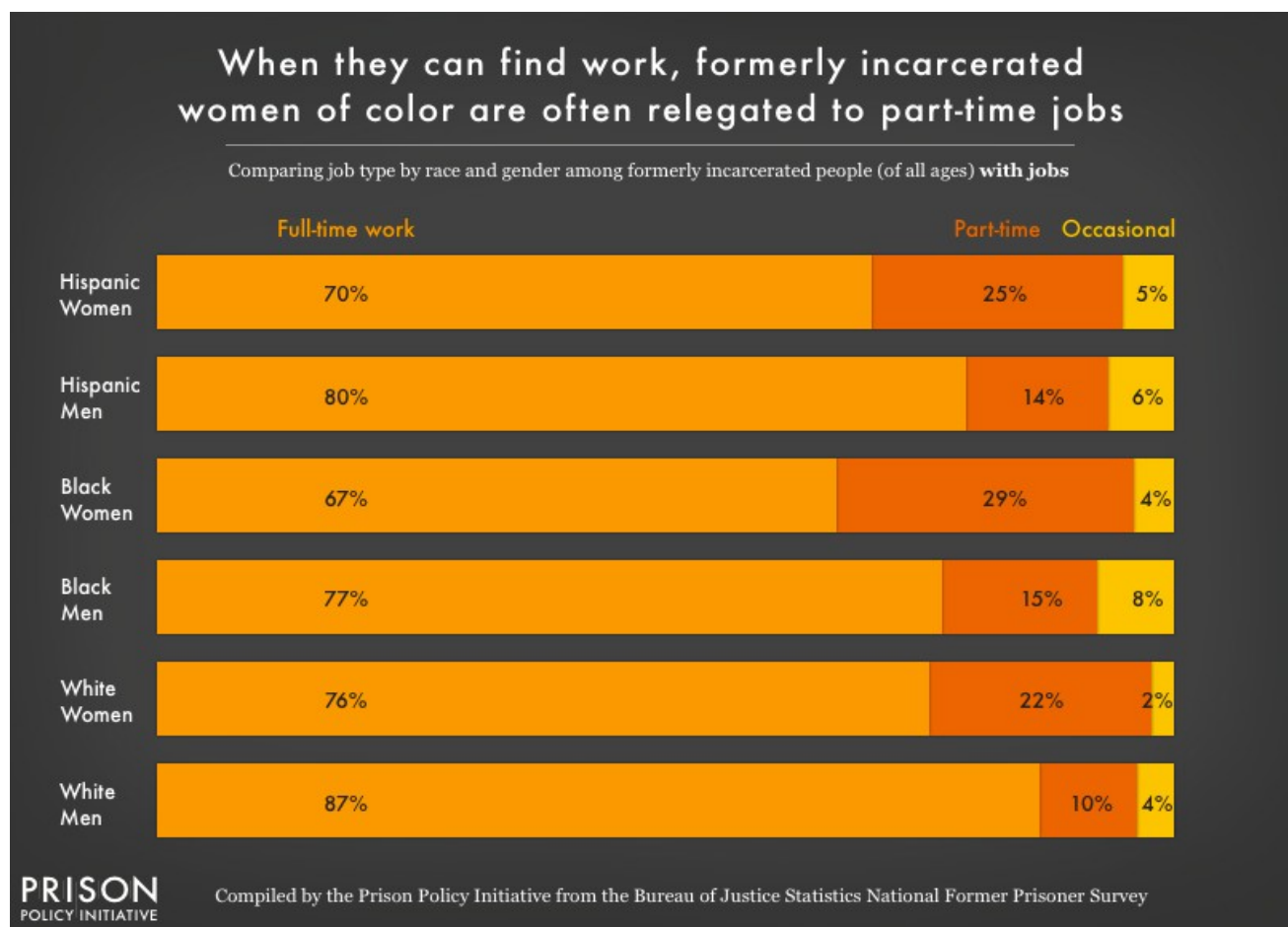
<sup>28</sup> <https://www.prisonpolicy.org/reports/housing.html>.

<sup>29</sup> <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6102909/>.

<sup>30</sup> <https://www.prisonpolicy.org/reports/outofwork.html>.

- **When people impacted by incarceration—particularly people of color—do obtain employment, the positions they receive are often those that offer the lowest pay and the least job security.** The Brookings Institute conducted an analysis of Internal Revenue Service data which revealed that the majority of people recently released from prison who are employed are living on an income below the poverty line, with 49% earning less than \$500 in the first full year after release and 32% earning between \$500 and \$15,000.<sup>31</sup>
- **Formerly incarcerated Black women are especially disadvantaged when seeking employment and attaining economic security.** Among formerly incarcerated white men (the group most likely to be employed), almost all who are employed work in full-time positions (87%). In contrast, formerly incarcerated Black women (the group least likely to be employed) have a full-time employment rate of only 67% and are overrepresented in part-time (29%) and occasional (4%) jobs, as illustrated in Figure 2.<sup>32</sup>

**Figure 2:** Of the formerly incarcerated people who have found work, women of color most often end up in part-time jobs.



<sup>31</sup> [https://www.brookings.edu/wp-content/uploads/2018/03/es\\_20180314\\_looneyincarceration\\_final.pdf](https://www.brookings.edu/wp-content/uploads/2018/03/es_20180314_looneyincarceration_final.pdf).

<sup>32</sup> <https://www.prisonpolicy.org/reports/outofwork.html>.



- **Unemployment is accompanied by multiple other barriers.** As previously noted in this report, in addition to the stigma of incarceration and high levels of discrimination, formerly incarcerated people have a difficulty accessing support services, and more importantly, finding a safe, stable place to live. Half of the people being released from custody don't have identified housing when they are released.<sup>33</sup> The Prison Policy Initiative found that formerly incarcerated people are almost 10 times more likely to be homeless. This experience is especially high among formerly incarcerated Black men, and Black and/or Hispanic women.<sup>34</sup> The report also found that being homeless leads to being arrested and incarcerated again. This "revolving door" is attributed to policies that criminalize homelessness.<sup>35</sup> In Oregon, African Americans and Native Americans are overrepresented, making up 6% and 4.3% of the unhoused population respectively and 1.8% and 1.2% of the general population.<sup>36</sup> An ACLU of Oregon report found 224 laws on the books that criminalize behavior associated with homelessness, such as obstructing sidewalks, camping in public space, panhandling/soliciting, and loitering.<sup>37</sup>

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<sup>33</sup> <https://www.prisonlegalnews.org/news/2019/apr/2/oregon-prison-industry-program-nets-record-285-million-prisoners-earn-125hour/>.

