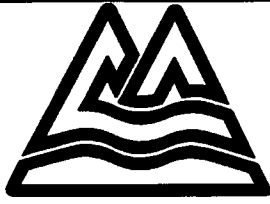


Revised 4/23/99



## MULTNOMAH COUNTY, OREGON

### BOARD OF COMMISSIONERS

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#### **ANY QUESTIONS? CALL BOARD CLERK DEB BOGSTAD @ 248-3277**

Email: deborah.l.bogstad@co.multnomah.or.us

**INDIVIDUALS WITH DISABILITIES  
MAY CALL THE BOARD CLERK AT  
248-3277, OR MULTNOMAH COUNTY  
TDD PHONE 248-5040, FOR  
INFORMATION ON AVAILABLE  
SERVICES AND ACCESSIBILITY.**

**APRIL 27, 28 & 29, 1999**

### BOARD MEETINGS

### FASTLOOK AGENDA ITEMS OF INTEREST

Pg 2	9:00 a.m. Tuesday Adult Justice System Policy Review Work Session
Pg 2	10:30 a.m. Tuesday Sheriff's Office Budget Work Session
Pg 2	1:30 p.m. Tuesday Juvenile Justice System Policy Review and DJACJ Budget Work Session
Pg 3	8:30 a.m. Wednesday MTIP Briefing
Pg 3	9:30 a.m. Wednesday Non- Departmental Budget/Policy Review Work Session
Pg 4	11:00 a.m. Wednesday Executive Session on Real Property Transaction
Pg 4	11:30 a.m. Wednesday Possible Work Session on Jail/A&D Configuration
Pg 5	9:30 a.m. to 11:00 a.m. Thursday Regular Meeting - see Agenda

Thursday meetings of the Multnomah County Board of Commissioners are cable-cast live and taped and may be seen by Cable subscribers in Multnomah County at the following times:

Thursday, 9:30 AM, (LIVE) Channel 30

Friday, 10:00 PM, Channel 30

Sunday, 1:00 PM, Channel 30

Produced through Multnomah Community Television

**Revised 4/23/99**

**Tuesday, April 27, 1999 - 9:00 AM to 12:10 PM  
Multnomah County Courthouse, Boardroom 602  
1021 SW Fourth Avenue, Portland**

## **BUDGET/POLICY WORK SESSION**

**WS-1 Budget/Policy Review Work Session on the Adult Justice System and the Sheriff's Office Budget:**

- 1. Presentation from Bill Farver & Dave Warren on Chair's Executive Budget and the new proposal for how to allocate restored revenue from the state (20 minutes)**
  - 2. Presentation from George Kelley, Chair, Sheriff's Office Citizen Budget Advisory Committee (10 minutes)**
  - 3. Presentation from Sheriff Dan Noelle (20 minutes)**
  - 4. Presentation from Elyse Clawson, Adult Community Justice (20 minutes)**
  - 5. Board questions/comments (30 minutes)**
  - 6. Sheriff's Office budget**
- 

**Tuesday, April 27, 1999 - 1:30 PM to 4:00 PM  
Multnomah County Courthouse, Boardroom 602  
1021 SW Fourth Avenue, Portland**

## **BUDGET/POLICY WORK SESSION**

**WS-2 Budget/Policy Review Work Session on the Juvenile Justice System and the Community Justice Budget:**

- 1. Presentation from Mark Jones, Chair, Community Justice Budget Advisory Committee (10 minutes)**
- 2. Juvenile Justice Discussion (Community Justice and others discuss State revenue and implementation plan; Community Justice and District Attorney discuss dependency requirements and process) (90 minutes)**
- 3. Community Justice budget issues and Board questions (45 minutes)**

**Revised 4/23/99**  
Wednesday, April 28, 1999 - 8:30 to 9:30 AM  
Multnomah County Courthouse, Boardroom 602  
1021 SW Fourth Avenue, Portland

## **BOARD BRIEFING**

B-1 Metropolitan Transportation Improvement Program (MTIP) Policy Briefing and Discussion. Presented by Karen Schilling. 1 HOUR REQUESTED.

---

Wednesday, April 28, 1999 - 9:30 AM to 11:00 AM  
Multnomah County Courthouse, Boardroom 602  
1021 SW Fourth Avenue, Portland

## **BUDGET/POLICY WORK SESSION**

WS-3 Budget/Policy Review Work Session on Non-Departmental Budgets:

1. Presentation from Jack Pessia, Chair, Central Citizen Budget Advisory Committee (10 minutes)
2. Presentation by Tracee Larson, Chair, Non-Departmental Citizen Budget Advisory Committee (10 minutes)
3. Non-Departmental budget issues and Board questions (70 minutes)

Auditor - Suzanne Flynn

Progress Board - Gary Blackmer

County Counsel - Thomas Sponsler

Citizen Involvement Commission - John Legry

MHRC / ONI - Steve Freedman

OSU Extension - Paul Sunderland

Soil and Water Districts - Dianna Pope and Brian Lightcap

Watermaster District 20 - Juno Pandian

Public Affairs Office - Gina Mattioda

Strategic Investment Program - John Rakowitz

**Revised 4/23/99**  
Wednesday, April 28, 1999 - 11:00 AM  
Multnomah County Courthouse, Boardroom 602  
1021 SW Fourth Avenue, Portland

## **EXECUTIVE SESSION**

E-1 The Multnomah County Board Of Commissioners Will Meet in Executive Session Pursuant to ORS 192.660(1)(E) to Deliberate with Persons Designated to Negotiate Real Property Transactions. Only Representatives of the News Media and Designated Staff shall be Allowed to Attend. Representatives of the News Media are Specifically Directed Not to Report on Any of the Deliberations During the Executive Session. No Decision Will be Made in the Executive Session. Presented by Bob Oberst. 30 MINUTES TO 1 HOUR REQUESTED.

---

Wednesday, April 28, 1999 - 11:30 AM  
**(POSSIBLY IMMEDIATELY FOLLOWING THE EXECUTIVE SESSION)**  
Multnomah County Courthouse, Boardroom 602  
1021 SW Fourth Avenue, Portland

## **POSSIBLE WORK SESSION**

WS-4 The Board of Commissioners May Discuss Options for Size and Make-up of a Proposed Jail and the Placement, Configuration and Size of a Proposed Alcohol and Drug Treatment Facility in Open Session Immediately Following the Executive Session.

**Revised 4/23/99**  
Thursday, April 29, 1999 - 9:30 AM  
Multnomah County Courthouse, Boardroom 602  
1021 SW Fourth Avenue, Portland

## **REGULAR MEETING**

### **CONSENT CALENDAR**

#### **DEPARTMENT OF HEALTH**

- C-1 Budget Modification HD 18 Approving an Increase of .75 FTE of Community Health Nurse and a Decrease in Temporary Personnel in the Primary Care Budget; and Approving Changes in .4 FTE Job Classes in the Disease Control Budget, all Funded within the Current Budget
- C-2 Renewal of Intergovernmental Agreement 9910573 with the Oregon Health Division for Research Services for the Healthy Start Initiative Grant

#### **REGULAR AGENDA**

#### **PUBLIC COMMENT**

- R-1 Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.

#### **NON-DEPARTMENTAL**

- R-2 PROCLAMATION Proclaiming the Week of May 2, 1999 as NATIONAL CORRECTIONAL OFFICERS AND EMPLOYEES WEEK in Multnomah County, Oregon

#### **DEPARTMENT OF SUPPORT SERVICES**

- R-3 PROCLAMATION Proclaiming the Month of May, 1999 as APPRENTICESHIP MONTH in Multnomah County, Oregon

#### **DEPARTMENT OF ENVIRONMENTAL SERVICES**

- R-4 PROCLAMATION Proclaiming May 2 through 8, 1999 as BE KIND TO ANIMALS WEEK in Multnomah County, Oregon

**NON-DEPARTMENTAL**

- R-5 RESOLUTION Declaring Support for a Consolidated City-County Information and Referral Service. Presented by City Commissioner Dan Saltzman, County Commissioner Diane Linn and Support Services Director Vickie Gates. 9:45 AM TIME CERTAIN.

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

- R-6 PUBLIC HEARING and Consideration of an ORDER Approving the Annexation of Territory to Metro [Boundary Change Proposal No. MU-0299 Annexing Property within Washington County to Metro]

**DEPARTMENT OF JUVENILE AND ADULT COMMUNITY JUSTICE**

- R-7 ORDER Authorizing Execution of Agreement for Lease of Certain Real Property for the Operation of Adult Community Justice Northeast [2205 NE Columbia Blvd., Portland]

**DEPARTMENT OF HEALTH**

- R-8 NOTICE OF INTENT to Apply to Robert Wood Johnson for \$150,000 for a Local (Communities in Charge) Planning Grant, to Identify Challenges and Opportunities to Ensure Access to Health Care for Medically Uninsured County Residents.

**COMMISSIONER COMMENT/LEGISLATIVE ISSUES**

- R-9 Opportunity (as Time Allows) for Commissioners to Comment on Non-Agenda Items or to Discuss Legislative Issues.

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

- R-10 PUBLIC HEARING and Consideration of an ORDER Approving the Annexation of Territory to Metro [Boundary Change Proposal No. MU-0199 Annexing Property within Washington County to Metro]

MEETING DATE: April 27, 1999  
AGENDA #: WS-2  
ESTIMATED START TIME: 1:30 PM

(Above Space for Board Clerk's use only)

## AGENDA PLACEMENT FORM

SUBJECT: Budget/Policy Review Work Session on the Juvenile Justice System & DJACJ Budget

BOARD BRIEFING: DATE REQUESTED: Tuesday, April 27, 1999  
REQUESTED BY: \_\_\_\_\_  
AMOUNT OF TIME NEEDED: 2.5 hours

REGULAR MEETING: DATE REQUESTED: \_\_\_\_\_  
AMOUNT OF TIME NEEDED: \_\_\_\_\_

DEPARTMENT: Non-Departmental DIVISION: Chair's Office

CONTACT: Bill Farver TELEPHONE #: 248-3958  
BLDG/ROOM #: 106/1515

PERSON(S) MAKING PRESENTATION: Dave Warren, Elyse Clawson, Staff & Invited Others

### ACTION REQUESTED:

[ ] INFORMATIONAL ONLY [X] POLICY DIRECTION [ ] APPROVAL [ ] OTHER

### SUGGESTED AGENDA TITLE:

Budget/Policy Review Work Session on the Juvenile Justice System and the Community Justice Budget:

1. Presentation from Mark Jones, Chair, Community Justice Budget Advisory Committee (10 minutes)
2. Juvenile Justice Discussion (Community Justice and others discuss State revenue and implementation plan; Community Justice and District Attorney discuss dependency requirements and process) (90 minutes)
3. Community Justice budget issues and Board questions (45 minutes)

