

ANNOTATED MINUTES

*Tuesday, December 13, 1994 - 9:00 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

WORK SESSION

WS-1 Board and Managers Discussion on the 1994-95 Mid-Year Performance Report; Review Status of Current Year Action Plans and Key Results Measures; and Updates on 3-6 High Priority Action Plans, for the Following:

9:00 - 10:30 Health Department

**BILLI ODEGAARD, BILL DAVIS, JEAN GOULD,
DWAYNE PRATHER, DR. GARY OXMAN, JAN
SINCLAIR, GORDON EMPY, CATHY PAGE AND
MARGE JOSA PRESENTATION AND RESPONSE TO
BOARD QUESTIONS.**

10:30 - 12:00 Department of Community Corrections

**TAMARA HOLDEN, JOANNE FULLER, JIM ROOD,
AND CARY HARKAWAY PRESENTATION AND
RESPONSE TO BOARD QUESTIONS.**

*Tuesday, December 13, 1994 - 1:30 PM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

BOARD BRIEFINGS

B-1 Presentation and Discussion of the Oregon Health Plan Implementation and Managed Care Update. Presented by Lorenzo Poe, Howard Klink and Elleen Deck.

**LOLENZO POE, BILLI ODEGAARD, HOWARD KLINK,
AND JUDY ROBISON PRESENTATION AND RESPONSE
TO BOARD QUESTIONS.**

B-2 Presentation and Discussion on the Department of Community Corrections Plan to Participate in a Partnership with the Buckman Neighborhood Association.

Presented by Tamara Holden, Michael Haines and Kevin Criswell.

MICHAEL HAINES, KEVIN CRISWELL AND NEDRA BAGLEY PRESENTATION AND RESPONSE TO BOARD QUESTIONS.

*Wednesday, December 14, 1994 - 9:00 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

WORK SESSION

WS-2 Board and Managers Discussion on the 1994-95 Mid Year Performance Report; Review Status of Current Year Action Plans and Key Results Measures; and Updates on 3-6 High Priority Action Plans, for the Following:

9:00 - 11:30 Department of Environmental Services

BETSY WILLIAMS, BOB THOMAS, DAVE FLAGLER, SCOTT PEMBLE, MIKE OSWALD, JIM MUNZ, AND KARI HARDWICK PRESENTATION AND RESPONSE TO BOARD QUESTIONS.

11:30 - 12:00 Citizen Involvement Committee

JOHN LEGRY PRESENTATION AND RESPONSE TO BOARD QUESTIONS.

*Thursday, December 15, 1994 - 9:30 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

REGULAR MEETING

Chair Beverly Stein convened the meeting at 9:30 a.m., with Vice-Chair Tanya Collier, and Commissioners Sharron Kelley, Gary Hansen and Dan Saltzman present.

CONSENT CALENDAR

UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER COLLIER, THE CONSENT CALENDAR (ITEM C-1) WAS UNANIMOUSLY APPROVED.

DEPARTMENT OF HEALTH

- C-1 *Ratification of an Intergovernmental Revenue Agreement, Contract #201245, between Multnomah County Health Department and the Municipality of Anchorage, Alaska to Reimburse the County for Testing the County's Health Information System Software, Effective Upon Execution through December 31, 1995*

REGULAR AGENDA

NON-DEPARTMENTAL

- R-1 *PROCLAMATION in the Matter of Honoring those Employers who Provide Employment for Individuals with Developmental Disabilities and Recognizing the Contribution that They Make to the Community*

COMMISSIONER SALTZMAN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-1. PROCLAMATION READ FOR THE RECORD. COMMISSIONER SALTZMAN PRESENTED EXPLANATION. THE BOARD PRESENTED A COPY OF THE PROCLAMATION HONORING VARIOUS EMPLOYERS OF INDIVIDUALS WITH DEVELOPMENTAL DISABILITIES TO: ALBERTSON'S, ATWATER'S, BUILDER'S SQUARE, BURGER KING, BURGERSVILLE USA, CATERAIR, COFFEE BEAN INTERNATIONAL, CONTAINER RECOVERY INC., EDGEFIELD INN, F.H. STEINBART, FAIRVIEW TRAINING CENTER, FARMER'S INSURANCE, FAST BREAK, FIRE MOUNTAIN ENTERPRISES, FIRST INTERSTATE BANK, FRED MEYER, GLOBE AIRPORT SECURITY SERVICES, GOOD SAMARITAN HOSPITAL, GREAT BEGINNINGS CHILD CARE, HIPPO HARDWARE, JODY'S RESTAURANT, LUMITE, McDONALD'S, McMENAMIN'S PUBS, MOCHA MAMA MT. HOOD CHEMICAL, NIKE, NORDSTROM, NW FIBER FABRICATIONS, OHSU, PIZZA HUT, PORTLAND BOLD, PORTLAND COMMUNITY COLLEGE PEP, PORTLAND IMPORTS, PP & I, PRECISION DIE CUTTING, PROVIDENCE HOSPITAL, PROVIDENCE MEDICAL CENTER, QUALICOTE, RED ROBIN, RHEINLANDER, ROBERT'S OF PORTLAND, ROSE MOYER THEATER, SAFEWAY, SCHMIDT NURSERY, SCHUCK'S AUTO PARTS, ST. VINCENT DePAUL, TACO BELL, TOWER RECORDS US BANK, UNIFIRST AND WENDY'S. PROCLAMATION 94-243 WAS UNANIMOUSLY APPROVED.

PUBLIC CONTRACT REVIEW BOARD

(Recess as the Board of County Commissioners and convene as the Public Contract Review Board)

- R-2 *Second Reading and Possible Adoption of a Proposed ORDINANCE Adopting Rules of the Multnomah County Public Contract Review Board*

PROPOSED ORDINANCE READ BY TITLE ONLY. COPIES AVAILABLE. COMMISSIONER HANSEN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF THE SECOND READING AND ADOPTION. NO ONE WISHED TO TESTIFY. ORDINANCE NO. 807 WAS UNANIMOUSLY APPROVED.

(Recess as the Public Contract Review Board and reconvene as the Board of County Commissioners)

AGING SERVICES DIVISION

- R-3 *Budget Modification ASD #1 Requesting Authorization to Add \$11,000 in Funds from the State of Oregon, for the "Never Too Late" Drug and Alcohol Grant for Elderly Clients Dealing with Drug and Alcohol Related Illness*

UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER SALTZMAN, IT WAS UNANIMOUSLY APPROVED TO POSTPONE ITEMS R-3 AND R-4 TO A TIME CERTAIN OF THURSDAY, DECEMBER 22, 1994.

- R-4 *Budget Modification ASD #2 Requesting Authorization to Add \$30,000 in Funds from the University of Minnesota, for a Client Values Assessment Project*

POSTPONED UNTIL THURSDAY, DECEMBER 22, 1994.

NON-DEPARTMENTAL

- R-5 *Request for Approval of a Notice of Intent to Apple for Grants and Sponsorships to Support Public Education on Personal Preparedness for Emergencies through the Development and Implementation of a Community Signboard Project*

COMMISSIONER KELLEY MOVED AND COMMISSIONER COLLIER SECONDED, APPROVAL OF R-5. JOY TUMBAGA EXPLANATION. NOTICE OF INTENT WAS UNANIMOUSLY APPROVED.

- R-6 *Second Reading and Possible Adoption of a Proposed ORDINANCE Adjusting Exempt Employee Wages and Benefits in Order to Carry Out Measure 8, and to Equalize Benefits for Exempt and Non-Exempt Employees; Repealing Certain Provisions in Ordinance 740 Relating to Pension Benefits, Increasing Salaries and Salary Ranges for Exempt Employees, and Declaring an Emergency*

PROPOSED ORDINANCE READ BY TITLE ONLY. COPIES AVAILABLE. COMMISSIONER COLLIER MOVED AND COMMISSIONER HANSEN SECONDED, APPROVAL OF THE SECOND READING AND ADOPTION. NO ONE WISHED TO TESTIFY. ORDINANCE NO. 808 APPROVED, WITH COMMISSIONERS COLLIER, HANSEN AND STEIN VOTING AYE, AND COMMISSIONERS KELLEY AND SALTZMAN VOTING NO.

PUBLIC COMMENT

- R-7 *Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.*

NONE.

There being no further business, the meeting was adjourned at 9:40 a.m.

**OFFICE OF THE BOARD CLERK
of MULTNOMAH COUNTY, OREGON**



Carrie A. Parkerson

*Thursday, December 15, 1994 - 11:30 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

- B-3 *Presentation and Briefing on Audit, "Corrections Overtime: Improve Scheduling Practices," Released 12/2/94. Presented by Gary Blackmer.*

GARY BLACKMER PRESENTATION AND RESPONSE TO BOARD QUESTIONS. SHERIFF JOHN BUNNELL AND CHIEF DEPUTY TOM SLYTER THANKED AUDITOR AND STAFF FOR ALL WORK DONE TO PREPARE THIS AUDIT AND RESPONDED TO RECOMMENDATIONS OF THE AUDIT.

Friday, December 16, 1994 - 9:00 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

WORK SESSION

WS-3 Board and Managers Discussion on the 1994-95 Mid-Year Performance Report; Review Status of Current Year Action Plans and Key Results Measures; and Updates on 3-6 High Priority Action Plans, for the Following:

9:00 - 10:00 Aging Services Division

**JIM McCONNELL, CARLA GOLDING, SUE YOUNG AND
JEAN DeMASTER PRESENTATION AND RESPONSE TO
BOARD QUESTIONS.**

10:00 - 12:00 Sheriff's Office

**THIS SESSION TO BE RESCHEDULED TO A LATER
DATE DUE TO THE FOLLOWING SPECIAL MEETING.**

Friday, December 16, 1994 - 10:30 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

SPECIAL MEETING

Judge John Mabrey, Wasco County Board of Commissioners, convened the meeting via teleconference at 10:30 a.m., with Multnomah County Chair Beverly Stein, Vice-Chair Tanya Collier, and Commissioners Sharron Kelley, Gary Hansen and Dan Saltzman; along with Baker County Judge Steve Bogart, Commissioners Gerald Conrad and Truscott Irby; Clackamas County Commissioners Ed Lindquist, Judie Hammerstad, and Darlene Hooley; Crook County Judge Fred Rodgers, Commissioners Ted Comini and Mike McCabe; Gilliam County Judge Laura Pryor, Commissioners Alan Anderson and Frank Bettencourt; Grant County Judge Kevin Campbell, Commissioners Sondra Lino and Robert Kimberling; Hood River County Commissioners Jerry Routson, John Arens, Allen Moore, R. Kent Rosemont and Beverly Rowland; Morrow County Judge Louis Carlson, Commissioners Raymond French and Donald McElligott; Sherman County Commissioners Robert Boynton and John Schadewitz; Wasco County Commissioners C.E. Filbin and Scott McKay; and Wheeler County Judge Jeanne Burch, Commissioner William Potter present.

S-1 The Multnomah County Board of Commissioners Will Meet Via Teleconference With the Boards and Courts of Baker, Clackamas, Crook, Gilliam, Grant, Hood River, Morrow, Sherman, Wasco and Wheeler Counties, for the Purpose of Filling the Vacancy in the 68th Oregon Legislative Assembly, State Senate District 28.

The Nominees Chosen by the Republican Precinct Committee of Senate District 28 are as Follows:

*Lawrence F. Lear
Wilbert L. Sullens
Rodger Van Zanten
Gregory Paul Walden*

Judge John Mabrey, Wasco County Board of Commissioners, Will be Chairing the Joint Meeting from Cousin's Restaurant in The Dalles. Interested Persons May Listen to the Meeting in Room 602 of the Multnomah County Courthouse.

JUDGE JOHN MABREY OUTLINED THE PROCEDURE ORDER FOR TODAY, ADVISING THAT THE BOARDS AND COURTS WOULD START BY HEARING THE NOMINEES PRESENTATIONS FIRST; FOLLOWED BY A ROLL CALL VOICE VOTE, WITH ONLY THOSE JUDGES AND COMMISSIONERS PRESENT ALLOWED TO CAST THEIR ALLOTTED VOTES AS DETERMINED BY THE STATE OF OREGON ELECTIONS DIVISION; IF NOT PRESENT VOTES ALLOTTED FOR THAT PERSON WILL NOT BE COUNTED.

JUDGE MABREY READ STATEMENT FOR ROGER VAN ZANTEN, WHO WAS NOT PRESENT. LAWRENCE F. LEAR, NOT PRESENT AND NO STATEMENT MADE. WILBERT L. SULLENS AND GREGORY PAUL WALDEN MADE PRESENTATIONS ON THEIR OWN BEHALF.

FOLLOWING NOMINEE STATEMENTS, A ROLL CALL VOICE VOTE WAS TAKEN, WITH OFFICIAL TABULATION COMPLETED BY WASCO COUNTY CLERK/CHIEF ELECTIONS OFFICER KAREN LeBRETON. THE FOLLOWING VOTES WERE CAST:

JOHN MABREY	GREG WALDEN	4 VOTES
STEVE BOGART	WILL SULLENS	3 1/3 VOTES
GERALD CONRAD	WILL SULLENS	3 1/3 VOTES
TRUSCOTT IRBY	WILL SULLENS	3 1/3 VOTES
ED LINDQUIST	GREG WALDEN	1 2/3 VOTES
JUDIE HAMMERSTAD	GREG WALDEN	1 2/3 VOTES
DARLENE HOOLEY	GREG WALDEN	1 2/3 VOTES
FRED RODGERS	GREG WALDEN	3 VOTES
TED COMINI	GREG WALDEN	3 VOTES
MIKE McCABE	GREG WALDEN	3 VOTES
LAURA PRYOR	GREG WALDEN	1/3 VOTES
ALAN ANDERSON	GREG WALDEN	1/3 VOTES

FRANK BETTENCOURT	WILL SULLENS	1/3 VOTES
KEVIN CAMPBELL	GREG WALDEN	1 2/3 VOTES
SONDRA LINO	GREG WALDEN	1 2/3 VOTES
ROBERT KIMBERLING	WILL SULLENS	1 2/3 VOTES
JERRY ROUTSON	GREG WALDEN	2 VOTES
JOHN ARENS	GREG WALDEN	2 VOTES
ALLEN MOORE	GREG WALDEN	2 VOTES
R. KENT ROSEMONT	GREG WALDEN	2 VOTES
BEVERLY ROWLAND	GREG WALDEN	2 VOTES
LOUIS CARLSON	GREG WALDEN	2/3 VOTE
RAYMOND FRENCH	GREG WALDEN	2/3 VOTE
DONALD McELLIGOTT	GREG WALDEN	2/3 VOTE
BEVERLY STEIN	GREG WALDEN	1 VOTE
DAN SALTZMAN	GREG WALDEN	1 VOTE
GARY HANSEN	GREG WALDEN	1 VOTE
TANYA COLLIER	GREG WALDEN	1 VOTE
SHARRON KELLEY	GREG WALDEN	1 VOTE
MIKE McARTHUR	GREG WALDEN	1/3 VOTE
ROBERT BOYNTON	GREG WALDEN	1/3 VOTE
JOHN SCHADEWITZ	GREG WALDEN	1/3 VOTE
C.E. FILBIN	GREG WALDEN	4 VOTES
SCOTT McKAY	GREG WALDEN	4 VOTES
JEANNE BURCH	GREG WALDEN	1/3 VOTE
H. JOHN ASHER	NOT PRESENT	NO VOTE
WILLIAM POTTER	GREG WALDEN	1/3 VOTE

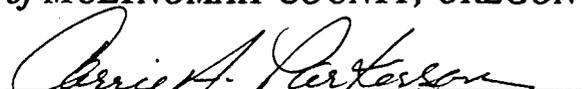
FOLLOWING VOICE VOTE AND TABULATION, KAREN LeBRETON ANNOUNCED THAT GREG WALDEN RECEIVED 48-2/3 VOTES AND WILL SULLENS RECEIVED 12 VOTES.

IN ACCORD WITH PROCEDURES ESTABLISHED BY THE SECRETARY OF STATE, THE BOARDS OF COUNTY COMMISSIONERS OF BAKER, CLACKAMAS, CROOK, GILLIAM, GRANT, HOOD RIVER, MORROW, MULTNOMAH, SHERMAN, WASCO AND WHEELER COUNTIES AND THE COUNTY COURT OF WASCO COUNTY VOTED TO APPOINT (NOMINEE) GREGORY PAUL WALDEN TO FILL THE VACANCY IN THE LEGISLATIVE ASSEMBLY, STATE SENATE DISTRICT 28, HAVING RECEIVED THE HIGHEST NUMBER OF VOTES. THIS APPOINTMENT WAS UNANIMOUSLY APPROVED.

