



MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS
ROOM 605, COUNTY COURTHOUSE
1021 S.W. FOURTH AVENUE
PORTLAND, OREGON 97204

GLADYS McCOY • Chair • 248-3308
PAULINE ANDERSON • District 1 • 248-5220
GRETCHEN KAFOURY • District 2 • 248-5219
CAROLINE MILLER • District 3 • 248-5217
POLLY CASTERLINE • District 4 • 248-5213
JANE McGARVIN • Clerk • 248-3277

AGENDA OF
MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS
FOR THE WEEK OF
February 29 - March 4, 1988

- Tuesday, March 1, 1988 - 9:30 AM - Planning Items . . . Page 2
following by Informal Briefing
- Tuesday, March 1, 1988 - 1:30 PM - Informal Meeting . . Page 3
- Thursday, March 3, 1988 - 9:00 AM - Executive Session . Page 4
followed by Formal Meeting at approximately 9:30 AM
and Special Session relating to Budget Policy Issues

Tuesday, March 1, 1988 - 9:30 AM

Multnomah County Courthouse, Room 602

Decisions of the Planning Commission of February 8, 1988 reported to the Board for acknowledgement by the Presiding Officer:

- A
- CS 1-88 Approve change in zone designation from RC, SEC, to RC, SEC, C-S, community service, to allow a historic museum and exhibit space;
 - CU 2-88 Approve, subject to a condition, request for a conditional use approval for a bed and breakfast facility, all for property at 36817 East Crown Point Highway
 - HP 1-88 Approve amendment of Sectional Zoning Map #757, changing the described property from CFU, SEC to CFU, SEC, HP-1, historic preservation district;
 - CU 3-88 Approve, subject to conditions, conditional use request of the lodge on the described property as a bed and breakfast facility, all for property at 46650 East Crown Point Highway

INFORMAL BRIEFING

Work Session on Emergency Medical Services

Tuesday, March 1, 1988 - 1:30 PM

Multnomah County Courthouse, Room 602

INFORMAL

1. Informal Review of Bids and Requests for Proposals:
 - a) Hooper Detox Center/Holding Area HVAC Improvements
 - b) NE Glisan St., SE Stark St., NE & SE 172nd Ave.,
SE & NE 181st Ave., NE 165th Ave.
2. Monthly Library Update - Sarah Long
3. Fairview Deinstitutionalization - Gary Smith
4. Informal Review of Formal Agenda of March 3
5. Briefing on Internal Audit Report #1-88, Juvenile Justice Division - Anne Kelly Feeney
6. Briefing on Audit Follow-up Report - Anne Kelly Feeney
7. Status Report on contract negotiations with the City on printing and various services - Kathy Busse

Thursday, March 3, 1988, 9:00 AM

Multnomah County Courthouse, Room 602

Formal Agenda

EXECUTIVE SESSION - for purposes of collective bargaining (ORS 192.660(2))

Ken Upton to discuss collective bargaining issues relating to the Prosecuting Attorneys Association and Local 88 (AFSCME) contracts (approximately 1 hour)

APPROXIMATELY 9:30 AM

REGULAR AGENDA

BOARD OF COUNTY COMMISSIONERS

- R-1 In the matter of appointment of Roy Jay to the Justice Coordinating Council
- R-2 In the matter of appointment of Carol Pool to the Skyline Road District
- R-3 In the matter of appointment of Frank Arnold to the Columbia Gorge Interpretative Center Advisory Board
- R-4 In the matter of reappointment of Larry Naito to the Central City Concern Board
- R-5 In the matter of appointment of Sam McCall, Joetta Ervins, Larry Pry, Evelyn Miller and Riki Brown to the Welfare Advisory Board

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-6 Order Accepting Deed to Property for County Road Purposes from the following: Robert R. and Anita L. Bailey - Troutdale Road
- R-7 Hearing, Objections if any, to proposed assessments for the improvement of SE Ankeny Street, from SE 102nd Avenue to the W/L of Tax Lot 178, Section 33, T1N, R2E, W.M., Petition #1071, Project #D-649, Contract #4213-AD-87
- R-8 Resolution in the matter of the New Swim Facility at Blue Lake Park

No?

No?

Need Howard cc/KK H?

R-9a Budget Modification DES #9 reflecting additional revenues in the amount of \$32,005 from State Land Conservation and Development Commission to Planning, various line items, to implement two grant programs relating to land use planning program (1 - continuing maintenance grant for long range planning maintenance for period July 1, 1987 to April 30, 1989 - \$17,135; 2) Periodic Review of its land use plan for period August 28, 1987 to final order or April 30, 1989, whichever occurs first - \$38,077), and funding additional employees

Home Standard

R-9b Notice of Intent to apply to Oregon Department of Land Conservation & Development Commission for periodic review grant in the amount of \$38,077 for Planning Division

NONDEPARTMENTAL

R-10 Budget Modification Nondepartmental #9 making an appropriation transfer in the amount of \$13,283 within Tax Supervising Commission from Materials and Services to Personal Services to cover wage increases effective July 1, 1987

No?

BOARD OF COUNTY COMMISSIONERS

R-11 Resolution in the matter of the Performance Agreement for Emergency Communication Based upon the Emergency Communications/Operations Center Agreement

R-12 Resolution in the matter of Emergency Basic Needs Committee Report of February 23, 1988

Hand c/7/8/8 or?

BUDGET COMMITTEE

(Recess as Board of Commissioners and sitting as the Budget committee)

R-13 Consideration of Budget Policy Issues - 5 year revenue projections

Thursday Meetings of the Multnomah County Board of Commissioners are recorded and can be seen at the following times:

Thursday, 10:00 PM, Channel 11 for East and West side subscribers

Friday, 6:00 P.M., Channel 27 for Rogers Multnomah East subscribers

Saturday 12:00 PM, Channel 21 for East Portland and East County subscribers

Please run the following Classified Advertisement as indicated below, under your CALL FOR BIDS section.

MULTNOMAH COUNTY

Hooper Detox Center/Holding Area - HVAC Improvements

Bids Due March 29, 1988 at 2:00 P.M.
Bid No. B61-300-1527

Sealed bids will be received by the Director of Purchasing, Multnomah County Purchasing Section, 2505 S.E. 11th Ave., Portland, OR 97202 for:
Heating and Air Conditioning Additions & Modifications

Plans and Specifications are filed with the Purchasing Director and copies may be obtained from the above address for a \$5.00 non-refundable fee. CHECKS AND MONEY ORDERS ONLY. Plans and Specifications will not be mailed within the Tri-County area.

PREBID CONFERENCE: MANDATORY - March 16, 1988 - 10:00 am - Hooper Detox Center (Main Entry), 20 N.E. Union Avenue, Portland, OR 97232.

PREQUALIFICATION OF BIDDERS: Pursuant to the Multnomah County Public Contract Review Board Administrative Rules (AR 40.030) Prequalification shall be required for this project for the following class(es) of work: Heating and Air Conditioning

Prequalification applications or statements must be prepared during the period of one year prior to the bid date. Prequalification application or proof of prequalification by the Oregon Department of Transportation must be actually received or postmarked to Multnomah County by not later than 10 days prior to bid opening.

All bidders must comply with the requirements of the prevailing wage law in ORS 279.350.

Details of compliance are available from the Purchasing Section, Division of Administrative Services, 2505 S.E. 11th Avenue, Portland, OR 97202, (503) 248-5111.

Contractors and subcontractors must be licensed for asbestos abatement work if the project involves working with asbestos.

NONDISCRIMINATION: Bidders on this work will be required to comply with the provisions of Federal Executive Order 11246. The requirements for Bidders and Contractors are explained in the Specifications.

No proposal will be considered unless accompanied by a check payable to Multnomah County, certified by a responsible bank, or in lieu thereof, a surety bond for an amount equal to ten percent (10%) of the aggregate proposal. The successful bidder shall furnish a bond satisfactory to the Board in the full amount of the contract.

Multnomah County reserves the right to reject any or all bids.

FRANNA RITZ, ACTING DIRECTOR
PURCHASING SECTION

Publish March 3, 4, & 7, 1988

TO: The Portland Business Today

Please run the following Classified Advertisement as indicated below, under your CALL FOR BIDS section.

MULTNOMAH COUNTY

N.E. Glisan St. (N.E. 162nd Ave. - N.E. 178th St.), S.E. Stark St. (N.E. 165th Ave. - N.E. 179th Ave.), N.E. & S.E. 172nd Ave. (N.E. Glisan St. - S.E. Stark St.), S.E. & N.E. 181st Ave. (N.E. Everett St. - S.E. Stark St.), N.E. 165th Ave. (N.E. Glisan St. - E. Burnside St.)

Bids Due March 22, 1988

at 2:00 P.M.

Bid No. B61-200-1928

Sealed bids will be received by the Director of Purchasing, Multnomah County Purchasing Section, 2505 S.E. 11th Ave., Portland, OR 97202 for:

Removal of existing concrete curbs and flatwork. Construction of concrete curbs, walks, and inlets. Construction of asphaltic concrete pavement restoration.

Plans and Specifications are filed with the Purchasing Director and copies may be obtained from the above address for a \$5.00 non-refundable fee. **CHECKS AND MONEY ORDERS ONLY.** Plans and Specifications will not be mailed within the Tri-County area.

PREQUALIFICATION OF BIDDERS: Pursuant to the Multnomah County Public Contract Review Board Administrative Rules (AR 40.030) Prequalification shall be required for this project for the following class(es) of work: Earthwork & Drainage, Asphalt Concrete Pavement and Oiling, Miscellaneous Highway Appurtenances.

Prequalification applications or statements must be prepared during the period of one year prior to the bid date. Prequalification application or proof of prequalification by the Oregon Department of Transportation must be actually received or postmarked to Multnomah County by not later than 10 days prior to bid opening.

All bidders must comply with the requirements of the prevailing wage law in ORS 279.350.

Details of compliance are available from the Purchasing Section, Division of Administrative Services, 2505 S.E. 11th Avenue, Portland, OR 97202, (503) 248-5111.

Contractors and subcontractors must be licensed for asbestos abatement work if the project involves working with asbestos.

MINORITY AND ^{WOMEN} BUSINESS UTILIZATION: All bidders are hereby specifically advised that these conditions require a minimum of 20% of the total bid amount for Minority Business Enterprise participation in one or more of the following subcontract areas: bidder's option, and 5% of the total bid amount for Female Business Enterprise participation in one or more of the following subcontract areas: bidder's option.

NONDISCRIMINATION: Bidders on this work will be required to comply with the provisions of Federal Executive Order 11246. The requirements for Bidders and Contractors are explained in the Specifications.

No proposal will be considered unless accompanied by a check payable to Multnomah County, certified by a responsible bank, or in lieu thereof, a surety bond for an amount equal to ten percent (10%) of the aggregate proposal. The successful bidder shall furnish a bond satisfactory to the Board in the full amount of the contract.

Multnomah County reserves the right to reject any or all bids.

FRANNA RITZ, ACTING DIRECTOR
PURCHASING SECTION

Publish March 3, 4, & 7, 1988

DATE SUBMITTED _____

(For Clerk's Use)
Meeting Date 3-1-88 pm
Agenda No. #2916

Informal
✓

REQUEST FOR PLACEMENT ON THE AGENDA

Subject: Monthly Library Report

Informal Only* 3/1/88
(Date)

Formal Only _____
(Date)

DEPARTMENT County Chair DIVISION _____

CONTACT Michael Dolan TELEPHONE 248-3308

*NAME(s) OF PERSON MAKING PRESENTATION TO BOARD Sarah Long

BRIEF SUMMARY Should include other alternatives explored, if applicable, and clear statement of rationale for the action requested.

Monthly Library Update to Board

(IF ADDITIONAL SPACE IS NEEDED, PLEASE USE REVERSE SIDE)

ACTION REQUESTED:

INFORMATION ONLY PRELIMINARY APPROVAL POLICY DIRECTION APPROVAL

INDICATE THE ESTIMATED TIME NEEDED ON AGENDA _____

IMPACT:

PERSONNEL
 FISCAL/BUDGETARY
 General Fund
 Other _____

1988 FEB 25 AM 9:32
COUNTY

SIGNATURES:

DEPARTMENT HEAD, ELECTED OFFICIAL, or COUNTY COMMISSIONER: Gladys McCoy

BUDGET / PERSONNEL _____

COUNTY COUNSEL (Ordinances, Resolutions, Agreements, Contracts) _____

OTHER _____
(Purchasing, Facilities Management, etc.)

NOTE: If requesting unanimous consent, state situation requiring emergency action on back.

MULTNOMAH COUNTY
LIBRARY

Administrative Offices (503) 221-7724 • 205 N.E. Russell St. • Portland, Oregon 97212-3708

Sarah Ann Long, Library Director

Library Director's Office
Library Administration Building
221-7731

MEMORANDUM

TO: Multnomah County Commissioners
FROM: Sarah Long *SAL*
RE: Library Activities
DATE: March 1, 1988

Asbestos Abatement

The Central Library contains asbestos on pipes and insulation in some non-public areas. We have been very pleased with the work of Ron Petti, Multnomah County Asbestos Abatement Project Manager, in helping us with this problem. He has responded to our inquiries and has helped us when we had immediate needs. In addition, he will be speaking with our Central staff about the plans for asbestos abatement. He has already talked to several smaller groups.

Bookstore

The library's used book store, "The Title Wave", will be opening on March 14. It will be a six-day-a-week operation from 10:00 a.m. to 3:00 p.m. run entirely by volunteers. A Sunday March 13 preview will be held (no books will be sold!) but March 14 is the official day for purchases. A coffee shop will be available to encourage buyers to linger.

Grants

This past week the library submitted five grant proposals to the State Library for: (1) materials for the Black Resources Center, (2) establishing a parenting center at the Central Library, (3) establishing literacy information centers at three libraries; one

2-2-2
March 1, 1988

in Multnomah County, one in Washington County and one in Clackamas County, (4) establishing a jazz library at the new Gresham library in cooperation with Mt. Hood Community College library and (5) establishing a computer shareware library at the Central Library. We were invited to submit all of these grants and we are hopeful that they will all be funded.

Read-a-thon

As a part of National Library Week, April 17-23, the library will be holding a read-a-thon on April 20. Library users, famous local citizens, children, teachers, grandparents will be invited to take turns reading aloud at each library facility. We feel this will be a demonstration of the importance of reading and an appropriate way to celebrate National Library Week.

Signs

As a part of our continuing program to establish outdoor signs at all facilities, installation is proceeding this week at the Rockwood and Capitol Hill library. The plan is to have signs at all branches by the end of June.

SAL:rg

Informal

#3
3/1/88

Executive Summary:

An Activity-Based Analysis of Deinstitutionalization:
The Effects of Community Re-Entry on the Lives of Residents
Leaving Oregon's Fairview Training Center

Robert H. Horner, Susan K. Stoner, and Dianne L. Ferguson
University of Oregon

December, 1987

Executive Summary

An Activity-Based Analysis of Deinstitutionalization:

The effects of Community Re-entry on the Lives of Residents

Leaving Oregon's Fairview Training Center

Fairview Training Center and Hospital is an institution for the support of people with mental retardation and developmental disabilities in the State of Oregon. Between June, 1983 and July, 1986 the State of Oregon was involved in a series of efforts to assist Fairview residents to move back to their local communities. This report provides results from a post-hoc analysis of the impact these deinstitutionalization efforts have had on the lifestyles of those individuals who moved from Fairview back to the community. The study was commissioned by the Oregon Developmental Disabilities Program Office to address three objectives:

1. Provide information on the number and characteristics of people who have moved from Fairview to the community.
2. Provide information about the lifestyles of people since they have moved in terms of (a) activities they perform; (b) social networks; (c) adaptive behavior; and (d) family perceptions of successful integration into the community.
3. Provide a comparison of the lifestyle experienced in the community with the lifestyle that could be expected if people had remained in Fairview.

This report is an executive summary of the results from the study. The complete report may be obtained from the authors or from the Oregon Developmental Disabilities Program Office.

Method

Participants

From a review of Fairview exit records, a group of 327 individuals were identified who had reentered the community during fiscal years 1984, 1985, and 1986. From these 327 people, a group of 75 was randomly selected (25 from each fiscal year). An attempt was made to conduct face-to-face interviews with each of these individuals, with completed interviews being obtained in 67 instances.