### SIGNATURES REQUIRED:

ELECTED OFFICIAL: \_\_\_\_\_

*Beverly Stein*

(OR)

DEPARTMENT

MANAGER: \_\_\_\_\_

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

99 APR 21 PM 7:30  
HOLLAND AND COUNTY  
OREGON  
CLERK OF SUPERIOR COURT

Any Questions? Call the Board Clerk @ 248-3277



1999-2000 Budget Worksession  
Board of County Commissioners

April 27, 1999

# Department of Community Justice





# Multnomah County

## Department of Community Justice

### Budget Worksession

### April 27, 1999

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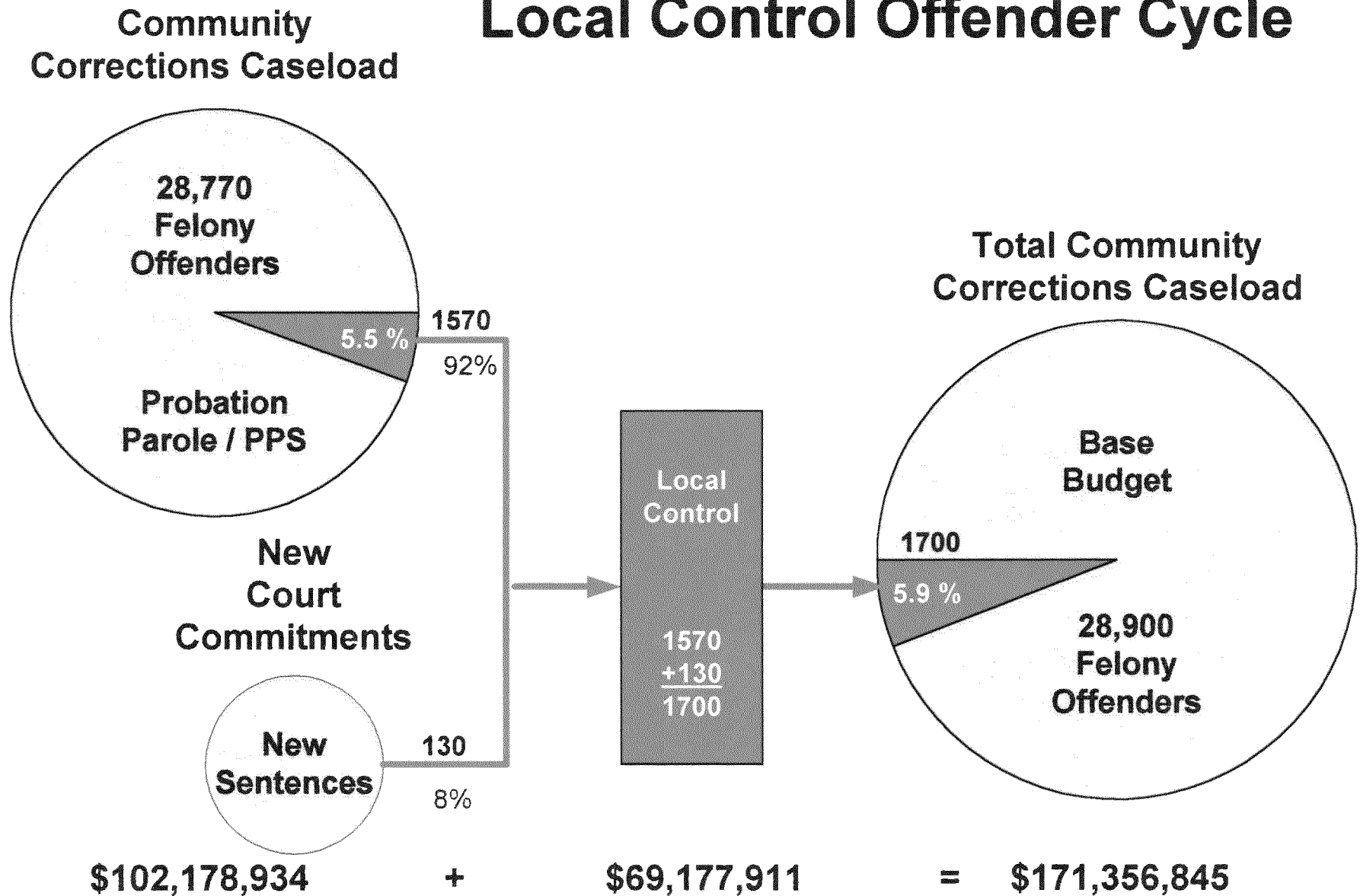
1999-2000 Budget Worksession  
Board of County Commissioners

April 27, 1999

Adult  
Community  
Justice

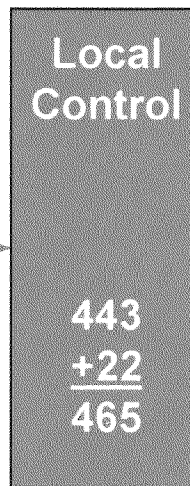
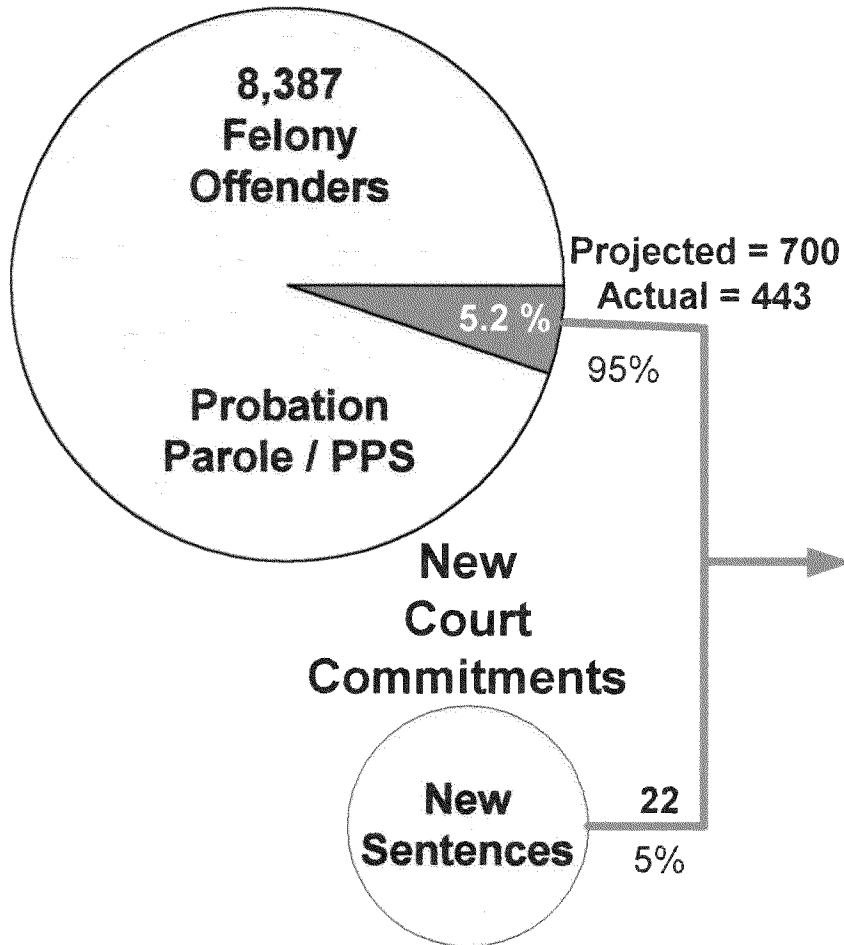
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# Statewide Local Control Offender Cycle

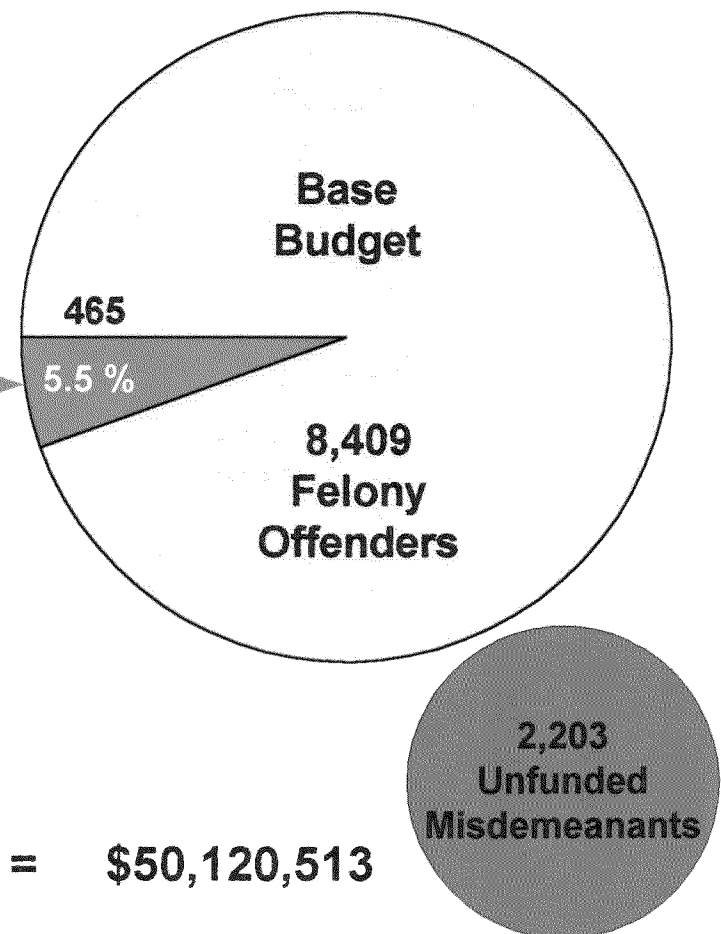


# Multnomah County Local Control Offender Cycle

## Community Corrections Caseload



## Total Community Corrections Caseload



$$\$29,158,408 + \$20,962,107 = \$50,120,513$$

## Probation / Parole Officers (PPO's)

- ❖ **Authority**
  - Supervision of Offenders
  - Arrests
  - Detainers
  - Search and Seizure
  - Imposition of sanctions
  - Warrants
  - Reporting to the Court
- ❖ **Supervision Levels**
  - Field PPO's:  
High/Medium/Targeted
  - Centralized Team  
Supervision and Alternative  
Sentence & Sanctions  
Program (ASSP):  
Low/Limited/Some Medium
- ❖ **Specialized Supervision**
  - Sex Offender
  - DUII
  - Gang Offenders
  - Domestic Violence
  - Mentally Ill
  - Boot Camp Graduates
  - African American Program
  - Women Offenders
  - Waived Youth