GREG WALDEN PRESENTED ACCEPTANCE STATEMENT AND THANKED ALL FOR THE APPOINTMENT.

There being no further business, the meeting was adjourned at 11:08 a.m.

**OFFICE OF THE BOARD CLERK
of MULTNOMAH COUNTY, OREGON**

A handwritten signature in cursive script, appearing to read "Carrie A. Parkerson", written over a horizontal line.

Carrie A. Parkerson



MULTNOMAH COUNTY OREGON

OFFICE OF THE BOARD CLERK
SUITE 1510, PORTLAND BUILDING
1120 S.W. FIFTH AVENUE
PORTLAND, OREGON 97204

BOARD OF COUNTY COMMISSIONERS		
BEVERLY STEIN •	CHAIR	• 248-3308
DAN SALTZMAN •	DISTRICT 1	• 248-5220
GARY HANSEN •	DISTRICT 2	• 248-5219
TANYA COLLIER •	DISTRICT 3	• 248-5217
SHARRON KELLEY •	DISTRICT 4	• 248-5213
CLERK'S OFFICE •	248-3277	• 248-5222

AGENDA

MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

FOR THE WEEK OF

DECEMBER 12, 1994 - DECEMBER 16, 1994

<i>Tuesday, December 13, 1994 - 9:00 AM - Work Session</i>	<i>Page 2</i>
<i>Tuesday, December 13, 1994 - 1:30 PM - Board Briefings</i>	<i>Page 2</i>
<i>Wednesday, December 14, 1994 - 9:00 AM - Work Session</i>	<i>Page 2</i>
<i>Thursday, December 15, 1994 - 9:30 AM - Regular Meeting</i>	<i>Page 3</i>
<i>Thursday, December 15, 1994 - 11:30 AM - Board Briefing</i>	<i>Page 4</i>
<i>Friday, December 16, 1994 - 9:00 AM - Work Session</i>	<i>Page 4</i>

Thursday Meetings of the Multnomah County Board of Commissioners are taped and can be seen by Paragon Cable subscribers at the following times:

Thursday, 6:00 PM, Channel 30
Friday, 10:00 PM, Channel 30
Saturday, 12:30 PM, Channel 30
Sunday, 1:00 PM, Channel 30

INDIVIDUALS WITH DISABILITIES MAY CALL THE OFFICE OF THE BOARD CLERK AT 248-3277 OR 248-5222, OR MULTNOMAH COUNTY TDD PHONE 248-5040, FOR INFORMATION ON AVAILABLE SERVICES AND ACCESSIBILITY.

Tuesday, December 13, 1994 - 9:00 AM

*Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

WORK SESSION

WS-1 Board and Managers Discussion on the 1994-95 Mid-Year Performance Report; Review Status of Current Year Action Plans and Key Results Measures; and Updates on 3-6 High Priority Action Plans, for the Following:

<i>9:00 - 10:30</i>	<i>Health Department</i>
<i>10:30 - 12:00</i>	<i>Department of Community Corrections</i>

Tuesday, December 13, 1994 - 1:30 PM

*Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

BOARD BRIEFINGS

B-1 Presentation and Discussion of the Oregon Health Plan Implementation and Managed Care Update. Presented by Lorenzo Poe, Howard Klink and Elleen Deck. 1 HOUR REQUESTED.

B-2 Presentation and Discussion on the Department of Community Corrections Plan to Participate in a Partnership with the Buckman Neighborhood Association. Presented by Tamara Holden, Michael Haines and Kevin Criswell. 20 MINUTES REQUESTED.

Wednesday, December 14, 1994 - 9:00 AM

*Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

WORK SESSION

WS-2 Board and Managers Discussion on the 1994-95 Mid Year Performance Report; Review Status of Current Year Action Plans and Key Results Measures; and Updates on 3-6 High Priority Action Plans, for the Following:

<i>9:00 - 11:30</i>	<i>Department of Environmental Services</i>
<i>11:30 - 12:00</i>	<i>Citizen Involvement Committee</i>

Thursday, December 15, 1994 - 9:30 AM

Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

REGULAR MEETING

CONSENT CALENDAR

DEPARTMENT OF HEALTH

- C-1 *Ratification of an Intergovernmental Revenue Agreement, Contract #201245, between Multnomah County Health Department and the Municipality of Anchorage, Alaska to Reimburse the County for Testing the County's Health Information System Software, Effective Upon Execution through December 31, 1995*

REGULAR AGENDA

NON-DEPARTMENTAL

- R-1 *PROCLAMATION in the Matter of Honoring those Employers who Provide Employment for Individuals with Developmental Disabilities and Recognizing the Contribution that They Make to the Community*

PUBLIC CONTRACT REVIEW BOARD

(Recess as the Board of County Commissioners and convene as the Public Contract Review Board)

- R-2 *Second Reading and Possible Adoption of a Proposed ORDINANCE Adopting Rules of the Multnomah County Public Contract Review Board*

(Recess as the Public Contract Review Board and reconvene as the Board of County Commissioners)

AGING SERVICES DIVISION

- R-3 *Budget Modification ASD #1 Requesting Authorization to Add \$11,000 in Funds from the State of Oregon, for the "Never Too Late" Drug and Alcohol Grant for Elderly Clients Dealing with Drug and Alcohol Related Illness*
- R-4 *Budget Modification ASD #2 Requesting Authorization to Add \$30,000 in Funds from the University of Minnesota, for a Client Values Assessment Project*

NON-DEPARTMENTAL

- R-5 *Request for Approval of a Notice of Intent to Apply for Grants and Sponsorships to Support Public Education on Personal Preparedness for Emergencies through the Development and Implementation of a Community Signboard Project*
- R-6 *Second Reading and Possible Adoption of a Proposed ORDINANCE Adjusting Exempt Employee Wages and Benefits in Order to Carry Out Measure 8, and to Equalize Benefits for Exempt and Non-Exempt Employees; Repealing Certain Provisions in Ordinance 740 Relating to Pension Benefits, Increasing Salaries and Salary Ranges for Exempt Employees, and Declaring an Emergency*

PUBLIC COMMENT

- R-7 *Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.*

Thursday, December 15, 1994 - 11:30 AM

*Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

- B-3 *Presentation and Briefing on Audit, "Corrections Overtime: Improve Scheduling Practices," Released 12/2/94. Presented by Gary Blackmer. 11:30 TIME CERTAIN, 45 MINUTES REQUESTED.*

Friday, December 16, 1994 - 9:00 AM

*Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

WORK SESSION

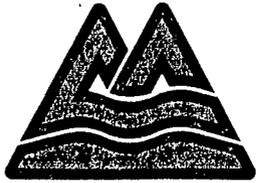
- WS-3 *Board and Managers Discussion on the 1994-95 Mid-Year Performance Report; Review Status of Current Year Action Plans and Key Results Measures; and Updates on 3-6 High Priority Action Plans, for the Following:*

9:00 - 10:00

Aging Services Division

10:00 - 12:00

Sheriff's Office



MULTNOMAH COUNTY OREGON

OFFICE OF THE BOARD CLERK
SUITE 1510, PORTLAND BUILDING
1120 S.W. FIFTH AVENUE
PORTLAND, OREGON 97204

BOARD OF COUNTY COMMISSIONERS

BEVERLY STEIN •	CHAIR	• 248-3308
DAN SALTZMAN •	DISTRICT 1	• 248-5220
GARY HANSEN •	DISTRICT 2	• 248-5219
TANYA COLLIER •	DISTRICT 3	• 248-5217
SHARRON KELLEY •	DISTRICT 4	• 248-5213
CLERK'S OFFICE •	248-3277	• 248-5222

SUPPLEMENTAL AGENDA

Friday, December 16, 1994 - 10:30 AM

*Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

SPECIAL MEETING

S-1 The Multnomah County Board of Commissioners Will Meet Via Teleconference With the Boards and Courts of Baker, Clackamas, Crook, Gilliam, Grant, Hood River, Morrow, Sherman, Wasco and Wheeler Counties, for the Purpose of Filling the Vacancy in the 68th Oregon Legislative Assembly, State Senate District 28. The Nominees Chosen by the Republican Precinct Committee of Senate District 28 are as Follows:

*Lawrence F. Lear
Wilbert L. Sullens
Rodger Van Zanten
Gregory Paul Walden*

Judge John Mabrey, Wasco County Board of Commissioners, Will be Chairing the Joint Meeting from Cousin's Restaurant in The Dalles. Interested Persons May Listen to the Meeting in Room 602 of the Multnomah County Courthouse.

MEETING DATE: DECEMBER 13, 1994

AGENDA NO: WS-1

(Above Space for Board Clerk's Use ONLY)

AGENDA PLACEMENT FORM

SUBJECT: MID-YEAR PERFORMANCE REVIEW WORK SESSION

BOARD BRIEFING Date Requested: TUESDAY, DECEMBER 13, 1994

Amount of Time Needed: 9:00 AM TO 12:00 PM

REGULAR MEETING: Date Requested: _____

Amount of Time Needed: _____

DEPARTMENT: NON-DEPARTMENTAL DIVISION: CHAIR BEVERLY STEIN

CONTACT: MEGANNE STEELE TELEPHONE #: 248-3961
BLDG/ROOM #: 106/1410

PERSON(S) MAKING PRESENTATION: CHAIR BEVERLY STEIN, MANAGERS

ACTION REQUESTED:

INFORMATIONAL ONLY POLICY DIRECTION APPROVAL OTHER

SUMMARY (Statement of rationale for action requested, personnel and fiscal/budgetary impacts, if applicable):

BOARD AND MANAGERS DISCUSSION ON THE 1994-95 MID-YEAR PERFORMANCE REPORT; REVIEW STATUS OF CURRENT YEAR ACTION PLANS AND KEY RESULTS MEASURES; AND UPDATES ON 3-6 HIGH PRIORITY ACTION PLANS, FOR THE FOLLOWING:

9:00 - 10:30 HEALTH DEPARTMENT
10:30 - 12:00 DEPARTMENT OF COMMUNITY CORRECTIONS

SIGNATURES REQUIRED:

ELECTED OFFICIAL: _____

OR

DEPARTMENT MANAGER: _____

BOARD OF
COUNTY COMMISSIONERS
MULTNOMAH COUNTY
OREGON
1994 NOV 18 AM 11:22

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

Any Questions: Call the Office of the Board Clerk 248-3277/248-5222

Multnomah County Board of Commissioners
1994-95 Mid-Year Performance Review Worksession

HEALTH DEPARTMENT

Tuesday, December 13
9:00 - 10:30

Agenda

- | | | |
|------|--|---------------|
| I. | Departmental Overview | 9:00 - 9:15 |
| II. | Updates on Key Action Plans | 9:15 - 10:00 |
| | a. Teen Pregnancy Prevention
[page 9, #1] | |
| | b. Immunization of Two - Year Olds
[page 9, # 2] | |
| | c. Prevention of Drug-affected Babies
[page 10, #3] | |
| | d. Emergency Management System
[page 10, Regulatory Health #1] | |
| | e. Community-based HIV Prevention
[page 11, #2] | |
| | f. School-based Clinics
[page 11, Specialty Care Services #1] | |
| | g. Primary Care / Specialty Care Integration
[page 12, #1] | |
| | h. Dental Care Organization
[page 13, # 2] | |
| | i. Mental Health Services in the Jails
[page 14, # 1] | |
| III. | Questions & Answers | 10:00 - 10:30 |

Multnomah County Board of Commissioners
1994-95 Mid-Year Performance Review Worksession

DEPARTMENT OF COMMUNITY CORRECTIONS

Tuesday, December 13
10:30 - 12:00

Agenda

- | | | |
|------|--|---------------|
| I. | Departmental Overview | 10:30 - 10:50 |
| II. | Updates on Key Action Plans | 10:50 - 11:30 |
| a. | Workload timestudy
[page 25, Administration #1] | Tamara Holden |
| b. | Continuum of Safety Task Force
[page 25, Administration #2] | Joanne Fuller |
| c. | Improving Productivity and Morale
[page 25, # 3] | Jim Rood |
| d. | Evaluations
[page 25, #4 ; page 26
Sanction Programs #1 and #2] | Cary Harkaway |
| III. | Questions & Answers | 11:30 - 12:00 |

Work Session
12-13-94
Handout #1
WS-1

DEPARTMENT OF COMMUNITY CORRECTIONS
Program Evaluation

EVALUATIONS HIGHLIGHTED IN 1994-95 ACTION PLANS

1. Administration #4, Structured Sanctions
Sanction Programs #1, New Sanction Programs

Evaluation of the implementation and impact of Structured Sanctions in Multnomah County and our new sanction programs has been contracted to BOTEK Analysis. Their formative and process evaluation report is due later this month. The impact evaluation is due in May 1995. DCC is also collaborating in the statewide evaluation of Structured Sanctions, contracted to the RAND Corporation and the National Council on Crime and Delinquency by the Oregon DOC.

2. Sanction Programs #2, STOP Drug Diversion Program

DCC is cooperating with the District Attorney's Office, the Circuit Court, Metropolitan Public Defender, and InAct, Inc. in an evaluation of the STOP Drug Diversion Program undertaken by American University/Courts Technical Assistance Project (CTAP). CTAP is supported by funding from the State Justice Institute, Alexandria, Virginia. Within the last week, we completed an extraction of the pre- and post program criminal histories of a sample of program participants for analysis by CTAP. We are expecting CTAP's final report during the third quarter of 1994-95.

The agencies participating in the STOP Drug Diversion Program are exploring a number of funding possibilities for 1995-96 and beyond. The 1995 Legislative Session will be making decisions in several areas which impact future funding, including the integration of drug treatment into the Oregon Health Plan and the Beer and Wine Tax. The 1994 Crime Bill, as originally approved, included Federal funding for drug diversion programs. However, it remains to be seen if the new Congress will appropriate money for that purpose.

ADDITIONAL OR ON-GOING PROGRAM EVALUATIONS

1. Contract Performance Evaluation

DCC collects intake and exit data on each participant in our contracted programs. The data is used to track monthly and annual program performance. Please refer to the attached example of a performance report for the Volunteers of America Men's Residential Center.

2. Contract Impact Evaluation

DCC staff prepare two types of impact evaluations which assess program impacts on recidivism or other specified variables.

- A. Evaluation briefs generally focus on comparing two groups (program participants vs. non-participants; program successes vs. program terminations) in terms of recidivism. Typically, there is minimal control or analysis of demographic or other variables. Please refer to the example of the S.T.O.P. Drug Diversion Program impact study.
- B. Evaluation reports provide a higher level analysis of outcome variables, typically assessing outcomes by race, age, sex, or offender type. Please refer to the evaluation report titled "Post-Treatment Criminal Justice Involvement for Clients terminating from the Volunteers of America Women's Program."

DCC also contracts with outside evaluators, on an occasional basis, to complete thorough, statistically controlled evaluations. In 1992, we contracted with the Reed College Public Policy Workshop to evaluate the CODA Residential Treatment Program (Alpha House).

3. Internal Program Impact Evaluation

As with contract programs, DCC prepares both evaluation briefs and evaluation reports covering direct service programs.

- A. Please refer to the attached evaluation brief on the Forest Project.
- B. Please refer to the attached formative and outcome evaluation reports on the DCC's literacy program, prepared by the Northwest Professional Consortium.

4. System Evaluations

DCC is currently cooperating with the RAND Corporation in an evaluation of outpatient drug treatment programs funded by the National Institute of Justice.

In February 1995, we will begin collaborating with the National Development and Research Institute in a study of drug treatment for female offenders funded by the National Institute on Drug Abuse.