In an effort to compare community life with life in Fairview, a subgroup of 23 individuals was randomly selected from the 67 interviewees, and compared with 23 current Fairview residents matched for age, sex, AAMD disability level, and Fairview cottage of current/last residence. Interviews were held with the 23 Fairview residents.

Of the 67 people who moved from Fairview and were interviewed, 58 had records that included a telephone number or address for family members. These family members were contacted to obtain information about their perception of the move.

Measurement

For the 67 community residents and the 23 matched Fairview residents, a 40-80 minute interview was conducted with the resident and two individuals who lived/worked with the resident and claimed to have detailed knowledge of his/her activities. The following three instruments were used in each interview:

1. Resident Lifestyle Inventory. The Resident Lifestyle Inventory is a catalog of activities. The interviewee indicates which activities he/she performs, how often they are performed per month, the level of assistance received from paid staff to perform each activity, and

whether each activity occurs most often in the home or in the community. The results from this instrument provide information about the variety and frequency of activities a person performs, the overall level of support they receive from paid staff, and the extent to which the interviewee is using the community.

2. Social Network Analysis Form. The Social Network Analysis Form requires that the interviewee list those people who are "socially important." People are listed in one of the following subgroups: Family, Co/Worker (schoolmate), People Paid to Provide Support, Friend, and Neighbor (other). The interviewee indicates a typical rate of social contact and how long they have known each person listed.

3. Behavior Development Survey. This scale is a standardized test used nationally to assess the extent to which people with disabilities perform both adaptive and maladaptive behaviors.

In addition to these three interview instruments, a Family Impact Survey was mailed to each of the 58 families identified from Fairview records. The survey asked family members to indicate (a) how they viewed services at Fairview and in the community; (b) their reaction to the news that their relative would be moving to the community; (c) the impact of the move on family lifestyle; and (d) the impact of the move on the lifestyle of their relative.

Results

Demographic Information

A total of 327 people moved from Fairview to community living settings across FY 1984-1986. As can be seen in Table 1, the average age of the residents was 34 years, and the individuals were evenly distributed across AAMD classifications of Mild, Moderate, Severe, and Profound disability. Fifty-nine percent of those people interviewed were male with 47% being female.

Insert Table 1

Reinstitutionalization

Of the 327 people who left Fairview for the community, 74 (23%) returned to Fairview for reasons other than a brief medical stay. Records were unavailable to determine the reasons for reinstitutionalization. An additional nine individuals (3%) returned to Fairview for brief stays to obtain medical services.

Lifestyle of 67 Interviewees

The 67 interviewees described lives with a high degree of variety (mean = 53.5 different activities per month). On the average, interviewees described activity rates of nearly 870 activities per month with 32% of these occurring in community settings. Table 2 provides a list of "typical" activities reported by interviewees.

Table 3 describes the social networks of the 67 interviewees. The average social network was 12.32 if all subgroups are included, and 6.77 if the subgroup "People Paid to Provide Support" is removed. Typical community members report social networks of approximately 20 individuals.

TABLE 1
AGE BY AAMD CLASSIFICATION

	UNKNOWN	MILD	MODERATE	SEVERE	PROFOUND	TOTAL
MEAN AGE	32.48	28.21	34.42	37.09	36.6	34.14
MINIMUM AGE	21	14	14	11	9	9
MAXIMUM AGE	45	65	61	66	74	74
NUMBER OF PARTICIPANTS	7	74	91	87	68	327
PERCENT	2%	23%	28%	26%	21%	

Insert Tables 2 & 3

Comparison of Community Lifestyle with Fairview Lifestyle

The results from a comparison of the 23 matched pairs of community and Fairview interviewees are provided in Table 4. The data indicate no differences in the total number of activities performed by the two groups. A Wilcoxon comparison of ranks indicates there are significant differences, however, in the variety of activities (number of different activities) reported by the groups.

As would be expected based on the procedure for matching the two groups, there was no difference in the level of support provided to the two groups by paid staff. The community interviewees, however, performed many more activities in the community than did their Fairview counterparts.

Insert Table 4

Differences were also apparent in the social networks of the Fairview and community interviewees. Table 5 indicates that while the social networks of community interviewees are very low by normal community standards, they are nearly double the size of social networks of Fairview interviewees. In all subgroups the community interviewees reported a larger number of socially significant individuals.

Insert Table 5

TABLE 2

FAIRVIEW REPORT (RLI RESULTS)

Activities from the 67 in which 22 or more (1/3) of the participants performed.

- 1.1 Media
 - 1.1.1 Watch TV
 - 1.1.2 Listening to radio
 - 1.1.6 Using video cassette player
 - 1.1.7 Reading (looking at) books, magazines, etc.
- 1.2 Exercise
 - 1.2.1 Walking
- 1.3 Games/Crafts/Hobbies
 - 1.3.7 Bowling
- 1.4 Events
 - 1.4.1 Attending church/synagogue
 - 1.4.3 Going to movie
 - 1.4.13 Going to the Library
- 1.5 Visiting/Accompanying Others
 - 1.5.2 Receiving/Making telephone calls
 - 1.5.3 Visiting with family/friends
 - 1.5.6 Accompanying staff on errands
- 2.2 Food
 - 2.2.1 Using fastfood restaurants
 - 2.2.2 Using sit-down restaurants
 - 2.2.8 Storing groceries
 - 2.2.9 Preparing breakfast
 - 2.2.10 Preparing lunch
 - 2.2.11 Preparing dinner
 - 2.2.12 Setting the table
 - 2.2.13 Purchasing a snack
 - 2.2.16 Eating a meal
 - 2.2.17 Having a snack
- 2.3 Space and Belongings
 - 2.3.1 Shopping for nonfood items
 - 2.3.3 Washing clothes
 - 2.3.6 Cleaning room
 - 2.3.7 Making bed
 - 2.3.8 Changing sheets
 - 2.3.9 Cleaning bathroom
 - 2.3.10 General kitchen cleaning
 - 2.3.11 Washing dishes
 - 2.3.12 Sweep/Mop floor
 - 2.3.13 Dust furniture
- 2.4 Personal Business
 - 2.4.2 Banking
 - 2.4.8 Taking medication
 - 2.4.12 Responding to fire drills
- 2.5 Other
 - 2.5.1 Commuting

TABLE 3

SOCIAL NETWORKS OF 67 INTERVIEWED PARTICIPANTS

	Total Network Size	Total Without People Paid	Family	Co-Worker	People Paid	Friends	Neighbors
MEAN	12.32	6.77	2.39	1.91	5.55	2.02	0.45
Sd	7.47	4.90	2.65	2.00	4.57	1.91	1.07
MAXIMUM	32	21	10	9	26	7	4.00
MINIMUM	0	0	0	0	0	0	0

TABLE 4

COMPARISON OF REPORTED ACTIVITY PATTERNS

VARIABLE	COMMUNITY AVERAGE N=23	FAIRVIEW AVERAGE N=23	WILCOXON COMPARISONS	
Mean number of total activities performed per month per participant	890 (range 664-1580) sd = 210.48	998 (range 756-1370) sd = 156.173	T = 88 n = 23	n.s.
Mean number of different activities performed per month per participant	54.2 (range 40-71) sd = 8.82	41.4 (range 22-63) sd = 10.99	T = 27.5 n = 22	p < .01
Mean level of assistance per activity per participant (1=no support, 4=substantial support)	2.16 (sd = 1.09)	2.29 (sd = 1.09)	T = 102 n = 23	n.s.
Mean number of different activities performed in the community per month per participant (% of different activities)	17.2 (32%)	3.7 (9%)	T = 1 n = 23	p < .01

TABLE 5

SOCIAL NETWORKS FOR COMMUNITY RESIDENTS
AND MATCH FAIRVIEW RESIDENTS

Community Residents N = 23	Total Network Size	Total Without People Paid	Family	Co-Worker	People Paid	Friends	Neighbors
Mean	11.57	6.74	2.39	2.09	4.83	1.70	0.57
Sd	6.32	4.21	2.21	2.61	3.56	1.77	0.84
Maximum	28	16	6	10	14	7	3
Minimum	2	0	0	0	0	0	0
Fairview Residents N = 23							
Mean	6.04	3.30	2.09	0.65	2.74	0.57	0
Sd	4.50	2.53	1.76	1.23	2.49	1.31	0
Maximum	17	8	6	4	9	5	0
Minimum	0	0	0	0	0	0	0

Wilcoxon Comparisons

T	37	47	65	14.5	46	Too many null comparisons for analysis	Too many null comparisons for analysis
n	22	22	18	12	20		
p	$p < .01$	$p < .01$	n.s.	$p < .05$	$p < .05$		

A final comparison was made by assessing BDS levels among the Fairview and community interviewees. As indicated in Table 6 the community interviewees were significantly superior (using Wilcoxon Matched-Pairs, Signed-Ranks test) in Personal Self Sufficiency; Personal Social Responsibility; and Social Adaptation.

Insert Table 6

Family Impact

Based upon the responses of 31 families, the following statements can be made.

1. Most families (71%) were "very happy" or "pretty satisfied" with the setting and services their relative received at Fairview.
2. When notified that a community move was being considered, 58% of the family respondents described themselves as "concerned or worried."
3. Since the move nearly 85% of respondents report being "very happy" or "pretty satisfied" with the community settings and services.
4. In general, family members do not report that the move has affected their own lifestyle or their relationship with their relative.
5. Fifty-four percent of family members do, however, perceive their relative as having improved relationships with others since his/her move to the community.
6. The biggest change since the move was perceived as improvement in the "general happiness" of the relative. Over 67% of the family respondents rated their relative's happiness as changing for the "better" or "best" since the move.

TABLE 6

AVERAGE BEHAVIOR DEVELOPMENT SURVEY SCORES FOR
COMMUNITY AND FAIRVIEW PARTICIPANTS

	Personal Self Sufficiency	Community Self Sufficiency	Personal Social Responsibility	Social Adaptation	Personal Adaptation
23 Community Participants	40.87	24.17	17.43	10.35	6.70
23 Matched Fairview Residents	32.35	20.65	14.04	8.04	5.91
Mean Difference	8.52	3.52	3.39	2.31	.79
T	34.5	74	51	34	34.5
n	23	23	22	19	16
p	p<.01	p<.06	p<.02	p<.02	n.s.
Two Tail					

7. Family members are concerned about the long-term funding for community services, with only 42% believing that community funding was permanent and secure.

Summary

Taken together, the results strongly support the policy of assisting residents to move from Fairview to the community. The adults who left Fairview and now reside in community settings are living lives that have more diversity, more community contact, and more social interaction than is occurring at Fairview. Even residents who have been identified with severe intellectual disabilities are reported to have grown in adaptive behavior and have made modest inroads into the social and cultural patterns of their local communities.

While the results of this study must be interpreted with caution due to the post-hoc nature of the design, the consistent pattern of the findings endorse a policy of building more and varied community-based options for Oregon's citizens with developmental disabilities. Every critical measure of lifestyle within the evaluation indicates that people living in the community are experiencing a richer, more valued set of opportunities than their matched peers still living within Fairview. This pattern is true for data obtained from reports by the residents, reports by Fairview and community staff, and reports from family members.

Date Submitted
February 24, 1988

(For Clerk's Use)
Meeting Date 3-1-88 pm
Agenda No. 5,6

*Audit Repts
Street Repts*

REQUEST FOR PLACEMENT ON THE AGENDA

SUBJECT: AUDIT FOLLOW-UP REPORT

Informal Only March 1, 1988
(date)

Formal Only _____
(date)

Department NON-DEPARTMENTAL Division COUNTY AUDITOR

Contact ANNE KELLY FEENEY Telephone 248-3320

(If informal, name of person making presentation)

Brief Summary (should include other alternatives explored, if applicable, and clear statement of rationale for the action requested):

Discuss recent Juvenile Justice Audit
Brief Commissioners on the Audit Follo-Up Report.

(IF ADDITIONAL SPACE IS NEEDED, PLEASE USE REVERSE SIDE)

ACTION REQUESTED:

- Information Only
- Policy direction
- Preliminary approval
- Approval

IMPACT:

- Personnel
- Fiscal/Budgetary
 - General Fund
 - Other _____

1988 FEB 25 AM 10:42
COUNTY

SIGNATURES:

Department Head or County Commissioner _____

Office of County Management _____

Office of County Counsel _____
(Ordinances, resolutions, agreements, contracts)

Department of Administrative Services _____
(Leases, surplus property, space, purchasing, etc.)

Department of Intergovernmental Relations _____
(Items with impact on other jurisdictions)

INTERNAL AUDIT REPORT #1-88

**MULTNOMAH COUNTY
JUVENILE JUSTICE DIVISION**

DEPARTMENT OF HUMAN SERVICES

FEBRUARY 1988

Report Issued By:

ANNE KELLY FEENEY
MULTNOMAH COUNTY AUDITOR

Portland Building
1120 S.W. 5th, Room 1500
Portland, Oregon 97204
(503) 248-3320



ANNE KELLY FEENEY

COUNTY AUDITOR
ROOM 1500
PORTLAND BUILDING
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MULTNOMAH COUNTY OREGON

February 16, 1988

TO: Gladys McCoy, County Chair
Pauline Anderson, Commissioner
Polly Casterline, Commissioner
Gretchen Kafoury, Commissioner
Caroline Miller, Commissioner

RE: Multnomah County Juvenile Justice Division
Department of Human Services

The attached Internal Audit Report (IAR #1-88) concerns our evaluation of the Juvenile Justice Division of the Department of Human Services. Because the audit also involves systems and organizational issues which can be addressed within the Juvenile Justice Division, we are issuing a companion Report to Management.

The Table of Contents, Conclusions and Summary of Recommendations sections provide an overview of the audit findings. A more detailed discussion of specific issues is contained in the Audit Results section of each chapter.

Findings and recommendations contained in this report have been discussed with appropriate County staff and Court officials. Action was initiated in the course of the audit to address some of the issues contained in this report. Plans are being developed to resolve the remaining matters.

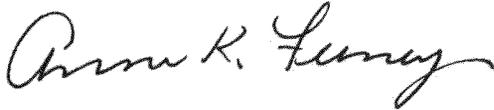
We would appreciate receiving a written status report from the Chair of the Board of County Commissioners, or her designee, within six months, stating what actions have been taken to resolve the issues discussed in this report. We will expect a periodic written status report thereafter for any items not resolved within the six month time frame.

We appreciate the cooperation and assistance given us by the Department of Human Services and Juvenile Justice Division management staff. We also extend thanks to those County and State personnel, citizens, youth services agencies, and

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Oregon counties who helped with this report. The Juvenile Justice Division staff deserve special acknowledgement for their assistance. We are confident the dedication and hard work we observed during the audit will serve the Division well in responding to this audit.

Sincerely,



Anne Kelly Feeney
Multnomah County Auditor

AKF/db

Enclosure

cc: Duane Zussy, Director/DHS
Harold Ogburn, Director/JJD

AUDIT TEAM: Wendy Haynes, Deputy Auditor
Jim Pitts
Bobbie White
Brad Rafish
Craig Mills

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Gladys McCoy, Multnomah County Chair.....	R-1
Duane Zussy, Director, Dept. of Human Services.....	R-2
Hon. Stephen B. Herrell, Chief Judge, Juvenile Court.....	R-4
Michael D. Schrunk, District Attorney, Multnomah County..	R-6

SUMMARY OF RECOMMENDATIONS

DIVERSION POLICY AND AGREEMENTS WITH YOUTH SERVICE CENTERS

Recommendation I-1: The Juvenile Division, in conjunction with YSC officials and other involved agencies, should develop a system to increase the likelihood that diverted offenders are held accountable for their actions and receive appropriate treatment.

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ORGANIZATION AND BUDGET: DEPENDENCY CASEWORK

Recommendation I-2: The Board and the Chief Judge of the Juvenile Court should jointly establish the role and level of involvement of the Juvenile Division in dependency matters.

Recommendation I-3: Division management should recognize dependency activity as a distinct organizational unit.