## Services

- ❖ **Substance Abuse**
  - Contracted Residential A&D  
Treatment
  - Contracted Outpatient A&D  
Treatment
  - Proposed Community A&D  
Facility
  - Dual Diagnoses
- ❖ **Mental Health**
  - Outpatient Treatment
  - Cognitive Restructuring
  - Sex Offender Treatment
  - Medication Management
  - Mental Health Professional  
Consultations with PPO's
- ❖ **Housing**
  - Subsidy Housing
  - Transitional Housing
  - A&D Free Housing
- ❖ **Other Services**
  - Women's Services
  - Learning Center
  - Employment Services

## Sanctions

- ❖ Drug Diversion
- ❖ Day Reporting Center
- ❖ Alternative Community Service
- ❖ Forest Project
- ❖ Alternative Sentence &  
Sanctions Program (ASSP)
- ❖ Electronic Monitoring
- ❖ Jail
  - Operated by MCSO
  - Imposed as a sanction by  
PPO's
  - 75% of Jail sanctions are  
for 30 days or less; the  
remaining 25% range up to  
90 days

# Highlighted ACJ Programs

## ❖ Learning Center

- The Learning Center program is designed to address the literacy and basic education needs of adult probationers and parolees to better equip them to obtain employment and solve problems encountered in daily life
- Instruction is offered using a state-of-the-art computer-assisted adult curriculum, supplemented with individual, group, and workshop resources
- In fiscal year 1998, approximately 475 offenders were served and 55 obtained their GED through the program
- BASIS testing in Oregon's state correctional facilities reveals that 42 percent of all inmates function below a 9<sup>th</sup> grade level in reading and 84% function below a 9<sup>th</sup> grade level in math
- A national literacy study released in September 1993 reported a drop in literacy levels among 21 to 25 year olds, with inmates among the worst performers

## ❖ Women's Services

- The program provides:
  - transitional housing
  - parenting classes
  - gender specific groups, including
    - cognitive restructuring
    - relapse prevention regarding substance abuse and / or criminality
    - life skills training and stabilization
  - short-term sanctions, including participation in educational or training groups
- All pregnant women on supervision (regardless of supervision level) receive services from the multi-disciplinary team of ADAP Community Health Nurses

## ❖ Day Reporting Center (DRC)

- The purpose of the DRC is to provide an intermediate sanction for non-compliant probationers and parolees that addresses their criminogenic needs.
- The target population includes:
  - Probationers and parolees who violate the conditions of their supervision
  - Offenders with special needs who often fail to respond to other interventions
- DRC services include the following:
  - Daily check-in and 14-day stabilization component
  - Intensive case management and a variety of on-site services responsive to criminogenic needs, including:
    - Assessment
    - Alcohol and drug pre-treatment groups and drug testing
    - Adult education / GED through the Londer Learning Center
    - Employment readiness and placement assistance
    - Life skills
    - Cognitive restructuring
  - Provides sanctions for offenders with special needs, including:
    - Dual diagnosis, i.e., substance abuse and mental health issues
    - End-stage medical problems
    - Learning and behavioral issues

# Progress Towards Strategic Priorities

**The system redesign began in 1997 and was stimulated by:**

- ❖ Findings from the Multnomah County Auditor's Report in January 1997 and funding cuts
  - Need to reduce caseload size
  - Need to focus the most intensive supervision on medium and high risk offenders
  - Need to monitor and audit casework
  - Need to expand casebank
- ❖ Study of Best Practices

**The process used for the system redesign included:**

- ❖ Collaborative Court Work Group including the following partners:
  - Chief Criminal Judge,
  - District Attorney,
  - Sheriff,
  - DCJ Director,
  - Public Defender,
  - Local Public Safety Coordinating Council
  - Community Service Providers, and
  - County staff.
- ❖ DCJ staff participated in design and implementation and advised the Court Work Group
- ❖ Took a "zero-base" approach and rebuilt the system to implement best practices within funds available



## Best Practices

- ❖ A small number of offenders contribute disproportionately to the crime rate
- ❖ A balance of supervision, services and sanctions
- ❖ Short, swift and certain sanctions
- ❖ Match offenders with appropriate treatment
- ❖ Focus on offenders' criminogenic needs
- ❖ Focus the most intensive and intrusive sanction and treatment resources on high risk offenders in order to most effectively reduce recidivism
- ❖ Long periods of supervision and further system penetration by low/limited risk offenders tends to increase their rates of recidivism
- ❖ Build relationships between staff, service providers, and the community

## Related Literature

- ❖ In his paper, *Risk Prediction in Criminal Justice*, Peter Jones refers to a range of criminological studies that firmly establish the notion that a small number of offenders contribute disproportionately to the crime rate. [Jones, Peter R. (1996). *Risk Prediction in Criminal Justice*. In Alan T. Harland (Ed.), Choosing Correctional Options That Work. Thousand Oaks, CA: Sage Publications.]
- ❖ *Working with High Risk Offenders*: Joan Petersillia and Susan Turner (*Intensive Supervision for High Risk Offenders: Findings from Three California Experiments*, 1990) found that working with high risk offenders requires a balance of supervision, sanctions, and services.
- ❖ David Bennett's report, *Multnomah County, Oregon SB 1145 Refining the Continuum*: 1998, refers to effectiveness literature [that suggests] that swift and certain sanctions, coupled with appropriate programs, offered the best long-term gains.
- ❖ *Program Effectiveness Research*: Don Andrews, Paul Gendreau, and others.
  - Principle of Risk: High risk offenders are more likely to benefit from treatment and expensive interventions than lower risk offenders.
  - Principle of Need: Criminogenic needs, such as antisocial attitudes, antisocial associates, and drug abuse, are those dynamic risk factors that are associated with high rates of recidivism. Individual case plans should target criminogenic needs to reduce recidivism.
  - Principle of Responsivity: Interventions should be delivered in a manner that facilitates the learning of prosocial skills by the offender. Programs should match intervention approach with the learning style and personality of the offender.
- ❖ The Multnomah County Auditor's Office found that offenders receiving limited supervision through Centralized Casebank posed no higher risk to public safety than comparable offenders supervised on general caseloads. (*Community Corrections: Mixed results from new supervision programs*, 1997).
- ❖ *Cost Effectiveness of Drug Treatment*: Dean Gerstein (*Evaluating Recovery Services: The California Drug and Alcohol Assessment*, 1994) and Michael Finigan (*Societal Outcomes and Cost Savings of Drug and Alcohol Treatment in the State of Oregon*, 1996) demonstrated the cost effectiveness of providing drug treatment for offenders by measuring individual and society costs and benefits.
- ❖ Michael Finigan (*An Outcome Evaluation of the Multnomah County S.T.O.P. Drug Diversion Program*, 1998) concluded that participants have significantly lower rates of recidivism than of comparable group of defendants who were eligible, but who did not enter the program.

# Evaluation Results

- ❖ An independent evaluation on the redesign was recently conducted by the National Council on Crime & Delinquency [NCCD]
- ❖ Process evaluation findings show:
  - System redesign has been implemented
  - Increase in the number of imposed sanctions
- ❖ Outcome evaluation of the redesign coming later in 1999
- ❖ Following his review of the Multnomah County system, David Bennett made the following recommendations in his 1998 report *Multnomah County, Oregon SB 1145 Refining the Continuum*:
  - **Link Services on Local Sanctions Continuum**
    - **Link Residential Treatment with Outpatient Services**
    - **Link Certain Programs with Transition Housing**
  - **Ensure Three Month Minimum A&D Treatment Program Involvement**
  - **Develop a Post-Sentence Drug Court**
  - **Extend Upper End of Sanctions Continuum to Prison**
  - **Strengthen the Local Sanctions Continuum**
    - **Design Specialized In-Jail Treatment Readiness Program (IJIP)**
    - **Develop Secure Program for Sex Offenders**
    - **Broaden Eligibility Criteria for Restitution Center**
  - **Establish Tri-County Court to Expedite Removal of Holds**
  - **Develop Policy Parameters to Guide Placement Decisions**
  - **Eliminate Local 30-day Jail Stay Policy for local control offenders**
  - **Integrate SB 1145 Data Base Systems**
  - **Encourage State to Revise Funding Formulation**

# Current Practices

## ❖ Holding offenders accountable

- Increased use of short term sanctions
- 75% of jail sanctions are for 30 days or less
- Combined jail and community-based sanctions

## ❖ Matching offenders with appropriate services

- Restructuring of community-based outpatient and residential A&D services
- Planning for comprehensive assessment, including A&D, at Intake for all offenders

## ❖ Increase community contacts

- staff participation at neighborhood and community meetings
- utilizing media to disseminate public information

## ❖ Increasing collaboration with partners

- Fugitive Task Force Participants: Adult Community Justice, Oregon Department of Corrections, Sheriff's Office, FBI
- Gun Violence Initiative Participants: Adult Community Justice, Portland Police Department, Sheriff's Office, Juvenile Community Justice, Federal Representatives

## ❖ Increasing field contacts

## Funding Issues

### ❖ Good News:

- Anticipated State DOC funding cuts have been avoided
- Additional funds expected to total \$4 million

### ❖ Future Issues:

- Reliance on public safety levy funding
- Public safety levy reserve will be exhausted by FY 2000-01

## Next Steps in the Redesign

- ❖ Better utilization of intake functions
- ❖ Improved matching of offenders to appropriate services and sanctions at every level within the system

## Core Corrections Practices

- ❖ Restructure of Alternative Sentence & Sanction Program (ASSP)
- ❖ Restructure of Centralized Team Supervision (CTS)
- ❖ Development of a system to match responsivity and criminogenic needs to specific programs
- ❖ Expand cognitive restructuring
- ❖ Conduct focus group sessions with staff

# Current Alcohol and Drug Treatment

## ❖ Alcohol and Drug Services: Continuum of Care

- Community Intensive Outpatient Treatment
- Community Residential Treatment
- Locked Residential Treatment
- Relapse Prevention Services
- A&D Free Transitional Housing
- New Services for Dual Diagnosis
  - full integration of mental health and A&D treatment at a single site
  - maximize use of Oregon Health Plan dollars
  - collaborative planning process to develop program design (across county agencies and providers)
  - residential treatment and outpatient treatment with transitional housing

## ❖ Alcohol and Drug Services: Coordination of the Service Delivery System

- Established an A&D Council of ACJ staff, CFS representation, and all contract agencies
- Purpose of the Council:
  - -improve communication
  - -solve service delivery problems
  - -monitor system performance
  - -improve service delivery system