MONTHLY PERFORMANCE REPORT AS OF 28-Nov-94

VOA, Inc
Men's Residential Ctr
Contract# 900134
FY-94

	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total	Avg
PERFORMANCE														
Enrolled	8	15	7	14	10	15	11	16	10	8	8	10	132	
Percent of Contract	10%	19%	9%	18%	13%	19%	14%	20%	13%	10%	10%	13%	165%	
Closed	6	16	5	15	11	13	14	13	11	7	9	3	123	
Failed to Engage	2	4	0	2	2	2	1	2	2	3	2	0	22	
Positive	3	9	2	10	7	7	11	7	5	4	3	3	71	
Percent Positive	75%	75%	40%	77%	78%	64%	85%	64%	56%	100%	43%	100%	70%	
Avg Length of Enrlmt	136	204	152	156	150	122	144	169	172	144	168	201		160
Negative	1	3	3	3	2	4	2	4	4	0	4	0	30	
Avg Length of Enrlmt	9	66	35	34	33	18	49	16	32	0	38	0		33
EXPENDITURE														
Bed Days	1217	1220	1181	1208	1125	1187	1184	1081	1201	1144	1184	1193	14125	
Total Billing	123095	60757	58648	60108	55620	58973	58811	53241	52701	56648	58811	52587	750000	
Balance of Contract	626905	566148	507500	447392	391772	332799	273988	220747	168046	111398	52587	0	0	
Percent Utilized	16%	8%	8%	8%	7%	8%	8%	7%	7%	8%	8%	7%	100%	

Contractor shall provide...residence, services, and supervision for 80 offenders for 180 days each.
Successful completion rate is 60%. Successful discharges to be employed, or in job training, or enrolled in school.

Contract total is \$750,000.
Monthly payment to be made at the rate of \$54.07/bed-day.

S.T.O.P. Drug Diversion Program

Program Impacts

April 1994

A. *Client Impacts*

During the 21 month period ending March 31, 1994, 307 clients successfully completed the diversion program and 264 were terminated unsuccessfully, for a 54% completion rate.

To help us assess the impact of the program on recidivism, we compared a sample of 54 clients who successfully completed the program with a sample of 50 clients who were unsuccessfully terminated. Each client was tracked for 12 months after leaving the program. Findings suggest a significant program impact, though it should be noted that the two groups were not compared in terms of their pre-program criminal histories or other characteristics which could be related to their program performance and recidivism.

POST-PROGRAM RECIDIVISM

	Successful Termination	Unsuccessful Termination
Sample size	54	50
Percentage with at least one arrest	15%	54%
Number of arrests in sample	11	54
Avg. number of arrests per person	0.20	1.08
Avg. number of days to first arrest	162	132
Percentage with at least one conviction	9%	50%
Number of convictions in sample	8	33
Avg. number of convictions per person	0.15	0.66
Percentage of convictions for Felony crimes	63%	100%

B. Diversion

From program inception in August 1991 through March 31, 1994, 1,596 cases were diverted, for an average of 50 clients per month over the 32 month period. The average daily population is about 450.

C. Early Intervention

Before this program was implemented, most defendants were not being ordered to drug treatment until four to six months after the arrest. Now, defendants who are enrolled in the program enter treatment three days after arrest.

D. Drug Free Babies

A total of 11 drug free babies have been born to program participants.

E. Improved Interagency Communication

Feedback from participating agencies indicates that program coordination and the flow of accurate, timely information to the Court has improved considerably over the course of the program. Lessons learned from the program have benefitted other interagency efforts.

F. Cost Avoidance

1. Indigent Defense: $1,596 \text{ cases} \times \$246 \text{ savings/case} = \$392,616.$
2. Police Overtime: $1,596 \times \$200 \text{ savings/case} = \$319,200.$
3. Probation load: $1,596 \times 50\% \text{ success} = 798 \text{ cases avoided, the equivalent of 2 casebanks } (\$100,000) \text{ or 9 mixed caseloads } (\$500,000).$

The S.T.O.P. Drug Diversion Program is partially supported by a grant from the U.S. Department of Justice.

**Post-Treatment Criminal
Justice Involvement for Clients
Terminating from the
Volunteers of America
Womens Program,**

July 1, 1992 - December 31, 1992

**Multnomah County Department
of
Community Corrections
December 10, 1994**

Introduction

This report is a review of basic demographic and criminal justice information ascribed to a group of female offenders who entered the Volunteers of America Womens Residential Treatment Program. The Volunteers of America provided these services through a contract with the Multnomah County Department of Community Corrections.

The purpose of this report is to summarize the information acquired and to offer the information to interested persons as part of the Multnomah County RESULTS campaign. The RESULTS campaign emphasizes, in part, examining the outcomes of various program models and improving communication and data flow between working partners. This report is one of a series of post treatment reports that has been planned by the Program Development and Evaluation unit of the Department of Community Corrections.

The review of pre and post treatment behavior in this report or other documents is not meant to infer a direct linkage between "effort" and "outcome". Our understanding of human behavior and the complex dynamics of drug addiction cannot support such simplistic analyses. However, the information in this report can serve as an anchor point for further inquiry and as a potential comparative data base in examining other service populations.

Special appreciation is extended to the management staff of the Volunteers of America who provided support and guidance to this effort.

Methodology

This data set is based on a sample of female clients who exited the Volunteers of America Women's Residential Center between July 1, 1992 and December 31, 1992. Seventy-one persons exited the program during this time period. Of the persons exiting the program, the program exit types were as follows:

25 were successful terminations,

23 were unsuccessful terminations,

19 failed to engage in program activities, participated 5 days or less in program),

4 "other" types of unsuccessful closures.

This review focused only on clients who were terminated as successful or unsuccessful. The variables that were selected were requested by the Volunteers of America and comprise basic demographic and criminal justice data elements.

Please note that for comparisons of race, age, and prior record, numeric averages are presented in two formats: comparison of all termination types by the variable, and termination types within the variable. Each comparison type has a unique way to add to our understanding of what the data may mean.

The report was prepared by the Program Development and Evaluation section of the Department of Community Corrections, Multnomah County. Mr. Jerry Martin, Program Development Technician, provided all the data summarized in this report.

Successful and Unsuccessful terminations by race

Two comparisons of termination type by race follow. The first table arrays all program terminations by race and termination type. The second table compares termination types within each racial group.

Table 1. Caucasians comprised 41.7 percent of all terminations and 52 percent of all successful terminations. African-Americans comprised 54.1 percent of all terminations and 44 percent of all successful terminations. There were no persons indicating Hispanic or Asian ethnicity and two persons listed as a Native American.

Table 1. Comparison of All terminations by race						
Race	Successful		Unsuccessful		Overall	
Caucasian	13	52%	7	30.4%	20	41.7%
African-American	11	44%	15	65.2%	26	54.1%
Hispanic	0	0%	0	0%	0	0%
Asian	0	0%	0	0%	0	0%
Native American	1	4%	1	4%	2	4.2%
Totals	25	100%	23	100%	48	100%

Table 2. Comparison within each racial group displays the following: 26 African-Americans terminated from the program and of those 15 were unsuccessful terminations which is equivalent to a 57 unsuccessful percent rate. Twenty Caucasians terminated from the program and of those 7 were unsuccessful, which is equivalent to a 35 percent rate.

Table 2. Comparison within racial groups				
Race	Successful		Unsuccessful	
Caucasian	13	65%	7	35%
African-American	11	43%	15	57%
Hispanic	0	0	0	0
Asian	0	0	0	0
Native American	1	50%	1	50%

Table 1 and Table 2 show that minorities comprised 58.3 percent of all clients during this time period. Racial minorities had fewer successful terminations than Caucasians.

Successful and Unsuccessful terminations by age group

Two comparisons of termination by age group follow. As in the preceding tables, the first table arrays age group by all termination types. The second table shows termination type within each age grouping.

Table 3. The largest age group is the 27-35 age bracket with 24 persons and a 52 percent overall successful termination rate. The smallest statistically valid group is the 36-44 age group with 8 persons and 20 percent of all successful program terminations.

Table 3. Comparison of All terminations by age group						
Age	Successful		Unsuccessful		Overall	
18 - 26	5	20%	9	39.1%	14	29.2%
27 - 35	13	52%	11	47.8%	24	50%
36 - 44	5	20%	3	13.1%	8	16.7%
45 +	2	8%	0	0%	1	2.1%

Table 4. The impact of age is more clearly shown in Table 4. Within each age group relative successful and unsuccessful terminations are readily apparent. There is a clear pattern of successful terminations and age bracket. The youngest age group were unsuccessful 64 percent of the time, the 36-44 age group had an unsuccessful termination rate of 38 percent.

Table 4. Comparison within age groups				
Age	Successful		Unsuccessful	
18 - 26	5	36%	9	64%
27 - 35	13	54%	11	46%
36 - 44	5	62%	3	38%
45 +	2	100%	0	0%

Age appears to be a factor in program success; an 18 year difference in age (from age 26 to age 44) corresponds to a 26 percent improvement in termination type.

Prior Arrest and Conviction History by termination type.

Table 5. The average number of pre-program entry arrests, convictions, and probation or parole violations compared to termination type is displayed in this table. There is a significant difference in the average number of arrests between successful and unsuccessful terminations. However, arrest data is also considered by many criminal justice practitioners to be the least reliable variable compared to conviction data since arrests may be influenced by a number of factors which are mitigated by subsequent court process. The overall counts for the entire sample: ten prior arrests, 3.5 average convictions, and 2 prior supervision violations, indicate substantial involvement in the criminal justice system.

Table 5. Complete Prior Record of persons entering program				
Average number of prior:	Successful	Unsuccessful	Difference	Overall
Arrests	8.80	11.61	2.81	10.15
Convictions	3.44	3.74	.30	3.57
PV's	1.78	2.18	.40	2.00

Criminal activity in the year after program termination, comparison of women who continued to reoffend.

Table 6. The numbers in this table represent one form of statistical interpretation. In Table 6 all criminal activities are averaged only by the number of persons who committed new criminal activities, rather than the total of all persons in the termination subgroup. The number of persons involved in the activity and the number of events recorded for them is also listed. As shown, of the 25 successfully terminated persons, 6 re-engaged in criminal activity one year after treatment—a recidivism rate of 24 percent. Of the 23 persons who were terminated unsuccessfully, 13 re-engaged in criminal activity one year after treatment—a recidivism rate of 56.5 percent. The frequency of criminal activity was similar for both groups, but the total numbers of arrests and convictions is higher for the unsuccessfully terminated group due to its larger size. This pattern of re-offense is very interesting; one interpretation is that persons who continue criminal activity have a base rate of re-offense that is constant regardless of their program experience. Coupled with that base rate concept is that program entry and successful completion may impact the decision to continue with a pattern of re-offense.

Table 6. Criminal Activity one year after program by termination type, [averages based only on persons who engaged in criminal activity]				
Average number of	Successful	Unsuccessful	Difference	Overall
Arrests	1.83	2.38	.55	2.21
number of persons	6	13	7	
number of arrests	11	31	20	
Convictions	1.00	1.17	.17	1.13
number of persons	2	6	4	
number of convict.	2	7	5	
PV's	1.17	1.25	.08	1.21
number of persons	6	8	2	
number of P.V.s	7	10	3	
Length in days to first Post-Tx Arrest	122.36	114.19	8.17	117.52

Criminal activity in the year after program termination, comparison by termination subgroup.

Table 7. In this averaging process, using the same data presented in Table 6, all criminal activity is compared to all persons in each termination subgroup. The differences among termination types appear to have doubled in value; this is due to the division of all criminal activities by all persons in that termination subgroup. In the Successful subgroup there were fewer re-offenses and when divided by all persons in the Successful group the "rate" of re-offense for the entire group is seen as much lower than the Unsuccessful terminations. This form of comparison is a more realistic measure of "group" performance. Combined with Table 6 one inference is: as a subgroup, persons completing the program successfully, engage in less subsequent criminal activity than persons who are unsuccessful. When a person of either subgroup engages in criminal activity, they tend to engage at similar rates and frequencies.

Table 7. Criminal Activity one year after program by termination type, [averages based on all persons in that termination subgroup]			
Average number of:	Successful	Unsuccessful	Difference
Arrests	.44	1.34	.90
Convictions	.08	.30	.22
PV's	.28	.43	.15

Criminal Activity (Arrests) one year before and one year after treatment, group comparison.

Table 8. The numeric data in this table continues to support the inferences presented in previous tables, ie: As a group, women who successfully completed treatment had fewer pre-treatment criminal arrests and re-offended at a lower group rate after treatment. Of potential interest is the decrease in arrests attributed to the group of Unsuccessful terminations. The Unsuccessful group had an average reduction of .53 post-treatment arrests. If this pattern holds over subsequent data reviews, it may mean that as a group, even persons who were unsuccessful in treatment reduced their criminal behavior.

Table 8. Average number of Arrests one year before and one year after treatment, [averages based on all persons in subgroup].			
Average number of:	Successful	Unsuccessful	Overall
Arrests 1 Year Before treatment	1.2	1.87	2.15
Arrests 1 Year After treatment	.44	1.34	2.21
Difference	-.76	-.53	

Pre and Post treatment crime profiles, one year before and one year after treatment.

Table 9 and 10 depict the types of crimes for which the two subgroups were arrested. Prior to treatment, the successful termination subgroup was arrested primarily for misdemeanor statutory crimes, largely prostitution, and felony drug offenses. After treatment there is no statistically clear pattern of re-offense. Both felony drug crimes and misdemeanor property crimes are frequent post treatment crimes of arrest. Anecdotal information suggests that many misdemeanor property crimes are committed to support continuing drug abuse.

Table 9. Arrest Crime Profile / Successful Subgroup								
Crime type	Fel. Person	Fel. Prop.	Fel. Drug	Fel. Stat.	Misd. Person	Misd. Prop.	Misd. Drug	Misd. Stat.
Arrests Before Treatment	1	3	7	2	0	2	1	13
Arrests After Treatment	2	1	3	0	1	3	0	1

For the group of persons who were terminated as unsuccessful the pre treatment arrest offense was clearly felony drug crimes. After treatment the predominant offense is for felony property offenses. Anecdotally property crimes may be linked to continued drug offenses-the property stolen to support drug purchases.

Table 10. Arrest Crime Profile / Unsuccessful Subgroup								
Crime type	Fel. Person	Fel. Prop.	Fel. Drug	Fel. Stat.	Misd. Person	Misd. Prop.	Misd. Drug	Misd. Stat.
Arrests Before Treatment	2	12	20	0	0	2	1	6
Arrests After Treatment	3	9	2	3	1	5	0	8

Summary:

There is a human tendency to "seize" upon information, especially if it is provocative information, and to believe that numbers are absolute representations of "fact". The Program and Evaluation Unit would prefer that this report, and the data offered within the report, be seen as one facet of a complex blending of program offerings, human dynamics, and other unconsidered forces. Subsequent reports will help to identify trends and baselines which can allow all interested persons the opportunity to consider the meaning and value of the information provided.

In gross terms the data presented in this report is replicated throughout the criminal justice system in the United States:

- Unsuccessful program participants generally have more extensive criminal involvement before entering the program.
- Younger program participants fail at higher rates than older program participants.
- Minorities have lower success rates than Caucasians.

Many jurisdictions, including Multnomah County, are actively seeking program models that will improve success rates for minorities, and further in-depth review of case data may assist in our understanding of this issue.

For persons who engaged in post treatment criminal activity the rate and frequency of activity seems to be the same for both the successfully and unsuccessfully terminated clients. A common expectation might have been that successful clients would engage in post treatment criminal activities at lower rates and/or frequencies. While frequency and rate for re-offenders were similar, only half as many successful clients engaged in post treatment criminal activity compared to unsuccessful clients.

The types of post-treatment criminal activities show some changes, particularly with the unsuccessful group in which there was a major reduction in post-treatment drug related offenses. The change in drug related criminal activity could be a "carry-over" from the program, even for unsuccessful clients.

Further potential areas of review include reviewing client files for contextual information that may add to our understanding and increasing the scope of the next project to include persons who failed to engage.

**MULTNOMAH COUNTY
DEPARTMENT OF COMMUNITY CORRECTIONS
COMMUNITY SERVICE FOREST PROJECT
IMPACT EVALUATION**

METHODOLOGY

To help us assess the impact of the Forest Project on recidivism, we compared a sample of 50 offenders who successfully completed the program with a sample of 51 who started but did not complete the program in 1992. Each participant was tracked for 12 months after his program termination date.

The two groups were generally similar in terms of their criminal histories prior to enrolling in the program. Over the entire course of their prior criminal careers, the group that did not complete the program averaged 0.8 more convictions than the group that successfully completed the program. The most significant difference between the two groups was in their drug convictions. The percentage of offenders in the unsuccessful group with at least one prior drug conviction was 63%, compared to 24% of those that successfully completed the program. The prior criminal histories of the two groups are summarized in Table 1.