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STATUTORY AND POLICY GUIDELINES FOR COUNSELORS

Recommendation II-1: The Division should develop more complete and detailed operating policies covering counseling functions.

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DIAGNOSTIC AND TREATMENT SPECIFICITY

Recommendation II-2: The Division should continue to develop and evaluate the new probation treatment program.

Recommendation II-3: Contact with schools to determine youths' eligibility for and/or regular attendance in educational assistance programs should be made a routine part of counselors' diagnostic and probation work.

Recommendation II-4: The Division should develop procedures and standards to ensure youth suspected of substance abuse are evaluated and appropriately treated.

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DELINQUENCY COUNSELING COSTS AND TIMELINESS

Recommendation II-5: Management should form an interagency committee to develop criteria for timely case processing.

Recommendation II-6: Management should find ways to decrease counselors' paperwork while providing adequate documentation of counselors' work.

Recommendation II-7: The Division should work closely with the State Court Administrator to identify and plan for respective obligations in support of the Juvenile Court and Division.
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DIVISION EFFECTIVENESS: RECIDIVISM STATISTICS

Recommendation II-8: The Division should continue to monitor and publish the rate of juvenile re-offense known to them, using recidivism as a general indicator of the success of Division treatment efforts.
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OPERATION AND MAINTENANCE OF THE PHYSICAL PLANT

Recommendation III-1: Division management should work with the Facilities Management Division to plan a phased renovation of the Donald E. Long Home.

Recommendation III-2: Division management should evaluate the feasibility of providing outdoor recreation.

Recommendation III-3: The Division should develop a system to ensure detention maintenance needs are monitored, budgeted for, and communicated to the Facilities Management Division in a timely manner.

Recommendation III-4: The Juvenile Division and Facilities Management Division should develop acceptable work request and response time parameters.
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ADMINISTRATIVE CONTROL SHARED

Recommendation IV-1: The County should pursue legislative clarification of the Juvenile Code to delineate County from State responsibilities.

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MANAGEMENT INFORMATION

Recommendation IV-2: Division management should continue to define the content and level of detail of information they need in decision-making.

Recommendation IV-3: The Division and ISD should agree upon an appropriate level of continuous data processing support.

Recommendation IV-4: Several Division staff members should receive training in TJIS data retrieval, analysis, and report preparation.

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CONCLUSIONS

Public concern about crime, particularly serious juvenile crime, has probably never been greater in Multnomah County. Almost daily, the news media tells of criminal acts, many of which are committed by those under age 18. Knowledge about what is or can be done to curb criminal activity is in short supply. This audit supplies information and draws conclusions on ways that Multnomah County responds to the problem of juvenile crime.

There are few activities in the fight against crime that are more vital than the role of juvenile justice agencies. Logic suggests criminal activity can be reduced if we identify young offenders and treat the causes of their delinquency. The Multnomah County Juvenile Justice Division is charged with this responsibility. For many years the Division has intervened in the lives of troubled youth. We feel the time is right to take a hard look at how the Division's resources are used in this endeavor.

We believe there are two basic areas for improvement where the Division could have major impact. First, offenders should face certain sanctions and receive appropriate treatment. We found this does not always happen in Multnomah County; many young offenders are not held accountable for their actions. Most of the Division's resources are focused on youth already in serious trouble with the law. There are few remaining resources for youth beginning to show signs of delinquent behavior.

Second, juvenile counseling efforts should be objectively focused on those specific factors that contribute to a youth's delinquent behavior. We found that the Division's probation programs often lacked specific diagnosis and specific follow-up. For example, substance abuse and learning problems have been shown to be significantly correlated with delinquent behavior, yet there was no systematic way to determine whether offenders were so impaired

or were receiving appropriate treatment. During our audit, Division management was seeking to address this issue.

We found the State's Juvenile Code provided only general direction to the Division. Final responsibility for Division programs is delegated to both the County and to Juvenile Court Judges. Division professionals have extreme latitude in deciding how youth will be treated. Also, the County's role in child abuse and neglect casework is poorly defined. Our audit calls for clarification in these key areas.

Many of the issues identified in this audit can be resolved by Division management. Some may require additional resources. We urge the Board of County Commissioners and Division to work closely with the Oregon Legislature, Courts, State agencies and area social services providers to identify solutions to the audit findings.

INTRODUCTION

Our audit of the Multnomah County Juvenile Justice Division (Division) was conducted as part of our regularly scheduled annual audit plan. The Division is currently located in the Multnomah County Department of Human Services.

The objective of this audit was to examine how the Division provided services to accomplish: protecting the community, holding youth accountable for their actions, helping to rehabilitate delinquent youth, and providing assistance in cases involving child abuse or neglect. Specific audit objectives included the following:

- * To examine and evaluate Division referral and re-referral activity.

- * To examine the Division's intake function to determine whether it was managed with appropriate plans, structures, processes, and information systems.

- * To evaluate administrative controls covering the delinquency counseling function, and to evaluate the cost-effectiveness of delinquency counseling in reducing recidivisms.

- * To analyze costs to provide detention services, and to review detention procedures, staffing, and facility maintenance.

- * To conduct a survey of Division employees to determine whether conditions for high employee performance were present, and whether personnel policies were followed.

AUDIT SCOPE

This audit primarily focused on recent Division activities and upon historical activity levels and trends. We examined the Division's organizational structure, budget, operating policies, practices, as well as past years' data on Division activities.

As part of our audit, we interviewed Division managers, counselors, groupworkers, and support staff. We also interviewed

juvenile justice professionals outside the Division, including Juvenile Court employees in other Oregon counties. In addition, we observed the process by which a new mission statement was formulated for the Division.

We compiled statistical data from Division management, the Division's biennial reports, Tri-County Juvenile Information System reports, the Metropolitan Service District Data Center, and other youth services agencies. In addition, we obtained authorization from the Chief Judge of the Juvenile Court to access confidential files and randomly selected a sample of 71 first-time delinquency and status offender files from CY 1986. Information was also drawn from a questionnaire we distributed to Division employees.

AUDIT STANDARDS

Our audit was conducted in accordance with generally accepted governmental audit standards. Due professional care was exercised in examining records and verifying, to a reasonable extent, the findings contained in this report. While we found no wrongdoing, we cannot offer assurance that no improprieties exist.

BACKGROUND

The Multnomah County Juvenile Justice Division is a County agency that supports the work of the Juvenile Court, an extension of the State Circuit Court. The Juvenile Court has original jurisdiction in cases involving persons under 18 years of age. The Division implements laws and policies that have been established by the legislature, the Chief Judge of the Juvenile Court, and the Board of County Commissioners. Both the Juvenile Court and Division are subject to statutes contained in ORS chapter 419, also known as the Juvenile Code.

Division headquarters are in Portland at 1401 N.E. 68th Avenue. This facility houses courtrooms, administrative and counselor offices, and juvenile detention units. The detention area is named the Donald E. Long Home.

Process Terminology

The Division investigates and responds to referrals and petitions concerning youths' circumstances and/or behavior. A youth referred to the Division is called a "case." Referrals are either written allegations, or youth brought in-custody to the Donald E. Long Home. A case can have more than one referral to the Division. A petition is a legal instrument alleging the Juvenile Court has grounds for intervention; if there are grounds, the youth is considered within the jurisdiction of the Court. Petitions may result in a hearing before a Juvenile Court judge or referee; referees are judicial officers appointed by the Chief Judge of the Juvenile Court.

Any person may refer youth to the Division, though most referrals are made by police agencies. Likewise, any person may file a petition, however, this action is usually delegated to Division counselors. The action the Court and/or Division takes with regard to cases, referrals, or petitions is called a "disposition." Dispositions can range from dismissal to formal sentencing by a judge.

Types of Referrals

There are three types of referrals:

* Delinquency Referrals are allegations that a youth has committed an act which is a violation, or if done by an adult would constitute a violation of a law or ordinance. These referrals are the main focus of Division activity.

* Dependency Referrals are allegations that a child has been subject to abuse, neglect, or abandonment.

* Status Referrals are allegations that a youth committed an act which if committed by an adult would not be a crime. These may include running away from home, violating curfew, and so forth.

Functions

The Juvenile Code assigns four distinct functions to the Division in responding to delinquency referrals:

* Intake is the process by which Division employees determine if there is sufficient reason to believe that a child is within the jurisdiction of the Juvenile Court, and whether intervention is warranted. For youth brought in-custody to the Donald E. Long Home, counselors are directed by the Juvenile Code to place the child in the least restrictive alternative environment. This may mean a child will be returned to his or her own home, or placed in a "shelter care" home.

* Treatment Planning and Adjudication follows if intake staff determines there are grounds for Division intervention. Counselors diagnose youths' needs and create treatment plans. Counselors may file petitions and schedule and attend formal court hearings.

* Probation Supervision is the process of ensuring that Court orders and/or youths' treatment plans are carried out.

* Detention Services are provided as allowed by the Juvenile Code. Youth are held an average of four days at the Donald E. Long Home.

Overview

Mission of the Juvenile Department

During our audit, the Division undertook a revision of its mission statement. In December, 1987, after several months of work, the Division presented the community with the following mission statement:

"The Multnomah County Juvenile Justice Division is committed to:

- * Protect the community
- * Hold youth accountable for their actions
- * Impose sanctions in a fair and just manner
- * Assist youth in developing skills to become contributing members of society

We are further committed to the protection of children who are abused, neglected, or abandoned.

We demonstrate bold and innovative leadership in the community and provide staff with a work environment conducive to personal growth and development."

Current Organization

In FY 1987-88, the Division was transferred from the County's Department of Justice Services to the Department of Human Services. Its FY 1987-88 adopted budget is \$3.83 million and includes 90.82 full-time positions. There are four divisions in the organization:

* Management and Support Services: Includes Division management; support staff, which includes word processing and records management; and coordinators for restitution and community service programs.

* Counseling Intake: Counselors screen reports charging youth with criminal acts, process cases involving children who have been abused or neglected, and perform other coordinating tasks. Intake services are provided on a 24 hour basis.

* Field Probation Counseling: Counselors investigate offenders' circumstances, coordinate court functions, and design and carry out probation programs.

* Detention: Groupworkers provide custody and programming to youth admitted into detention, and provide close supervision to other offenders.

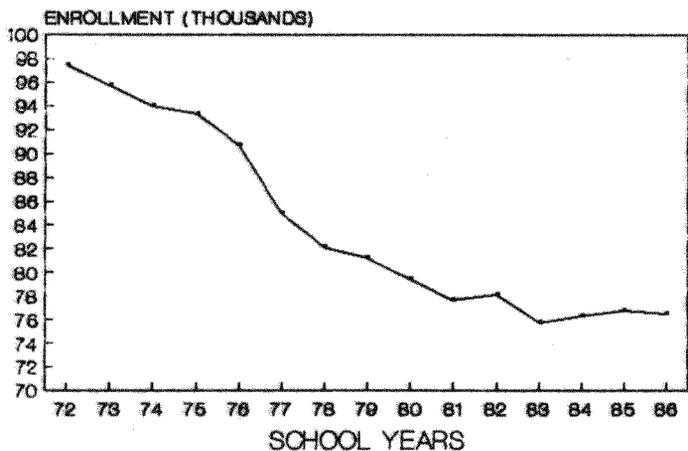
Demand for Division Services: Referral Trends

The Division received almost half of all delinquency and status referrals made in the four-county area in CY 1986 (7,890 of about 16,400). There were 3,548 youths who made up Multnomah County's delinquency referrals. These youths represented about 2.4 percent of the County's 0-19 age population, or about 4.6 percent of the County's public grade and high school enrollment.

Though Multnomah County public school enrollments fell at an average rate of 2 percent per year between 1972 and 1986, total referrals to the Division in that period grew at an average overall rate of 2.5 percent per year.

Exhibit 1

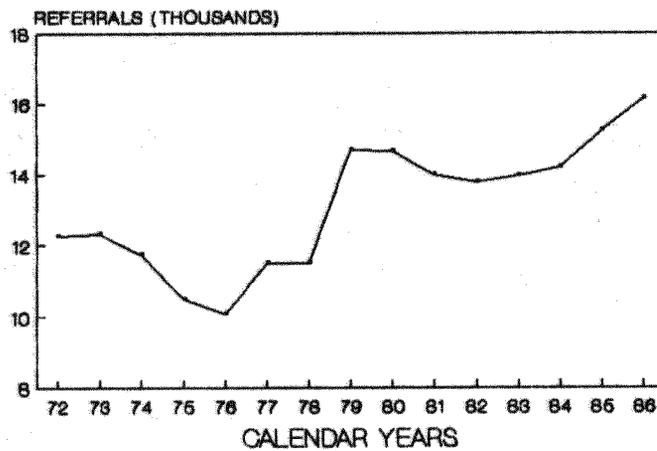
MULTCO PUBLIC SCHOOL ENROLLMENT
SCHOOL YEARS 1972 TO 1986



PREPARED BY AUDITOR'S OFFICE FROM MULTCO TAX, SUP. CONS. COMM. DATA

Exhibit 2

TOTAL REFERRALS TO JUVENILE DIVISION
CALENDAR YEARS 1972 TO 1986

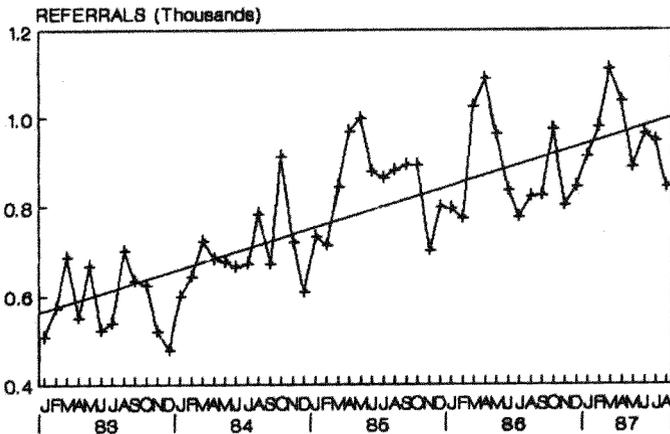


PREPARED BY AUDITOR'S OFFICE FROM JUVENILE DIVISION REPORTS

There was a large increase in the total number of referrals made to the Juvenile Division between January, 1983 and August, 1987. The following exhibits show this increase. Delinquency referrals grew at an average rate of 1 percent per month, while the dependency rate was 1.5 percent per month. Status referrals declined following peaks in 1985 and early 1986.