## ❖ Alcohol and Drug Services: New Outcome Measures for Contracts

- Outcomes based on the best practice research
- Measures:
  - track recidivism over time
  - assess contact with prosocial support systems
  - measure changes in antisocial thinking and problem solving ability through standardized pre and post-testing





1999-2000 Budget Worksession  
Board of County Commissioners

April 27, 1999

Juvenile  
Community  
Justice

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# **Juvenile Community Justice**

## **Change Strategies Developed at a 1995 Worksession**

- ❖ A Quality / Results Drive Organization
- ❖ A Learning Organization
- ❖ A Data Driven Organization
- ❖ Communication
- ❖ Cultural Competence
- ❖ Collaborate
- ❖ Focus on Families
- ❖ Work with Community
- ❖ Hold Youth Accountable
- ❖ Strive for Youth Behavioral Change
- ❖ Realign the Structure of the Organization to Support the Strategy
- ❖ Take a Detailed Look at the Landscape of Juvenile Community Justice and the Accomplishments of its Staff

### **Benchmark Goals**

- ❖ Reduce juvenile crime
- ❖ Increase high school completion
- ❖ Increase citizen satisfaction



# Strategic Plan for Juvenile Justice and Delinquency Prevention in Multnomah County

## Adopted in October 1998, the Plan was--

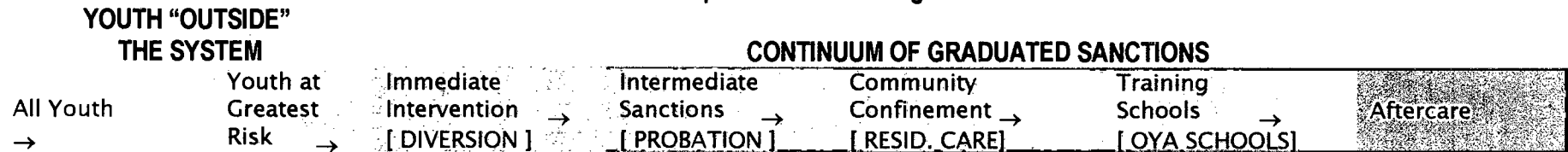
- ❖ Jointly sponsored by the Multnomah Commission on Children and Families and the Local Public Safety Coordinating Council
- ❖ Led by Multnomah County Department of Community Justice
- ❖ Participants included representatives from across the justice system, the Cities of Portland and Gresham, schools, social services agencies, citizen groups and neighborhoods
- ❖ Extensive public engagement process before adoption

## The guiding principles for the planning process included:

- ❖ Keep outcome and action focused
- ❖ Develop strategies over the continuum of youths' involvement with the system
- ❖ Reach scale in our strategies
- ❖ Plan and deliver services with respect for differences in culture & gender
- ❖ Develop a culture of collaboration
- ❖ Build on youths' strengths
- ❖ Attend to youths' needs which are linked to criminal behavior

# Strategic Goals Span a Continuum From Prevention Through Confinement & Aftercare

## The OJJDP Comprehensive Planning Framework:



## Local Strategic Goals Along The Continuum :

*To prevent juvenile delinquency:*

- A. Support at-risk, acting-out and delinquent youth to complete high school and to engage in structured activities after school.

*To prevent and intervene early in delinquency:*

- B. Hold high expectations of young people, promote mutual respect and improve the skills of youth and adults to respond appropriately at home, in school and in their neighborhood.

*To hold youth accountable, be fair and reduce recidivism:*

- C. Improve the ability of the Juvenile Justice System to provide swift, sure, appropriate and equitable consequences when youth violate the law.

*To protect public safety and control costs:*

- D. Equitably direct specialized resources towards youth at greatest risk of committing violent crime or serious, repetitive crimes.

*To do our work together more effectively:*

- E. Share information with community members, partners, and staff on what works to prevent juvenile crime and routinely evaluate effectiveness.

# Making Progress

## **A. To prevent juvenile delinquency:**

Support at-risk, acting-out and delinquent youth to complete high school and engage in structured activities after school.

- ❖ School Attendance Initiative
- ❖ Turnaround School
- ❖ Expand after-school programs
- ❖ Increase family support work at family centers

## **B. To prevent and intervene early in juvenile delinquency:**

Hold high expectations of young people, promote mutual respect and improve the skills of youth and adults to respond appropriately at home, in school and in their neighborhood.

### ❖ **School Attendance Initiative**

- Monitoring of school attendance
- Provision of family & individual counseling, crisis & support services through strength based program activities
- Cross-jurisdictional and multiple organization case management and service integration, ie., Caring Communities, Community Based Organizations
- Original pilot expanded to 130 schools
- As of March 1999, SAI had received 3,675 referrals and SAI teams had been able to contact 76% of those referrals
- As of March 1999, 15.3% of the 3,934 students enrolled in the Roosevelt school district had been referred to SAI
- Recent expansion of services to west side schools
- Planned expansion to provide services to Spanish speaking youth.

### ❖ **Early Intervention Unit**

- This unit has developed new strategies to identify and help children under 12 who appear at risk of committing violent or serious, repetitive crimes.
- Services include intervention with sexually inappropriate youth 10-12 years old, working with schools to identify youth who are acting out in the classroom, consultations with mental health professionals, and increased coordination between the State Office for Services to Children and Families (SOSCF) and juvenile court for youth who are abused and who are acting out.
- Youth are referred to the unit through SOSCF, police report referrals and schools.

### ❖ **Diversion Redesign**

- Implement a statewide risk screening tool for youth coming into their first contact with the juvenile justice system
- Create sole sanctions for low risk youth
- Provide higher risk youth with more structure and services

**C. To hold youth accountable, be fair and reduce recidivism:**

Improve the ability of the Juvenile Justice System to provide swift, sure, appropriate and equitable consequences when youth violate the law.

**❖ Develop the juvenile forest camp weekend program**

- During the first year of operation 638 youth were referred to the program
- Of the 409 youth who showed, 272 (91%) completed

**❖ Implement intensive home-based a&d services (MST)**

- Target population: high/medium risk youth ages 11-16, on probation, involved in substance abuse, and at risk of out-of-home placement
- Serving an average daily population of 3 to 5 families for an average of 3 to 5 months each (serving 27 clients & their families annually)

**❖ Analyze patterns of over-representation in the system**

- Data shows that minority youth are disproportionately brought to the juvenile justice system through police referrals
- Representation in detention has improved since 1993

**❖ Case risk and need classification**

- Assess youth's risk for reoffending to determine level of supervision, focusing the most intense supervision on the youth at highest risk to reoffend
- Conduct a needs assessment
- Developed graduated sanctions for youth committing probation violations

**❖ Increased the rate of successful completion of community service hours**

- The rate of successful completion of community service hours has increased from 45% in FY 97 to 77% in FY 98
- A total of 17,847 service hours were completed in FY 98
- As of 3/31/99, 10,974 hours have been completed in FY 99

**❖ Day reporting**

- Collaborative effort between Juvenile Community Justice, Portland Public Schools, Multnomah Education Service District, and Janus Youth Programs
- Turnaround schools services an average daily population of 105 (average stay is 75 calendar days)

**❖ Save Our Youth (SOY)**

- A 4 day, family oriented collaborative effort between Juvenile Community Justice, Legacy Emanuel Trauma Center, Oregon Peace Institute, Portland Public Schools, and Portland State University to address the problems of weapons and violence
- Designed for middle and high school aged youth, SOY uses adult and youth facilitators to teach skills necessary to deal with conflict in constructive ways through discussions and slide shows on the effects of violence and weapons, role plays, practicing communication and conflict resolution skills

**❖ Holding youth admitted to detention on firearms charges**

- Implementation of a policy to hold youth admitted on firearms charges for 24 hours until a preliminary hearing can be held. The court then determines whether or not to continue holding a youth.

**D. To protect public safety and control costs:**

Equitably direct specialized resources towards youth at greatest risk of committing violent crime or serious, repetitive crimes.

❖ **Establish an interagency working group to reduce violence in specifically targeted neighborhood "hot spots" and intervene with multiple problem families**

❖ **Evaluate and redesign gang services network**

- Juvenile Community Justice issued an RFP for services to gang involved youth in 1997 after completing an innovative and collaborative planning process that involved over 150 participants. The contract resulting from the RFP was awarded to Volunteers of America as a coordinating agency with subcontractors that included the Northeast Service Federation and House of Umoja

❖ **Develop Gender-specific services plan**

- Specialized Supervision
- Provide training and technical assistance to JCJ staff and local providers in gender specific interventions
- Design and implement gender specific day programs

❖ **Establish a Skill Development unit in Juvenile Justice**

- Skill Building Groups for Youth including: Save Our Youth (SOY), Victim Impact Presentations, Family Strengths, Anger Resolution, Personal Growth, Day Reporting Center groups and Assessment, Intervention, Transition Program (AITP) aftercare
- Employment Readiness
- Family Counseling

❖ **Assessment, Intervention, Transition Program (AITP)**

- Secure treatment program located in the Juvenile Justice Complex
- Provides comprehensive assessment addressing mental health needs, behavior accountability, pro-social skills, education and placement resources necessary to ensure a successful probation and transition to the community
- Multi-disciplinary milieu is utilized with rehabilitative and mental health services provided by staff from JCJ, DCF, and private psychiatric and psychological consultants

❖ **Secure Sex Offender Treatment**

- Opened in July, 1996 through a collaboration between JCJ and the Morrison Center, this nationally recognized program provides intensive residential assessment and treatment to juvenile sex offenders on probation and parole
- Highly structured, secure environment with a capacity to serve 15 youth
- Program involvement may be up to 6 months before transition to other community-based services
- Assists the County in reducing the commitment of youth to State services through MacLaren and Hillcrest programs

**E. To do our work together, more effectively:**

Share information with community members, partners and staff on "what works" to prevent juvenile crime and routinely evaluate effectiveness.