<sup>34</sup> Nowhere to Go: Homelessness among formerly incarcerated people, Prison Policy Initiative, August 2018, <https://www.prisonpolicy.org/reports/housing.html>.

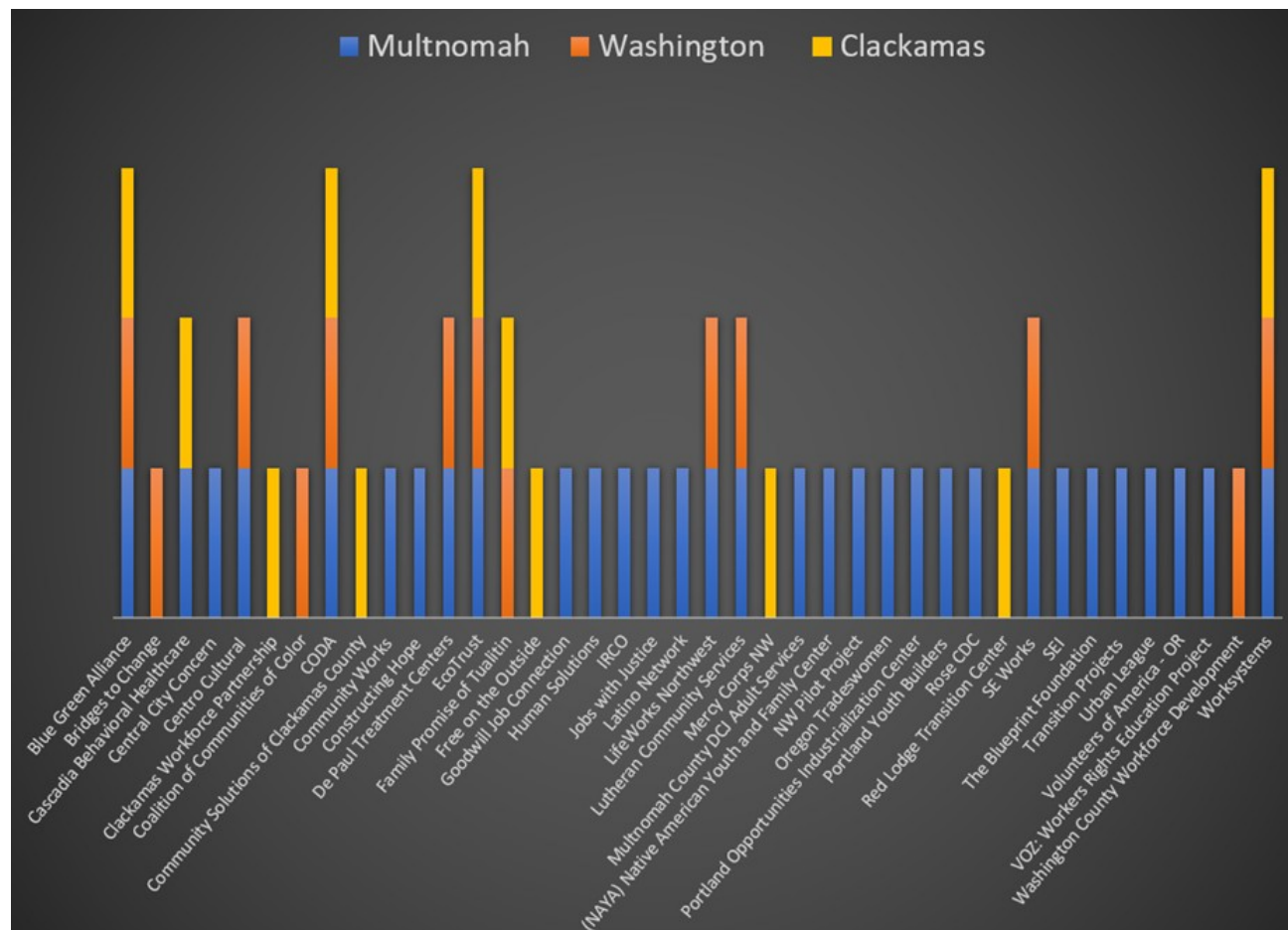
<sup>35</sup> Ibid.

<sup>36</sup> Decriminalizing Homelessness, ACLU Oregon, 2017, [https://aclu-or.org/sites/default/files/field\\_documents/acluor\\_decriminalizing\\_homelessness\\_report\\_ink-friendly\\_final.pdf](https://aclu-or.org/sites/default/files/field_documents/acluor_decriminalizing_homelessness_report_ink-friendly_final.pdf) <sup>37</sup> Decriminalizing Homelessness, ACLU Oregon, 2017, [https://aclu-or.org/sites/default/files/field\\_documents/acluor\\_decriminalizing\\_homelessness\\_report\\_ink-friendly\\_final.pdf](https://aclu-or.org/sites/default/files/field_documents/acluor_decriminalizing_homelessness_report_ink-friendly_final.pdf)

## METHODOLOGY

To conduct the landscape assessment, Metropolitan Group conducted desktop research of 52 workforce development and transitional services in Multnomah, Clackamas and Washington counties, as well as organizations that advocate for policy changes that impact formerly incarcerated Black, Indigenous and other people of color. Thirty-nine organizations have programs in Multnomah County, 14 in Washington County and 14 in Clackamas County as illustrated in Figure 3.

**Figure 3:** Workforce development and transition service providers in the landscape assessment and counties where they operate



To gain additional information, a survey that was disseminated to 63 individuals at the 52 organizations. The survey was administered on February 18, 2020, and closed on March 11, 2020. Participants were offered gift cards for their participation. Fifteen individuals responded to the survey, for a 24% completion rate. Eleven organizations were represented. One respondent was removed from the analysis due to incompleteness for a total of 14 respondents. Three respondents from IRCO contained information regarding overlapping programs; these responses have been combined into one response that combines all programs.

Information from the desk top research and survey was used to populate a snapshot overview of workforce development, transition and wraparound services to support people of color impacted by incarceration in the tri-county area. The information was supplemented with some telephone interviews. The database of services was submitted to Metro RID.