Table 1: PRIOR CRIMINAL HISTORY

	Successful Termination	Unsuccessful Termination
Sample size	50	51
Avg. number of prior convictions per offender	2.4	3.2
Percentage of offenders with prior felony convictions	90%	98%
Percentage of offenders with at least one prior person crime conviction	10%	16%
Percentage of offenders with at least one prior property crime conviction	62%	55%
Percentage of offenders with at least one prior drug crime conviction	24%	63%
Percentage of offenders with at least one prior status crime conviction	34%	41%

FINDINGS

The group that completed the program was significantly less likely to be convicted of a new crime within 12 months compared to the group that did not complete the program. Twenty-four percent of the successful group was convicted of at least one crime compared to 65% of the unsuccessful group. The average number of post-program convictions of successful participants in the 12 month follow-up period was half that of the unsuccessful participants (1.08 vs. 2.15). Table 2 summarizes the post-program recidivism of the two groups.

These findings are encouraging. However, the relatively higher prevalence of drug arrests prior to program enrollment in the group that did not complete the program may mean that drug problems are a predictor of program failure. That raises an interesting question about the participation of offenders with drug histories. In fact, the program is currently reviewing its policies in this area because 37% of the unsuccessful terminations are due to a second positive drug test. Program staff believe that the actual percentage of drug-related failures may be at least 50%.

Table 2: POST-PROGRAM RECIDIVISM

	Successful Termination	Unsuccessful Termination
Sample size	50	51
Percentage of offenders convicted of at least one crime	24%	65%
Number of convictions in the sample	13	71
Avg. number of convictions per offender in sample	1.08	2.15
Number of offenders convicted of at least one felony	10	44
Percentage of offenders convicted of at least one felony	20%	57%
Number of felony convictions in the sample	10	45
Avg. number of felony convictions per offender in sample	0.20	0.88

**Formative Evaluation of the Multnomah County Community
Corrections Literacy Program for Adult Offenders**

Prepared

for

Cary Harkaway, Manager
Program Development and Evaluation
Department of Community Corrections
Multnomah County, Oregon
March 18, 1994

by

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IMPLEMENTATION ISSUES

1. How were implementation issues resolved?

Availability of custodial clients

One of the most important issues of implementation was that of serving the original target population. That population, specified in the grant, was to consist of 200 ex-offenders per year, released from either the county jail or state correctional facilities and who were functionally illiterate and unemployed or under-employed. Referrals to the program were to be made by the court, the parole board, jail and prison counselors, and parole and probation counselors. Whether this population was to consist of incarcerated clients, clients under custodial care, or a more general population of Department of Community Corrections (DCC) clients was ambiguous in the original grant. To clear up this ambiguity, the U. S. Department of Education emphasized that the program should serve incarcerated offenders, including those in custodial programs. To implement the program, the DCC indicated that they would serve clients in residential treatment centers, the Restitution Center (MCRC) and the Multnomah County Jail (MCDC).

It quickly became clear that the MCDC population would be difficult to incorporate into the program; in addition, the MCDC was developing its own literacy lab. The focus then shifted to incorporating corrections' clients under custodial care including those in residential treatment programs. This was a successful strategy but it produced one serious problem. Clients in these kinds of programs are restricted in the time that they have available for activities outside of the program. Both the Forest Camp Project and the Restitution Center (MCRC) seemed on paper to be good sources of clients for the Learning Center. However, neither provided much time for clients to participate in the Learning Center program. While an early hour time slot was worked out for clients from MCRC, only eight clients have managed to use that time slot. The Forest Camp found a Friday afternoon time slot and brought in a large number of clients. However, many of the clients were marginally

eligible for the program and the instructional time available for any one client was so minimal (they averaged about five hours of instructional time per client over six months) that little progress could be made with clients. The decision was made in discussions with the Forest Camp to drop that program as a current source of clients.

Three residential substance abuse treatment programs (the VOA-men's unit, the VOA-women's unit and DePaul) have successfully provided clients to the program over the last six months. However, their numbers have been relatively small (49 total over six months) and they have also had some scheduling problems (that have generally been resolved).

At a meeting in Chicago (attended by the evaluator) the Department Of Education agreed that the Learning Center staff, after making a good faith effort to get incarcerated or custodial clients, could use the facility for other types of clients with functional literacy problems. To expand the usefulness of the center to larger numbers of clients, the Learning Center has included in its population of potential clients, referrals from traditional parole and probation, other substance abuse programs and particularly from the new Day Reporting Center. The chief problem with this newly implemented approach is that a very broad mixture of clients is being served, at different stages of their criminal/non-criminal careers. Some clients are recently released from incarceration and engaging in transition to the community (more in line with the intentions of the original grant target population) and others are sanctioned offenders who have violated once already (and possibly on the way back to incarceration). This produces some difficulty both in implementing effective curriculum to this diverse group and in measuring the target outcome goals of the grant.

Security

An issue that emerged almost immediately with the first group of clients was that of security. The Center is located in a probation

and parole office in a neighborhood that is frequented by a transient population. Since smoking is not allowed in the building, clients who smoke (and those who do not) took their breaks outside on the street, returning through a less secure side entrance. During these breaks some mixing of clients and non-clients occurred that raised the potential risk for the entrance of non-clients into the facility along with clients as they returned from their breaks.

The problem was temporarily solved by the hiring of a security guard. With the advent of the new Day Reporting Center, which occupies the other offices in the building, security has been enhanced to the point that the private security guard was no longer necessary. The DRC instituted a sign in and tagging procedure that requires clients to wear identification tags. They are also required to exit for breaks out the front door and return the same way, where their entrance is monitored.

A similar issue arose with the new early morning (7:00 - 9:00 a.m.) hours for MCRC clients. At the 7:00 a.m. hour the Learning Center instructional staff were the only personnel in the building and they are not trained as correctional personnel. Again, with DRC security procedures in effect, this problem has been solved.

However, one serious security issue remains. With the DRC providing more clients to the Learning Center program, an increasing number of offenders with more serious criminal backgrounds and propensities will use the Learning Center (including some with sexual predator histories). It may be prudent to train the Learning Center staff in correctional procedures and savvy to cope with this new clientele.

Lack of standardized operating procedures

All programs in their early stages need new operating procedures as they progress and this program was no exception. Since the program deals with a variety of clients from different settings, developing a set of consistent operating procedures is more difficult. Added to

this problem is the fact that the literacy staff are not trained correctional personnel and are not familiar with Community Corrections Departmental operating procedures. An example of this lack of procedure was an incident in which a client from the Forest Camp was arrested by Forest Camp correctional staff for non-compliance while in the literacy lab. The Learning Center staff were unclear about how they should proceed (allow the arrest immediately, finish the instruction session, etc.) and felt keenly the need for clear procedures.

The immediate solution to the Forest Camp incident was to gain a general agreement from the feeder programs that if at all possible, arrests would not be made at the Learning Center. Because however, the DRC now occupies the same space as the Learning Center and deals with sanctioned clients who are quite likely to violate and be arrested, a procedure for arrests has been carefully worked out by the DRC.

Arrests are handled by probation officers and the process is supervised by the administrator of the DRC. This evaluator witnessed the arrest of a DRC literacy center client during one of the laboratory sessions. The arrest was handled by six correctional officers with the DRC administrator and staff overseeing the process. The client was brought to a DRC staff office and the arrest was made in that office away from the other clients in the literacy center lab. The literacy center staff (who are not correctional officers) remained in the lab helping the other clients and two correctional officers were posted at the entrance to the literacy center laboratory adding to security. The arrest went smoothly.

Co-mingling issue

Another concern of staff from some of the feeder programs is the potential for the co-mingling of clients from different programs. Of particular concern is the potential for the co-mingling of custodial clients with "drop in" clients who are not under as strict supervision. This will particularly be a problem when clients who

have completed residential programs return from the community for more literacy instruction (a goal of the program) and must share time with new custodial clients. Some co-mingling has already occurred; however, the only significant outcome appears to be the instructional problems addressed below.

Cohort issue

A related issue is the question of client cohorts. Currently the different feeder programs have different time slots and to a degree Center staff have developed a cohort approach to the instruction. A particular cohort of clients receive their initial literacy lab orientation at the same time and tend to arrive at the same time each week, preserving that cohort. This is facilitated by the fact that the custodial programs bus their clients to the lab all together. (In fact, VOA staff have noted that their cohort sizes are limited by the number of seats in their van.) Working repeatedly with the same groups has been an instructional and logistic advantage to the early implementation of the program. It allows more structured instruction which staff have found works better with these clients. It also allows staff to know exactly what on-line and off-line services have been provided to the cohorts.

However, the client cohort advantage continues to disappear. Increasingly, as individuals disappear and reappear, groups have become less of a cohort and staff must work with clients as individuals with vastly different experiences and different on- and off-line instruction. As clients return after leaving the feeder programs they will complete this shift away from the cohort. The instructional staff have less and less certainty about which client will be appearing at which time slot and will have to increasingly customize instructional support on the spot. This makes their task more difficult and it will also mean that some of the instructional support advantage that cohort learning brings will disappear.

Workshops

The decision was made early in the implementation of the program to supplement the Jostens curriculum with small group workshops led by the instructional staff. This has become a major part of the services that clients receive, initially representing as much as a third of their instructional time at the Learning Center. This aspect of the Multnomah County program is significantly different than the operations of the learning centers in Bellingham and in California, both of which only occasionally supplement the Jostens curriculum. The small group workshops focus on life skills (clustered around BASIS/CASAS competency areas). These workshops appear to represent a very valuable addition to the Center.

Unfortunately, because of the decrease in cohort instruction and the increase of drop-in clients, the workshops have lessened in frequency. However, recently one of the staff conducted a family math workshop away from the Learning Center in one of the residential treatment programs, suggesting that the staff is making an effort to find creative ways to maintain the workshop model.

Hardware and Software issues

Generally, the network continues to run smoothly. The number of FAT (File Allocation Table) error statements have lessened. An upgrade of the Jostens software is due soon which may solve the minor software problems that emerged initially. The major ongoing SNAFU is that the stand-alone computers, which are to be distributed to field settings have not yet been ordered (apparently a lost purchase order).

Assessment Issues

The Learning Center staff have had some difficulties in getting clients assessed for the GED. They would like for the Learning Center itself to become a GED testing site and are currently taking

steps in that direction. This has produced some dissatisfaction both from Portland Community College (which is currently contracting for GED testing) and from some of the feeder programs who currently prefer PCC.

IDENTIFICATION OF TARGET POPULATION

2. Is the target population being reached?

As was indicated earlier, the original target population for this program consisted of released incarcerated ex-offenders with functional literacy and employment problems. This was modified initially in practice to focus on clients under custodial care in the community. Five DCC programs were targeted as sources of those clients: three residential substance abuse treatment programs (VOA-men's program, VOA-women's program, and Depaul), the Restitution Center (MCRC) and the Forest Camp. The data below indicate how many clients from these custodial programs were being served in each month since the first clients were served in September, 1993.

Table 1
Clients served (by month)

MONTH	PROGRAM	CLIENTS SERVED
September	VOA	14
October	VOA, Forest Camp	58
November	VOA, FC, DePaul	54
December	VOA, FC, DP, MCRC	52
January	VOA, FC, DP, MCRC, Day Reporting Center	50
February	VOA, DP, MCRC, DRC	47

About 50 clients per month are currently being served by the literacy program. The loss of Forest Camp clients has been made up by the addition of Day Reporting Center clients. So far the Learning Center has not experienced the growth in numbers that was expected with the addition of MCRC and the DRC.

Approximately 182 clients have been served by the Learning Center from September, 1993 to March 1,1994. However, many were simply given the BASIS assessment and/or an orientation to the program. The table below gives some information about these 182 clients.

Table 2
Demographic Information (all clients assessed)

Age Category (average)	25 - 29
Gender	83% male
Native Language	97% English
Highest Grade completed (median)	10th
Have No Diploma or GED	49%
Reading Score (average)	221
Math Score (average)	219

The typical client who has had contact with the Learning Center (for at least an assessment) since September is age 25-29, male, English speaking, has completed school only to the 10th grade, has not received a diploma or GED, and scored below 235 (the criteria of eligibility for the Learning Center) on both reading and math.

Table 3
Demographic Information (eligible clients)

Age Category (average)	25 - 29
Gender	82% male
Native Language	95% English
Highest Grade Completed (median)	10th
Have No Diploma or GED	52%
Reading Score (average)	219
Math Score (average)	216

A total of 159 of the 182 assessed clients were found to be eligible for the program (scored below 235 in math or reading). Remarkably, nearly 48% of those who were eligible had a GED or a diploma. Low scores in math was the most common reason for eligibility.

Table 4
Race/Ethnicity

RACE	ALL CLIENTS
Caucasian	59%
Hispanic	3%
African American	29%
American Indian	6%
Asian	3%
Other	1%

Approximately three out of ten clients are African American. Six out of ten are Caucasian (non-hispanic).

Table 5

Number of clients from each program

PROGRAM	ALL CLIENTS
Forest Camp	86
VOA - men	19
VOA - women	15
DePaul	15
Day Reporting Center	37
MCRC	8
Other	2

The 182 total clients were distributed in the following manner. Forest Camp was a source for 86 custodial clients. However, those numbers are deceptive since most of those clients were simply assessed and given an orientation to the Learning Center. Those that were given instruction at most only received a few hours. (see below) Fifty-seven clients were custodial clients (meeting the grant criteria) from VOA, Depaul or MCRC. Finally, another 39 clients came either from the Day Reporting Center, from regular probation or parole, or from other treatment facilities.

Table 6

Number of instructional hours

PROGRAM	TOTAL HOURS	AVERAGE / CLIENT
Forest Camp	464	5
VOA - men	523	28
VOA - women	573	38
DePaul	455	30
MCRC	73	9

Clients in the program have received a total of approximately 2100 hours of classroom instruction in the six months from September 1, 1993 to March 1, 1994.

Some of the feeder programs have proven to be inadequate sources of clients. MCRC continues to provide the fewest clients (a total of eight in the period) and those clients have received only an average of nine hours of instruction each. Only one MCRC client has received over 20 hours of instruction. Likewise, while the Forest Camp clients received an impressive total number of hours (464), the average time per client was only five hours -- too little to accomplish much in the way of progress.

Data from the other programs are more impressive. The VOA (men's and women's units) clients have had the longest tenure in the program and have averaged the most hours of instruction. With Depaul, these three programs have provided 49 clients who have received 1551 hours of instructional time averaging about 31 hours per client. Nearly three-quarters of all the received instructional time provided by the Learning Center have been received by the 49 clients from these three programs.

It is these clients who have demonstrated the most gains. **Of the 30 clients who have received more than 20 hours of instructional time in the program, fully two-thirds (21 out of 30) have demonstrated measurable gains in math or reading ability.** These gains averaged a 1.5 level increase in math and a .5 level increase in reading. Those 21 clients averaged 53 hours of instructional time compared to an average of 6 hours for all other clients contacted by the Learning Center. Only three of the 21 who showed gain logged under 40 hours of instruction. Twenty out of twenty-one of these clients who demonstrated improvements in reading and math came from either the VOA programs or DePaul.

While it is clear that the larger amounts of time spent in the Learning Center by clients of these programs is central to the chances of skill improvement, it may not be coincidental that all three of these programs are substance abuse treatment programs. It may be that clients in strict substance abuse treatment programs are the best candidates to stay with a program such as the Learning Center and to experience improvements in their literacy skills. With the advent of other feeder programs (including the DRC),

additional data will become available that may allow a further examination of this effect.

Table 7

Average number of instructional hours
By Race/Ethnicity

RACE	# OF CLIENTS	AVERAGE / CLIENT
Caucasian	100	9
Hispanic	5	19
Black	49	17
American Indian	10	7
Other	6	5

It is the African American (and Hispanic clients) who are receiving the greatest average number of instructional hours. This is in part due to the high number of African Americans at VOA, the feeder program whose clients have been attending the Learning Center for the longest amount of time. However, even within the VOA program, African Americans seem, at this point, to be utilizing the Center more than any other racial/ethnic group.

There is also a gender difference in hours of Learning Center utilization, with females averaging almost twice the number of instructional hours (19) as males (10).