- ❖ Increase collaboration with schools, Oregon Youth Authority, family centers, providers, police, Adult Community Justice, the Court, defense bar and District Attorney's Office
- ❖ Improve information systems capacity
- ❖ Build capacity to routinely evaluate program and system effectiveness
- ❖ Use focus groups and targeted participation to involve a diverse set of youth in Juvenile Justice planning, policy-making and evaluation

## **Governor's Juvenile High Risk Crime Prevention Plan**

- ❖ Provides Multnomah County \$ 5.7 million in biennial funding
- ❖ Implements key strategies which currently lack funding.
- ❖ Led by Multnomah County Department of Community Justice
- ❖ Participants included representatives from across the justice system, the Cities of Portland and Gresham, schools, social services agencies, citizen groups and neighborhoods
- ❖ Approved by the Governor's Juvenile Crime Prevention Advisory Committee [JCPAC]
- ❖ **Senate Bill 555 is the carrier for the Governor's Juvenile High Risk Crime Prevention Plan and includes:**
  - \$30 million for the Governor's Juvenile High Risk Crime Prevention Plan Funding
  - \$20 million for Juvenile Alcohol and Drug Treatment
  - \$7 million for Healthy Start, a home-based visiting program for new mothers
- ❖ **Primary Goals of the Governor's Juvenile High Risk Crime Prevention Plan:**
  - Reduce juvenile Crime
  - Reduce use of discretionary beds at Oregon Youth Authority Correctional Facilities
  - Increase high school completion

## **Governor's Juvenile High Risk Crime Prevention Plan (continued)**

### **❖ The Governor's Juvenile Crime Prevention Advisory Committee's parameters for targeted youth included youth ages 10-17 who are:**

- at risk of imminent or increased involvement with the juvenile justice system;
- are clearly demonstrating at-risk behaviors that have come to the attention of government or community agencies, schools or law enforcement; and
- have more than one risk factor among: anti-social or acting out behavior; poor family functioning; school failure; substance abuse problems; and negative peer association.

### **❖ Target Population of the Governor's Juvenile High Risk Prevention Plan for Multnomah County:**

- **Serious, repeat offenders** – the 7% of juvenile offenders already committing serious, repetitive crimes; plus other youth under probation supervision who are classified as "high risk"
- **Youth at risk of violence** – youth referred for a first delinquency before the age of 14 who also have had dependency referrals; plus youth who have been referred for a violent offense
- **Two geographically defined neighborhoods or school communities** - where there is disproportionately more juvenile crime and high school drop-out rates combined with community leadership already committed to collaborative approaches in addressing community issues



# New Program/System Initiatives:

## ❖ Secure Residential Substance Abuse Treatment

- \$1.5 million allocated for Secure Residential Substance Abuse Treatment provided in the Juvenile Justice Facility

## ❖ Community Capacity Building

- \$510k allocated for Community Capacity Building: two communities will be identified to work with the county in developing local juvenile delinquency efforts in their community. Efforts might include after school activities, parenting support, increased child care, and training programs. The selection of strategies would be driven by the communities' identification of needs. County staffing would support and organize community efforts.

## ❖ Early Intervention Services (MST)

- \$472k allocated for Early Intervention Services: This intensive family therapy model (MST) would provide in-home intensive intervention with 18-20 youth 10-12 years old and their families. Youth would be victims of abuse, abandonment and neglect who are beginning to show signs of delinquent behavior. This pattern is correlated to future serious and potentially violent delinquency.

## ❖ Domestic Violence

- \$74k allocated for Domestic Violence: Creation of a domestic violence intervention group with youth who are identified as offenders and a group for youth identified as victims/witnesses of domestic violence in their homes.

## ❖ Cultural and Gender Appropriate Services

- \$100k allocated for Cultural and Gender Appropriate Services: Funding to provide technical assistance and training for service providers to increase the appropriateness of services for girls and youth of color.

# Support for Basic services:

**A portion of the funding must be spent on basic services provided through the juvenile system:**

❖ **Assessment**

- \$85k allocated for Assessment: Create comprehensive assessment of mental health, substance abuse and other needs issues for all youth placed on probation.

❖ **Graduated Sanctions**

- \$50k allocated for Graduated Sanctions: Collaborate with the Oregon Youth Authority and the State Office of Services to Children and Families to increase the effectiveness of foster care/residential services for girls and youth of color.

❖ **Supervision**

- \$586k allocated for Supervision: Additional Juvenile Court Counselor staff to work more extensively and collaboratively with families, schools, social services providers and neighborhoods to prevent and reduce juvenile crime.

❖ **Shelter Care**

- \$438k allocated for Shelter Care: Pick-up and increase of funding for shelter beds previously funded by a grant from the Annie E. Casey Foundation. Increases shelter bed capacity by a total of six beds: one additional bed for pre-adjudication youth and five beds for post adjudication youth. Shelter bed services are provided for pre and post adjudicated youth and include foster home type shelter care and staff secure shelter.

❖ **Detention**

- \$512k allocated for Detention: Increase staff in detention, including the addition of a Mental Health Specialist to provide increased intervention with youth in detention and address mental health needs. This funding also provides increased programming in the secure detention units in the after-school and evening hours.





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# Issues And Opportunities

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# Issues and Opportunities

## Community Justice Principles

- ❖ Doing justice
- ❖ Promoting secure communities
- ❖ Restoring crime victims, and
- ❖ Promoting non-criminal options

### Literature References:

- ❖ Community justice begins with the premise that the community is the ultimate customer of the system . . . Any agency's work must *ultimately* have a positive impact and provide value to the community in terms of safety and well-being.
  - Barajas, E. Jr. (1996, March). Moving Toward Community Justice. Community Justice: Striving for Safe, Secure and Just Communities, U.S. Department of Justice, National Institute of Corrections.
- ❖ Retributive justice responds to crime as an act against the government, with offender accountability defined in punitive terms; restorative justice gives priority to repairing the harm done to victims and communities, with offender accountability defined in terms of assuming responsibility and taking action to repair that harm.
  - Torbet, P., & Thomas, D. (1997, October) Balanced and Restorative Justice: Implementing the Philosophy. Pennsylvania Progress, 4 (3).
- ❖ Victim, offender, and community each have roles defined by their injury, corresponding needs, and responsibilities. Local communities have five general needs that arise from criminal conflict: a sense of justice, community empowerment in conflict resolution, re-establishment of peaceful relationships, a sense of safety and hopefulness, and concrete actions to prevent the recurrence of similar conflicts.
  - McCold, P. (1996). Restorative Justice and the Role of Community (From Restorative Justice: International Perspectives, P 85-101, 1996, Burt Galaway and Joe Hudson, eds.).

# Community Justice Initiatives

- ❖ **Community Court** has been in operation at the King Facility in Northeast Portland twice per month for over 1 year. As of March, 1999:
  - 670 defendants have been scheduled to appear
  - 489 (73%) have appeared
  - 423 defendants have been sentenced to community service
  - 79% have completed their sentence
  - 2,168 hours have been contributed with an estimated value of over \$14,000
- **Objectives:**
  - Strengthen the linkage between our criminal courts & the communities they serve through the collaborative planning, implementation, and operation of a Community Court that focuses on problem solving rather than case processing.
  - Empower neighborhoods by enhancing their participation in the justice system.
  - Respond to victim and community issues in the sentencing process.
  - Increase the public's trust in their justice system by focusing on visible, community level outcomes for the prosecution and resolution of criminal behavior.
- ❖ Community service as a way for offenders to give back to the community (see Additional Information)
- ❖ Victim offender mediation
- ❖ Enhancement of restitution collection through collaboration with DA, Court and other partners
- ❖ Diversion Program refinements
- ❖ Community building initiatives through the Governor's Plan
- ❖ Teen Drug Court [under consideration]
- ❖ Juvenile Offender/Victim Impact Panel restructured
- ❖ Neighborhood Accountability Boards
- ❖ Staff working with neighborhood and community groups, ie., Caring Communities, neighborhood associations, business groups.
- ❖ Assist communities' ability to enhance safety

# Collaborative Opportunities

## ❖ Collaborative Initiatives & Projects:

- Children's Mental Health Partnerships
- County Health Department Pregnant Women Offenders
- DCJ/MCSO review of System Efficiencies
- Dependency Court
- Domestic Violence Interventions
- Fugitive Task Force
- Juvenile and Family Drug Court planning
- Juvenile Status Offender Receiving Center
- School Attendance Initiative
- Youth Gun Anti-Violence Task Force

## ❖ Some of our Collaborative Partners:

- Business Community
- Caring Communities
- Citizens Crime Commission
- City of Portland
- Community and Family Services Family Centers
- Community Providers
- Department of Corrections
- Federal Bureau of Investigation
- Law Enforcement
- Oregon Youth Authority
- Safety Action Teams
- Schools
- State Office of Services to Children and Families







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# Additional Information

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## Adult Community Justice Alternative Community Service and Forest Project

### Forest Project

- The Forest Project is located in Cascade Locks: 51 miles east of Portland.
- The majority of the community projects that it serves are located in the Columbia Gorge.

Over the past 10 years, the Forest Project has contributed over 2 million dollars of services in the Columbia Gorge area.

- Forest Project Community Customers can be divided into two categories; contractual customers and public service agencies.
- The Forest Project's primary contractual customers include the US Forest Service, the Army Corps of Engineers, and BPA.
- The primary public service customers that Forest Project serves are the city of Cascade Locks the Oregon State Parks, the city of Hood River, Hood River Schools, the Port of Cascade Locks, Hood River County, the fire department, Hood River Fairgrounds, senior citizen centers, and little league ball park maintenance.
- The majority of the work that Forest Project does is for its contractual customers. The revenues help to offset the program costs. One-day per week is set aside to work with the public service customers.

### Alternative Community Service (ACS) Crew

- As with Forest Project, ACS customer services can also be divided into two categories: contractual customers and public service agencies.
- The two primary contractual customers are Portland Parks and Willamette National Cemetery.
- The number of service customers is large. Some of the more popular ones are: Loaves and Fishes, Janus Youth Program, Race For The Cure, Portland Adventist, Community Services, Family Resource Center, and the American Red Cross.

### Community Court

- This third component of adult community services focuses on applying the Community Justice model.
- Individuals involved in the Community Court model must live in the community that the Community Court is being held, or must have committed the crime in that area.
- Only one Community Court is available in Portland at this time (N/NE Neighborhood) with the expectation of opening a second one in the future.
- Individuals sentenced in Community Court to perform community services are expected to provide their volunteer crew serves in the N/NE community.

### Plans For the Future

- As with other public service programs, ACS is always looking for new ways that it may be able to meet the needs of the citizens as well as provide a service for the Criminal Justice System.
- Two ideas are currently on the drawing boards for the future.
- The first project involves assisting some ACS offenders to develop or refine new house revision skills while also helping to restore some housing to livable conditions. This can be accomplished by exploring the possibility of entering into a working agreement between ACS and Habitat for Humanity. The expected arrangement would set the stage for selected ACS offenders to provide their community service hours through the restoration of Habitat for Humanity projects while learning new working skills that they may be able to apply at a later time.
- The second project involves developing an Urban Trail Development program.
- There are over 20 miles of trails in Forest Park alone.
- The idea is to develop a day-work program similar to the Forest Project, but in which the offenders live in the city.
- The overhead for such a program would be significantly less, and the opportunity for offenders to remain connected to evening treatment groups and self-help group is beneficial.
- The present obstacle is financial. Unless a contract can be developed and secured with the Portland Parks, the program can not be funded.