Exhibit 3

TOTAL MONTHLY REFERRALS AND TREND
JUV. DIVISION: JAN/83 TO AUG/87

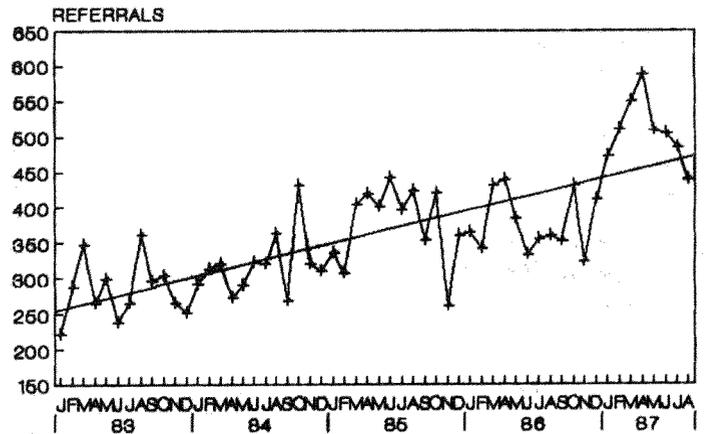


+ MONTHLY REFERRALS

PREPARED BY AUDITOR'S OFFICE FROM DATA SUPPLIED BY JUV. DIVISION

Exhibit 4

MONTHLY DELINQUENCY REFERRALS AND TREND
JUV. DIVISION: JAN/83 TO AUG/87

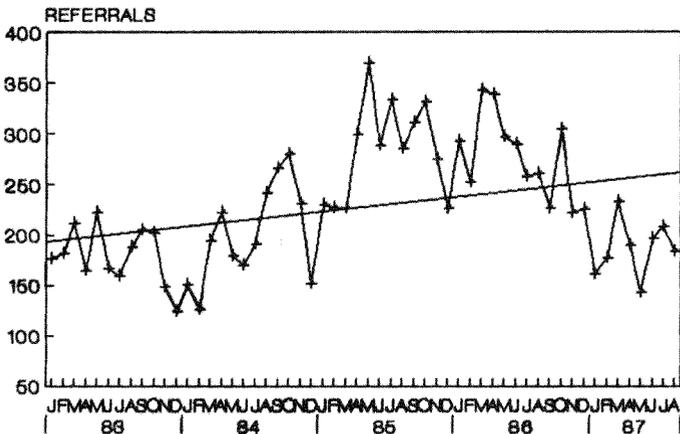


+ MONTHLY REFERRALS

PREPARED BY AUDITOR'S OFFICE FROM DATA SUPPLIED BY JUV. DIVISION

Exhibit 5

MONTHLY STATUS REFERRALS AND TREND
JUV. DIVISION: JAN/83 TO AUG/87

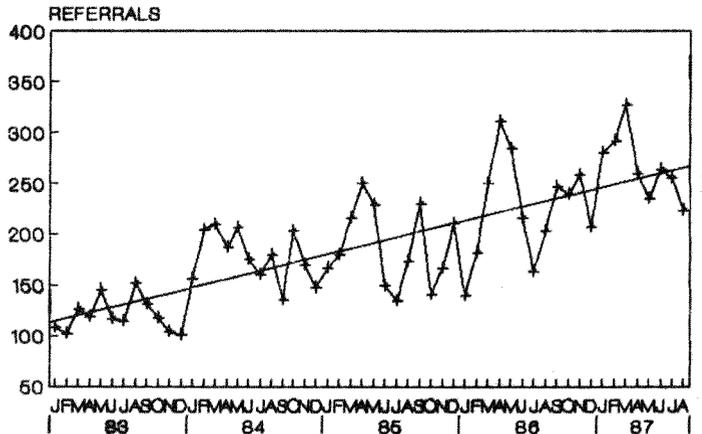


+ MONTHLY REFERRALS

PREPARED BY AUDITOR'S OFFICE FROM DATA SUPPLIED BY JUV. DIVISION

Exhibit 6

MONTHLY DEPENDENCY REFERRALS AND TREND
JUV. DIVISION: JAN/83 TO AUG/87



+ MONTHLY REFERRALS

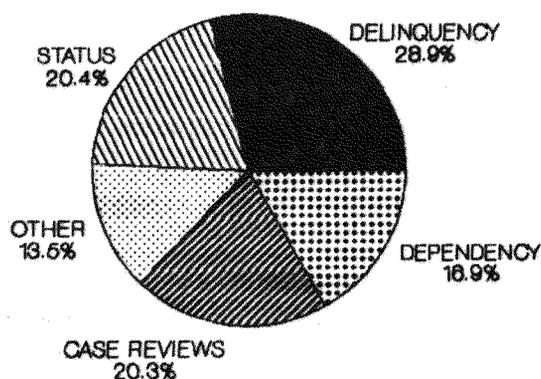
PREPARED BY AUDITOR'S OFFICE FROM DATA SUPPLIED BY JUV. DIVISION

Where Referrals Come From and Where They Go

In its biennial reports, the Division counts special hearings and dependency case reviews as referrals. The following exhibit shows how the Division counted referrals in CY 1986.

Exhibit 7

REFERRALS TO JUVENILE DIVISION: CY 1986
TOTAL REFERRALS = 15,998

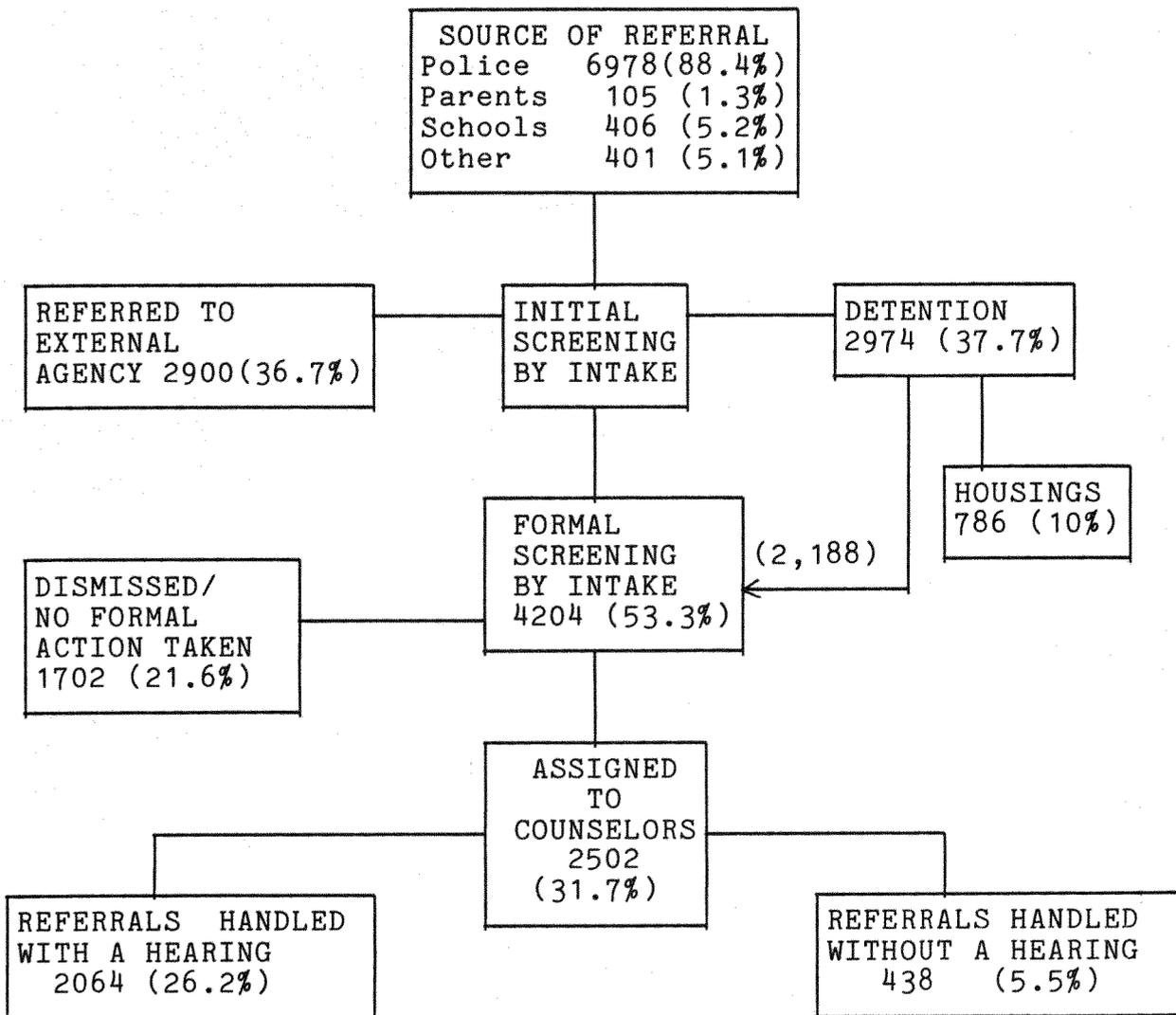


PREPARED BY AUDITOR'S OFFICE FROM JUV. DIVISION DATA

Under Oregon's Juvenile Code, Juvenile Departments are set up to reform, not to punish young offenders. The Juvenile Division uses alternative treatment resources for many non-felony referrals. As shown by the exhibit on the following page, 36.7 percent of all CY 1986 delinquency and status referrals were diverted to an external agency. Referrals handled with a hearing represented 13 percent of the 15,998 referrals processed by the Division in CY 1986.

EXHIBIT 8

MODEL OF DISPOSITIONS
CY 1986
DELINQUENCY AND STATUS REFERRALS
TOTAL = 7890



Prepared by Auditor's Office from information supplied by Juvenile Justice Division.

Chapter I

INTAKE

Background

The intake unit impacts all other Juvenile Division operations. When police or others make allegations of delinquent behavior, intake staff decides if intervention is in the best interests of the child and community. They also determine what form of initial action is most appropriate.

The intake unit is the Division's main demand-regulating mechanism. The Division does not accept all youth brought to its attention. In FY 1986-87, approximately 29 percent of 7,965 delinquency and status referrals were accepted and assigned to counselors.

Intake staff deal with two types of referrals: youths physically brought "in-custody" to the Donald E. Long Home (DELH) detention area; and "paper referrals" which include police citations, referrals transferred from other agencies, written reports and letters.

Counselors use statutes, administrative procedures, and professional judgment in deciding whether to direct youths into or away from the Division. The most-used administrative action is diversion. Diversion removes the allegation from the Division to other youth service agencies. State law grants broad powers to juvenile counselors to informally dispose of criminal allegations, and diversion is one of many possible dispositions. According to Division data, 2,900 of 7,890 delinquency and status referrals were diverted to external agencies in CY 1986.

In 1983, the Chief Judge of the Juvenile Court and the City of Portland's Youth Service Center (YSC) system entered into a formal diversion agreement (see Appendix A). The agreement permitted intake staff to divert many non-felony referrals to the one of the six YSCs nearest the youth's home. All YSCs were transferred to Multnomah County in 1987 and the agreement remained in effect.

In addition to delinquency screening, the intake unit also monitors dependency cases involving child-abuse and/or neglect. In such cases, the Court may place the child in the legal custody of the State Children's Services Division (CSD) for care, placement, and supervision. Court judges have directed Division counselors to coordinate case processing through the Court system, alert judges to important case facts, and provide assurance that case plans are appropriate and followed.

Audit Results

DIVERSION POLICY AND AGREEMENTS WITH YOUTH SERVICE CENTERS

We found the diversion agreement between the Juvenile Division and the Youth Service Center system provided no assurance that diverted offenders would be held accountable for their actions, or receive treatment.

The agreement allowed staff to divert eligible youth on their first, second, and third offenses involving the following classes of crimes: status offenses, class B and C misdemeanors, and most class A misdemeanors. This was inconsistent with a Division policy requiring formal hearings on a youth's third misdemeanor charge within one year.

According to the agreement, diverted youths were not obligated to take part in treatment offered by the YSCs. The agreement stipulated that youths' participation was voluntary. In most cases we reviewed, we found if a diverted youth failed to show up or take part in YSC programs, the YSC informed the Division and the case was closed without further action.

According to YSC system data adjusted to exclude cases in process, YSC treatment services were completed for 42 percent of the 976 referrals diverted from the Division in FY 1986-87. Eleven percent were either ineligible for YSC services, were transferred back to the Division, or moved from the area. Another 11 percent were referred from the YSC to another agency. The remaining 36 percent did not take part in or complete YSC treatment.

The diversion agreement was based on the premise that voluntary, community-based intervention could help deter new offenders from further involvement with the juvenile justice system. Advantages were said to include: more rapid intervention than was possible by the Juvenile Division, resolution of misbehavior episodes in the youth's own neighborhood, and provision of counseling to the youth's entire family. Data developed by the Juvenile Division lends support to those claims: about 90 percent of youth who were diverted to YSCs and took part in YSC programs in 1985 and 1986 did not re-offend within nine months.

As a demand-management tool, the diversion agreement resulted in operational benefits to the Division and to the YSCs. On the one hand the agreement gave the Division some control over its intake of cases. On the other hand, the agreement made the Division the largest source of referrals to the YSC system: 34 percent of all YSC system referrals were diversions from the Division in FY 1986-87. We believe these benefits were offset by the risk that

opportunities for effective intervention could be missed because the program was voluntary.

Recommendation I-1: The Juvenile Division, in conjunction with YSC officials and other involved agencies, should develop a system to increase the likelihood that diverted offenders are held accountable for their actions and receive appropriate treatment.

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ORGANIZATION AND BUDGET: DEPENDENCY CASEWORK

We found no clear organizational distinction between the intake unit's responsibilities in delinquency referral screening and dependency case reviews. FY 1987-88 budget information provided to the Board did not indicate why the Juvenile Division conducted dependency casework; it did not adequately illustrate the Division's increasing involvement in this area.

ORS 419.476 authorizes the Court's involvement in dependency cases. The scope of dependency counselor's work has been defined by the Chief Judge, and under Oregon law, counselors are required to carry out Court directives. The Court's jurisdiction does not end when children are committed to the Children's Services Division.

The FY 1987-88 adopted budget for intake was \$496,317. It included one supervisor and 11 full-time positions. Half of the positions were devoted to delinquency matters, the other half to dependency case reviews. Four of the six dependency counselors joined the intake unit from delinquency field counseling units during 1987. We were told the additional dependency counselor positions were needed to handle increasing volumes of dependency referrals. Division management said the total counselor and

support staff cost to provide dependency services was about \$372,000.

Between July, 1983 and June, 1987, dependency referrals increased at an average rate of 17 percent per year. The total number of these referrals in FY 1986-87 was 2975 - a 60 percent increase over FY 1983-84. Dependency referrals accounted for 27 percent of all Juvenile Division referrals in FY 1986-87.

Dependency casework is a specialized area, different from delinquency counseling. Dependency counselors did not provide direct services to children or families as did delinquency counselors or CSD caseworkers. Dependency counselors advised involved agencies, screened reports of child abuse or neglect, prepared dependency hearing documents, participated in case planning conferences, and testified in formal hearings.

In addition to coordinating new dependency cases, counselors were required to follow up on adjudicated cases. Such cases may be subject to review as long as the youth is a minor.

We believe the dependency area should be carefully monitored. Dependency casework could consume resources needed for other Division programs.

Recommendation I-2: The Board and the Chief Judge of the Juvenile Court should jointly establish the role and level of involvement of the Juvenile Division in dependency matters.

Recommendation I-3: Division management should recognize dependency activity as a distinct organizational unit.

To allow monitoring of its costs and performance, Division management should establish the dependency unit as a separate budget program, apart from intake or delinquency counseling.

Chapter II

DELINQUENCY COUNSELING

Background

The delinquency counseling and probation supervision function is the primary focus of Juvenile Division resources. It is here that State statutes, social theory and professional judgment are brought to bear on problems in juvenile criminal behavior. Delinquency counselors prepare cases for hearings, and design and carry out treatment programs.

The FY 1987-88 adopted budget for delinquency counseling was \$1,115,442. This figure included 23 counselor positions and two supervisors. Each supervisor managed one of two groups known as Field Probation units. Each unit had its own field office; one in North Portland, and the other in Northeast Portland. Two to three counselors were stationed at each field office, the other counselors and all supervisors were located at Division headquarters.

Cases will be assigned to delinquency counselors if supervisors determine that Division intervention is warranted. Each counselor serves a particular geographic area of Multnomah County. After being assigned a case, the counselor may file a petition for formal hearing, or negotiate an informal disposition, or "contract." Contracts are similar to probation programs, but do not involve hearings. In felony matters, the counselor is to consult with a Deputy District Attorney.

If, at a formal hearing, the judge or referee finds the youth guilty of the charge, the youth will normally be placed on probation for a period of one year. Contracts extend for six

months. Probation programs and contracts impose specific sanctions and conditions governing the youth's behavior.

A number of resources are available to counselors designing probation and contract conditions. They can refer youths to treatment programs offered by external agencies or to the Division itself. The Division conducts special counseling programs dealing with adolescent prostitution and sexually aggressive behavior. Some counselors lead group-therapy sessions. Drug and psychological evaluations are conducted by other agencies.

In 1987, the Division joined with the Portland Boys and Girls club to start a restitution program named "Payback." Using donated funds, the program allows offenders to repay financial losses suffered by victims, and learn work skills. The Division also conducts a community service program as an alternative to monetary restitution.

During the course of our audit, Division management was developing an offender treatment program with the goals of reducing re-referrals and achieving Division mission statement objectives. That program was based on empirical studies showing juvenile rehabilitation is more likely to occur when intervention includes specific and objective diagnosis of youth's needs, and specific and goal-based probation programs.