PROGRAM OBJECTIVES

3. Are program objectives being realized? What barriers have been identified?

Outcome objectives

There are some serious difficulties with the goals set forth in the grant. The grant suggests targets that include the following:

1. Improvements in offender literacy

Targets indicate levels of improvement within six months.

Only a fraction (30 out of 182) of the clients that have been involved with the Center have received over 20 hours of instructional time in the past six months. Our data suggest that, so far, improvements generally start to be demonstrated around the point of 20 hours of instruction and clients that have consistently shown improvements have averaged around 50 hours of instruction. Therefore, the time frames and goals for percentage of improved clients may have to be reconsidered. It should be noted that clients are rarely connected to the Learning Center for as long as six months.

2. Improvements in continuing education (GED completion)

Currently the Learning Center is trying to establish itself as a GED testing site, which will eventually increase its ability to improve GED completion rates.

3. Improvements in rate of employment

Improved employment due to improved literacy skills may be hard to measure since many of the current clients either already work or will be tracked into work positions by their feeder programs. Many of the DRC clients may become re-incarcerated and therefore out of the employment market. However, measures of employability could be used to assess the impact of improved literacy on client employability.

4. Improvement in recidivism.

In measuring recidivism, it must be taken into account that the DRC and other feeder programs with intense supervision may increase both the number of client violations as well as new arrests, due to the closer monitoring.

STAKEHOLDERS' RESPONSES

4. How did stakeholders respond to the program?

The following is based on interviews with Learning Center staff, staff from feeder programs (except DePaul), and clients.

The most common assessment is that the program fills an important need in the client population. Clients perceive that they have reading and math problems; feeder program staff believe that most of their clients have deficiencies that the Center could assist in remedying. There are common reports from all program staff of client enthusiasm for the Learning Center instruction once the initial orientation is completed. The VOA staff particularly regard the program as increasing the motivation of their clients to improve their educational skills. Clients and staff also report increases in client self-esteem and a sense of accomplishment for their work in their "computer class". The class becomes a source of personal pride because clients not only feel more literate, they often also feel "computer literate". One advantage of the curriculum is that feedback from testing is nearly instantaneous and lessons come in short easily mastered increments. One client with whom the evaluator spoke exhibited great pride in all the lessons he had passed.

Nonetheless, both VOA and the Forest Camp staff indicated that participation for their clients is not really voluntary in the way it will be when they leave the residential programs and they wonder how many will continue after that point. The VOA staff suggested that one motivation for their clients was the cohort nature of the instruction and the fact that it was for them co-ed.

Scheduling issues are still a concern for many staff. There has been frustration on the part of both the Learning Center staff and feeder program staff in finding times for clients to use the Center.

DATA COLLECTION ISSUES

5. Is data collection adequate for program evaluation?

The primary near-term outcome measures will largely focus on hours of instruction and measures of literacy improvement. Both the Jostens system and the BASIS/CASIS assessment can and are providing that data.

Two other data collection approaches should be considered. One would be to assess individual goals from the clients. Some clients have very specific and valid outcome goals such as obtaining a driver's license or entering a vocational program. (One individual has achieved the goal of getting a driver's license.) These are valid measures of gain and should be collected.

Second, staff from many of the feeder programs and their clients have reported that a major short-term gain has been in the area of self-esteem. It may be possible to find a self-esteem measure oriented to correctional clients that is easy to administer and interpret.

Third, the evaluator is looking for an employability assessment tool that could be administered to all assessed clients at the Center and re-administered six months after the first contact with the Center, for the treatment groups and the comparison group. This would allow a measure of future employability independent of current job status or the job market.

RECOMMENDATIONS

6. What lessons have been learned?

One lesson that has been learned from the implementation of the Learning Center is that while most DCC programs have clients who need or could use the program, only certain types of programs can effectively use the Learning Center. Experience with both the Forest Camp and the Restitution Center (MCRC) indicates that while

in theory some programs should be good feeder programs, in practice they may not be. Programs such as the Forest Camp and MCRC so structure clients lives that they have little time available for the Learning Center. The data collected thus far suggest that clients need at least 20 hours of instruction for improvements to occur. Clients whose schedules do not permit them to come more than once a week (and many come less often) do not receive enough regular instruction for progress to be made.

Time and scheduling is also a problem for the three most successful feeder programs to date (the VOA-mens unit, the VOA-women's unit and DePaul). Yet, these programs are able to block out enough time and ensure enough regular attendance (with learning cohorts) to create an environment in which the Learning Center can have an impact. All three of these programs are substance abuse treatment programs offering not only substance abuse treatment but also employment and lifeskills workshops and the Learning Center fits well into their strategy for clients.

The real issue here is that for the Learning Center to operate effectively it must be connected to programs that first provide adequate time in their clients' schedules for regular Learning Center involvement, and second have a range of activities that address other problems in the clients' lives (e.g., substance abuse, employment training) in addition to their functional illiteracy. It may be that clients will not be effective candidates for the Learning Center until their substance abuse problems and life skills issues are also being addressed.

The Day Reporting Center may fit this model. Clients sanctioned to the DRC have adequate time in their schedules for the Learning Center and are receiving classes on a host of other issues (cognitive restructuring classes, employment, life skills, etc.) including substance abuse treatment. There are however, two difficulties with using the DRC as a feeder program for the Learning Center. First, these clients are individuals who have already violated the conditions of supervision, making them a more difficult population than the VOA/Depaul clients. Second, the fact that these are "drop

in" (off the street) Learning Center clients rather than cohort clients as with VOA/Depaul may make improvement more difficult. Nonetheless, the DRC promises to be an excellent feeder program to the Learning Center.

7. What program changes should be considered?

The original grant stressed the importance of improving the employability of the client. While improving functional literacy alone does have a positive effect on employability, the grant specified that the Learning Center would also include some employment counseling and/or training. This has not yet happened for a variety of reasons. First, most of the clients who have participated to date either were already employed (MCRC clients for instance) or were too busy with their feeder program schedules to seek employment in the immediate future. Second, many of the feeder programs were already offering an employment piece as part of their effort.

However, the thinking behind the original grant was sound. The Learning Center instruction should be focused not only on improving literacy but also on employability. Given the close link between literacy and employability and given the focus of the original grant, it would be a mistake for the Learning Center to assume that the employment piece will always be somewhere other than the Learning Center. Now that the instructional lab is functioning well, it may be appropriate for the Learning Center to address employment issues in coordination with the services offered by other programs. Perhaps another way of looking at this is to recommend that the DCC take a broad look at the employment services offered their clients and find an integrated solution that includes the Learning Center.

The DCC should consider carefully how it wants to expand the literacy program's services to clients who are not in residential programs or under custodial care. While the DRC is a reasonable choice, our preliminary data indicate that the Learning Center may be less effective for a broad population under minimal supervision

and/or not involved in substance abuse and other community re-integration programs.

Finally, the DCC needs to consider implementing a cohort approach to the DRC and other "drop-in" clients. In the first few months of the program, clients arrived in cohorts which allowed staff to give uniform small group based off-line instruction. This has been a strength of the program. However, as client numbers increase, as individuals leave the residential feeder programs and new people arrive, as former clients return for additional instruction on a drop-in basis, and as new programs such as the DRC provide a pool of drop-in clients, the instructional approach has needed to change to emphasize individualized instruction and include less off-line group instruction, requiring more staff and more staff time. There may be ways of organizing cohorts of DRC clients for example, who are required to meet at the same time as a group and continue meeting as a group for an extended period of time. This may require the courts to impose being part of a Learning Center cohort as a condition of supervision or as a sanction condition. Whether this can be realistically accomplished is of some concern, but if it were, the ability of the Learning Center to make progress in the lives of clients would likely be enhanced.

CONCLUSION

When the Learning Center has had clients that are able to receive more than a few hours of instructional time it appears to have had success in improving functional literacy. Of the 30 clients who have received more than 20 hours of instructional time in the program, fully two-thirds (21 out of 30) have demonstrated measurable gains in math or reading ability. The task facing the Learning Center and the DCC is not just to find clients who need the Learning Center program (they are plentiful), but to recruit the kinds of clients who can receive sufficient hours of instruction to benefit by the program.

**Outcome Evaluation Report
Multnomah County Community Corrections
Literacy Program for Adult Offenders**

Prepared
for
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November 14, 1994

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EXECUTIVE SUMMARY

This report focuses on the effects of participation in the Literacy Program on a number of client outcome measures related to positive community adjustment, successful supervision, recidivism, and employment. Clients with 20+ hours of instruction (treatment group) were compared to those clients who were eligible for the program but who received five hours of instruction or less (control group). The data was analyzed using an Analysis of Covariance approach which controlled for pre-existing differences between these two groups.

The results were as follows:

- * Clients in the treatment group had better overall positive adjustment scores using a scale developed by Latessa and Vito to measure successful client correctional supervision experiences.
- * Clients in the treatment group had fewer days absconded than clients in the control group.
- * Clients in the treatment group had fewer technical violations and revocations than clients in the control group.
- * Clients in the treatment group had fewer new arrests than clients in the control group.
- * Clients in the treatment group had greater subsequent earnings through employment than clients in the control group.

These results are supportive of the argument that the Literacy Program is an important component of a constellation of activities to help the offender adjust to a positive role in the community and a lifestyle that is less criminal.

METHOD

Experimental design

An experimental design, although advantageous from the point of view of making the treatment and control groups comparable (through random assignment to each group), was not practical in evaluating this program. Because the Learning Center has the capacity to treat all eligible candidates, developing an experimental control group would have required random exclusion of half of the eligible candidates from enrollment in the literacy program, causing both practical and ethical problems. The decision was made very early in the design of this evaluation that an experimental approach was not feasible.

Non-experimental approach

The original proposed outcome evaluation design was based on the comparison of a random sample of program participants with a group composed of an equivalent number of supervised offenders in the Multnomah County system who had similar literacy needs but had not received the literacy program. This approach was proposed assuming that literacy assessments using the BASIS test were reasonably widespread. However, because this did not prove to be the case, we shifted our strategy slightly. Since, in practice, some individuals were assessed at the Learning Center using the BASIS, were found to be eligible, but (for a variety of reasons)¹ did not complete many instructional hours, we decided to use these clients as a control group. Specifically, we selected clients who were eligible for the program (defined as scoring less than 235 on the BASIS in either math or reading) but who received five hours or less of instructional services. This group was compared to a treatment group composed of clients who were eligible to receive the program and who received 20 hours or more of instructional services (a level found in the formative evaluation to be the minimal needed to provide substantial

¹ The primary reason was time schedule conflicts. Some clients had commitments to alternative services, a large group were part of a Forest Camp Project that could only meet once a week for a few hours and was dropped as a feeder program. Some of the clients from the DRC were probably simply not motivated to continue.

educational gains). In summary, we compared two groups of clients who had similar literacy difficulties but one group which had received the Literacy Program (defined as 20 plus hours) and the other which had received a level of service not likely to produce much change in skill.

Outcome Measures

a) Positive adjustment scale

We will use a scale of positive adjustment adopted from one used by Latessa and Vito², one which we used in our recent evaluation of the parole transition programs statewide, for the Department of Corrections (State of Oregon). This scale measures the adjustment of the offender in becoming a productive community member using a number of factors including stable residence, employment, education, avoiding negative incidence, etc. Its greatest strength is to provide an easily interpretable outcome measure of positive community readjustment by the offender.

b) Recidivism

From a community safety point of view, the fundamental outcome measure of any program designed for offenders would be lessened criminal activity. There, of course, is no absolute measure of subsequent criminal activity. However, new arrests are a commonly used indicator and we will use this as our primary measure of recidivism.

c) Employment

One outcome that was anticipated to be the direct result of increased literacy and computational skills was increased employment opportunities. We collected the following data that measure these opportunities: employment status (full- or part-time), employment stability (days employed), earnings (as reflected in parole officer files), and employment enhancement (promotions and wage raises).

² "The Effects of Intensive Supervision on Shock Probationers." Journal of Criminal Justice, Vol. 16, pp. 319-330 (1988).

d) Other measures of offender adjustment

We collected from parole officer records other useful measures of adjustment including the following:

- days under supervision
- days absconded
- days incarcerated
- technical violations
- revocations
- services rendered

Data Sources

The data sources used in this outcome evaluation included the following:

a) Parole and probation officer files

The parole or probation officer files represent an important source of information about the client. All of the subjects of the study were under supervision during the time period of the study. The p. o. files include the chronological record and monthly reports that detail events in the clients' supervised lives and the dates in which those events occurred, allowing our staff to gather the necessary data. The files were particularly useful in gathering information on supervision issues, technical violations, revocations, substance abuse issues including treatment data, employment experiences, reported earnings, and counseling, training and other services received in the time period subsequent to the start date of the Literacy Program.

b) LEDS (Law Enforcement Data System)

This is probably the best statewide source for such recidivism measures as arrests, convictions, and incarcerations. Such data as new arrests, age at first arrest and prior arrests come from this database.

Group Characteristics

Since these are not randomly assigned groups, it is necessary to examine

potential differences between the two groups that might introduce a bias into the analysis. Those differences that are statistically significant are included in a multivariate model where they can be statistically controlled in the final outcome analysis.

Exposure differences

Clients were included in the analysis who entered the program and were assessed from a time period between September of 1993 to June of 1994. All the clients in the analysis had data on subsequent history collected for the time from which they began the program to October/November of 1994. This means that clients have differing amounts of subsequent history exposure, ranging from as little as four months to as much as thirteen months. This difference in "exposure" would be a problem for the analysis if the two groups differ significantly in their average subsequent history exposure. Therefore, one of the first issues to resolve for the outcome analysis is whether the two groups differ significantly in the average time from assessment to data collection.

TABLE 1
Months From Start Date To Data Collection Date
Treatment VS. Control Group

t-tests for independent samples of GROUP

GROUP 1 - GROUP EQ TREATMENT GROUP
GROUP 2 - GROUP EQ CONTROL GROUP

Variable	Number of Cases	Mean	Standard Deviation	Standard Error			
MONTHS FROM START DATE TO DATA COLLECTION DATE							
GROUP 1	46	9.1087	2.854	.421			
GROUP 2	45	9.4667	2.052	.306			
		Pooled Variance Estimate		Separate Variance Estimate			
F Value	2-tail Prob.	t Value	Degrees of Freedom	t Value	Degrees of Freedom	2-tail Prob.	
1.93	.030	-.69	89	.495	-.69	81.77	.493

The treatment group individuals had an average of nine months of post assessment exposure compared to nine and a half months for individuals in

the comparison group. The difference is not statistically significant (p=.49). This allows us to be comfortable in assuming that differences in subsequent time period exposure do not account for differences in outcome measures found between the groups.

Differences in client criminal risk

Another potential source of bias is the criminal risk differences of clients in the two groups. However, by looking at several measures of potential criminal risk we have determined that the groups do not have significant differences on this issue.

TABLE 2
Number Of Prior Arrests
Treatment VS. Control Group

t-tests for independent samples of GROUP

GROUP 1 - GROUP EQ TREATMENT GROUP
GROUP 2 - GROUP EQ CONTROL GROUP

Variable	Number of Cases	Mean	Standard Deviation	Standard Error
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PRIOR ARRESTS				
GROUP 1	43	6.0465	5.341	.814
GROUP 2	47	5.4894	6.046	.882

		Pooled Variance Estimate			Separate Variance Estimate		
F Value	2-tail Prob.	t Value	Degrees of Freedom	2-tail Prob.	t Value	Degrees of Freedom	2-tail Prob.
1.28	.417	.46	88	.646	.46	87.90	.644

The treatment group individuals (those with 20+ hours of instruction) have an average of six arrests prior to their starting the Literacy Program compared to five and one half prior arrests for individuals in the control group (those with 5 hours or less of instruction). This difference is not statistically significant (p=.65).