## Community Non-Profit and Public Agencies Receiving Services through Adult Community Justice's Community Court, Alternative Community Services Crews, and Forest Project Crews

### Community Court

Sabin Neighborhood  
Association  
Kenton Neighborhood  
Association  
Friends of the Trees  
Our Garden of Children  
Osalt garden  
St. John's Neighborhood  
NE Schools  
North Portland Neighborhood  
Association  
Friends of Columbia  
N/NE Parks  
Community Energy Projects  
American Red Cross  
Portland Elks Association  
King Neighborhood Association  
King School

### Community Based Crews

ACJ ACS  
ACJ Administration  
ACJ Logan Building  
ACJ MTSW  
ACJ Women's Services  
Alano Club - East County  
Albina Ministerial Alliance  
Albina Youth Opportunity  
School  
American Cancer Society  
American Red Cross  
Audobon Society  
Bureau of Land Management  
Burnside Outreach Ministry  
Cascade AIDS Project  
Catholic Resettlement Services  
Central City Concerns  
City of Fairview  
City of Wood Village  
Community Cycling Center  
Community Energy Project  
Cystic Fibrosis Foundation  
Dads Against Discrimination  
Department of Human  
Resources  
Eastside Community Clinic  
Estate Hotel  
FISH  
Flying Focus Video Collective

Francis Center  
Friendly House - Senior Center  
Friends of Terwilliger  
Fruit and Flowers  
Generous Ventures  
Glendoveer Golf Course  
Greek Festival  
Gresham Goodwill  
Gresham Senior Center  
The Grotto (Sanctuary  
Sorrowful Mother)  
Habitat for Humanity  
Harbor Light  
Harmony House  
Hispanic Program of Catholic  
Family Services  
HIV Day Center  
Holgate Center  
Hollywood Senior Center  
Hooper Center  
House of Rehab  
House of Umoja  
Housing Authority of Portland -  
North - Administration  
Human Solutions, Inc.  
Humane Society  
IAM Cares  
Institute for Sustainable Culture  
International Refugee Center  
Interstate Firehouse Cultural  
Center  
JANIS Youth Programs  
KBOO  
Kelly House  
Kendall Community Center  
Lents Boys and Girls Club  
Life Center  
Lents Education Center  
Loaves & Fishes  
Mt. Hood Community College -  
Grounds Maintenance  
Matt Dishman Community  
Center  
Martin Luther King Scholarship  
Fund of Oregon  
METRO Community  
Development Corp.  
Multnomah Art Center  
Multnomah Cable Access

Multnomah County Animal  
Control  
Multnomah County Elections  
Multnomah County Facilities  
Management  
Multnomah County Library  
Multnomah County Motor Pool  
Multnomah County  
Parole/Probation, SW  
Multnomah County ACS  
Community Project Crew  
National Chronic Fatigue  
Syndrome  
Native American Rehabilitation  
Association Admin.  
Neighborhood Health Clinics  
Neighborhood House  
New Hope Food Bank  
North Portland Youth Services  
Center  
North/Northeast Community  
Mental Health, Inc.  
Northeast Community Action  
Projects, Inc.  
Northeast Community Policing  
Center  
Northeast Emergency Food  
Program  
Northwest Service Center  
Oregon Air National Guard  
Oregon Coalition Against  
Domestic & Sexual Violence  
Oregon Council on Alcoholism  
Oregon Council on Hispanic  
Advancement  
Oregon Food Bank  
Oregon Human Rights Coalition  
Oregon Literacy  
Oregon Special Olympics  
Our House  
Overlook House Community  
Center  
OSALT Ariadne Garden  
Our Garden  
Peninsula Community Center  
Peninsula Senior Center  
Police Activities-PAL  
Portland Adventist Community  
Services  
Portland Art Museum

Portland Community College -  
Sylvania  
Portland Cable Access  
Portland Impact Senior Program  
Portland Opportunities  
Industrialization Center  
Portland Parks Bureau  
Portland Rescue Mission  
Project Linkage  
Reach Center for Children  
Reach Community  
Development, Inc.  
St. Francis Dining Hall  
St. Francis Park  
Salvation Army - Beaverton, St.  
Johns, Gresham, Foster, Union,  
Warehouse, Main Store  
Sam Barlow High School,  
Family Center, Community  
Center  
Sellwood Moreland Boys and  
Girls Club  
Senior Adult Service Center  
Near Northeast  
Senior Law Project  
Sisters of the Road Café  
Snow Cap, Gresham  
Special Olympics  
Springdale Job Corp Center  
State of Oregon Volunteer  
Program  
Stay Clean, Inc.  
Stephens Creek  
Sunnyside Methodist  
Tongan Community Services  
Toy and Joy  
Transfer Other County  
Transition Projects  
Tryon Creek State Park  
The Rose  
United Way  
United Way of Oregon  
University Park Community  
Center  
USA Oregon School of  
Wrestling, Inc.  
Veteran's Charities Inc./Veteran  
Thrift Center/Veterans' Affairs  
Medical Center, Admin.  
Hospital  
Volunteers of America -  
Administration Office, Child  
Care Center, Kletzer Home,  
Senior Program, Family Center,  
Volunteers of America - Men's  
Residential Center

Volunteer Lawyer's Project  
Washington Park Zoo  
Westside Community Focus  
West Women's and Children's  
Shelter  
Western Youth Ranch  
Willamette National Cemetery  
Willamette Employment  
Resource Center  
William Temple House  
William Temple Thrift Store  
YMCA - NE Family  
YWCA - North/Northeast, St.  
Johns

#### **Park Based Crews**

Ainsworth Park Blocks  
Alberta Park  
Boise Elliott Community  
Garden  
Cathedral Park  
Clinton Park  
Columbia Park  
Columbia Wastewater  
Treatment  
Couch Park  
Creston Park  
Custer Park  
East Delta Park  
Eastmoreland Golf Course  
Gabriel Community Garden  
Gabriel Park  
Glen Haven Park  
Harrison Park  
Heron Lake Golf Course  
Irving Park  
Kelley Point Park  
Ladds Addition  
Laurelhurst Park  
Lents Park  
McKenna Park  
Metro Greenspace Parks  
Mill Park  
Montavilla Park  
Mt. Scott Park  
Mt. Tabor Nursery  
Mt. Tabor Park  
Natural Resources  
North Park Blocks  
Oaks Bottom  
Overlook Park  
Peninsula Park  
Peninsula Rose Garden  
Pettygrove Park  
Pier Park  
Pioneer Square

Portland Center Park  
Powell Butte Nature Park  
Powell Park  
Progress Downs Golf Course  
Reed College Blocks  
Rocky Butte  
Rose City Golf Course  
Sellwood Park  
Sellwood Riverfront Park  
South Park Blocks  
Springwater Corridor  
Tryon Creek Wastewater  
Treatment  
Wallace Park  
Washington Park  
Waterfront Park  
Westmoreland Park  
Willamette Park  
Wilshire Park  
Woodlawn Community Garden

#### **Forest Project**

City of Hood River Parks  
Department  
City of Hood River Public  
Utilities Department  
Port of Hood River  
Hood River County Forestry  
Department  
Hood River County Road  
Maintenance  
Hood River County Fire  
Department  
Hood River County Schools  
Hood River County Fairgrounds  
Hood River County Little  
League Ball Park  
Hood River County Senior  
Center  
City of Cascade Locks Utilities  
and Road Maintenance  
Port of Cascade Locks  
Cascade Locks Volunteer Fire  
Department  
Oregon Department of  
Transportation (grounds  
maintenance)  
Menlo State Park  
Viento State Park  
Rowena State Park  
BPA grounds maintenance,  
trails, lumber clearing, power  
line clean up  
USDA Campground  
Maintenance and trail  
reconstruction



**Multnomah County Juvenile Community Justice  
Community Service / Payback and Forest Project Program**

**Community Service**

Juvenile's provide more than 17,000 hours of community service annually to many local non-profit and governmental organizations. JCJ also has several contracted agreements to provide service through the Payback program. The following is a brief list of some of the agencies receiving services during fiscal year 1999:

<b>Private Non-Profit Agencies</b>	<b>Hours</b>
Asian Family Center	27
Court Appointed Special Advocates (CASA)	744
Children's Museum	9696
King Facility	108
Christian Women Against Crime	42
United Way Mailing Project	90
National Association of Counties	72
Rosemont Bluff Park	56
OMSI/KBOO Benefit	210
DaDa Kidago	57
<b>Public Agencies</b>	<b>Hours</b>
Blue Lake Park	1098
Portland Water Bureau and BFI Payback Contract Work Sites	5391
Multnomah County Sites	2304
Juvenile Justice Complex	679

## Juvenile Community Justice Forest Project

The Juvenile Community Justice Forest Project has just completed its first year of operation and the success rate has been outstanding.

### General Information:

- Total number of referrals 638
- Total number of youth who showed 409 (65%)
- Of the youth who showed, 373 (91%) completed
- 36 youth were terminated
- \$11,802 was earned towards their ordered restitution
- Over 5,163 hours were donated to Columbia Gorge Communities

### Male Participants:

- 42 weekends to date have been scheduled for Males
- We received 594 referrals
- 383 showed
- 347 (91%) completed
- 36 were terminated from the program
- Average weekend population 9.5
- Males earned \$10,974.00 towards their ordered restitution
- Males earned 1,180 hours towards their ordered Community Service

### Female Participants:

- 6 weekends to date have been scheduled for Females
- We received 44 referrals
- 33 showed (2 were excused due to illness)
- 31 (100%) completed
- No female participants were terminated from the program
- Average weekend population 5.17 youth
- Females earned \$828.00 towards their ordered restitution
- Females earned 252 hours towards their ordered Community Service

# **SB 1145**

# **Refining the**

# **Continuum**

## **July 1998**

**Recommendations from the Bennett-  
Lattin Report: A Community Justice  
Progress Report**

## PROGRAM PLACEMENT CONSTRAINTS

**Holds:**

**Local Policy Keeps INS  
Holds In Jail For 30 days**

**Recommendation:**

- ◆ Establish a court to process Tri-County holds.
- ◆ Reconsider local 30-day custody policy for INS holds.

**Progress:**

- √ Presiding Judge Jim Ellis is organizing improvements, which require district attorney, presiding judge, and community corrections directors in the three counties to agree on a process for supervision and for resolution of cases.

