



# 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 envisions 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> Identity 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/transformational 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 programming 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 Ensnarers Offenders, The Atlantic, June 2016.