The Division's new approach uses a case classification system to identify youth most appropriate for specific treatment. The system includes these elements:

- * standardized client information gathering
- * standardized family and personal needs evaluation
- * standardized criminal risk assessment

- * team case screening, goal setting, and treatment design based on objective analysis of needs and risk
- * mid-treatment reassessment of risks, needs, and goal accomplishment

Audit Results

STATUTORY AND POLICY GUIDELINES FOR COUNSELORS

While Oregon Juvenile Code statutes and Division policies concerning detention of juveniles were specific, there were few rules governing counselors' dispositional recommendations and probation activities. The laws and policies provided little assurance that offenders would face certain and sure sanctions, or receive needed treatment.

Chapter 419 of ORS gives broad authority to County juvenile departments. The law reflects the traditional philosophy of juvenile courts in America. In essence, this philosophy says that children's cases deserve "individualized justice" where dispositions are based on the needs of the child. The purpose is more rehabilitative and preventive than punitive.

According to ORS 419.482, if a Juvenile Court is informed that a child is within its jurisdiction, it must conduct a preliminary inquiry to "determine whether the interests of the child or public require that further action be taken." The law does not indicate how one is to weigh the child's interests against the public's; it does not say under what conditions further action is to include formal hearings, informal dispositions, or dismissal.

The policies of the Juvenile Division reflected Oregon's general laws; they furnished few dispositional guidelines or criteria. Counselors exercised substantial discretion. For example, Division policies stated that petitions are to be filed on "all

felonies and misdemeanors when the charges are denied and a Deputy District Attorney has found the charges to be legally sufficient," but that no policy would "prohibit the Juvenile Department in certain circumstances and after consultation with the District Attorney from deciding not to file a petition pursuant to ORS 419.482(2)."

Juvenile Court and department practices in Oregon vary from agency to agency. Juvenile departments serve under the authority of both counties and Courts, not a single State agency. The Division's operating policies subsequently reflect both Court and County managements' interpretations of Oregon laws.

Recommendation II-1: The Division should develop more complete and detailed operating policies covering counseling functions.

A way to translate statutes into operating policies is particularly needed. Written policies should guide staff in dispositional decisions, help train new employees, and provide a foundation for monitoring performance. We urge management to include counseling staff in developing these guidelines. By so doing, management will help ensure that written policies are clear and equitably applied to all youth.

#

DIAGNOSTIC AND TREATMENT SPECIFICITY

Probation treatment programs and informal dispositional agreements did not always conform with Division policy requiring clear, measurable goals. Division management said this was an area of concern. Their experimental probation treatment program was based on the premise that as diagnostic and treatment efforts become more specific and objective, rehabilitation was more likely to occur.

We found that the more serious the criminal allegation, the more likely it was the youth's file contained evidence of a structured diagnosis. In a random sample of 103 first-time referrals made to the Division in 1986, we saw evidence of structured, objective, diagnosis and evaluation in 57 percent of felony cases, 34 percent of misdemeanor cases, and 11 percent of status cases. In those cases, we found evidence that counselors had acquired specific information about the youth's problems and needs, a specific diagnosis was developed, and dispositions were based on the diagnosis. In the other cases, we judged that diagnostic activity had been conducted in a less formal manner, or we found no evidence of diagnosis.

We tested the assumption that diagnostic specificity plays an important role in juvenile rehabilitation. The results of our research corroborated literature making these claims. Based on analysis of the randomly selected referrals, we found that case file evidence of structured diagnosis was statistically correlated with lower rates of recidivism. When evidence of structured diagnosis was found in the file, the estimated probability of youths' re-referral dropped roughly 26 percent below that expected in cases without such evidence.

Under the Division's new probation program, counselors use standardized forms to assess the needs and risks of assigned youth. Along with other factors screened for, substance abuse and learning problems have been found to be significantly associated with juvenile criminal behavior. A recent study involving 221 Multnomah County male delinquents that had been committed to the State Training School (1) showed that 53 percent

¹King, Mary Katherine. 1987. Adolescent Clinical, Family, and Legal Predictors of Criminal Behavior, A Dissertation Submitted to the Faculty of The Oregon Graduate School of Professional Psychology, Pacific University. Forest Grove, Oregon.

abused drugs and about 20 percent had some form of learning problem. Approximately 83 percent of those with learning problems and 68 percent of those abusing drugs went on to commit crimes as adults; this compared to 72 percent for all offenders in the study.

Even with the new treatment approach, the Division did not have a systematic way to determine whether youth had drug or learning problems, or were receiving appropriate treatment. From our random sample of 103 referrals, we found 68 percent of all cases resulting in probation or contracts lacked documentation that counselors had screened for learning problems and/or checked with youths' schools in these matters.

Counselors said youth suspected of drug abuse were sometimes referred to an external agency, or to youths' health-care providers, for testing or evaluation. The Division did not have in-house testing equipment or a specialist in this area. According to staff at the main drug treatment agency for youth in Multnomah County, 140 delinquency referrals were sent from the Division to their program for evaluations in CY 1986; 45 such referrals were sent there in the first half of FY 1987-88.

In our random sample, 52 percent of first-time offenders were diverted at intake. Some offenders do not see a Division counselor until they have committed numerous or serious crimes. By reserving their most intensive diagnostic efforts to high-risk youths, the Division may miss opportunities to intervene in lives of offenders who might be deterred from future crimes by specific treatment.

Recommendation II-2: The Division should continue to develop and evaluate the new probation treatment program.

Our evidence suggests the Division's new probation treatment

approach may reduce recidivisms and help the Division achieve its mission statement. To reduce the possibility that high-risk youths are diverted at intake, management should evaluate the feasibility of using standardized diagnostic instruments for intake screening.

Recommendation II-3: Contact with schools to determine youths' eligibility for and/or regular attendance in educational assistance programs should be made a routine part of counselors' diagnostic and probation work.

Division management should develop the capacity to monitor probated youths' participation in educational and other special treatment programs.

Recommendation II-4: The Division should develop procedures and standards to ensure youth suspected of substance abuse are evaluated and appropriately treated.

Division management should evaluate the feasibility of using a specialist in drug and alcohol abuse to help counselors identify users, design treatment programs, and use external drug treatment agencies.

#

DELINQUENCY COUNSELING COSTS AND TIMELINESS

We found the Division was expected to process cases in a timely and cost effective manner. For a number of reasons, the Division was limited in its ability to shorten the response time for assigned cases.

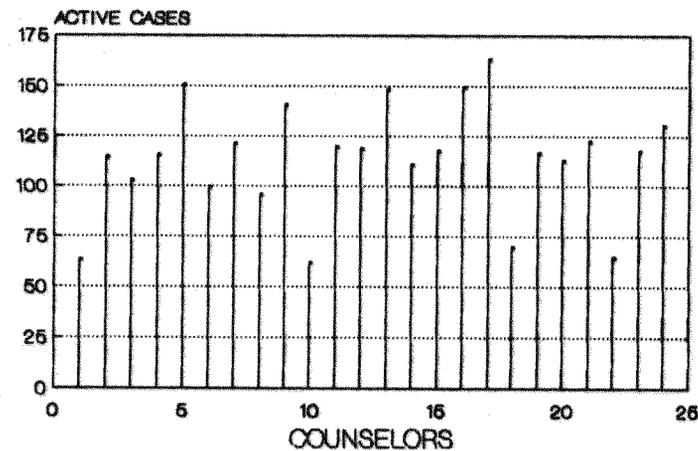
Counselor Time Available and Costs

We found that counselor time available per delinquency case decreased between FY 1983-84 and 1986-87 as did the cost per

case. The number of felony and misdemeanor referrals grew by 51 percent during that period - from 3,549 to 5,365 - without an increase in counselor positions. As a result, we estimated the number of assigned referrals increased 36 percent, to 2,287. With counselors carrying more cases, the estimated average total counselor salary and benefit cost per assigned referral fell from approximately \$830 to \$600.

In fiscal year 1986-87, delinquency counselors had, on average, fewer than 15 hours available for each assigned case. In the available time, counselors were expected to: investigate allegations; meet with youths and develop treatment plans; schedule and attend hearings; prepare legal documents; and supervise youth on probation. Most counselors had between 50 and 60 youths on their caseloads; counselors handled an average of 113 cases that year. The transfer of four delinquency counselors to dependency work in 1987 may result in even greater caseloads.

Exhibit 9
ACTIVE DELINQUENCY CASES BY COUNSELOR
 JUV. DIVISION: FY 1986-87



— ACTIVE CASES
 PREPARED BY AUDITOR'S OFFICE FROM DATA SUPPLIED BY JUV. DIVISION

Time to Disposition

We found that as the severity of the criminal allegation increased, the time needed to process the case also increased. The number of days from commission of a crime to final disposition was highest in felony cases involving hearings.

In a random sample of 103 referrals to the Division in CY 1986, we found the average time from the date of the allegation to final disposition was 23 days for misdemeanors and 74 days for felonies. Two thirds of cases resulting in probation or contracts were processed in 15 to 90 days; the average of such cases was 59 days.

We found that after initial screening by the intake section, case processing was affected by several factors. Factors that added time to processing included:

Fragmentation of Counselor Responsibilities. Counselors served in diagnostic, adjudicatory, and probation supervision roles. We believe it was difficult for counselors to distribute their time among the various responsibilities. Legal paperwork and attendance at hearings used time that could be spent on diagnostic and supervision responsibilities. At the same time, counselors scheduled most meetings and hearings. Processing delays could be caused by unforeseen schedule conflicts as well as insufficient work planning.

Legal Review of Felony Cases. Felony cases and others involving formal hearings required review by a Deputy District Attorney (DDA). DDA staff said they sought to review cases within seven to ten days of receiving them. Counselors said involvement by youth's defense attorneys sometimes caused delays in case processing.

Administrative Paper-flow. Counselors were required to initiate processing of certain administrative documents for each file. These included social histories, staff reports, petitions, probation contracts, hearing notices, and so forth. The number of required documents increased with cases involving hearings. Some counselors said half of their time was spent on paperwork.

Document Processing Responsibilities: County and State
During our audit, the State Court Administrator canceled its arrangement with the Division to prepare legal documents initiated by the Court process. We were told backlogs of 20-30 days resulted. In response, the Division used savings from an unfilled County support staff position to process forms which the Court Administrator identified as County work. We were told the Court Administrator had exercised its authority to reinterpret document typing and processing arrangements made in 1983, when courts were transferred from counties to the State. We found no evidence of written agreements. We believe the Division's assumption of this role was needed to ensure cases were handled in a timely manner.

Locating Youths. Counselors reported it was often difficult to locate youths charged with crimes. Sometimes, parents or guardians would not cooperate in counselors' investigative and diagnostic work, slowing case processing.

Recommendation II-5: Management should form an interagency committee to develop criteria for timely case processing.

Recommendation II-6: Management should find ways to decrease counselors' paperwork while providing adequate documentation of counselors' work.

Recommendation II-7: The Division should work closely with the State Court Administrator to identify and plan for respective obligations in support of the Juvenile Court and Division.

#

DIVISION EFFECTIVENESS: RECIDIVISM STATISTICS

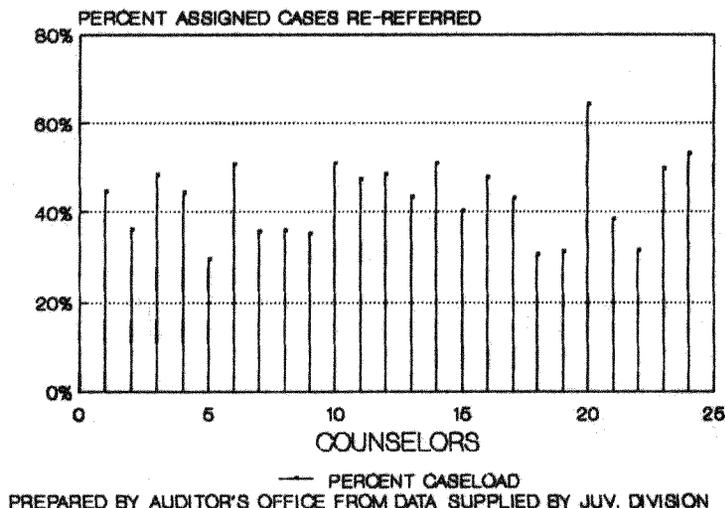
We found that recidivism statistics were a useful but very general indicator of the effectiveness of Division treatment efforts. They are useful indicators because they allow management, the Board, and the public to track the rate of juvenile re-offense known by the Division. They are general indicators because there are several ways to measure recidivisms and there are many factors contributing to a youth's referral to the Division that are outside of the Division's control.

There are many definitions of recidivism and ways of collecting data. A recidivism can mean to be arrested more than once, to be reported to a juvenile agency more than once, to be put on probation more than once, and so forth. Time is an important factor in developing and comparing recidivism statistics. Some juvenile agencies count recidivisms over the entire period a youth is a minor; some use a set number of years; others use one year or less. The Division defines recidivism as the percent of assigned delinquency cases that have been previously referred to the Division.

According to data supplied by the Division, 40% of offenders on delinquency counselor's caseloads in FY 1986-87 had been previously referred. The proportion of re-referred youth on delinquency counselors' caseloads varied from 29 to 64 percent. At least 20 percent of youths assigned to delinquency counselors had 10 or more previous referrals to the Division.

Exhibit 10

**RE-REFERRALS AS PERCENT ASSIGNED CASES
BY COUNSELOR: FY 1986-87**



In a random sample of 71 first-time offenders' files from CY 1986, we found that 34 percent had recidivated by the date of our sample (August-September, 1987). Using a regression forecast, we estimated most subsequent re-referrals could be expected to occur within 230 days of the initial allegation.

The Division's measure of recidivism was a general indicator of the success of treatment efforts. For a re-offending youth to be counted in this statistic, someone had to observe and make allegations of delinquent behavior to the Division. Any number of circumstances could affect whether this occurred.

Recommendation II-8: The Division should continue to monitor and publish the rate of juvenile re-offense known to them, using recidivism as a general indicator of the success of Division treatment efforts.

The Division should consider developing additional and more discrete measures of Division effectiveness. These might include:

- * Number and percent of each year's cases that entered into and/or completed special treatment services.
- * First-time delinquency referrals as a percent of total annual delinquency cases.
- * Number and percent of each year's re-referrals that recidivated at less or more serious levels of crime.

Chapter III

DETENTION

Background

The Donald E. Long Home is the only secure juvenile detention facility in the three-county Portland metropolitan area. Multnomah County provides detention services by contract to Clackamas and Washington counties. Youth from all three counties are housed in the same units. Additional youth are brought to the facility under a working agreement with the U.S. Marshal and Immigration Service.

The Donald E. Long Home has seven detention wings, three of which are leased to the State of Oregon for youth committed to State Training Schools. The Division uses one and a half wings for boys, one for girls, and one on weekends for a probation violator program. The Division budgeted full-time staff for 24 boys and 10 girls for FY 1987-88. Twenty-two beds were budgeted for Multnomah County youth, 12 for contracted services. Excluding the wing used on weekends, the County's wings can hold up to 42 boys and 18 girls, assuming staffing is available.

Oregon statutes limit the use of juvenile detention. According to ORS 419.599, youth may be held prior to their formal court hearing if they meet specific conditions for admissions, and if there exists no less restrictive means to assure they will attend their adjudicative hearing. Youth may also be held up to eight days as a Court disposition.

The total FY 1987-88 adopted budget for detention programs was \$1,359,528, and included 29 positions. The budget was divided into three categories: basic detention services, court subsidies programs, and regional detention. Basic services provided for 24

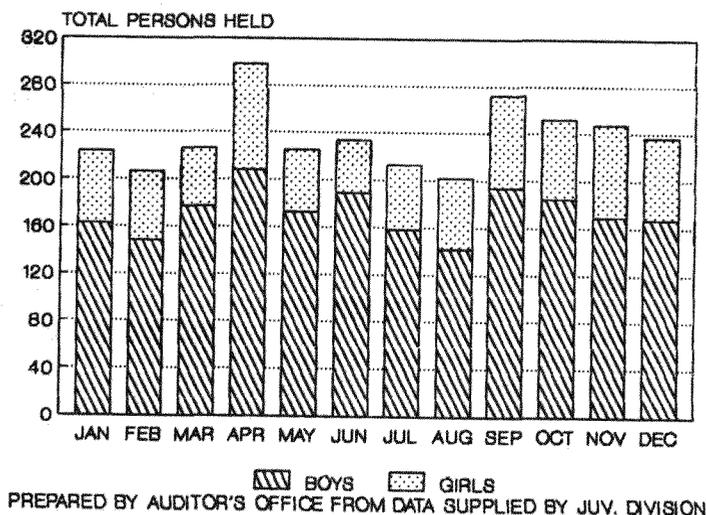
hour operations and included night and weekend intake screening by Division counselors; its budget was \$944,317. Court subsidies programs were budgeted at \$139,554 and provided close supervision for youth not meeting detention criteria. Regional detention contract revenue from Washington and Clackamas counties was estimated at \$275,657 and funded five groupworker positions.