The findings that follow are primarily based on the responses to the survey of the following organizations:

***Cascadia Behavioral Healthcare***

- Cascadia Supported Employment program
- IPS Supported Employment program

***Central City Concern***

- Clean Start

***Clackamas Workforce Partnership***

***Constructing Hope***

- Pre-Apprenticeship Adult Program

***Ecotrust***

- Green Workforce Academy

***Immigrant and Refugee Community Organization (IRCO)***

- Community Works Project, A Home for Everyone, Living Solutions, NW Promise, and Clackamas Works

***Oregon Tradeswomen***

- Pathways to Success

***ROSE Community Development***

- Resident Assets

***SE Works, Inc.***

***Self Enhancement, Inc.***

- Community and Family Programs

***The Blueprint Foundation***

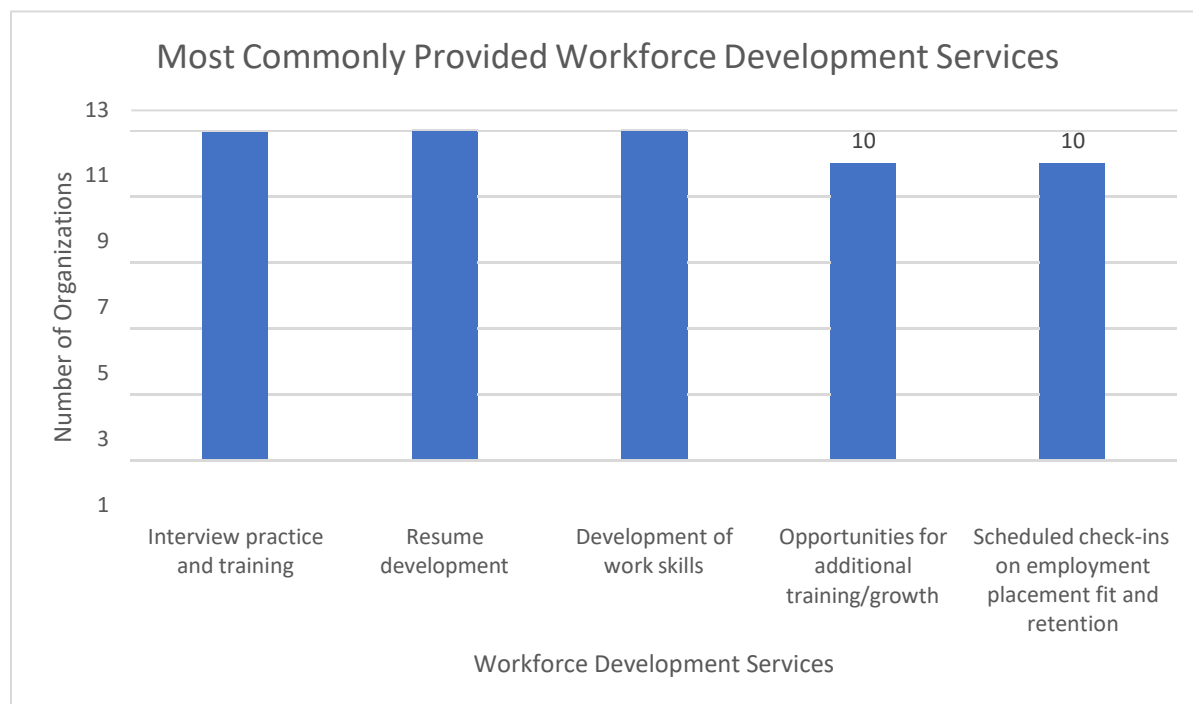
- Grounding Waters and Constructing Careers

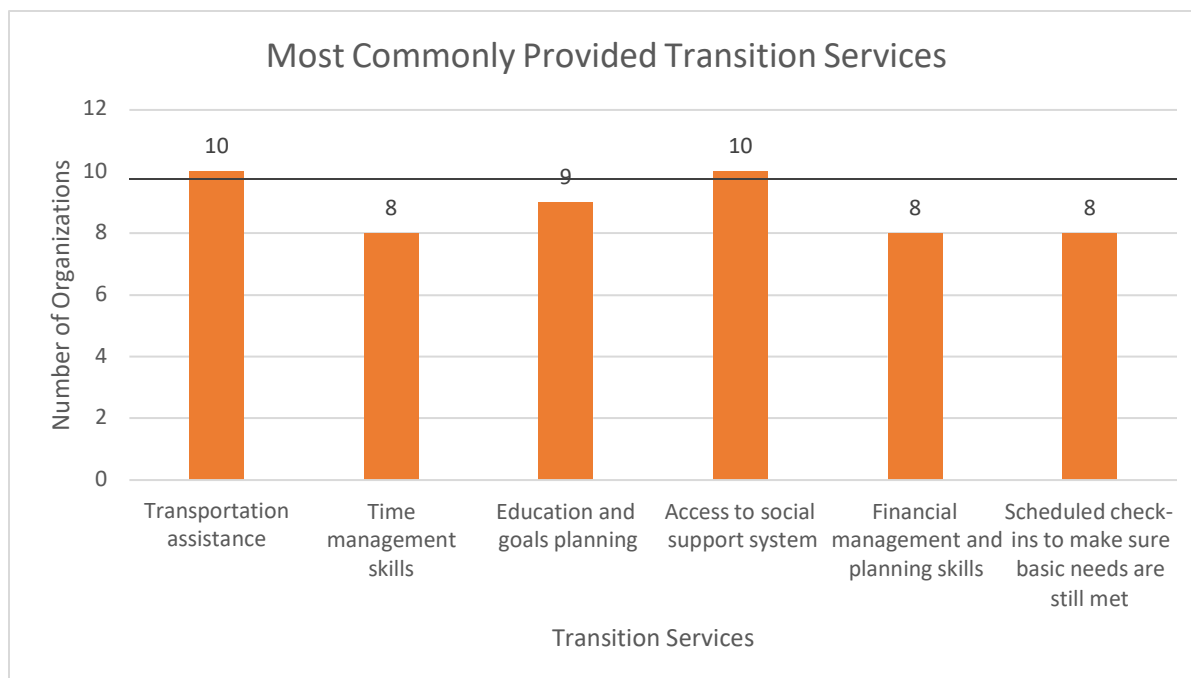
## FINDINGS

The findings that follow are primarily based on the information obtained from survey respondents. In some cases, Metropolitan Group offers additional relevant information obtained through desktop research and phone calls. The information obtained from all sources was added to the snapshot and the contact list.

**Finding 1: Workforce development and transition services are provided by all of the respondents, even among organizations that do not consider themselves to be workforce development or transition oriented.**

All of the organizations provide at least one workforce development service, despite three organizations (Cascadia Behavioral Healthcare – Cascadia Supported Employment, ROSE Community Development, and Self Enhancement, Inc.) that classify themselves as support/wraparound services rather than workforce development and/or transition services. Half of the respondents (seven) classify their organizations as workforce development. No respondents classified their organizations as transition services, and only four classified their organizations as both workforce development and transition services, despite the fact that the majority of organizations indicated services they provide within the continuum of workforce development and transition services.