**Insufficient Time Left:  
Research Suggests 90 Day  
Minimum Program Stay Is  
Needed To Realize Reduction  
In Criminal Behavior**

**Recommendation:**

- ◆ Eliminate the blanket 30-day minimum jail stay before program placement.
- ◆ Address disparities in good/work time that result in a 31-day sentence translating into less time than a 30 day sentence.
- ◆ Set as a standard condition, the continuation of residential treatment in an intensive outpatient setting.

**Progress:**

- √ A change in the 30 day minimum requires a policy change of the Public Safety Coordinating Council. Secure A&D treatment could allow for movement of offenders prior to the 30 day minimum stay if the policy is changed.
- √ (Sheriff's Department Item)
- √ Secure A&D treatment programs include outpatient treatment in the community as a transition from in-custody treatment, although this is not necessarily made a condition of supervision. All residential treatment programs on contract with



ACJ are required to provide outpatient aftercare treatment.

- √ The Court Work Group has developed policy and procedure that will guarantee a minimum 90 day stay in the secure A&D pilot in Washington County.

**Refuses Treatment:  
Lack of Treatment  
Preparation  
Contributes to Program  
Failures**

**Recommendation:**

- ◆ Modify the In-Jail Intervention Program

**Progress:**

- √ Recommendation was to increase IJIP to two weeks to better prepare offenders for treatment in the community. The IJIP program is designed to be a two week program and over two thirds of participants do stay at least two weeks.

**No Program Available to  
Meet Need:**

**Recommendation:**

- ◆ Dedicate Target Cities staff to join SB 1145 team to provide assessment support.
- ◆ Make a fund available to purchase already prescribed medications to stabilize offenders with unmet mental health needs.
- ◆ Develop stabilization housing to be used in conjunction with the Forest Project.
- ◆ Reassess the Restitution Center eligibility criteria and consider it for the SB 1145 who is linked with other programs.

**Progress:**

- √ Funding for an A&D assessment person, or reassignment of an existing evaluator, is needed if assessment is to be added to the SB 1145 team. A second option would be to use an A&D screening tool to determine the likelihood of an A&D problem.
- √ Corrections Health is the logical entity to coordinate this goal.

- √ ACJ is currently reviewing transitional housing needs for the system, in preparation for developing a strategic plan.
- √ Reassessment of the Restitution Center has been a topic of discussion at the Court Work Group. It is also a part of the 99-00 county budget development.

### High Risk Offender

#### Recommendation:

- ◆ Develop secure, residential sex offender treatment.
- ◆ Develop transition housing linked to treatment.
- ◆ Make routine, the continuation of treatment in an outpatient setting.
- ◆ Review and expand use of electronic monitoring.
- ◆ Longer incarceration is needed as an option: pursue discussions with Board of Parole/PPS and Department of Corrections regarding implementation of SB 156.

#### Progress:

- √ Secure residential sex offender treatment is planned for the secure treatment center now being sited. Increased capacity for community treatment (\$60,000) is part of the ACJ budget proposal for 99-00.
- √ ACJ has added 40 new beds of transition housing linked to A&D treatment this year and an additional 6 beds linked to dual diagnosis treatment.
- √ All community residential contracts require outpatient aftercare treatment.
- √ Use of electronic monitoring to increase supervision of high risk cases has increased by over 400% this year, from 21 in June of 1998 to 115 in March of 1999.
- √ SB 156 provides for imposition of up to 24 months of prison time as a result of a revocation for persons who served prison time for a felony committed after July 1997. Other methods to achieve a sentence to prison for local control offenders are the revocation of an optional probation sentence or the revocation of a probation sentence which resulted from a downward departure.

**ADMINISTRATION OF SB 1145****SB 1145 Team:  
Joint Training Advised****Recommendation:**

- ◆ Co-locate Jail and Community Corrections staff and share training.
- ◆ Involve both Jail staff and Community Corrections staff in interviewing offender.

**Progress:**

- √ As part of the relocation of several ACJ departments, Local Control, Sanctions Tracking, and Hearings will be moving to the Justice Center and so will be co-located with the Sheriff's local control team.

**Placement Guidelines:  
Policy Shapes Response****Recommendation:**

- ◆ The Public Safety Coordinating Council should develop Policy Guidelines for Offender placement.
- ◆ Discuss the considerations/questions that should help shape the system response to violation behavior.

**Progress:**

- √ The local control teams at the Sheriff's Office and at Community Justice have been asked to create a proposal for using the existing structured sanctioning grid to create guidelines for offender placement. This proposal will then be considered by the Court Work Group and the Public Safety Coordinating Council.

**Role of Originating  
Probation Officer:  
Case Continuity****Recommendation:**

- ◆ Continue to debate the advantages and disadvantages of having originating officer closes case at time of revocation.

**Progress:**

- √ Budget reductions in sanctions tracking will necessitate moving back to case continuity involving the originating officer.

**Hearings Office:  
Meeting Statutory  
Deadlines****Recommendation:**

- ◆ Review Hearing Officer resource needs to prevent release due to now hearing within 15 days.

**Progress:**

- √ There has been a review of hearings officer resource needs which resulted in a reduction in one position. There are fewer hearings now with the increase in administrative sanctions imposed by the PO. The solution to the problem identified by Bennett-Lattin is a good tracking system in a central location. In the past, we have had a system that worked well, but recently we have been having difficulty with the software program. Several attempts have been made to correct the problem, however more work is needed as the program is not working correctly.

**INFORMATION AND ANALYSIS****Discrepancies In Data****Recommendation:**

- ◆ Integrate SB 1145 data systems.

**Progress:**

- √ Jim Carlson, Budget and Quality Division, produced a detailed analysis of this issue and has concluded that the systems cannot be integrated and that the statewide Corrections Information System (data entered by ACJ) is the most accurate data system.

**Accessing Information****Recommendation:**

- ◆ Link Sheriff's SB 1145 team members to Adult Community Justice Offender database.

**Progress:**

- √ The Sheriff's Office does have access to the statewide Corrections Information System.

**Tracking The Information****Recommendation:**

- ◆ Route court orders to centralized record-keeping unit in Adult Community Justice.

**Progress:**

- √ This issue is yet to be resolved.

**Deciphering The Information****Recommendation:**

- ◆ Consider whether Court Orders can be modified to more clearly identify SB 1145 status.

**Progress:**

- √ Due to ongoing discussion and clarification between Community Justice, Sheriff's Department, and the Research Unit of the Budget and Quality Division, the system definition and recognition of SB 1145 offenders has become much clearer since the Bennett-Lattin report. This is no longer a problem.

**FUNDING****SB 1145 Operational Funding:  
Fund Actual Costs****Recommendation:**

- ◆ Encourage the state to adjust funding based on revised per-day costs and the actual distribution of offenders between Jail and the Community.

**Progress:**

- √ The Governor's recommended budget for 99-01 includes the shift to actual per day costs approximately nine months into the biennium. The Governor has made a policy decision not to fund the actual distribution of offenders between jail and community but rather to encourage the 75% jail and 25% community split through the funding formula.

**Funding Credit For  
Diversion****Recommendation:**

- ◆ Encourage the state to reward diversion activities.

**Progress:**

- √ The method to do this will be a part of the discussion on the community corrections allocation formula scheduled for October.

**Funding Allocation Does Not  
Reflect Local Differences  
In Operational Costs****Recommendation:**

- ◆ Encourage the state to build in an "adjustment" factor to reflect differences in local custody costs.

**Progress:**

- √ This issue could also be a part of the discussion on the community corrections formula distribution scheduled for October.

**Suggested Studies:**♦ (Forecasting SB 1145)

Carefully monitor the number of SB 1145 admissions, duration of stay, and placement rates over the coming months to support planning for next biennium.

♦ (SB 1145 Sex Offenders)

Conduct a more thorough analysis of revoked and sanctioned sex offenders to further explore the level of need for a secure treatment program.

♦ (SB 1145 Profile)

Develop a baseline of data for this population by conducting a more detailed analysis of a sample of "local control" offenders. Special attention should be given to an analysis of sanction and revocation practices of minority populations.

♦ (Release of Unprocessed Cases)

Collect more information regarding the number of individuals (both post-prison supervision and probation cases) who are in jail pending a hearing or sanction determination, and then released because they are not processed within mandatory timeframes.

♦ (Cost/Benefit Analysis)

What are the cost savings associated with increased diversion and lower end sanctioning? What are the cost savings with sanctioning parolees/pps versus revoking them? And what are the unforeseen or unfunded costs?

♦ (Recidivism Study)

The County should begin planning an outcome evaluation to judge the effects of this intervention. A recidivism study could be constructed that compared a group of "local control" offenders with a matched population, previously served with only a prison stay. As part of this study it would be interesting to examine the relationship between technical violations and new criminal activity. Is there a correlation? This question remains unanswered in the corrections literature.

♦ (Sanction Effectiveness Study)

A study of the relative benefits of various sanction options could provide valuable information to guide future practices. If the goal is recidivism reduction, does a shorter term sanction yield as much benefit as a longer term sanction? The community corrections system can now apply from 31 – 90 days of sanction units. Are 90 units more effective than 50? Do sanctions coupled with treatment yield better results? And what would be the effect of sanctions delivered (in a Drug Court model), that are spelled out in advance, and achieve the objectives of swiftness and certainty? With the largest offender population in the State, Multnomah County is well positioned to make a significant contribution to the knowledge base on sanction practices.

# Multnomah County Community Justice Community Corrections Funding

## Building the Statewide Budget

The state budget for community corrections is a single grant to counties (grant-in-aid) which is constructed and allocated in two parts: funding based on field supervision, services, and sanctions, and funding based on costs for the local control offenders.

### ✓ *Field Supervision, Services and Sanctions*

For field supervision, services and sanctions, a case rate is used to estimate the cost of managing felony offenders who are high, medium, low, or limited risk, and for new cases. The case rate is based on the amount of time a PO needs to manage a case at each level (established by a statewide time study) and the historical funding levels for community corrections services and sanctions. The Department of Corrections provides a projection for risk group over the biennium. The statewide offender population categorized by risk is used to estimate the total dollars needed to manage the caseload for the biennium.

### ✓ *Local Control Offenders*

The costs to manage those offenders serving a prison sentence of 12 months or less to be served locally and those serving an administrative sanction of over 30 days (the local control offender), are based on a forecast by the Office of Economic Development and are a part of the prison forecast. The rate for 1999-2001 is \$53.64 per offender per day. This rate assumes that 75% of the local control population is in a jail bed on any particular day at a cost of \$68.985 and 25% are in another community-based sanction at \$7.429 per day. There is an additional 7.7 million in the Governor's budget which would bring the jail and community costs up to actual average statewide costs at some point in the biennium. These costs are \$77.79 for a jail bed day and \$18.69 for a community sanction day.