TABLE 3
 Age At First Arrest
 Treatment VS. Control Group

t-tests for independent samples of GROUP

GROUP 1 - GROUP EQ TREATMENT GROUP
 GROUP 2 - GROUP EQ CONTROL GROUP

Variable	Number of Cases	Mean	Standard Deviation	Standard Error
AGE1st ARREST				
GROUP 1	42	22.7381	4.591	.708
GROUP 2	46	21.2174	5.329	.786

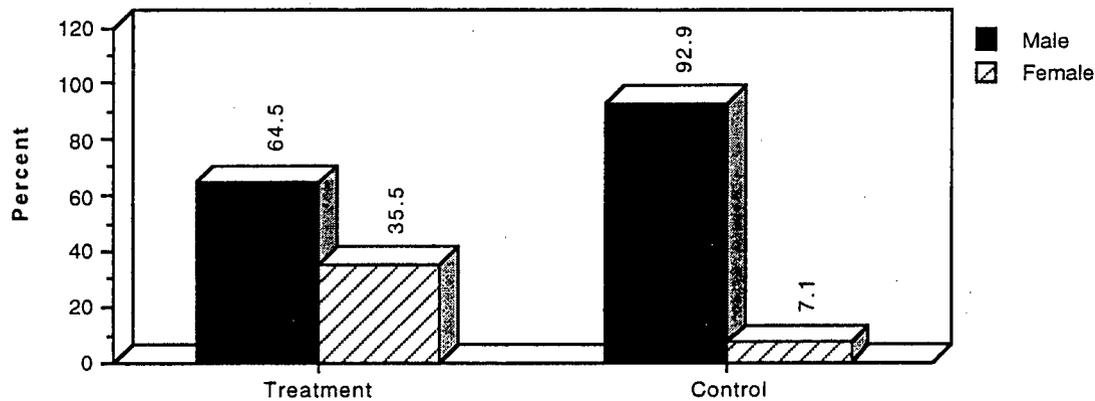
		Pooled Variance Estimate			Separate Variance Estimate		
F Value	2-tail Prob.	t Value	Degrees of Freedom	2-tail Prob.	t Value	Degrees of Freedom	2-tail Prob.
1.35	.336	1.43	86	.157	1.44	85.72	.154

The treatment group individuals have an average age of 23 years at first arrest compared to an average age of 21 years for individuals in the control group. This difference is not statistically significant (p=.15).

Gender Differences

There are differences between the two groups on a number of demographic variables. The differences in gender distribution is striking.

FIGURE 1
Gender Differences
Treatment vs. Control

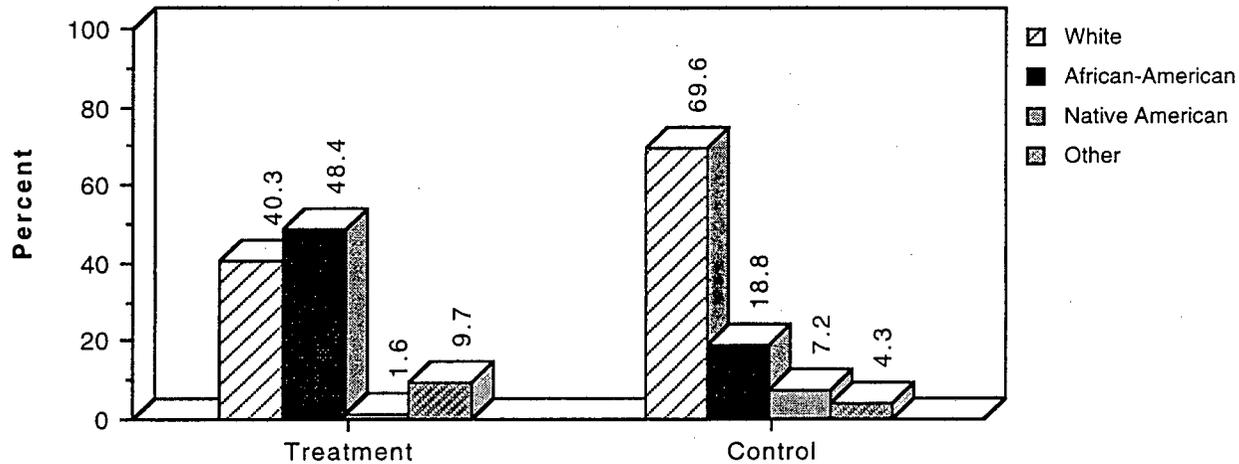


Over 90% of the control group is male compared to about two-thirds of the treatment group. A partial explanation for this disparity is simply a function of the fact that one of the feeder programs for the Literacy Program was the women's unit of the Volunteers Of America. This residential program provided many of the most dedicated and involved clients for the Literacy Program (see the Formative Evaluation Report).

Race/ethnicity differences

A difference in the racial/ethnic distribution exists between the two groups.

FIGURE 2
Ethnicity Differences
Treatment vs. Control Group



While almost 70% of the control group is Caucasian (non-Hispanic), the largest racial/ethnic group in the treatment group is African-American (nearly 50%). Again this is simply a function of the racial/ethnic distribution of the residential feeder programs for the Literacy Program. These residential programs provided the most dedicated clients, those most likely to carry through with their instruction at the Center, in part because of the additional reinforcement provided by their residential programs (see the Formative Evaluation Report).

Total number of other services received.

Another disparity to be resolved in order to account for outcomes is the amount of services that are received by individuals in each group. Many clients in the treatment group come from residential programs which provide a host of services to clients. It may be that those services (other than the Literacy Program) will produce positive outcomes for clients independent of the effects of the Literacy Program.

TABLE 5
Total Other Services Received³
Treatment vs. Control Group

t-tests for independent samples of GROUP

GROUP 1 - GROUP EQ Treatment Group
GROUP 2 - GROUP EQ Control Group

Variable	Number of Cases	Mean	Standard Deviation	Standard Error
TOTAL SERVICES				
GROUP 1	60	2.3667	3.385	.437
GROUP 2	65	.8615	1.903	.236

		Pooled Variance Estimate			Separate Variance Estimate		
F Value	2-tail Prob.	t Value	Degrees of Freedom	2-tail Prob.	t Value	Degrees of Freedom	2-tail Prob.
3.16	.000	3.09	123	.002	3.03	91.29	.003

The treatment group individuals receive on average considerably more services in addition to the Literacy Program (moderate to high levels compared to a few services for the control group). This is a statistically significant difference (p= .003).

³ The services include personal counseling services, employment counseling, employment training, further educational training, sex abuse counseling services, and drug and alcohol counseling services. However, this was a somewhat abstracted count of services. We found that an actual count of the frequency of a specific service was not consistently possible from the p.o. files. However, we were able to make reasonably reliable judgements that fell into the following categories: 0=no services of this type, 1=few services of this type, 2=moderate levels of services of this type, 3=high levels of services of this type. The total services count represents the addition of all the ordinal values for all the listed services.

Therefore, four major differences exist between these groups -- sex, race/ethnicity, age, and total services received. These are factors controlled for in the final outcome analysis models.

Analysis of Covariance Model

Because it was not possible to use an experimental design with random assignment to treatment and control groups, use of a statistical model was necessary to control for pre-existing differences between the treatment and control groups. An Analysis of Covariance approach was used as a strategy to accomplish this end.

Three steps were taken to develop this model.

1. Identification of variables that are a source of potentially relevant pre-existing differences among the groups. The following criteria were used:
 - a. variables that are measures of differences in group member characteristics that existed prior to the treatment intervention (in this case prior to release from the institution)
 - b. variables that, according to previous research, are likely to influence the outcome measures that form the basis of this evaluation
 - c. variables for which we have reasonably reliable data

It is important to note that an Analysis of Covariance approach can never claim to remove all sources of potential pre-existing differences. It is possible that sources of differences that have not been measured (or which may be difficult or impossible to measure) may account for some of the subsequent results in the model. In short, any model is only as good as the variables that have been included.

2. Identification of variables upon which the groups actually differ. As we have seen age, total other services provided, gender, and race/ethnicity meet this criterion. Since some of the variables may be redundant, it is important to use an approach that looks at the effect of

all the potential variables taken together. A Discriminant Function Analysis serves this purpose. In this analysis the variables of pre-existing differences are assessed together to see which ones discriminate in a statistically significant manner between the treatment and control groups. The results of the Discriminant Function Analysis indicated that age, total other services provided, gender, and race/ethnicity had independent influence on group membership.

3. Determination of the best use of the identified variables in the model -- as covariates or functions. The answer largely rests on whether these variables have a linear relationship to the outcome measures. Age and total other services produced a linear relationship to outcome variables and were used as a covariate. Both gender and race are categorical variables that are best used as factors which precede group in the analysis. A hierarchical approach was used in which in every analysis the effects of age and total other services were controlled, first as covariates. The effects of race/ethnicity and gender were then controlled for before the influence of group (treatment vs. control) was assessed.

RESULTS

Positive adjustment scale

To assist in the analysis of these positive adjustment outcome measures, a scale of positive adjustment for community corrections clientele was designed, adapted from one used by Latessa and Vito⁴ on probationers. This scale measures the adjustment of the parolee in becoming a productive community member. Data collection staff used this instrument as a measure for each individual after examining his or her p. o. file. The client's behavior as evidenced in the file was scored on factors related to positive community adjustment and successful supervision. Each individual was given one point for any evidence in the file of any of the following:

⁴ "The Effects of Intensive Supervision on Shock Probationers." Journal of Criminal Justice, Vol. 16, pp. 319-330 (1988).

- a. Employed, enrolled in school, or participating in a training program⁵
- b. Employed, enrolled in school, or participating in a training program for more than 50 percent of the time period
- c. Attained vertical mobility in employment, educational, or vocational program
- d. Efforts toward financial stability. Indicated by the individual living within his means or meeting debt payments
- e. For at least half of the time period individual was self-supporting and supported any immediate family
- f. Individual showed stability in residency. Either lived in the same residence for more than six months or moved at suggestion or with the agreement of supervising officer
- g. Individual avoided any critical incidents that showed instability, immaturity, or inability to solve problems acceptably
- h. Participation in self-improvement programs. These could be vocational, educational, group counseling, alcohol or drug maintenance programs
- i. Individual making satisfactory progress through time period. This could be moving downward in levels of supervision or obtaining final release within period
- j. No illegal activities on any available records during the time period

The greatest strength of the adjustment scale is to provide easily interpretable outcome measures of positive community adjustment by the offender.

The results of applying the ANCOVA model to the positive adjustment scores indicate that treatment group members did make a more positive average adjustment to the community than control group members in the

⁵ The participation in the Literacy Program was not included in this count.

months subsequent to beginning the Literacy Program. The method used is a hierarchical approach where adjustments are made for the effects of covariates first and then each factor in the order listed. Statistical significance is defined with an alpha level of $p=.10$ or less.⁶

TABLE 6
Positive Adjustment Scores by Group
Analysis of Covariance Model

*** ANALYSIS OF VARIANCE ***

POSITIVE ADJUSTMENT SCALE SCORE
by RACE
SEX
GROUP
with AGE and TOTAL OTHER SERVICES

Source of Variation	Sum of Squares	DF	Mean Square	F	Sig of F
Covariates	21.666	2	10.833	1.683	.193
AGE	.188	1	.188	.029	.865
TOTAL SERVICES		21.478		21.478	
3.337 .072					
Main Effects	71.434	5	14.287	2.220	.061
RACE	41.045	3	13.682	2.126	.104
SEX	10.145	1	10.145	1.576	.213
GROUP	20.244	1	20.244	3.145	.080
Explained	93.100	7	13.300	2.067	.057
Residual	489.138	76	6.436		
Total	582.238	83	7.015		

⁶ While the academic world tends to use an alpha level of $p=.05$, program evaluation tends to use alpha levels of $p=.10$. In program evaluation, we are concerned with the dangers of rejecting positive outcomes for effective programs inherent in the very conservative $p=.05$ levels adopted by academia.

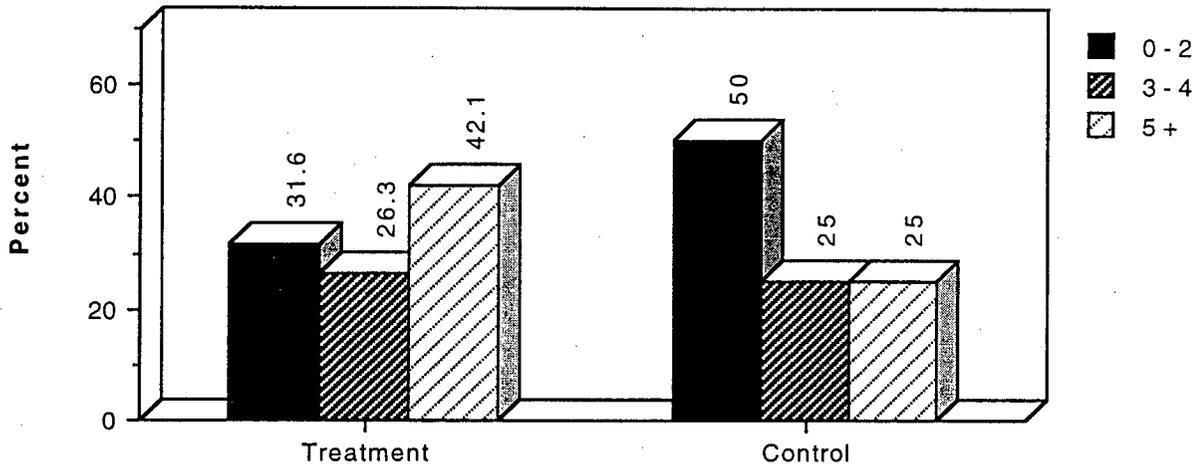
*** MULTIPLE CLASSIFICATION ANALYSIS ***

Grand Mean = 3.60

Variable + Category GROUP	N	Unadjusted		Adjusted for Independents + Covariates	
		Dev'n	Eta	Dev'n	Beta
1	43	.40		.59	
2	41	-.42		-.62	
			.16		.23
Multiple R Squared					.160
Multiple R					.400
Adjusted treatment mean =	4.19				
Adjusted control mean =	2.98				

After adjusting for total other services, age, race, and gender differences, a statistically significant difference ($p=.08$) emerged between the treatment and control group individuals in their positive adjustment scores. There were no significant interaction effects. The treatment group members have a considerably higher average positive adjustment (4.19) score than the control group members (2.98). This is best illustrated in Figure 3 below.

FIGURE 3
Positive Adjustment Scores
Treatment Group Vs. Control Group



While nearly 40% of the treatment group individuals have scores of five or more on the scale, only 25% of the control members score five or better. One-half of the control group individuals either score no points or score just one or two points; under a third of the treatment group individuals score that low.

Days Absconded

One outcome of this positive adjustment is the fewer number of days that treatment group members absconded.

TABLE 7
 Days Absconded by Group
 Analysis of Covariance Model

*** ANALYSIS OF VARIANCE ***

Source of Variation	Sum of Squares	DF	Mean Square	F	Sig of F
by DAYS ABSCONDED RACE SEX GROUP with AGE and TOTAL OTHER SERVICES					
Covariates	14116.436	2	7058.218	1.640	.201
AGE	35.705	1	35.705	.008	.928
TOTAL SERVICES	14080.732	1	14080.732		
3.271 .074					
Main Effects	24218.653	5	4843.731	1.125	.354
RACE	5724.032	3	1908.011	.443	.723
SEX	1786.736	1	1786.736	.415	.521
GROUP	16707.886	1	16707.886	3.881	.052
Explained	38335.090	7	5476.441	1.272	.275
Residual	327153.863	76	4304.656		
Total	365488.952	83	4403.481		

*** MULTIPLE CLASSIFICATION ANALYSIS ***

Variable + Category	N	Unadjusted Dev'n	Eta	Adjusted for Independents + Covariates Dev'n	Beta
Grand Mean =	33.19				
GROUP					
1	43	-14.59		-16.85	
2	41	15.30		17.67	
			.23		.26
Multiple R Squared					.105
Multiple R					.324
84 cases					
Adjusted treatment mean =	16				
Adjusted control mean =	51				

After adjusting for age, total other services, race, and gender differences, a statistically significant difference (p=.05) emerged between the

treatment group and the control group in their subsequent average days absconded. There were no significant interaction effects. The treatment group members have absconded a considerably lower average number of days (16) than the control group members (51). Although favoring the treatment group, the differences between the groups in total number of days incarcerated and total number of days under supervision were not statistically significant.