**Finding 2: There appears to be a discrepancy between the services needed by individuals impacted by incarceration and the services that are available, especially those that help people obtain higher-paying jobs.**

Less than half (four of 14) of the organizations assist participants in obtaining a GED or high school diploma. Since people who have been in prison are twice as likely to have not graduated from high school,<sup>38</sup> this may pose an additional barrier for this population. Without a high school diploma and higher education or specialized job training, individuals are often relegated to low-paying jobs. However, six of the 14 respondents indicated that their organization offers specialized job training.

*Assistance in obtaining a GED or high school diploma:*

Cascadia Behavioral Healthcare – IPS Supported Employment program  
 Clackamas Workforce Partnership  
 IRCO  
 SE Works, Inc.

*Specialized job training:*

Central City Concern  
 Clackamas Workforce Partnership  
 IRCO  
 SE Works, Inc.  
 The Blueprint Foundation

<sup>38</sup> <https://www.prisonpolicy.org/reports/education.html>.

**Finding 3: The majority of respondents reported that their organizations provide culturally specific services. When asked to specify which populations are served, fewer organizations provided responses, so it is unclear how each organization defines culturally specific services.**

Eight respondents reported that their organizations provide culturally specific services. At the most basic level, culturally specific services are those created by and with communities of color, whose staff and board leadership reflect the communities being served, and which the community itself recognizes as being culturally specific. Multnomah County has a much more detailed definition that is included in Appendix iv.

Of the respondents who reported their organizations provide culturally specific services, seven out of eight serve the Black and African American community; four out of eight provide services to Latinos/as/x communities; and three out of eight provide services to Indigenous or Native peoples. Clackamas Workforce Partnership, IRCO and Ecotrust indicated that they provide services to all three populations specified on the survey.

*Organizations offering culturally specific services (based on the survey). Refer to the snapshot for additional culturally specific resources.*

Black/African American populations	Latino/a/x populations	Indigenous/Native populations
Constructing Hope	Clackamas Workforce Partnership	Clackamas Workforce Partnership
Clackamas Workforce Partnership	Ecotrust	Ecotrust
Ecotrust	IRCO	IRCO
IRCO	SE Works, Inc.	
SE Works, Inc.		
Self Enhancement, Inc.		
The Blueprint Foundation		

The respondents from Cascadia Behavioral Healthcare did not indicate specific populations and noted in the “other” category: “We work with all kinds of people and try to be aware of cultural needs and biases.”

While Central City Concern did not specifically mention in its survey response that it provides culturally specific services, it does operate Imani Center for services specific to Black and African American populations and the Puentes program for Latino populations. This information is included in the snapshot.

As previously noted, there is little data about Native peoples in the criminal justice system, within labor statistics and in general. A vital source of information and support locally is Red Lodge Transition Services, a Native American-led organization that provides a wide variety of services to men and women released from jail or prison in addition to providing programming in state prisons.

According to Red Lodge, Native Americans are experiencing an all-time high in regard to incarceration:<sup>39</sup>

- Native Americans represent less than 2% of the total population, yet comprise almost 4% of the Oregon prison population.
- In Oregon prisons, Native American women are more overrepresented than Native American men.
- One out of every 30 Native people in Oregon currently has some connection to the corrections system as a victim or an offender.
- Native peoples are more than twice as likely to be victims of violent crime, and Native Americans are more likely than people of other races and ethnicities to be victims of violence from a person of a different race or ethnicity.
- Most crimes are connected with substance abuse.

**Finding 4: Organizations were most likely to work with individuals who have experienced incarceration, and least likely to work with youth on probation and individuals on probation from federal supervision.**

There were only four respondents who said that their organizations serve individuals in each of the incarceration-impacted categories: Clackamas Workforce Partnership, Ecotrust, Constructing Hope, and SE Works. Self Enhancement, Inc. serves individuals in all categories except those on probation under federal supervision, and Cascadia BHC serves all individuals except youth on probation from the Oregon Youth Authority. Cascadia Behavioral Healthcare serves individuals on probation from a state facility, but not from county facilities. IRCO noted it serves individuals who have experienced incarceration, but not individuals on probation. Four respondents skipped the question, so most likely do not serve this population.

*Serve individuals who have experienced incarceration:*

Cascadia Behavioral Healthcare – Cascadia Supported Employment, IPS Supported Employment  
Clackamas Workforce Partnership  
Constructing Hope  
Ecotrust  
IRCO  
SE Works, Inc.  
Self Enhancement, Inc.

*Serve individuals on probation from a state facility:*

Cascadia Behavioral Healthcare – Cascadia Supported Employment, IPS Supported Employment  
Clackamas Workforce Partnership  
Constructing Hope  
Ecotrust  
SE Works, Inc.

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<sup>39</sup> <https://redlodgetransition.org/>

Self Enhancement, Inc.

*Serve individuals on probation from county facilities:*

Cascadia Behavioral Healthcare – IPS Supported Employment  
Clackamas Workforce Partnership  
Constructing Hope  
Ecotrust  
SE Works, Inc.  
Self Enhancement, Inc.

*Serve individuals on probation under federal supervision:*

Cascadia Behavioral Healthcare – IPS Supported Employment  
Clackamas Workforce Partnership  
Constructing Hope  
Ecotrust  
SE Works, Inc.

*Serve youth on probation from the Oregon Youth Authority:*

Clackamas Workforce Partnership  
Constructing Hope  
Ecotrust  
SE Works, Inc.  
Self Enhancement, Inc.