## The Allocation Formula: New Formula for 1999-2000

### ◆ *Supervision, Services and Sanctions*

The newly adopted allocation formula for that portion of community corrections grant-in-aid based on providing community supervision, sanctions, and services is based on a weighted formula: 7.5% of the dollars are distributed according to the county's share of the state population and 92.5% of the dollars are distributed according to the county's share of the statewide field supervision workload.

The field supervision workload is calculated using all active cases in the county. The risk score determines how many hours it takes to supervise each offender (based on a statewide time study). The county's workload percentage is the county's actual workload hours for a 12 month period compared to the actual total state workload hours for the 12 month period specified in administrative rule.

### ◆ *Local Control*

The second part of the new formula is applied to the grant-in-aid dollars based on the local control offenders. The number of these offenders each county has is calculated using a statewide average which compares these offenders to the total felony population supervised in the county. This statewide average is called "the leveler." The leveler is 4.54% of the probation caseload and 8.14% of the parole/post-prison caseload. The total for both categories represents the percentage of local control workload if the county



practice was consistent with statewide averages. The effect of this method is that local county practice, whether higher or lower than expected, is removed from the formula.

#### ♦ Transition to the New Formula

The changes in the allocation formula would have caused some counties to lose funding from 1997-1999. For that reason, the Department of Corrections will allocate each county their 97-99 budget amount and will then distribute the \$13.7 million increase according to the revised formula. In this way, no county will experience a drop in funding over 97-99, and the new formula will be phased in.

#### ♦ Application of the Formula

##### Supervision, Services and Sanctions

Average caseload\* x hours of work to manage caseload by risk = 24,316 hours/month of 84,015 hours/month statewide = 29% of state workload x 92.5% of grant in aid funds

\*Multnomah County's caseload has dropped by about 1200 cases since last biennium, directly effecting our share of the statewide workload

County population as a percentage of statewide population = 19.6% x 7.5% of grant in aid funds

##### Local Control

Leveler of 4.54% x average daily population on probation\*\*

Leveler of 8.14% x average daily population on parole/pps\*\*

Multnomah County's local control calculation results in a percentage of the statewide total, so the county receives the same percentage of the local control funding in the state budget.

\*\*Multnomah County's caseload under supervision has dropped by about 1200 cases since last biennium; caseload under supervision directly impacts our percentage of local control funds since this is the number to which the leveler percentage is applied

#### ♦ Impact of Multnomah County Data and Experience

**Fewer local control offenders than expected:** The actual number of local control offenders does not *directly* effect Multnomah County's funding. This is because the actual allocation is based on the leveler and not on actual practice. A county's actual practice for dealing with local control offenders does not effect their allocation. The leveler is a statewide average percent derived from the statewide number of local control offenders compared to the statewide total number of offenders under supervision. The experience of Multnomah County, with 29% of the statewide caseload, does influence the leveler which then effects all counties equally. While fewer local control offenders do not impact the county directly, the drop in offenders serving new sentences of 12 months or less and the drop in offenders on supervision both directly effect the county's funding, as shown above.

**Drop in caseload under supervision:** This change does directly effect the county's allocation in both the grant-in-aid and the local control formulas. The leveler is applied to the county's actual caseload under supervision in the local control allocation formula. The workload formula used to distribute the remainder of the grant-in-aid is also based on actual caseload (and the risk levels of that caseload).

**Impact of county population as a factor in the formula:** Multnomah County has 29% of the workload (hours needed to manage felony offenders under supervision) and only 19% of the statewide population. The county benefits the more that workload drives the allocation and is conversely disadvantaged when

county population is a factor in the distribution of dollars. Statewide arrest data provides additional comparisons: Multnomah County has 33% of serious (index) crimes, 28% of property crimes, and 35% of person-to-person crimes.

## Definitions

### ◆ Caseload

1. People who have been convicted of a felony crime and sentenced to probation
2. People who have been convicted of a felony crime, sentenced to prison, and are now on parole or serving a sentence of post-prison supervision
3. People who have been convicted of a felony crime, sentenced to prison for 12 months or less to be served locally, and are now serving a sentence of post-prison supervision

### ◆ Local Control

1. Offenders revoked from felony probation, parole, or post-prison supervision and sentenced to a prison term of 12 months or less, to be served locally
2. Offenders sentenced for a felony crime and receiving a prison sentence of 12 months or less, to be served locally
3. Offenders administratively sanctioned in response to a supervision violation to more than 30 jail or non-jail custody units and who actually served more than 30 custody units
4. Offenders who are sanctioned by a judge, in a hearing following a supervision violation, to more than 30 jail or non-jail custody units and who actually served more than 30 custody units

# Juvenile Community Justice

## Multisystemic Therapy Program (MST)

### Program Purpose

- ❖ The MST program attempts to reduce juvenile recidivism by addressing the multiple factors known as determinants of delinquency across the key settings or systems, within which youth are embedded, e.g., family, peers, school, neighborhood).
- ❖ MST strives to promote behavior change in the youth's natural environment, using the strengths of each system to facilitate change, at a fraction of the costs of placing juvenile offenders in institutional, residential treatment and psychiatric facilities.

### Best Practice / Research Basis

- ❖ Multisystemic Therapy addresses the multiple determinants of serious antisocial behavior in juvenile offenders.
- ❖ As of 1998, there has been over \$10 million dollars of research conducted on the effectiveness of MST.
- ❖ Studies with violent and chronic juvenile offenders showed that MST reduced long-term rates of rearrest by 25% to 70% in comparison with control groups.
- ❖ Studies with long-term follow-ups showed MST reduced days in out-of-home placements by 47% to 64% in comparison with control groups.

### Target Population

- ❖ Male and female youth ages 11-16
- ❖ Classified as high/medium risk
- ❖ On probation
- ❖ Involved in substance abuse
- ❖ At risk of out-of-home placement

### Number of Clients Served

- ❖ Average Daily Population: three to five families during any three to five month period
- ❖ Annual Population: A minimum of 27 clients and their families

### Description of Services

- ❖ MST utilizes a home based, or "family preservation," model of service delivery. Some of the elements of this model include, but are not limited to:
  - Services are provided to the family, not just to the individual
  - Services are targeted to families with children at risk of out-of-home placement
  - Services are time limited (one to five months)
  - Services are flexibly scheduled to meet the family's needs and are delivered in the home
  - Services are tailored to meet the needs of family members
  - Services are provided in the context of a family's values, beliefs and culture
  - Services are available 24 hours a day, seven days a week
  - Workers have small case loads of between three and five families and may visit families many times a week.

## Multnomah County Juvenile High Risk Crime Prevention Plan

The Governor's proposed \$30 million dollar Juvenile High Risk Crime Prevention Plan would result in \$5.7 million dollars for Multnomah County to utilize in addressing juvenile crime prevention in the next two years. The County developed a local plan for prevention efforts that was approved by the Multnomah County Board of Commissions and the Local Public Safety Coordinating Council and submitted to the Governor's office in September 1998. The plan is focused on two statewide goals and one local goal:

- Reduce juvenile crime;
- Reduce the use of discretionary beds at OYA Youth Correctional Facilities and;
- Increase high school completion.

<i>New Services Proposed in Governor's Plan</i>	<i>Funding Proposed</i>
<i>Secure Residential Substance Abuse Treatment</i> provided in the Juvenile Justice Facility	\$ 1,569,000
<i>Community Capacity Building:</i> two communities will be identified to work with the County in developing local juvenile delinquency efforts in their community. Efforts might include after school activities, parenting support, increased child care, training programs. The selection of strategies would be driven by the communities' identification of needs. County staffing would support and organize community efforts.	\$ 510,000
<i>Domestic Violence:</i> Provision of additional supervision and intervention with youth who have been involved in Domestic Violence as perpetrators and / or victims. Note: Pending approval of the Governor's Juvenile Crime Prevention Advisory Council, this represents a change from the original plan which identified \$75,000 for Domestic Violence Services and \$425,000 for the Homeless Youth Plan.	\$ 500,000
<i>Early Intervention Services:</i> This intensive family therapy model would provide in home intensive intervention with 18 -20 kids 10 - 12 years old and their families. Youth would be victims of abuse abandonment and neglect who are being to show signs of delinquent behavior. This pattern is correlated to later becoming seriously delinquent and potentially violent. This is a replication of the MST model utilized currently with substance abusing youth and gang involved youth.	\$ 472,000
<i>Cultural and Gender Appropriate Services:</i> Funding to provide technical assistance and training for service providers to increase the appropriateness of services for girls and youth of color.	\$ 100,000

The planning required Counties to assess their services in five basic juvenile justice service areas and to fund these services where they were not sufficient.

<i>Additional Basic Services Proposed in the Governor's Plan</i>	<i>Funding Proposed</i>
<i>Assessment:</i> Create comprehensive assessment of mental health, substance abuse and other needs issues for all youth placed on probation	\$ 85,000
<i>Graduated Sanctions:</i> Collaborate with Oregon Youth Authority (OYA) and the State Services to Children and Families (SCF) to increase the effectiveness of foster care/residential placement services for girls and youth of color.	\$ 50,000
<i>Supervision:</i> Additional Juvenile Court Counselor staff to lower the caseload ratio of supervision of youth on probation. This will allow staff to work more intensively with high and medium risk youth.	\$ 586,000
<i>Shelter Care:</i> Shelter services for pre and post adjudicated youth including foster home type shelter care and staff secure shelter (staff awake at night). Currently these are funded by the Anne E. Casey Foundation grant which is ending.	\$ 438,000
<i>Detention:</i> Increase staff in detention including addition of Mental Health Specialist to provide increased intervention with youth in detention and address mental health needs.	\$ 512,000

The services funded in the plan fit nicely with local efforts to increase services and accountability for juvenile delinquents. The County has recently completed work on a comprehensive juvenile justice services plan that involved the input of many stakeholders. The goals of this plan are:

- Support at-risk, acting-out and delinquent youth to stay in school and to engage in structured activities after school.
- Hold high expectations of young people, promote mutual respect and improve the skills of youth and adults to respond appropriately at home, in school and in their neighborhood.
- Improve the ability of the Juvenile Justice System to provide swift, sure, appropriate and equitable consequences when youth violate the law.
- Direct resources toward youth at greatest risk of committing violent crime or serious, repetitive crimes.
- Share information with community members, partners and staff on what works to prevent juvenile crime.

In the last several years these efforts include; increased sanctions programs; \$2.5 million dollar county-wide anti-truancy program, a policy to hold youth brought for firearms offenses in local detention until they see a judge; increased sex offender supervision and treatment; increased coordination with local law enforcement to address gun violence by youth and creation of intensive family intervention services for gang and drug/alcohol involved youth.