New Arrests

TABLE 8
New Arrests by Group
Analysis of Covariance Model

*** ANALYSIS OF VARIANCE ***

NEW ARRESTS SUBSEQUENT TO START DATE					
by RACE SEX GROUP					
with AGE and TOTAL OTHER SERVICES					
Source of Variation	Sum of Squares	DF	Mean Square	F	Sig of F
Covariates	1.497	2	.749	1.615	.207
AGE	1.371	1	1.371	2.957	.091
TOTAL SERVICES		.127	1	.127	
.273 .603					
Main Effects	1.926	5	.385	.831	.533
RACE	.289	3	.096	.208	.891
SEX	.212	1	.212	.458	.501
GROUP	1.425	1	1.425	3.073	.085
Explained	3.423	7	.489	1.055	.403
Residual	27.812	60	.464		
Total	31.235	67	.466		

*** MULTIPLE CLASSIFICATION ANALYSIS ***

Grand Mean =	.26			Adjusted for Independents + Covariates	
Variable + Category	N	Unadjusted Dev'n	Eta	Dev'n	Beta
GROUP					
1	35	-.21		-.18	
2	33	.22		.19	
			.32		.28
Multiple R Squared					.110
Multiple R					.331
Adjusted treatment mean =	.08 (Before adjustment= .05)				
Adjusted control mean =	.45 (Before adjustment= .48)				

After adjusting for age, total other services, race, and gender differences, a statistically significant difference ($p=.09$) emerged between the treatment and control group members in their subsequent new arrests. There were no significant interaction effects. The treatment group members have a considerably lower average number of subsequent new arrests (.08) than the control group members (.45).⁷

New Technical Violations

Another indicator of a positive outcome for these clients is fewer technical violations and revocations.

⁷ However, in this analysis, there were a considerable number of missing cases due to missing data, reducing the sample size to 68. A variety of alternative models were explored leaving out some control variables to gain data from a full 86 cases. All results were statistically significant in the direction of a positive effect for the treatment group.

TABLE 9
 Technical Violations by Group
 Analysis of Covariance Model

*** ANALYSIS OF VARIANCE ***

TECHNICAL VIOLATIONS					
by RACE SEX GROUP					
with AGE and TOTAL OTHER SERVICES					
Source of Variation	Sum of Squares	DF	Mean Square	F	Sig of F
Covariates	.071	2	.036	.094	.911
AGE	.007	1	.007	.019	.891
TOTAL SERVICES		.064	1	.064	
.169 .683					
Main Effects	3.987	5	.797	2.095	.075
RACE	1.001	3	.334	.877	.457
SEX	.706	1	.706	1.855	.177
GROUP	2.280	1	2.280	5.988	.017
Explained	4.058	7	.580	1.523	.172
Residual	28.930	76	.381		
Total	32.988	83	.397		

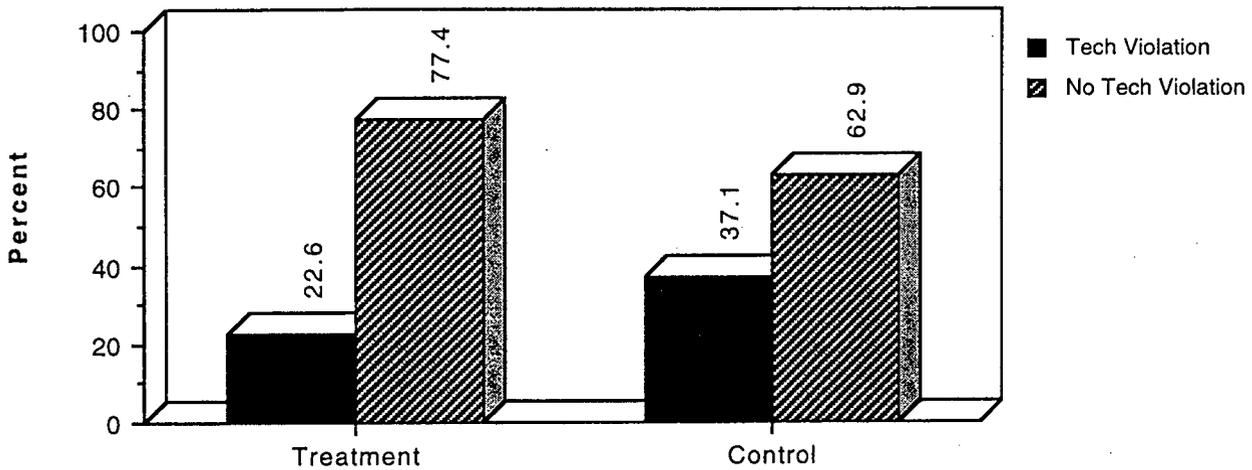
*** MULTIPLE CLASSIFICATION ANALYSIS ***

Grand Mean =	.49			Adjusted for Independents + Covariates	
Variable + Category	N	Unadjusted Dev'n	Eta	Dev'n	Beta
GROUP					
1	43	-.14		-.20	
2	41	.15		.21	
			.23		.32
Multiple R Squared					.123
Multiple R					.351
81 cases					
Adjusted treatment mean =	.29				
Adjusted control mean =	.70				

After adjusting for age, total other services, race, and gender differences, a statistically significant difference ($p=.02$) emerged between the treatment and control group members in their subsequent technical violations. There were no significant interaction effects. The treatment group members have a considerably lower likelihood of subsequent technical violations (.29) than the control group members (.70).

Another way of illustrating this difference is in Figure 4.

FIGURE 4
Percent of respondents with some technical violations
Treatment vs. Control Group



Over three-fourths of the treatment group individuals have no subsequent technical violations on record compared to 63% of individuals in the control group.

Revocations

There is a clear difference in the number of revocations between the two groups. Nine revocations occurred in the control group in the subsequent time period. None of the treatment group members had any revocations.

Employment

The treatment group members were employed more days (average = 50) either full-time or part-time than members of the control group (average = 29) but the difference was just outside ($p = .11$) the cutoff alpha level of $p = .10$. Given the data below on earnings it is safe to say that there is a genuine difference between the groups in employment.

TABLE 10
Earnings
Treatment VS. Comparison

*** ANALYSIS OF VARIANCE ***

EARNINGS
by RACE
SEX
GROUP
with AGE and TOTAL OTHER SERVICES

Sum of Source of Variation	Mean Squares	Sig DF	Square	F	of F
Covariates	10470684	2	5235341.794	1.601	.208
AGE	10457878	1	10457877.651	3.198	.078
TOTAL SERVICES		12806	1	12805.936	
.004 .950					
Main Effects	49947117	5	9989423.451	3.054	.014
RACE	20051299	3	6683766.370	2.044	.115
SEX	13832006	1	13832005.733	4.229	.043
GROUP	16063812	1	16063812.413	4.912	.030
Explained	60417801	7	8631114.406	2.639	.017
Residual	248555284	76	3270464.264		
Total	308973085	83	3722567.288		

* * * M U L T I P L E C L A S S I F I C A T I O N A N A L Y S I S * * *

Grand Mean = 1258.96

Variable + Category GROUP	N	Unadjusted		Adjusted for Independents + Covariates	
		Dev'n	Eta	Dev'n	Beta
1	43	101.83		522.44	
2	41	-106.79		-547.92	
			.05		.28

Multiple R Squared

.196

Multiple R

.442

84 cases

Adjusted treatment mean = \$1781

Adjusted control mean = \$ 711

After adjusting for age, total other services, race, and gender differences, a statistically significant difference ($p=.03$) emerged between the treatment and control group individuals in their subsequent earnings. There were no significant interaction effects. The treatment group individuals have considerably higher average earnings (\$1781) than individuals in the control group (\$711).

Conclusion

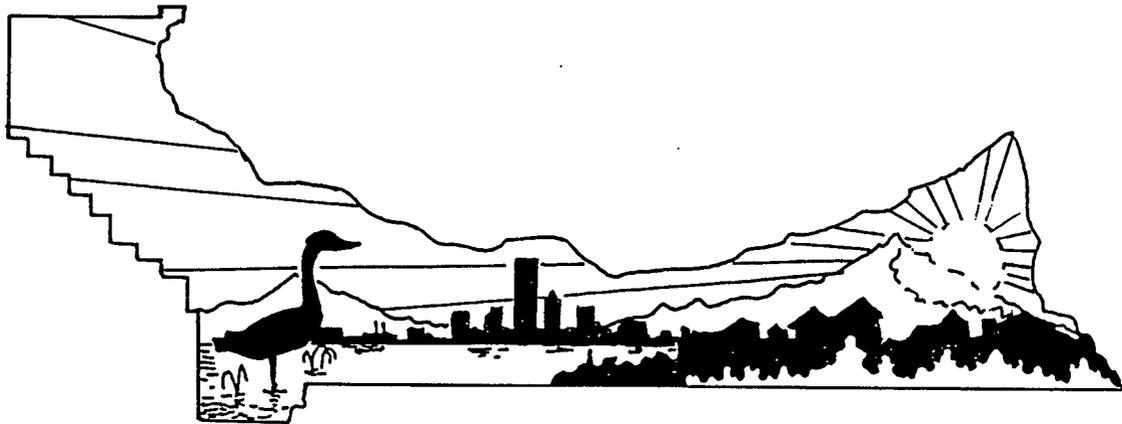
The Formative Evaluation report indicated that Literacy program clients with 20+ hours of instruction made the greatest gains in reading and/or math level improvements. This report compares clients with 20 or more hours of instructional time with those clients who were eligible for the program but who had very little instruction, on a number of outcome measures related to subsequent positive community adjustment, criminal recidivism, employment gains, and successful supervision.

The data are on the whole quite positive. Those clients with 20+ hours are more likely to have a positive adjustment to a non-criminal lifestyle, to have fewer absconds, to have fewer technical violations and revocations, to have fewer new arrests, and to have greater earnings in subsequent employment.

However, a word of caution needs to be stated in interpreting these results. Because this is a non-experimental design, we cannot be certain that all of the relevant differences between the treatment and control group have been used in our model. Some differences may exist for which

no data are available. Some differences may not even be measurable. One possible difference is client motivation. We cannot be sure that clients who are willing to spend 20+ hours in instruction are not simply more motivated toward change in all aspects of their lives. Nonetheless, it is reasonable to argue that the Literacy Program is itself a motivation enhancing experience for clients and that it is an important part of a constellation of services that motivate an offender toward change. The data in this report are supportive of that argument.

CITIZEN INVOLVEMENT COMMITTEE ***Multnomah County, Oregon***



Annual Report ***FY 1993 - 94***

Our mission: to inform residents of Multnomah County of their opportunities and rights in the decision-making process of all aspects of county government; to create meaningful citizen involvement opportunities; and, to integrate citizens effectively into the decision-making process of their county government. CIC was created by vote of the people in 1984.

Citizen Involvement Committee (CIC)

CIC MEMBERSHIP ROSTER FY1993-94

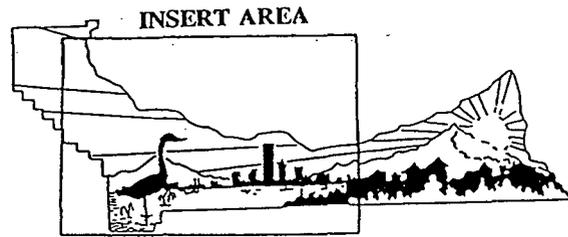
<u>MEMBER</u>	<u>REPRESENTING</u>
Joy Al-Sofi	Dist. 3
Al Armstrong	Dist. 2
Bill Basiliko	Dist. 4
Robin Bloomgarden	Dist. 3
Margaret Boyles	Dist. 3
Pat Bozanich	Dist. 2
Gail Cerveny	Dist. 4
Katherine Cheney	Dist. 1
Michael Dehner	Dist. 1
Kay Durtschi	Dist. 1
Steve Fulmer	At-Large
Jane Gordon	At-Large
Bruce Greene	At-Large
Judy Hadley	Dist. 1
Winzel Hamilton	At-Large
Derry Jackson	Dist. 2
Don MacGillivray	Dist. 1
Angel Olsen	Dist. 4
Jack Pessia	At-Large
Jim Regan	At-Large
Kathleen Todd	Dist. 2
Nancy Wilson	Dist. 4
Mike Zollitsch	Dist. 2

OFFICERS, FY1993-94

Derry Jackson, Chair
 Angel Olsen, Vice-chair
 Robin Bloomgarden, Secretary
 Don McGillivray, Treasurer

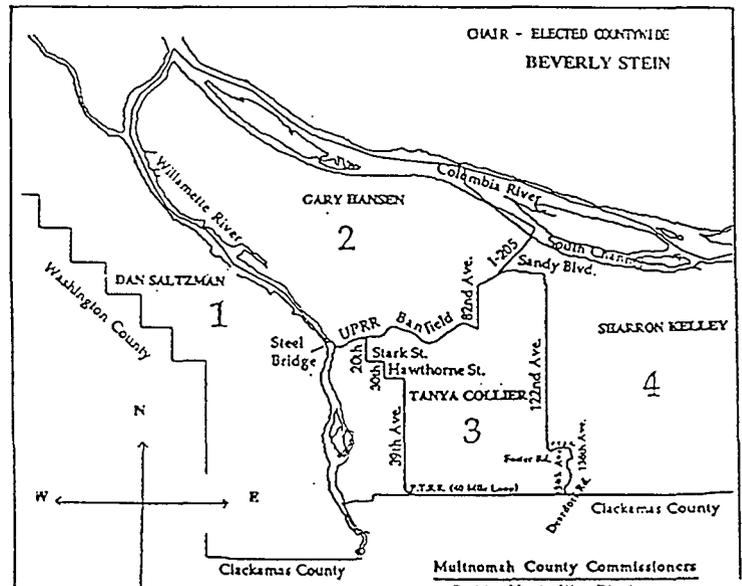
OFFICERS-ELECT, FY1994-95

Derry Jackson, Chair
 Jim Regan, vice-chair
 Bruce Greene, Secretary
 Don MacGillivray, Treasurer



COUNTY MAP

MULTNOMAH COUNTY COMMISSIONER DISTRICT



Multnomah County Commissioners
 Position No. 1 - West District
 Position No. 2 - North District
 Position No. 3 - Central District
 Position No. 4 - East District

STAFF

Gloria Fisher - Staff Assistant
 John Legry - Executive Director
 Carol Ward - Legislative/Administrative
 Secretary

OFFICE OF CITIZEN INVOLVEMENT

Multnomah County Citizen Involvement
 Committee
 2115 S.E. Morrison, #215
 Portland, Oregon 97214
 (503) 248-3450; FAX: 248-3048

October 20, 1994

**The Honorable Beverly Stein, Chair
and, Board of County Commissioners,
Multnomah County, Oregon**

Dear Chair Stein and Commissioners:

The Citizen Involvement Committee (CIC) submits this annual report for the fiscal year 1993-4 in accordance with Ordinance #664.

Our report hopefully demonstrates that CIC continues to provide the county's citizens with reliable information and viable access to their county's government services and decision-making processes.

Thank you and the Board for your on-going support as we work to fulfill our charter role to advocate for and create true citizen involvement in all phases of county government.

Sincerely,

**Derry Jackson, Chair
Citizen Involvement Committee**

**CC: CIC
PUBLIC LIST**

ANNUAL REPORT
Citizen Involvement Committee
Fiscal Year 1993-94

EXECUTIVE SUMMARY

This Annual Report is submitted in accordance with Multnomah county Ordinance #664 which requires the Citizen Involvement Committee (CIC) to report twice per fiscal year to the citizens of Multnomah County and the Chair and Board of County Commissioners on work-in-progress, accomplishments, etc. of the CIC and the Office of Citizen Involvement.

The CIC conducts an assertive program in fulfillment of its charter mission to:

- * **Inform** the residents of Multnomah County of their rights and opportunities in the decision-making processes of their county government;
- * **Create** opportunities for meaningful citizen involvement; and,
- * **Integrate** residents into all decision-making aspects of county government.

The CIC does not involve itself with the merits of issues, but rather with the merit of the processes which shape the issues. Membership is diverse in all respects. Five of the twenty-five CIC members come from each of the four districts of the county, representing neighborhood associations, district neighborhood coalitions, or community groups, and five represent at-large boards, commissions, and non-profit groups in the county. All CIC members are volunteers nominated by their respective organizations and appointed by the Board of County Commissioners for a two-year term, with a two-term limit on service.

To accomplish its mission, the CIC annually: conducts public forums; nominates participants to county boards and commissions; coordinates the Citizen Budget Advisory Committee (CBAC) program; produces and distributes both regular and special publications; participates in local and regional citizen involvement activities, such as, the Regional Institute for Citizen Participation (RICP) and the Metro Committee for Citizen Involvement (MCCI); and, facilitates the Multnomah County Volunteer Awards.