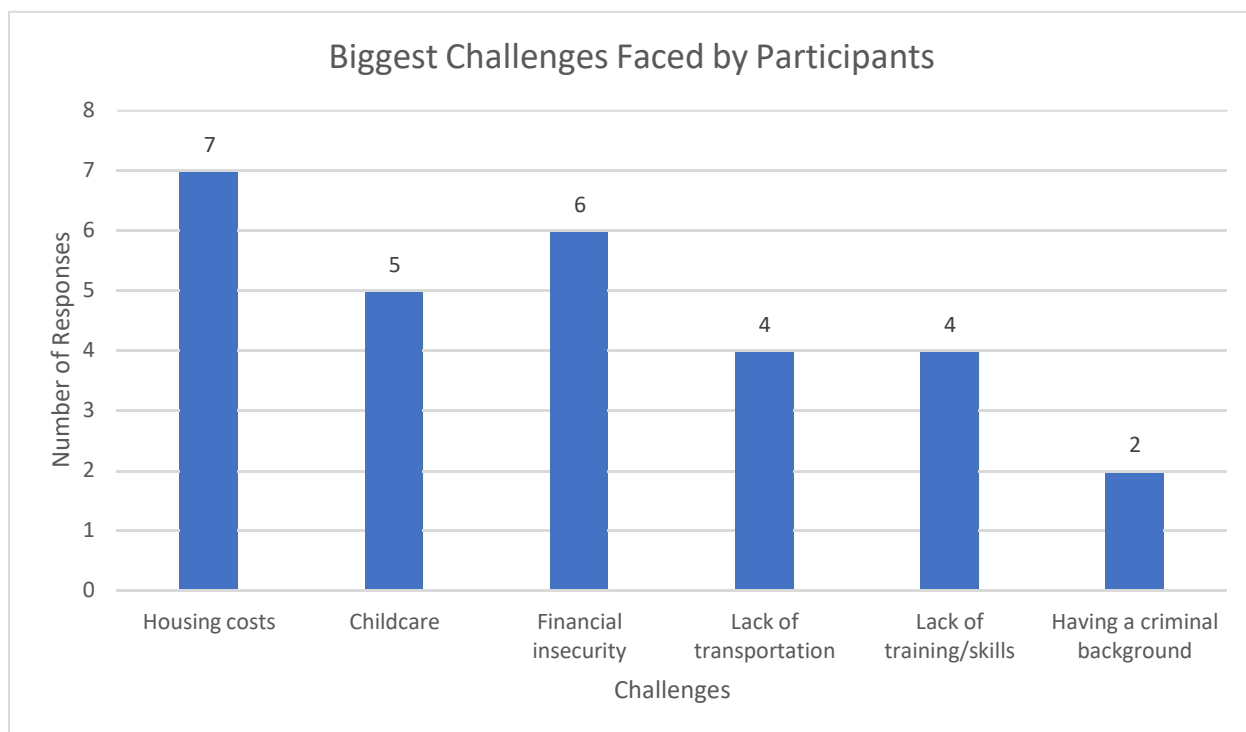
*Respondents that skipped the question:*

Central City Concern  
Oregon Tradeswomen  
ROSE Community Development  
The Blueprint Foundation

**Finding 5: The biggest challenges faced by program participants, according to respondents, are housing costs, child care, financial insecurity, lack of transportation, lack of training/skills and having a criminal background. These challenges represent a gap that needs to be filled in order to help individuals impacted by incarceration transition to stable and successful community life.**

Organizations are working to address some of the challenges facing participants. This is evidenced by transportation assistance and financial management being among the most commonly provided workforce development and transition services. These challenges correspond to the lack of educational attainment and lower availability of higher-paying jobs for people with a criminal history, relegating this population to a lower socioeconomic status.





**Finding 6: A gap appears to exist in the provision of several transition services important for successfully integrating into community life following incarceration. These services include conflict resolution, assistance understanding probation terms, access to debt counselors, and access to necessary behavioral and physical health care services.**

Court-imposed fines can leave individuals impacted by incarceration with severe and lifelong financial debt. In Washington state, 19,000 new debt accounts are added each year for people who have been incarcerated.<sup>40</sup> Of the organizations surveyed, only one, SE Works, Inc., provides several key services, such as conflict resolution, assistance understanding probation terms and access to debt counselors. The ability to obtain access to necessary physical and mental health care services is also critical to a successful transition, particularly because individuals impacted by incarceration have higher rates of physical and mental health conditions.<sup>41</sup> Of the surveyed organizations, two said they offer behavioral health services and two offer health care assistance. It is likely that most or all organizations refer clients out for health care and behavioral services.

*Understanding probation terms:*

Cascadia Behavioral Healthcare – Cascadia Supported Employment  
SE Works, Inc.

*Access to debt counselors:*

Cascadia Behavioral Healthcare – IPS Supported Employment

<sup>40</sup> <https://www.theatlantic.com/politics/archive/2016/06/how-prison-debt-ensnares-offenders/484826/>.

<sup>41</sup> <https://www.aafp.org/about/policies/all/incarcerationandhealth.html>.

Clackamas Workforce Partnership  
Works, Inc.  
Self Enhancement, Inc.

*Behavioral health services:*

Cascadia Behavioral Healthcare – Cascadia Supported Employment  
IRCO

*Health care assistance:*

IRCO  
SE Works, Inc.

**Finding 7: Sobriety is a requirement for access to services for some of the organizations; however access to substance use treatment is limited.**

Sixty-five percent of individuals in prison have a substance use disorder, and an additional 20% did not meet the criteria for a substance use disorder but were under the influence of a substance at the time of their arrest.<sup>42</sup> In Oregon, a formerly incarcerated person in prison for a drug-related crime cannot receive TANF benefits unless they have attended treatment.<sup>43</sup>

Of the five organizations that require sobriety in order to access services, one organization, The Blueprint Foundation, specified that sobriety is a requirement for its construction training program, and Self Enhancement, Inc. specified that the organization does not ask about sobriety nor does it impact services; however if it is informed about this need, it will refer an individual to treatment services. One organization, SE Works, Inc., skipped the question.

*Organizations that require sobriety in order to access all or some services:*

Central City Concern  
Constructing Hope Oregon  
Tradeswomen Self  
Enhancement, Inc. The  
Blueprint Foundation

None of the survey respondents identified that they provide substance abuse treatment. However, Metropolitan Group's research found that Central City Concern (CCC) provides substance use and addiction treatment at its Blackburn Center through medication support recovery services, peer and group support, and counseling. All of CCC's housing units are an Alcohol and Drug Free Community and require 90 days verifiable sobriety and participation in an ongoing treatment program. CCC's Puentes program provides culturally specific recovery services for Latinos and their families. Cascadia Behavioral Health operates the Turning Point program in three Department of Correction facilities, and provides group and individual therapy to address substance dependence and related issues. Bridges to Change operates inside the treatment dorm in Washington County and pairs participants with mentors after they complete the first phase of recovery treatment. In Multnomah County, its Reentry Enhancement

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<sup>42</sup> <https://www.drugabuse.gov/publications/drugfacts/criminal-justice>.