In FY 1986-87, 2,840 youths were held in the County's detention units: 2,073 boys and 767 girls. The average length of stay was about four days. Daily detention populations corresponded to seasonal variations in referrals received by the Division: highest in spring, late summer and fall, and lowest in winter.

The FY 1986-87 cost per day to operate all detention programs was about \$3,500, with a cost per available bed per day of \$59. The estimated average total cost per detainee per day was \$109, with an average total expenditure of \$452 per stay.

Exhibit 11

TOTAL JUVENILES IN DETENTION
 JUV. DIVISION SUPERVISION: FY 1986-87



Audit Results

OPERATION AND MAINTENANCE OF THE PHYSICAL PLANT

Heating and Cooling Needs

The Donald E. Long Home did not have central heating or cooling. A steam radiator system carried heat to individual rooms. With the exception of areas where computer equipment was used, no room had air cooling. Overall, the dated heating system and lack of cooling resulted in uncomfortable room temperatures, especially in the detention units.

During one week in August, when outdoor high temperatures exceeded 90 degrees, we recorded the following 24 hour Fahrenheit temperatures inside the Donald E. Long Home:

- * Upstairs Boys' Unit: high 87, low 81
- * Downstairs Girls' Unit: high 81, low 77
- * Downstairs Counselors' Office: high 86, low 72

Staff members reported some detention rooms were inadequately heated during the winter months. Iron detention room window frames were rusted, due to inadequate maintenance. This permitted air to seep in. Window frames were taped shut in winter to help stop drafts. Staff said the individual room radiators were not able to heat the cold air, and some youths had to wear sweatshirts and coats to stay warm.

The impact of inadequate heating and cooling was compounded by poor air circulation in detention rooms. Each room's door had a small steel mesh vent, about 6 by 18 inches. These rooms were stuffy and odorous.

The Donald E. Long Home was constructed in the 1950s and 1960s and the County's wings have not since had a major renovation. Detention facility standards then differed from today's

standards. ORS 419.612 requires the County to maintain room temperatures of at least 64 degrees. Were the County's facility new or rehabilitated, it would be required to have heating units "capable of maintaining 68 to 85 degree temperatures" and all rooms would have to furnish "air circulation of 10 cubic feet of fresh air per minute per occupant."

Use of Outdoor Play Area

County-supervised youths in detention did not have an opportunity to engage in outdoor recreation. We were told the County's outdoor play area had not been used since the early 1980s; fencing, play equipment and the macadam surface had deteriorated. While most County detainees were held about four days and used an indoor gymnasium for recreation, we were informed of one Federal detainee who had been in detention over four months without outdoor activities. The Division complied with relevant statutes by providing exercise at its gym.

The County did not have adequate staff budgeted to supervise outdoor play. The Division's procedures manual required a minimum of two staff for outside activities and it was not always possible to meet this criteria. We were told outdoor activities were curtailed following Board budget cuts in detention funding in the mid 1970s. Detention staff also said the fencing surrounding the play area provided inadequate security.

Maintenance of the Plant

The condition of the detention wings could be improved, especially in the boys' wings. We observed graffiti on some doors. Flooring, hardware, bedding, and furniture were in need of replacement. While detained youth performed clean-up chores, the boys' detention wings could benefit from higher standards of upkeep.

The Facilities Management Division was responsible for maintaining most of the physical plant. They informed us the detention units were exposed to hard use and it was difficult to keep up with the wear. They also said that Juvenile Division maintenance and repair needs were not always communicated to them. We were informed by the Juvenile Division that the Facilities Management Division did not always respond to requests for repairs in a timely manner.

Recommendation III-1: Division management should work with the Facilities Management Division to plan a phased renovation of the Donald E. Long Home.

The following should be considered:

- * Forced-air heating and cooling
- * Renovation or replacement of metal window units
- * Enlargement of steel mesh door vents
- * Repair or replacement of perimeter fencing
- * Repair of outdoor play area

Recommendation III-2: Division management should evaluate the feasibility of providing outdoor recreation.

Recommendation III-3: The Division should develop a system to ensure detention maintenance needs are monitored, budgeted for, and communicated to the Facilities Management Division in a timely manner.

Recommendation III-4: The Juvenile Division and Facilities Management Division should develop acceptable work request and response time parameters.

Chapter IV

ADMINISTRATION AND CONTROL OF THE JUVENILE DIVISION

Background

The Multnomah County Juvenile Court is a part of the Circuit Court, a State agency; a Circuit Court judge is appointed to administer its affairs. Supporting Juvenile Courts are Juvenile Departments; they are County-funded. In Multnomah County, the Juvenile Department is called the Juvenile Justice Division. Counselors, detention workers, and support staff work for the Division; they operate under Court and County policies. The director of the Division reports to both the Court and County in operational matters.

Audit Results

ADMINISTRATIVE CONTROL SHARED

Oregon's Juvenile Code does not clearly separate Judicial from County responsibility in juvenile affairs. Even with recent changes in the Juvenile Code, the law does not delegate control of Division affairs to a single entity.

Senate Bill 780, passed in the 1987 Oregon Legislative session, declared juvenile departments to be county agencies, effective January 1, 1988. The law allows juvenile department directors to be appointed and removed by the governing body of the County. Previously, the Chief Judge of the Juvenile Court appointed the director. As before, counties are to fund operation of juvenile departments, including detention facilities. Other Judicial powers were not transferred to counties. ORS 419.608 still requires Division counselors to carry out Court directives, and ORS 419.612 states that detention personnel are subject to the control of the Judge of the Juvenile Court.

Because administrative responsibilities are shared, the potential for conflict continues to exist between the County Board, the Chief Judge of the Juvenile Court, and the Circuit Court Administrator. Without further changes in the Juvenile Code, the Directors of the Juvenile Division and Department of Human Services will continue to be responsible for integrating County and Court directives.

Recommendation IV-1: The County should pursue legislative clarification of the Juvenile Code to delineate County from State responsibilities.

#

MANAGEMENT INFORMATION

Division management was limited in its ability to identify program strengths or areas needing improvement because available information resources were under-used. There were few quantitative techniques used to evaluate whether programs were succeeding or cost effective. Data used was often in raw form and not tied to performance indicators.

Most juvenile social and legal information was stored in Tri-County Juvenile Information System (TJIS) on-line files accessed through the County's Information Services Division (ISD) mainframe. We were told no staff at the Division had training in TJIS programming. Data retrieval and manipulation was done by ISD at the request of the Division. Timely access to data was thus subject to ISD's scheduling and available staffing expertise.

Management had delegated one staff position to serve as a liaison with ISD. This position handled all requests for computer-generated reports and conducted all subsequent analysis.

Management would lose its data management capacity if the person filling this post left or was absent for any length of time.

Recommendation IV-2: Division management should continue to define the content and level of detail of information they need in decision-making.

Management should develop a plan for data collection and reporting using key variables showing demands placed on the Division, and showing the efficiency and effectiveness of Division programs.

Recommendation IV-3: The Division and ISD should agree upon an appropriate level of continuous data processing support.

Recommendation IV-4: Several Division staff members should receive training in TJIS data retrieval, analysis, and report preparation.

APPENDIX A

**Diversion Agreement with
Youth Service Centers**

Diversion Agreement

Multnomah County Juvenile Court

and

The City of Portland Youth Service Center System

November 11, 1983

The following diversion agreement is intended to serve as a guideline for the referral of young people between the juvenile court and the city's youth service center system. This agreement has been developed to insure a uniform referral system and ongoing communication between each system.

Multnomah County Juvenile Court is located at 1401 N.E. 68th Avenue in Portland and is operated by Multnomah County. The City of Portland contracts with private non-profit agencies to operate each of the five city funded youth service centers. A listing of the centers locations, contracting agencies and hours are attached to this policy.

I. Multnomah County Juvenile Court Diversion Policy

It is the policy of the Multnomah Juvenile Department to divert appropriate youth to the Portland Youth Service Center System. It is intended that these services are an alternative to the Juvenile Justice System and are voluntary in nature.

A. Eligibility for Diversion

In making a decision to divert youth the Juvenile Department staff will consider the following:

- The nature of the offense (status and/or misdemeanor and the circumstances surrounding the incident).
- The age of youth must be between eight and seventeen years old for diversion services, younger youth may be referred for non-diversion support services.
- Previous record with police, juvenile court or prior referrals to the diversion programs. All first, second and third time offenders in the categories listed below will be eligible for diversion unless they deny the charge or refuse diversion services.
- Eligibility of youth who have or have had active files with the juvenile court and/or who are wards of the court will be referred on a case by case basis. A decision to divert such cases will be shared by both court and youth service center staff.

- All traffic-related cases will be reviewed and diverted on a case by case basis. Generally, the diversion of traffic-related cases will be for youth 15 years old and younger.

B. Offenses Eligible for Diversion

1. Status Offenses

All status offenders are eligible for diversion unless they have an active court case, are a ward of the court, deny guilt, or refuse to be referred.

2. Misdemeanors

a. All Class B and C misdemeanors are eligible for diversion with previously stated exceptions.

b. Class A Misdemeanors may be diverted as follows:

- A. Assault IV
- B. Possession of Burglary Tools
- C. Criminal Defamation
- D. Criminal Mischief II
- E. Criminal Trespass I
- F. Forgery II
- G. Fraudulent Use of Credit Cards
- H. Intimidation
- I. Menacing
- J. Negotiation of Bad Checks
- K. Theft II
- L. Theft by Deception
- M. Theft of Services
- N. Theft of Loss/Mislaid Property

c. The following Misdemeanors are not eligible:

- A. Escape III
- B. Sexual Abuse II
- C. Failure to Appear II

All Class A Misdemeanors not mentioned will be diverted on a case-by-case basis.

C. Diversion Procedures

The following information should be provided by court staff when diverting youth to the youth service centers:

- 1. Pertinent police reports including Crime, custody person, and special reports as well as security reports.

2. Information on any previous diversion history (i.e. offense, date diverted and YSC diverted to).
3. Whenever a charge listed on the crime report is reduced to a lesser charge, court staff will indicate the reduced charge in writing to the YSC.
4. Whenever a youth does not technically appear to have committed a law violation, but is diverted in order that a YSC may offer support services, it should be indicated by phone or letter.

II. City of Portland Youth Service Center System Diversion Policy

The Youth Service Centers provide services to youth under age 18 and their family and are an alternative to the Juvenile Justice System. Their services are voluntary in nature and the youth and his/her parents or guardian may accept the opportunity to participate in these services which include:

1. Diversion (includes accountability services)
2. Counseling
3. Big Brother/Big Sister
4. Employment services
5. Educational assistance
6. Parent education

These services are intended to minimize penetration into the Juvenile Justice System by offering a community family-based alternative to court intervention. They are intended to assist youths by strengthening support systems such as: family, school and neighborhood.

If services are refused, Youth Service Center staff will notify the Juvenile Court in writing stating refusal of services and/or requesting Court disposition. The Court will receive a Letter of Information regarding all cases diverted to the system.

It is understood that in any case where there is an indication that a family or the community may be seriously endangered by the referred youth, the case will be returned to Juvenile Court.

Any case where the referred youth is in danger of physical, sexual, or mental abuse, the Youth Service Center will work with appropriate agencies to protect that youth.

A. Status Offenses

1. All status offenders referred to Youth Service Centers will be offered the following services when appropriate:
 - a. Counseling
 - b. Recreational activities
 - c. Crisis intervention
 - d. Employment services
 - e. Big Brother/Big Sister services
 - f. Educational assistance
 - g. Parent education

2. Some status offenders may be asked to attend diversion education classes on a voluntary basis.
3. Youth Service Centers coordinate with other community agencies in providing support services to status offenders.

B. Misdemeanor Offenders

Diversion services for misdemeanors referral is accomplished by providing community-based direct intervention in the form of restitution, community service, special education groups, formal apologies, and a process called the Neighborhood Community Accountability Board (NAB). NAB assigns consequences to youth designed to hold youth accountable for his/her actions. It is available for first, second, and third-time offenders when deemed appropriate.

C. Other Diversion Referrals

1. Youth and parents who request information and/or assistance through a self-referral or special police report may be referred to a Youth Service Center for one or more of the Youth Center services.

There are five youth service centers in the City of Portland and each may have different services. A list of the Centers and their services is attached for use in referring youth and their families to a specific Center.

D. Services to Victims

The youth service centers have limited resources available for victims however, the following will be provided to all victims of diverted clients:

1. A letter will be sent by the YSC to all victims informing them that the alleged offender has been referred to the YSC for diversion service.
2. Whenever possible YSC staff will contact the victim to assess damages resulting from referral incident.
3. When the neighborhood accountability board program is utilized, victims will be informed of time and place of hearing.
4. Victims will be referred to existing resources for all additional service requests.

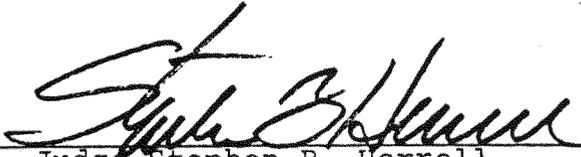
E. Civil Penalties Penalties

The youth service center system services are primarily directed toward the criminal and social aspects of each referral. Civil penalties are outside the responsibility of the system.

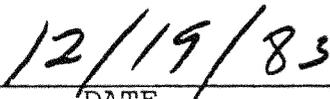
F. Expungement

The youth service center shall be responsible for providing information about the process for expungement of all diverted youth's records. A handout approved by court staff shall be provided to each referral.

APPROVED:



Judge Stephen B. Herrell



DATE



Commissioner Margaret D. Strachan



DATE

RE/gj-mw

RESPONSES TO THIS REPORT



GLADYS McCOY, Multnomah County Chair

RECEIVED
FEB 11 1988
Multnomah County Auditor

February 11, 1988

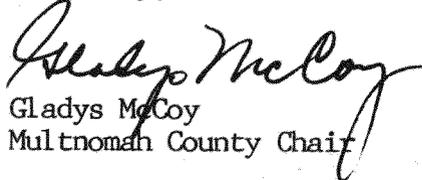
Anne Kelly Feeney
Multnomah County Auditor
Portland Building, Room 1500
Portland, Oregon 97204

Dear Ms. Feeney,

Attached is a letter from Duane Zussy, Director, Department of Human Services in response to Internal Audit Report #1-88 regarding the Juvenile Justice Division.

I want to convey my commitment to work toward resolving the issues discussed in your audit. Further, I want to advance my thanks to you and your staff for work well done.

Sincerely,


Gladys McCoy
Multnomah County Chair

Attachment

GM:vbq



MULTNOMAH COUNTY OREGON

DEPARTMENT OF HUMAN SERVICES
7th FLOOR J. K. GILL BUILDING
426 S.W. STARK STREET
PORTLAND, OREGON 97204
(503) 248-3782

BOARD OF COUNTY COMMISSIONERS
GLADYS McCOY • CHAIR OF THE BOARD
PAULINE ANDERSON • DISTRICT 1 COMMISSIONER
GRETCHEN KAFOURY • DISTRICT 2 COMMISSIONER
CAROLINE MILLER • DISTRICT 3 COMMISSIONER
POLLY CASTERLINE • DISTRICT 4 COMMISSIONER

February 9, 1988

Anne Kelly Feeney
Multnomah County Auditor
Portland Building, Room 1500
Portland, Oregon 97204

Dear Ms. Feeney:

This is a response to the internal audit report concerning the Multnomah County Juvenile Justice Division. The report is comprehensive and reflects a great deal of effort on the part of the investigators. The findings and recommendations demonstrate a thorough analysis and understanding of issues confronting the Juvenile Justice Division and Multnomah County.