In fiscal year 1993-94, the CIC also examined its own shop for efficiencies and economies; developed the basis for performance measures for the organization; made presentations to high school, business groups, and service providers; and continued to work toward linkages with all existing citizen participation organizations in the local area.

Individuals wishing to contact or join the CIC may call 248-3450, or write: 2115 S.E. Morrison, Rm 215, Portland, Oregon 97214.

HIGHLIGHTS

Forums:

CANDIDATE'S DEBATE. The CIC sponsored a candidate debate held at Tabor Heights United Methodist Church between candidates for Chair of the County Commission: Beverly Stein and Vern Cook. The event was well-attended and well-received by both citizens and candidates.

CITIZENS' CONVENTION. Per Ordinance #757, the CIC facilitated the final report of the Citizens' Convention to the Board on January 6. This activity represented **extra**, uncompensated work for CIC in addition to its own workplan, but was deemed appropriate to CIC's charter mission to inform and involve citizens in government decision-making. **The recommendations of and Board of County Commissioner responses to the Convention are available from CIC in report format by calling 248-3450.**

SALES TAX DEBATE. The CIC held a public forum on the Sales Tax Ballot Measure with Jim Scherzenger from the Legislative Revenue Office to provide information and Jan Wyers and Shirley Gold presenting opposite sides of the issue and audience participation. The debate hosted approximately 75 people.

METRO "KITCHEN TABLE TALKS." In a nearly invisible election, CIC cooperated with MCTV to produce a cablecast of citizen discussion with the four Metro Executive candidates, Mike Burton, Bonnie Hays, Mike Ragsdale, and Ken Gervais, for the benefit of Multnomah County's citizens. **Metro deserves more public attention.**

BENCHMARKS PRESENTATION. The CIC included a **BALLOT** in the Conduit newsletter, facilitated a live cablecast on the county's Benchmark process (in cooperation with the Chair's Office, Board of Commissioners, and Multnomah Cable). Citizens were included in the townhall style event and live call-ins were taken. This cablecast marked the only general participation presentation on the Benchmark process and should be considered as one model for future activity.

COMMUNITY "STRENGTHS" MEETINGS. Cooperating with Jo Anne Allen and the Chair's Office, CIC provided facilitators to assist the county's process for identifying existing community "strengths" as part of a positive approach to targeting and coordinating community resources and county services. It should be noted that many county service providers participated in these meetings, a factor which should be weighed in evaluating the community participation in the results obtained.

Advisory Committee Nominations:

METRO CITIZEN ADVISORY COMMITTEE (CAC) FOR LIGHT RAIL. The OC nominated Mr. Winzel Hamilton for the Eastside light rail CAC. Mr. Hamilton is Multnomah County's only representative.

TECHNICAL REVIEW COMMITTEE, AFFORDABLE HOUSING DEVELOPMENT PROGRAM. The CIC nominated Ms Teri Duffy to the TRC and she was subsequently appointed to the committee.

METRO CCI RECRUITMENT/NOMINATION. Multnomah County Citizen Involvement Committee is the nominating body for appointments to the Metro Citizen Involvement Committee per Metro CCI Bylaws. The CIC participated in three nomination rounds during FY93-4, including selection of primary members and alternates.

Citizen Budget Advisory Committees (CBACs):

This year's County budgeting process added complexity to the operations of all Citizen Budget Advisory Committees (CBACs). In April 1994, the Central CBAC published a comprehensive text which includes many of the items listed below, and each Citizen Budget Advisory Committee departmental report. **Please call the CIC office, 248-3450, to request a copy of this detailed publication** that represents citizen involvement and participation in budget advisory issues.

With continued support from the Board of County Commissioners, citizens can be assured that their voice in budget matters will continue to be part of the budget process of Multnomah County.

PERFORMANCE MEASUREMENTS/KEY INDICATOR REVIEW. Tremendous effort was put forth by CBACs to work through the Program Performance Budgeting tasks, including: review of key result indicators for county service activities; and, help in creating mission statements, goals, objectives and vision statements for County service programs.

BUDGET MEETINGS WITH COMMISSION CHAIR. CBAC members participated with the Chair, the budget staff, and department staff in reviewing department budget requests to assist the development of the Chair's Proposed Budget.

CENTRAL CBAC BUDGET RECOMMENDATIONS AND BOARD HEARING BUDGET PARTICIPATION. In two days, the Central CBAC reviewed all department CBAC recommendations and acted to create its first budget "Add Package" List of Priorities which was presented to the Board of County Commissioners. Later, CBAC participants attended individual budget hearings to participate in budget presentations. The Chair acknowledged this work as beneficial to the process and commended the individual CBAC participants.

DEDICATED FUND REVIEW. Funds reviewed included Non-departmental, Health Department and Department of Libraries. CBAC members participated by interviewing department staff and managers. CBAC members then developed preliminary recommendations that were reviewed and adopted by the Central CBAC.

REVIEW WITH AUDITOR. The Central CBAC discussed on-going audits, programs to be audited, and the audit schedules for the coming year with the County Auditor. This effort helps citizens to better understand problems the auditor may have uncovered and to be better prepared for departmental reviews and discussion at the Central level. This year, the Central CBAC was able to review in detail, the effects of drug use on the county's service resources. The review emphasized measurement and management of the numerous drug counseling programs. A new Diversion pilot program was also reviewed in this effort.

METRO CCI SUPPORT. Gave Technical Advice to the Metro Committee for Citizen Involvement (MCCI) at request, to help create formal citizen budget involvement at Metro.

CONTINUED ORDINANCE CLARIFICATION. Changes in County structure created a need to amend Ordinance #695. The amendments will incorporate modifications in the District Attorney, Community and Family Services, Juvenile Justice, Aging Services, Health Services, and Support Services areas for adoption in FY94-5.

MEMBER PARTICIPATION. Three CBAC members participated as CBAC Representatives on special county committees. Ben Kasabuchi, DES CBAC, and Bob Jones, DA CBAC, served on the Portland/Multnomah Task Force on Support Services Consolidation. Ben Kasabuchi and Jane Gordon, CFS CBAC, served on the hiring/screening committees for Employee Services.

Needs and Visions Committee:

NEEDS AND VISIONS. This committee dealt with three priority issues:

* **Performance Measures for CIC.** Performance Measures were developed by CIC, approved by the Non-Departmental CBAC, and adopted by the Board of County Commissioners for the FY94-5 Budget. These measures are:

1. Percent of respondents reporting positive use of CIC's publications to learn about, influence, or initiate county activities and/or services.
2. Percent of participants who report positive experiences working in CIC programs or projects.

[Note: Use Surveys in FY94-5 will establish "base" percent of use, which will be used to measure performance in following years].

The CIC also plans to expand its information program, produce more public forums, and increase the number of citizen participants in FY94-5.

- * **Volunteer Application Form ("Volunteer Interest Form")** CIC recognizes that the personal goals of individuals who volunteer is often overshadowed by the goals of the organization. Furthermore, individual goals can motivate increased and prolonged participation. Therefore, it is critical to know and understand what motivates each volunteer. Since most organizations require specific skills for its projects, knowing who can do what helps to place the right people in the right places, and the application process is the logical place to solicit and record individual ambitions and skills.

The committee developed a draft of a volunteer interest form which was reviewed by the full CIC. The form was returned to the committee for further work, suggesting exploration of a two-stage strategy: a) basic information - name, phone number, etc.; and, b) skills and expectations - to be completed at time of appointment to assist placement and to develop a skills bank for reference.

An electronic database will be developed from the interest form. The database will allow coordinated recruitment to other boards and commissions, as well as, to CIC and its committees. An obvious benefit is to establish and maintain a list of individuals willing to volunteer specific skills to match county needs and promote a higher level of volunteer satisfaction.

- * **Participation Rates.** The success of any volunteer effort relies on the actual participation of volunteers. It is important to make volunteerism accessible to citizens. A poll of current CIC members and CBAC members has been designed to obtain feedback on attendance/motivation which will be used to restructure operations to encourage optimum participation. The information obtained will be shared with other citizen participation organizations as soon as it is available. The committee completed its year with a draft of the survey form. This effort will continue in FY94-5.

Office Practices Review Committee:

In accordance with Article 3, Section 5 of the CIC Bylaws, CIC reviewed its office practices for efficiency and economy. The Office Practices Review Committee examined telephone coverage, electronic data processing and equipment needs, and office procedures.

Telephones: In November, 1993, CIC replaced its ancient phone recorder with a new answering device. Phone coverage was monitored for four months following replacement. All complaints concerning coverage ceased with addition of the new device.

Electronics: Equipment was reviewed and upgraded using surplus items on property transfer. The system has been further reviewed for fax capability, speed upgrades, and expansion capabilities. All office electronic equipment was coordinated according to need and functional area.

Office Procedures: CIC has developed an Office Practices Manual for areas not covered within the County's existing Administrative Procedures. This document will serve to standardize practices and as a tool for training employees and volunteers. The study emphasized improvement of communications staff-to-staff and staff-to-committee. The committee thanks the County Auditor for providing valuable information to guide this review.

Interjurisdictional Activity:

OFFICE OF NEIGHBORHOOD ASSOCIATIONS (ONA) - City of PORTLAND.

The CIC held discussions with Portland's Office of Neighborhood Associations to identify possible areas of cooperation and shared opportunities. This resulted in ONA participation in CIC's May 14 workshop identifying key needs in citizen participation in Multnomah County and its separate jurisdictions. This material is being used to develop CIC's five- and ten-year vision and workplans. CIC thanks Oregon State University Extension staff Greg Tillson and Wayne Sholl for facilitating this session.

OREGON FISCAL CHOICES. The CIC participated in the preliminary design discussion for the Oregon Fiscal Choices program developed by Oregon State University, granted to Bruce Webber by the Kellogg Foundation. The program is designed to inform a cadre of interested citizens in the fiscal choices facing the state in the near and foreseeable future, with the intent of developing a locally aware and educated group which can add balance, perspective, and reliable information to the fiscal discussions affecting our state. Teams have been identified and training will begin in Fall, 1994.

REGIONAL INSTITUTE for CITIZEN PARTICIPATION (RICP). There are two kinds of training needs related to citizens and government. The first instructs citizens in how best to access and use services. The second is grassroots leadership skills, such as, advocacy training, how to conduct an effective meeting, etc.

Conceived and helped develop the RICP, a newly formed alliance among Clackamas, Multnomah and Washington County Citizen Involvement Committees, Metro Citizen Involvement and OSU Extension Family and Community Leadership Training to provide a grassroots, regional, leadership training institute.

The first training session was held April 25, 1994. Sixty participants attended. The next session is scheduled for October 29, 1994 at Metro. CIC has established a trust account and agreed to serve as fiscal agent for the Institute for the foreseeable future. No public monies are involved, the program is entirely volunteer and participant supported.

NACo ANNUAL CONFERENCE PARTICIPATION. Executive Director attended NACo (National Assn. of Counties) Annual Conference in Chicago in July as speaker in two workshops, two roundtables, and planning participant in the National Volunteer Task Force. This activity encourages development of volunteer programs in all 3000 of the nation's counties. This effort was primarily funded through a Kellogg grant.

CIC Publications:

CONDUIT. The CONDUIT was targeted to report news of county services, changes, plans, developments, citizen involvement opportunities for participation in county programs and departments. Three issues were distributed. Special articles included "Benchmarks" (with a Benchmark Ballot for citizen input). These results were given to the county for use in their process of developing Benchmark priorities and performance measures.

CITIZENS INVOLVED NEWSLETTER. The CIC produced and distributed 2500 copies each of four newsletters designed to network grassroots citizen participation organizations within Multnomah County. Issues contain neighborhood profiles, county board and commission news, citizen involvement openings in various local government bodies, news on the Metro Committee for Citizen Involvement (MCCI), and articles on the national and/or international citizen participation environment (from the grassroots view). This tool links citizen organizations outside of government.

[Note: To get on our mailing list for the Conduit or Citizens Involved, call 248-3450, or write: CIC, 2115 S.E. Morrison, #215, Portland, Oregon, 97214].

COUNTY SERVICES DIRECTORY. The CIC produced the **Multnomah County Services Directory** with a special supplement including the "Governments of Multnomah County" -listing the 44 government jurisdictions within the county. Department and division descriptions, board and commission listings, phone contact numbers, and a variety of other useful information is provided. CIC thanks **Multnomah County Word Processing - Lori Baumgartner** - for their assistance and efficiency; **Chair Stein's Office - Delma Farrell** - for **Boards and Commissions** information; and, **Multnomah County Grange - Jack Adams** - for "Governments..." Supplement. If you wish a copy of the Service Directory, please call 248-3450.

Miscellaneous:

GLADYS McCOY AWARD. In order to recognize the significant contributions of an outstanding volunteer each year, the members of CIC initiated establishment of a special award. Entitled the Gladys McCoy Award, the honor will be presented to an individual who displays commitment to the community as exhibited by the late Honorable Gladys McCoy. The committee thanks the McCoy family for their assistance in developing this award.

The committee developed an award plaque, criteria, nomination form, and selection process. The plaque has been designed and produced as a perpetual trophy - each year the name of the recipient will be added to the roll.

CIC expects to present the first award at the 1995 Multnomah County Volunteer Awards Ceremony. CIC will ask the board of County Commissioners to place the plaque in the County Courthouse lobby where the public may view it year-round.

1994 ANNUAL MULTNOMAH COUNTY VOLUNTEER AWARDS. Timed to coincide with **National Volunteer Week**, CIC sponsored and facilitated the county's **Seventh Annual Volunteer Awards Presentation on April 21**. Chair Stein and the Board presented the year's awards to seventy-nine volunteers literally representing every area of county service from the Library to Animal Control, Sheriff's Office to Health Department. A reception followed the presentations and a "Special Edition" of **Citizens Involved** newsletter featured all seventy-nine volunteers.

PRESENTATIONS. Special presentations about the CIC were made at: **Reynolds High School Local Government Class** by CIC Chair Derry Jackson on January 18; the **Gresham Chamber of Commerce Annual Leadership Workshop**, March 30, and the **Human Services Coalition of Oregon Annual Workshop**, June 10 by CIC's Executive Director.

MEETING FACILITATION. CIC staff routinely prepare and facilitate an average of twelve (12) meetings per month for CBACs, CIC Subcommittees, Citizens' Convention, and CIC regular and Executive committees.

INFORMATION & REFERRAL. Information and Referral activity is relatively light, however, CIC staff handles approximately 100 short answer information calls per month.

EXTERNAL MEETING ATTENDANCE. CIC staff attend significant county meetings in order to remain informed (e.g., BCC Benchmark and department performance measure briefings; Portland/Multnomah County Progress Board; BCC general briefings; etc.).

AFFIRMATIVE ACTION STATISTICS

1992-3

CBACS

65 MEMBERS (8 Committees)

11 African American
3 Native American
3 Hispanic American
2 Asian American
24 Women
2 Disabled

1993-4

CBACS

53 MEMBERS (7 Committees) **

7 African American
2 Native American
2 Hispanic American
5 Asian American
22 Women
1 Disabled

* Does not include Library Advisory Board or Community Health Council.

CIC

23 MEMBERS

3 African American
10 Women
1 Disabled

CIC

23 MEMBERS

3 African American
11 Women

1 Native American

VOLUNTEER CASH VALUE CONTRIBUTION

<u>Activity</u>	<u>Hours per year</u>	<u>Cash Value**</u>
CIC	720	\$18,000
Executive Committee	180	4,500
Outreach Committee	288	7,200
Needs Committee	48	1,200
Special Projects (Forums; Volunteer Awds; Training; Metro CCI)	399	9,975
Subtotal:	1,635	\$40,875
CBACS	2,875	71,875
Central CBAC	225	5,625
Training	90	2,250
Subtotal:	3,190	\$79,750
Grand Total:	4,825	\$120,625

**There is no consistent amount used by counties nationally. Some use minimum wage only; some use \$10/hour, recommended by certain national organizations as the average value of volunteer replacement service; some attempt to develop a localized average; some attempt to ascertain the value of each volunteer's function and total such figures. CIC and CBAC work is predominantly Board level work. Salt Lake County uses \$50/hour for Board service. While the critical economic factor is the net benefit to the county government and its taxpayers, CIC estimates its Board member service at \$25/hour.