<sup>43</sup> Can Felons Get Welfare? <https://www.jobsforfelonshub.com/can-felons-get-welfare/>

Coordination program provides substance use treatment inside the prison and then provides continued support through 90 days of intensive supervision, outpatient treatment, supportive housing and support finding employment upon release. Bridges' Short Term Transleave program allows for 90 days early release, and participants receive substance use disorder treatment at Volunteers of America. For services not specifically for incarcerated individuals, DePaul Treatment Centers offer a wide range of recovery services for adults, youth and families that range from detox to outpatient and continued mentorship.

**Finding 8: There is a discrepancy between the number of organizations that say they provide placement in jobs that offer a living wage and the cost of living in the Portland tri-county area.**

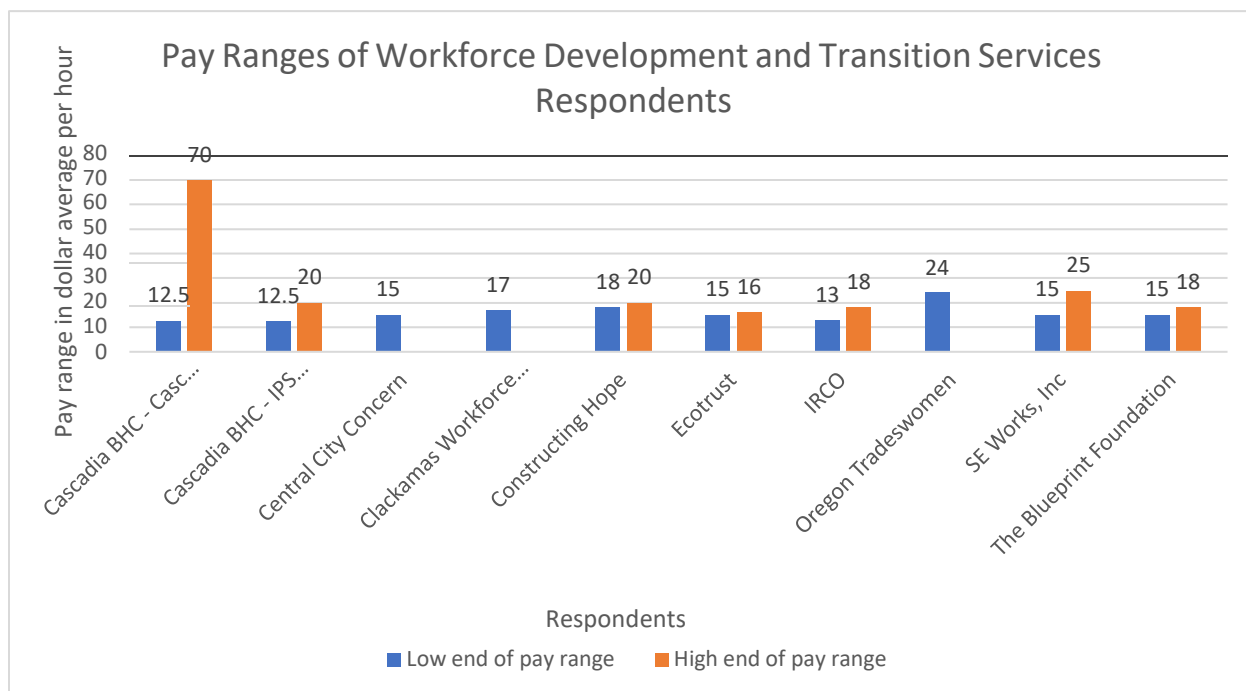
Nine of the respondents reported that the jobs in which they place individuals provide a living wage. In Multnomah, Washington and Clackamas counties, a living wage for one adult with no children is \$15.16/hour, and a living wage for one adult with two children is \$35.53/hour.<sup>44,45,46</sup> In contrast, the hourly wages reported by survey respondents ranged from \$12.50/hour to \$70/hour—however, six of these include jobs with wages below \$15.16/hour. It is also worth taking into consideration that one of the biggest challenges reported by survey respondents is child care, implying that clients have children. Thus, it is likely that \$15.16/hour is not actually a living wage. The pay ranges offered by each organization that responded to the survey are included in the chart that follows.

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<sup>44</sup> <https://livingwage.mit.edu/counties/41051>.

<sup>45</sup> <https://livingwage.mit.edu/counties/41067>.

<sup>46</sup> <https://livingwage.mit.edu/counties/41005>.



**Finding 9: There are various pathways into programs, including referrals, outreach, walk-ins and applications. Success is often defined by participant goals, usually in terms of job attainment, and marks the pathway out of the program.**

Some organizations require specific referrals from the Department of Human Services, or case managers, or attendance at a mandatory training before offering services. These include IRCO, both programs from Cascadia Behavioral Healthcare, and Oregon Tradeswomen. Other organizations conduct outreach or accept walk-ins. This is the case with Clackamas Workforce Partnership, Constructing Hope, IRCO, and Self-Enhancement, Inc. There are also organizations that have an application process. This includes ROSE Community Development; The Blueprint Foundation, which has a noncompetitive application process; and Central City Concern, in which individuals apply to job postings on its website.

For almost all programs, individuals are able to decide when to leave. Most programs define a successful exit as one in which participants have “reached their goals,” or are “working in their job of choice with acceptable wages and hours.” The exceptions are programs that have a specific job career path, such as Constructing Hope, in which individuals go on to Bureau of Labor and Industries certified apprenticeships with local union and non-union sites; and Oregon Tradeswomen, in which individuals finish training and begin an apprenticeship.

**Finding 10: Some organizations provide services *inside* prisons to help people prepare for a successful transition as they approach their release date. The majority of these programs provide substance use treatment and referral to services upon release, as well as providing mentors and support groups.**

Transitioning from the intensely supervised and regimented experience of life inside prison to life outside can be a jarring adjustment. Services that begin before release can be key in helping people successfully navigate this drastic adjustment by providing continued, consistent support throughout the process.

Although not a question on the survey, MG conducted research to identify organizations that support people prior to release. Many of the reach-in services MG came across are linked to a substance use or behavioral health program operated on the inside. Bridges to Change offers two reach-in mentorship programs in Washington County, one specifically for those in the Treatment Dorm and one for others generally referred. In Multnomah County, its Re-entry Enhancement Coordination and Multnomah County Justice Reinvestment Program (MCJRP) provide significant support for people exiting prison who have engaged in their substance use treatment programs. Cascadia Behavioral Health offers Turning Point, which helps coordinate care and refer people with behavioral health and substance use challenges to services. The Multnomah County Department of Community Justice also operates a reach-in program for people in state prisons that helps link them to relevant services upon release.