Several of the recommendations are in the process of being implemented by the Division. The 1988-89 budget will reflect dependency activities as a separate organizational unit. We believe the Division's Mission Statement and continued implementation of the Offense Specific Case Management approach in delinquency cases will address issues raised concerning counseling functions, diagnosis and treatment, educational handicap, and standardization. Division management has surfaced through the preliminary budget process the need for special attention to drug and alcohol abuse problems, the need for additional Supervisory staff, security issues in detention, and maintenance problems at the Donald E. Long Home.

Other issues such as the role and philosophy of diversion, the Juvenile Division role in dependency cases, administrative control, and the delineation of State and County responsibilities for the Division will doubtlessly involve a lively interaction between the various branches of government affected by your recommendations and may, in fact, require Legislative changes to definitely resolve their debate. Several of the issues you raise have policy implications that will be dealt with at the Departmental level.

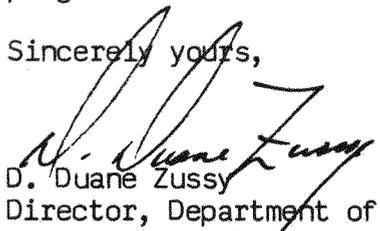
You may be assured that all of those matters will be pursued in a timely fashion.

Anne Kelly Feeney
February 9, 1988
Page 2

We accept the responsibility to thoroughly evaluate all of the recommendations and to consider implementing as many as may prove possible within the resource capacity of Multnomah County.

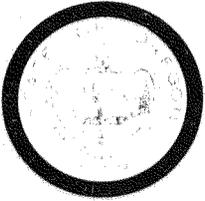
Division management will provide a report to the auditor regarding our progress.

Sincerely yours,


D. Duane Zussy
Director, Department of Human Services

cc: Hal Ogburn, Director, Juvenile Justice Center
Kathy Tinkle, Departmental Budget Office
Gladys McCoy, Multnomah County Chair
Commissioner Pauline Anderson
Commissioner Polly Casterline
Commissioner Gretchen Kafoury
Commissioner Caroline Miller

1055F/KE



CIRCUIT COURT OF OREGON
FOURTH JUDICIAL DISTRICT
MULTNOMAH COUNTY COURTHOUSE
1021 S.W. 4TH AVENUE
PORTLAND, OREGON 97204

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FEB 11 1988

Multnomah County Auditor

STEPHEN B. HERRELL
JUDGE

February 10, 1988

COURTROOM 508
(503) 248-3060

Ms. Anne Kelly Feeney
County Auditor
Room 1500
Portland Building
Portland, Oregon 97204

Re: Final Draft, Internal Audit Report #1-88 Concerning the Juvenile
Justice Division, Department of Human Services

Dear Ms. Feeney:

As chief judge of the juvenile court, I have been asked to respond to the final draft of the above-mentioned report.

First of all, I want to express my appreciation to you and to Mr. Pitts and Ms. Haynes for your courtesy and cooperation while this report was being compiled.

I have only a few comments of substance. This audit and your report make a solid and positive contribution to what continues to linger as a problem throughout the State of Oregon concerning who has what authority in connection with the various operations of the juvenile court. As you have appropriately observed, recent legislation (SB 780) has not resolved a number of issues, including the apparent dual authority of the county and the judge as set forth in ORS Chapter 419. It is my hope that these issues will continue to be raised until something is done to confront them directly.

I would also make the observation that many of the recommendations contained in the report which have to do with the method and philosophy surrounding juvenile probation have already been identified by management and are in the course of being addressed much as you have recommended.

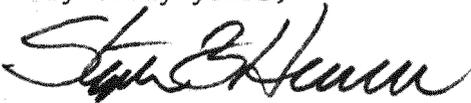
As often happens when dealing with the juvenile justice system, the delinquency side of the court gets all the attention. However, as your findings noted, the dependency function is becoming an ever larger part of the activity in the juvenile division and the juvenile court. The recommendations made in that area are most appropriate, but I would like to have seen it given greater emphasis.

Ms. Anne Kelly Feeney
February 10, 1988
Page Two

My final comment, and the only one which deals with any substantive issue, concerns the statistics relating to referrals to the juvenile division as found on page 10 of the final draft and in exhibit 7. The counting of referrals is flawed in that case reviews are simply a mandated function of every dependency case and some delinquency cases, and are initiated by the court and the juvenile division rather than from some outside source. I also do not know what the category "other" includes, but I expect that it is a catchall which would more appropriately be distributed among status, delinquency and dependency. The raw number of referrals itself is meaningless, in my view. Dependency cases tend to be open for many months or even years, and consume more than half the court time and far more than 17 percent of the resources.

Thank you for your consideration.

Very truly yours,



Stephen B. Herrell

SBH:nb

cc: Honorable Donald H. Londer, Presiding Judge
Ms. Dorothy J. Coy
Mr. Harold Ogburn
Commissioner Gladys McCoy
Commissioner Pauline Anderson
Commissioner Polly Casterline
Commissioner Gretchen Kafoury
Commissioner Caroline Miller

RECEIVED

FEB 11 1988

Multnomah County Auditor

MICHAEL D. SCHRUNK, District Attorney for Multnomah County
600 County Courthouse • Portland, Oregon 97204 • (503) 248-3162

February 10, 1988

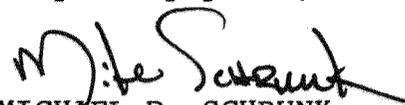
Ms. Anne Kelley Feeney
Multnomah County Auditor
Multnomah County Courthouse
Portland Building, Room 1500
Portland, OR 97204

Dear Ms. Feeney:

I appreciate the opportunity to comment on Audit Report No. 1-88 concerning the Juvenile Justice Division, Department of Human Services. The District Attorney's Office works very closely with the Juvenile Court and, as such, we have a special interest in your recommendations, especially those which may affect the District Attorney's Office down the road.

With this in mind, I took particular interest in the recommendations numbered I-2 and I-3 contained on page 16 of the report regarding the role, level of involvement, and activities the Juvenile Division has in dependency matters. The Audit carefully points out that "dependency casework could consume resources needed for other division programs." While this is an area that could legitimately benefit from close review, I believe it is important to point out that any changes in performing dependency services may affect staffing requirements in the District Attorney's Office. If the Juvenile Court changes its role in dependency matters, it may very well displace the function and cost over to the District Attorney's staff. This information should be included in any review or discussion of the issue.

Very truly yours,


MICHAEL D. SCHRUNK
District Attorney

MDS:cab

cc: Duane Zussy
Harold Ogburn

REPORTS ISSUED BY MULTNOMAH COUNTY AUDITOR, BY DEPARTMENT
1980 through 1987 to-date

<u>DEPARTMENT</u>	<u>REPORT NUMBER*</u>	<u>ISSUE DATE</u>	<u>DEPARTMENT</u>	<u>REPORT NUMBER*</u>	<u>ISSUE DATE</u>
<u>ENVIRONMENTAL SERVICES</u>			<u>JUSTICE SERVICES (CONT):</u>		
Engineering:			District Court:		
Engineering Division	#4-83	11/22/83	Parking Fine Coll. F/U	#1-82	01/06/82
Fair & Exposition Center	#3-83	09/30/83	Civil Process	#C-80	12/30/80
Fair & Exposition Center	#B-83	10/10/83	Community Corrections	#1-80	04/29/80
Operations & Maintenance:			District Attorney:		
Fleet Mgmt. & Maint.	#2-82	04/14/82	Petty Cash Fund	#A-81	05/04/81
Veh. Rec. & Work Order	#A-82	04/21/82	Training Fund	#B-81	07/16/81
Road Maintenance	#4-82	07/15/82			
Special Report-Parks	#1-84	04/09/84	Juvenile Services:		
Blue Lake Park	#A-83	08/10/83	Court Trust Fund	#E-81	11/09/81
Cnty-Wide Grants Mgmt/CDBG	#A-85	03/21/85			
Housing Rehab Loan Program	#1-86	02/28/86	Medical Examiner:		
Glendoveer Golf Course	#2-87	09/09/87	Property Control, Finding		
			Fund & Imprest Funds	#2-83	05/04/83
Medical Access	#2-80	12/30/80			
Payroll Timekeeping	#C-82	08/31/82	Sheriff's Office:		
MED/Residential Svcs	#3-84	10/24/84	Law Enforcement Function	#6-82	12/17/82
Cnty-Wide Grants Mgmt/LIEP	#B-85	03/21/85	Institutional Commissary	#1-83	06/09/83
Aging Services Division	#3-85	12/19/85	Jail Admin-Infor. Systems	#2-86	09/08/86
Aging Services Division	#A-86	02/26/86			
<u>GENERAL SUPPORT SERVICES</u>			<u>NON-DEPARTMENTAL</u>		
Data Proc. Svcs./ISD	#2-84	06/14/84	Reapportionment Plan	#AA-81	04/19/81
Operations DPA	#A-84	06/19/84	Charter Review	#BB-81	10/28/81
Non-Central Bank Accts.	#D-81	10/12/81	Assessment & Taxation:		
Cash Fund Survey	#A-80	06/27/80	Internal Controls	#B-80	08/13/80
Risk Management	#3-87	10/21/87	County-Wide Grants Mgmt.	#4-84	12/19/84
Purchasing:			All Departments		
Contracting & Cen. Stores	#5-82	12/01/82	Board of Equalization	#1-85	02/01/85
Facilities & Property Mgmt.:			Elected Officials Reim-		
Construction Projects	#2-81	09/03/81	bursable Expenses	#2-85	06/19/85
Work Orders Proc.	#C-81	09/04/81			
• Assessment & Taxation					
• Personal Property Tax/					
Unsegregated Tax Fund	#1-87	05/18/87			
Collections Section	#3-86	12/12/86			
• A&T/Collections Section	#B-86	12/18/86			
<u>JUSTICE SERVICES</u>					
Circuit Court:					
Indigent Defense	#1-81	02/18/81			
Unreported Rec. & Expend.	#3-82	05/20/82			

Key to Report Numbers:

- #2-80 = Internal Audit Report (IAR): Shown by numerical sequence and year of issue.
- #C-79 = Report to Management (RTM): Shown by single alphabet sequence and year of issue.
- #BB-81 = Special Report (SR): Shown by double alphabet sequence and year of issue.



ANNE KELLY FEENEY

COUNTY AUDITOR
ROOM 1500
PORTLAND BUILDING
PORTLAND, OREGON 97204
(503) 248-3320

MULTNOMAH COUNTY OREGON

February 23, 1988

MEMORANDUM

TO: Board of County Commissioners
FROM: Anne Kelly Feeney *AKF*
County Auditor
RE: Audit Follow-up Report



1988 FEB 25 AM 10:42

JOINT BOARD MEETING

Attached is an advance copy of the periodic Audit Follow-up Report which will be officially presented at the informal Board meeting on March 1, 1988. The report shows the status of individual findings and recommendations included in previous audit reports.

The status of these items is reported as:

- RESOLVED - The deficient condition previously reported has been satisfactorily remedied.
- IN PROCESS - Corrective action has been initiated and final resolution is pending.

The status of these issues is established by:

- PER MANAGEMENT - Management reported action taken.
- SITE VISIT - The Auditor's office has discussed with the auditee and verified action taken.

Please contact me should you have any questions concerning this report.

AKF:db

cc: All Department Directors

REPORT NUMBER	TITLE	DATE ISSUED	RESPONSE DUE DATE	FINDING/ RECOMMENDATION	AUDITOR'S REMARKS
3-85	Aging Services	12/19/85	APR 1988	<p>Rec #1-Update the City/ County Aging Policy to clarify the criteria for program development.</p> <p>Rec #2-Develop a long-range plan for the delivery of services to seniors.</p>	<p><u>In process (per mgmt).</u> ASD initiated plans to update policy with BCC, City, PMCOA (4/18/86). Policy to be updated following completion of long-range plan December 1986 (8/15/86). Initial draft in process, ready for internal review and comment. Formal adoption of revised policy expected by May 1987 (1/8/87). Draft reviewed by PMCOA in May; final review and adoption anticipated this summer (5/27/87). An aging policy draft has been developed. The draft will be distributed to DHS, BCC, City Council and PMCOA for review and comment no later than October 16, 1987 (10/5/87). <u>No substantive change (1/27/88).</u></p> <p><u>In process (per mgmt).</u> Expected to be completed December 1986 (4/28/86). Policy to be updated following completion of long-range plan December 1986 (8/15/86). Draft needs assessment completed. Long-range plan delayed until revised policy adopted (1/8/87). Long-range plan is delayed until after adoption of revised policy (5/27/87). Long-range planning has been delayed at Aging Services Division due to other priorities and staff turnover at the management and planning levels. It is still anticipated that the plan will be completed prior to 6/30/88 (10/5/87). <u>No substantive change (1/27/88).</u></p>

REPORT NUMBER	TITLE	DATE ISSUED	RESPONSE DUE DATE	FINDING/ RECOMMENDATION	AUDITOR'S REMARKS
A-86	Aging Services	2/25/86	APR 1988	Rec #5-Intensify efforts to develop administrative and fiscal systems.	<p>In process (per Mgmt. Office). ASD had anticipated all FY 85-86 as transitional year. Work continues (4/18/86). Task force to meet; development of 3-yr. computer plan is underway. Adm. sys. are being reviewed with current efforts directed toward streamlining payroll, purchasing, and contract tracking (8/15/86). Administrative and fiscal sys. in place. Improvements needed in MIS. County ISD providing tech. assistance for sys. development (1/8/87). County ISD has completed a review of ASD computer sys. and will provide recommendations on sys. development in May (5/27/87). Systems have been developed. Fiscal controls developed which allow proper authorization, documentation & recording of fiscal transactions. Developed administrative procedures to ensure adequate business services support. Staff assignments have been made to clearly define roles and responsibilities (10/5/87). <u>No substantive change (1/27/88).</u></p>

REPORT NUMBER	TITLE	DATE ISSUED	RESPONSE DUE DATE	FINDING/ RECOMMENDATION	AUDITOR'S REMARKS
1-86	Community Development	2/28/86	N/A	Finding #2-The bidding practices were not adequate to ensure that rehabilitation costs were fair and reasonable to prevent collusive arrangements.	<u>Resolved (per site review).</u> <u>Review of judgmentally selected files showed improvement in procedures. Management indicated training and review would continue.</u>
2-86	Jail Administration	9/8/86	APR 1988	Rec #1-Local officials should initiate action to obtain relief from State Corrections Div. in expediting processing of parolees.	<u>Resolved (per management).</u> <u>Parole Board working to streamline process. Staff will continue to work with State to expedite individual cases and improve the process. (1/25/88).</u>
				Rec. #2-County officials should seek to have State inmates expeditiously transported to the State institutions.	<u>Resolved (per Management).</u> <u>Effective 2/1/88 State coordinating all temp. leave violators in one unit; will result in speedier processing. Detainer used only when person dangerous. Records Unit monitoring State prisoners for earliest possible return. Will continue these and Rec. #2 efforts (1/25/88).</u>

REPORT NUMBER	TITLE	DATE ISSUED	RESPONSE DUE DATE	FINDING/ RECOMMENDATION	AUDITOR'S REMARKS
2-86	Jail Administration	9/8/86	APR 1988	<p>Rec #4-Seek overall review of courts' problems to assist courts in reducing delay.</p> <p>Rec #5-Develop management reports which provide informed decisions about inmate population.</p>	<p><u>Resolved (per management).</u></p> <p><u>Additional judges requested. Continues to be critical concern of courts and justice system (1/25/88).</u></p> <p><u>In Process (per management).</u></p> <p>Sheriff is creating CPMS coordinator position to resolve this recommendation (12/10/86). Coordinator working with Integrated Criminal Justice Information System (ICJIS) to identify needs to improve management information; to be considered by DP Management Committee (5/14/87). A new CPMS report allows managers to track population levels. A computerized release/matrix program is being developed to be completed by the end of October 1987. Coordinator continues to work with ICJIS; information needs analysis, needs assessment for PC's, software applications, terminal and training continues (10/21/87). <u>Work continues. Release/matrix program developed; final programming and testing underway. New population reports providing better information (1/25/88).</u></p>

REPORT NUMBER	TITLE	DATE ISSUED	RESPONSE DUE DATE	FINDING/ RECOMMENDATION	AUDITOR'S REMARKS
2-86	Jail Administration	9/8/86	APR 1988	<p>Rec. #6-Review and update CPMS to improve usability of management information generated from the system. Provide adequate training to personnel operating the system to ensure its reliability.</p> <p>Rec #7-Assign specific computer data fields for work release indicators</p> <p>Item A (Report Pg 14 - A consistent body of information which deals with the question of admission & release rates could enhance the evaluation of needs for other corrections programs.</p>	<p><u>Resolved (per management).</u></p> <p><u>All efforts ongoing. Information needs and necessary changes will be coordinated through Information Systems Unit and its users and Policy Committees (1/25/88).</u></p> <p><u>In Process (per management).</u></p> <p><u>See response to Rec. #5 (12/10/87). Will be included in prioritizing done by newly formed Information System Policy Committee (6/1/87). Demographic report which details use and race has been developed. Recommendations of MCRC Screening Committee re: inmate's acceptance or rejection is logged to CPMS (10/21/87). Continues as high priority for Information Systems unit (1/25/88).</u></p> <p><u>In Process (per management).</u></p> <p>Request for team to study integrating the nine systems. Approved by the Board on 1/22/87. These items are being addressed by the Integrated Criminal Justice Information System Project Team. The Team is determining</p>

AUDITOR'S NOTE: Items A-C were included in IAR #2-86 but were not designated as separate findings. We requested that the Chair, Sheriff, or a designee (as appropriate) respond as to the status of actions in these areas.