## RECOMMENDATIONS

The data suggests that formerly incarcerated people—especially BIPOC—are disadvantaged educationally, economically and socially, nationally and in Oregon as a result of historic and systemic racism and long standing policies that disproportionately impact certain populations. This further widens disparities and perpetuates inequality.

The data suggests that there is a great need for workforce development and transition services leading to employment that pays a living wage and support /wrap around services that remain with people for one to two years, to reduce recidivism, help formerly incarcerated people integrate back into society and become contributing members of their communities.

There are several actions that Metro RID and the WPES department in which it is housed can take to help eliminate barriers and create a more inclusive workplace for formerly incarcerated BIPOC, and in so doing advance the vision of the 2030 Regional Waste Plan for increased racial equity.

### **1) Take a people-centered lens and approach to programmatic decision making and RID communications.**

- Expand on the current WPES decision-making lens for equity guidance for budget and programmatic decision making to take into consideration hourly workers
- Consider how RID, WPES and Metro overall, can offer stability for hourly workers, who are most vulnerable to cuts in hours and fluctuating schedules from week to week.
- Elevate voices and people's ability to be resilient (strength based) through storytelling.

**2) Recognize how unconscious bias may impact decision-making and how people are treated in the workplace.**

- Create welcoming, safe, inclusive space at deployment center
- Continue to create awareness within MRC about historic and systemic racism and the need for racial equity
- Provide more education/training for Metro employees on prison system and related disparities and inequities, including the connection between homelessness and incarceration

**3) Create a higher quality and more equitable employment experience for RID contract employees.**

- Create a higher baseline hourly wage for RID contract employees.
- Extend Metro employment benefits such as financial literacy and access to Employer Resource Groups to RID contract employees
- Include support services as part of the benefits package for program participants (see number 5 below for more details)
- Consider job shadows, mobility coaching and basic workforce development services (job search, resume writing etc.) to support advancement.

**4) Eliminate the use of background checks that keep formerly incarcerated people and people impacted by the justice system from being hired at Metro, even after years of contract work at the agency.**

- Consider how Metro can be an exemplar for other public agencies as well as major employers by creating pathways and eliminating barriers for people with records.

**5) Expand strategic partnerships** to leverage Metro's ability to provide baseline needs (housing, health, social system, legal aid, GED) and/or bring experience with and culturally specific services for RID's priority populations. Some of the providers that stood out in the survey and may merit deeper exploration, include: Red Lodge, IRCO, Mercy Corps, Clackamas Workforce Partnership.

- Examine values alignment (restorative justice, trauma informed care, whole systems approach) with organizations as a core criteria for partnership (restorative justice, trauma informed care, whole systems approach)
- Ensure exploration of partnership is at an organization level rather than solely at a programmatic level in order to take full advantage the full spectrum of services they offer. It is strongly recommended that RID begin this process with Central City Concern, that could be a full service partner.
- Consider accessibility of support services offered to RID employees (so people don't have to run around town, adding to current transportation barriers)
- As RID identifies its partners, synchronize with DEI to determine if the potential partner organizations are eligible for a capacity-building grant

**6) Leverage Metro's influence as a public agency by advocating for key policy issues and modeling way for the greater Portland community.**

- Examples of potential policy work include:

- Living Wage: not exploiting prison workers
- Plan to protect most vulnerable works in a disaster/crisis
- Strengthen the link between housing and the needs of the formerly incarcerated
- Identify which of Metro's vendors use inmate labor and do not pay living wages. Set up expectations of other governmental partners that receive funding from Metro that they pay living wages for inmate labor. State equity expectations and ask that they report on equity goals and define what those are (such as "our goal is 50%

## APPENDIX I. MULTNOMAH COUNTY DEFINITION OF CULTURALLY SPECIFIC SERVICES

*Organizations providing Culturally Specific Services* demonstrate alignment of founding mission with the community proposed to be served (creation of mission was historically based in serving communities experiencing racism) and alignment with the outcomes desired by the program.

*Organizations providing Culturally Specific Services* demonstrate intimate knowledge of lived experience of the community, including but not limited to the impact of structural and individual racism or discrimination on the community; knowledge of specific disparities documented in the community and how that influences the structure of their program or service; ability to describe the community's cultural practices, health and safety beliefs/practices, positive cultural identity/pride/resilience, immigration dynamics, religious beliefs, etc., and how their services have been adapted to those cultural norms.

*Organizations providing Culturally Specific Services* demonstrate multiple formal and informal channels for meaningful community engagement; participation and feedback exists at all levels of the organization (from service complaints to community participation at the leadership and board level). Those channels are constructed within the cultural norms, practices and beliefs of the community, and affirm the positive cultural identity/pride/resilience of the community. Community participation can and does result in desired change.

*Organizations providing Culturally Specific Services* demonstrate commitment to a highly skilled and experienced workforce by employing robust recruitment, hiring and leadership development practices including but not limited to valuing and screening for community and/or lived experience; requirements for professional and personal references from within the community; training standards; professional development opportunities and performance monitoring.

*Organizations providing Culturally Specific Services* demonstrate commitment to safety and belonging through advocacy; design of services from the norms and worldviews of the community; reflect core cultural constructs of the culturally specific community; understand and incorporate shared history; create rich support networks; engage all aspects of community; and address power relationships.





February 3<sup>rd</sup> 2021

# RID Patrol Program Best Practices

The Community Stewardship team in Metro's Waste Prevention and Environmental Services Department has identified best practices that inform how we develop programs and services. The following best practices are drawn from research, as well as, engagement that centered the voice of our regional partners RID Patrol collaborates with to deliver more effective, upstream, and equitable approach to solid waste enforcement. These practices function as a toolkit and a lens that supports staff and management when designing internal operations, workforce programs, and cleanup services on public land. As a team, we strive to cultivate a culture of competency surrounding these concepts in order to achieve our vision of a waste reduction program, centered on people, and deliver on the vision of the [2030 Regional Waste Plan](#).

Practice & Definition	RID Patrol Commitment Statement
<b>Trauma-Informed Care</b> An approach to in the human services field that assumes that an individual is more likely than not to have a history of trauma. Trauma-informed care recognizes the presence of trauma symptoms and acknowledges the role trauma may play in an individual's life.	<b>In practice this means...</b> RID Patrol is committed to developing programs and services that support safe and productive work environments. Our program recognizes that is it more likely than not that our staff and the people we serve have been impacted by adverse lived experiences.
<b>Harm Reduction</b> Harm reduction is a set of practical strategies and ideas aimed at reducing negative health, social and legal consequences associated with drug use. Harm reduction is also a practice deeply rooted in restorative justice built on the belief in, and respect for and the rights of people who have used drugs.	<b>In practice this means...</b> RID Patrol and its partners are committed to using harm reduction <a href="#">principles and methods</a> to reducing negative consequences associated with the people we serve in the field who use drugs. RID Patrol will follow these guidelines internally and externally, while still adhering to and enforcing Metro's policies for employment regarding the use of drugs. RID Patrol will apply these guidelines which are grounded in justice and human rights to create positive change and reduce harms of program practices and services.

Practice & Definition	RID Patrol Commitment Statement
<p><b>Restorative Justice</b> Restorative justice is a process for achieving justice that helps to restore the dignity of all people involved in a wrong-doing and puts into place a framework for each person involved to have the opportunity to share in their mutual human development.</p>	<p><b>In practice this means...</b> In line with the first principle of the 2030 Regional Waste Plan, Community Restoration, RID Patrol is committed to acknowledging and repairing its own negative impacts from past practices. RID Patrol will focus on the opportunity to create reconciliation with community at large and support its program participants to see themselves as stewards of our region.</p>
<p><b>Self-determination</b> A motivational leadership theory centered in the acknowledgment that people thrive best when they can self-determine their own destiny. This theory centers the pillars of psychological growth: Competence, Connection, and Autonomy.</p>	<p><b>In practice this means...</b> RID Patrol will strive to ensure all members of our team have access to gaining competencies towards skills they seek for success, connection to safe communities that cultivate a sense of belonging, and the autonomy to manage independence through good decision making.</p>
<p><b>Center Social Determinants of Health</b> A health equity practice that evaluates a multitude of conditions in places where people live, learn, work, and play that affect a wide range of health risks and quality of life outcomes.</p>	<p><b>In practice this means...</b> RID Patrol will plan and evaluate its workforce program, as well as public service delivery, by considering social determinants of health for employees and members of the public to create environments, social and physical, that promote good health for all.</p>
<p><b>Racial Equity</b> Metro defines racial equity as a practice where race can no longer be used to predict life outcomes and all outcomes for all groups are improved.</p>	<p><b>In practice this means...</b> RID Patrol will focus its internal operations to employ those who have the most barriers to employment based on race. In line with the 2030 Regional Waste Plan, RID Patrol will also prioritize its service delivery utilizing actions in the plan identified as having the highest potential to increasing racial equity in the system.</p>

# RID PATROL



Past ... Present ... Future

## How it all began (1993 - 2018)

1993

Started to clean up dumped and abandoned garbage in public spaces

1993 - 2016 cleanup services delivered with just 2 inmate crews

AVERAGE RESPONSE TIME

<3 DAYS

\$20

Program started from a concern that a \$20 increase in rates would increase illegal dumping in the region

IGAs with local and state agencies for camp cleanup and disposal support

## What's going on now? (2019-2021)

2019

4,380 TOTAL SITES

56 TONS

LAST 3 MONTHS

4

WORK CREWS REDUCED IN EARLY 2020 DUE TO COVID

220 POUNDS

AVERAGE WEIGHT OF EACH 2019 SITE CLEANUP

DEMAND FOR SERVICE MORE THAN DOUBLED SINCE 2012

2X

AVERAGE RESPONSE TIME

45 BUSINESS DAYS

9 WEEKS

## What we need to be successful

6

INCREASE CREWS BY AUGUST 2021

ADD NEW PROGRAM STAFF

8

SECURE NEW DEPLOYMENT FACILITY

\$2.5 MILLION BUDGET MODIFICATION

# Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: Wednesday April 28<sup>th</sup>, 2021  
To: Metro Council  
From: Roy Brower, Director, Waste Prevention and Environmental Services Department  
Subject: Community Cleanup Expansion Options

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## Overview

At the April 20, 2021 work session, Metro Council directed staff to develop additional options for expanding and expediting community clean-up efforts in the region. The current FY 21-22 budget proposal includes RID workforce transition expansion for \$2.5M and 8.0 FTE to add four additional workforce transition employee crews for a total of six crews. The proposal did not include additional support to directly fund cleanup and restoration efforts by local community groups, neighborhoods or small businesses that could help the region address the immediate concerns. This worksheet outlines additional options for Metro Council consideration.

This proposal could include a budget amendment of \$1,000,000.00 by either reallocating Innovation and Investment grant funding or spending solid waste reserves and will include 1.0 FTE for program administration.

## Expansion Options

In addition to the RID crew expansion, staff recommends the following options for consideration:

- 1. Expand RID Patrol private/public partnership for cleanup crews (\$325,000).** This would include funding for two additional two-person crews through private partnerships recruited through a procurement process focusing on COBID, BIPOC businesses. While this would be distinct from the workforce transition program, WPES would seek proposals from businesses working with individuals within or coming out of recovery or re-entry programs and assign clean up or restoration work. Additional crew-equivalents could be added at \$167,000/crew equivalent.
- 2. Increase financial support for local community groups, neighborhoods, small businesses and local governments (\$430,000).** This would include funding and 1.0 FTE to assist with the immediate cleanup and disposal of collected waste in the region. The department regularly receive requests from community groups, neighborhood associations and small businesses for disposal fee waivers and donation of trash bags, tools, paint and other supplies. This would address these increasing requests and help connect local organizations with direct financial assistance and services for a range of clean-up needs to assist the most impacted communities.

- 3. Increase donation of Metro paint to help with graffiti removal in public spaces (\$330,000).** This would include funding and making a current variable hour employee as a full time FTE to increase the volume of paint offered through donations or reduced costs to community groups, neighborhood organizations and local small businesses to help with graffiti removal in public spaces or to repaint small businesses or key community assets. This also includes donated or discounted paint for local government partners. These donations would be coordinated through financial assistance for community clean-up programs.

### Next Steps

If Metro Council would like to proceed with one or more of these options, staff will develop an amendment for the FY 21-22 budget proposal.

1. RID Patrol private/public partnership for cleanup crews (2 additional crews)	\$325,000
2. Direct financial support for community cleanups	\$300,000
3. 1.0 FTE for community cleanup program coordination	\$130,000
4. Paint donations for graffiti removal and equipment	\$200,000
5. 1.0 FTE for paint donation and outreach coordination (already budgeted)	\$130,000
<b>Total</b>	<b>\$1,085,000</b>

Metro Council can consider the various options at the May 11, work session and staff will return with a budget amendment responsive to the Council's recommendation.