REPORT NUMBER	TITLE	DATE ISSUED	RESPONSE DUE DATE	FINDING/ RECOMMENDATION	AUDITOR'S REMARKS
2-86	Jail Administration (Continued)	9/8/86	APR 88	<p>Item B (Report PG 27) Provisions [should be] made to ensure that local corrections automated system communicate with each other.</p> <p>Item C (Report Pg 27) - a justice services data consortium [should be] established to explore the possibilities of interfacing criminal justice data system.</p>	<p>whether and to what extent the criminal justice data processing system should be integrated. Functioning since March 1987; will present a report to the DP Management Committee later in the summer (memos/meetings May and June). Report will be published by 11/30/87. <u>Criminal Justice Information System Report Submitted to Board January 1988. Policy and budget impact being analyzed. Similar issues at State level under study by Oregon Criminal Justice Council and Governor's Task Force on Corrections Planning (2/11/88).</u></p>
3-86	Assessment & Taxation Division/ Collections Section	12/10/86	APR 88	<p>Rec #3-Establish monitoring systems to ensure County personnel policy is followed; require written performance evaluations for all probationary employees.</p>	<p><u>Resolved (per management).</u></p> <p><u>Notification and follow-up on evaluations is taking place (1/27/88).</u></p>

REPORT NUMBER	TITLE	DATE ISSUED	RESPONSE DUE DATE	FINDING/ RECOMMENDATION	AUDITOR'S REMARKS
3-86	Assessment & Tax- tion Division (Continued)	12/10/86	APR 1988	Rec #4-Implement a formal system to identify & rank D.P. needs; ensure standards for system documentation are established and met.	<u>Resolved (per management).</u> <u>Committees are in place and working (1/25/88).</u>
B-86	Collections Section/A&T Division	12/18/86	APR 1988	Rec #3-Identify tax accounting & collections management information needs; develop on-line account maintenance capability.	<u>In process (per management).</u> Systems analysis by ISD staff underway. On-line potential & cost benefit being explored by Div. DP Steering Committee. Plans to restructure A&T data base may require change in capabilities (6/87). The Division is, by way of the DP long-range planning committee, considering a re-designed data base & the on-line account maintenance capability may not be possible until it is installed. No documentation was available to indicate status of planning process (9/29/87). <u>Project approved by DP Management Committee. First stages planned by ISD; anticipate more than a year to complete. (1/27/88).</u>
1-87	Personal Property tax (A&T Div) Un-segregated Tax Fund (Finance Div) DGS	5/18/87	APR 1988	Rec #1-Improve planning and control over refund activity through legislative action and operational improvements.	<u>In process (per management).</u> The Collections Section has contactd the Dept. of Revenue informally and requested clarification. There are no guidelines at the State level by which A&T can set goals for itself. Collection Mgr's goal is that no refund will take longer than 60 days. In addition, some of the operating procedures needed to streamline the refund process are dependent upon the new data base (9/29/87). <u>Completion expected by May 1988 (1/27/88). (NOTE: additional site visit planned)</u>

REPORT NUMBER	TITLE	DATE ISSUED	RESPONSE DUE DATE	FINDING/ RECOMMENDATION	AUDITOR'S REMARKS
1-87	Personal Property Tax (A&T Div) Un-segregated Tax Fund (Finance Div) DGS (Continued)	5/18/87	APR 1988	Rec #2-Clarify, document and monitor the system for cancelling personal property account values accessed at under \$2000.	<u>Resolved (per management).</u> <u>Procedures being followed according to management's follow-up review (1/27/88).</u>

REPORT NUMBER	TITLE	DATE ISSUED	RESPONSE DUE DATE	FINDING/ RECOMMENDATION	AUDITOR'S REMARKS
2-87	Glendoveer Golf Course	9/9/87	APR 88	<p><u>REVENUE CONTROL</u> Finding #1-Marshalling practices are not adequate to prevent "free play" at Glendoveer.</p> <p>Finding #2-The County's control over revenue reported from Glendoveer could be improved.</p> <p>Finding #3-There was no formal system for monitoring Glendoveer Golf Course green fee rates.</p> <p><u>CONTRACT CONTROL</u> Finding #4-The current contract is not an adequate mgmt. vehicle for achieving the County's objectives for Glendoveer.</p> <p>Finding #5-County monitoring of maintenance standards required by contract was weak.</p> <p>Finding #6-Documentation required by contract & needed to support Glendoveer mgmt's commitment to Affirmative Action was not maintained.</p>	<p><u>In process (per management). Issue discussed with contractor. No definite commitment at this time although DES considering a study in summer of 1988 (1/21/88).</u></p> <p><u>In process (per mgmt.). DES accounting staff instituted monthly revenue comparisons with other courses. Contractor agreed to include golf play figures with fee checks on a monthly basis beginning with January 1988 (1/21/88).</u></p> <p><u>In process (per mgmt.). Parks Services will conduct an annual green fee survey of privately-owned public courses beginning in spring 1988. Survey will be documented (1/21/88).</u></p> <p><u>In process (per mgmt.). Contractor did propose that the county consider a pass-through payment on an annual basis which would allow 5-6 additional seasonal staff to be hired for maint. enhancement. The BCC approved this approach. Approx. \$330,000 will be made available to GSR beginning in April 1988. (1/21/88.)</u></p> <p><u>In process (per mgmt.) Parks Services will be evaluating the maintenance of the course & facilities in the spring of 1988. Approx. \$800 in 88-89 budget cost of USGA review of the golf course (1/21/88).</u></p> <p><u>In process (per mgmt.). Affirmative Action posters & a copy of the County's Affirmative Action Policy were provided to contractor in mid-October. County policy adopted and posters installed (1/21/88).</u></p>

REPORT NUMBER	TITLE	DATE ISSUED	RESPONSE DUE DATE	FINDING/ RECOMMENDATION	AUDITOR'S REMARKS
2-87	Glendoveer Golf Course	9/9/87	APR 88	<p>Finding #7-Paved pathways, directional signage & roped fencing on the Glendoveer Golf Course were not adequate.</p> <p>Finding #8-Golf tee areas were not maintained & serviced in accordance with contract requirements.</p> <p>Finding #9-Approach areas to the golf course & restroom facilities were not maintained in a clean & orderly condition.</p> <p>Finding #10-Financial reporting by Glendoveer mgmt was not always timely.</p> <p>Finding #11-Sand trap maint. was not in compliance with contract requirements.</p> <p><u>PRODUCT DELIVERY:</u> Finding #12-Excessive back up of golfers occurred at times.</p>	<p><u>In process (per mgmt.). Evaluation of need for paved pathways, directional signing, & rope fencing will be conducted as part of the Master Improvement Plan. Project completed scheduled for late May 1988. (1/21/88).</u></p> <p><u>In process (per mgmt.). Contrator has declined a contract amendment. However, tee area maintenance will be addressed in formal course evaluations by Parks staff and USGA (1/21/88).</u></p> <p><u>In process (per mgmt). Parks staff will remove the one "permanent restroom" from the course during the Summer of '88. Litter control will be documented by visits. Painting of water tower to be considered in 1988-89 budget approx. \$22,000. Clubhouse & parking area main. to be enhanced, \$33,000.</u></p> <p><u>In process (per mgmt.). Untimely reporting, if any, will be addressed by County staff (1/21/88).</u></p> <p><u>In process (per mgmt.). Sand trap maintenance will be covered in the formal and informal course evaluations (1/21/88).</u></p> <p><u>In process (per mgmt.). Contractor has not agreed to make "call-in" starting time an option for golfers. Additional exploration of alternatives is needed (1/21/88).</u></p>

REPORT NUMBER	TITLE	DATE ISSUED	RESPONSE DUE DATE	FINDING/ RECOMMENDATION	AUDITOR'S REMARKS
2-87	Glendoveer Golf Course (Continued)	9/9/87	Apr 88	<p>Finding #13-Golf tee areas do not effectively accommodate the number of players on the course.</p> <p>Finding #14-Communication between Glendoveer mgmt. & the County had not been sufficient to ensure a cooperative effort in developing & improving Glendoveer.</p>	<p><u>In process (per mgmt). Adequacy of existing tees will be evaluated in the Master Planning process (see Finding 7.) (2/21/88).</u></p> <p><u>In process (per mgmt.). Contractor has declined the formation of a Standards Review Committee. DES and contractor staff are committed to developint better communications and a more cooperative relationship with a shared goal of improving the course and associated facilities (1/21/88).</u></p>
3-87	Risk Management	10/21/87	APR 88		Response not due.
1-88	Juvenile Justice Division	2/16/88			Response not due.

DATE SUBMITTED _____

(For Clerk's Use)
Meeting Date 3-1-88 pm
Agenda No. Inf #17

Informal
✓

REQUEST FOR PLACEMENT ON THE AGENDA

Subject: Status Report on contract negotiations with City on printing and various services

Informal Only* March 1, 1988
(Date)

Formal Only _____
(Date)

DEPARTMENT General Services DIVISION Administrative Services

CONTACT Kathy Busse TELEPHONE 248-5111

*NAME(s) OF PERSON MAKING PRESENTATION TO BOARD Kathy Busse

BRIEF SUMMARY Should include other alternatives explored, if applicable, and clear statement of rationale for the action requested.

Status of negotiations with City of Portland for printing, mail, copier; microfilm and blueprinting services; a lease agreement and inventory services for the City Printing and Distribution Center.

(IF ADDITIONAL SPACE IS NEEDED, PLEASE USE REVERSE SIDE)

ACTION REQUESTED:

INFORMATION ONLY PRELIMINARY APPROVAL POLICY DIRECTION RATIFICATION

INDICATE THE ESTIMATED TIME NEEDED ON AGENDA 20 minutes

IMPACT:

PERSONNEL

FISCAL/BUDGETARY

General Fund

Other _____

1988 FEB 23 PM 3:51
COUNTY CLERK'S OFFICE
CLERK OF COUNTY

SIGNATURES:

DEPARTMENT HEAD, ELECTED OFFICIAL, or COUNTY COMMISSIONER: [Signature]

BUDGET / PERSONNEL David C. Darr

COUNTY COUNSEL (Ordinances, Resolution, Agreements, Contracts) [Signature]

OTHER _____
(Purchasing, Facilities Management, etc.)

NOTE: If requesting unanimous consent, state situation requiring emergency action on back.



MULTNOMAH COUNTY OREGON

DEPARTMENT OF GENERAL SERVICES
PORTLAND BUILDING
1120 S.W. FIFTH, 14TH FLOOR
PORTLAND, OR 97204-1934

OFFICE OF THE DIRECTOR
BUDGET & MANAGEMENT
ANALYSIS
COUNTY COUNSEL
EMPLOYEE RELATIONS
FINANCE DIVISION

(503) 248-3303
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(503) 248-3138
(503) 248-5015
(503) 248-3312

BOARD OF COUNTY COMMISSIONERS
GLADYS McCOY, CHAIR
PAULINE ANDERSON
POLLY CASTERLINE
GRETCHEN KAFOURY
CAROLINE MILLER

MEMORANDUM

TO: Board of County Commissioners

FROM: Kathy Busse, Administrative Services Manager *Kathy*

DATE: February 19, 1988

SUBJECT: Status Report on City-County Negotiations for Printing, Mail, Copier Services, Central Stores and Lease Agreements

Background

The Agreement between Multnomah County and the City of Portland provides the County with printing, blueprinting, microfilming, copier and mail distribution services from the City; the County in turn provides purchasing and inventory services for the City and leases space for the City's Printing Office.

The contract, initiated in 1970, has been amended in part over the years but has not been reviewed comprehensively for renegotiation until this year. County managers have been negotiating a new set of agreements which meet the following criteria:

- clearly defined services
- pricing competitive with private sector
- quality control provisions (standards)
- fiscal accountability and audit trails
- enforcement provisions
- billing procedures
- termination provisions
- expiration date

We have agreed to prepare five separate contracts for the services we continue to require; Printing, Copier Services, Mail Distribution, Inventory Services (for the City Bureau), and a lease agreement (for the City Bureau).

In December, the County notified the City of its intent to terminate the existing agreement, effective July 1, 1988, as required by the existing contract while we continued to negotiate the services to be included in the new agreements.

The following is a brief summary on the status of each contract.

Printing Agreement

Prior to the time we approached the City to renegotiate the printing contract, they changed the method of charging for printing services from fixed prices (i.e., per page) to "time and materials."

We alerted the City that the change is unacceptable because it offers no predictability in managing costs and cannot assure us of competitive pricing.

We have been negotiating all other terms and conditions for service, including improved billing procedures, cost estimates, quality control, and termination provisions, but have been unable to reach agreement on this fundamental difference in how the City will assign costs for its services.

We have been at an impasse on this issue since October. Purchasing must have four months to prepare a bid and execute a new printing contract for FY 88-89.

RECOMMENDATION: We are seeking direction to proceed with preparation of a bid for printing services and invite the City of Portland to compete for the contract through the bid process.

Microfilming and Blueprinting

The County added blueprinting and microfilming to the contract in 1984.

The original agreement called for the transfer of three County staff to the City. The initial pricing and the transfer of capital equipment was a part of the consideration.

We have researched the market and have found that the City charges 2-3 times more than equivalent services available in the private sector.

Additionally, there are opportunities for contracting with Qualified Rehabilitation Facilities (QRFs) for portions of our microfilming needs.

RECOMMENDATION: The County has met and exceeded its obligation to use the City for blueprinting and microfilming at a significant cost disadvantage for four years. We recommend that these services be bid competitively and contracted where possible with QRFs.

We are in the process of refining the language in all of the following contracts for BCC approval:

Copier Services

The agreement will describe three levels of service, the cost for each, and the process for upgrading copier service. We will receive annual information on the status of the copier service assigned to each County program. County managers will have the option to budget other leased or purchased services, through the normal budget approval process, if they are not satisfied with the copier services offered by the City.

Mail Distribution Services

The City will offer interoffice mail services at a fixed annual rate per scheduled pick up. Interoffice rates will be provided in December for the next fiscal year.

The City Bureau will pick up the U.S. mail from the post office and deliver within four hours of receipt. Outgoing mail will be metered and delivered to the post office the same day if it is received by 5 p.m.

Other services and costs will be itemized in the attachment.

Inventory Handling Services

The County will allow the City to use the County's Central Stores for printing supplies. A handling charge will be assessed to cover costs of each transaction.

The County will no longer purchase the vended printing required for the City Bureaus.

Lease Agreement

The leased space at 11th and Division has been assigned rates per sq. ft. for offices and the warehouse. The rates will be renegotiated annually.

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