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MULTNOMAH COUNTY OREGON

HUMAN SERVICES
SOCIAL SERVICES DIVISION
YOUTH PROGRAM OFFICE
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PORTLAND, OREGON 97204
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BOARD OF COUNTY COMMISSIONERS
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April 6, 1989

Harold Ogburn, Director
Multnomah County Juvenile Justice Division
1401 NE 68th
Portland, Oregon 97213

Dear Hal:

The Multnomah County Juvenile Services Commission Early Access Committee has reviewed the Juvenile Justice Division Diversion Report in detail. We appreciate the opportunity to participate in the development of the report, as well as, to make comment on the final report. The Commission enthusiastically endorses this report particularly the recommendations directed at increasing accountability for juvenile offenders and the pilot project designed to increase the coordination of social and justice service systems. Should the County decide to implement the recommendations contained in the report, we recommend consideration of the following additional issues:

1. A time limit should be set on the amount of time Diversion Programs are given to return cases who fail to participate in diversion services to the Juvenile Justice Division. Our understanding is that presently a small percentage of diversion cases are returned too late for the Juvenile Justice Division to follow up.
2. As soon as possible, negotiate with Portland Public Schools to assure that an educator be involved on the assessment team pilot project. We recommend that the Office of Student Services and/or Direction Services.
3. Resources for staff development should be clearly identified to assure that all involved staff, both in the diversion programs and Juvenile Justice Division, are trained to assure uniformity in the application of these new policies.

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4. The assessment team should identify a lead agency who will be responsible for the overall coordination of services delivered to cases referred to the Assessment Center.
5. Parents should be involved in the referral, treatment and follow up services provided through the diversion system. Policies that assure their participation should be incorporated in the final program model.
6. Finally, the Juvenile Services Commission Early Access Committee is available to work closely with staff involved with the development of these recommendations. We feel that the committee has a broad base of youth service experts who can assist with the further development of the recommendations.

Sincerely,

Duncan Campbell, Chairman
Multnomah County Juvenile Services Commission

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PAULINE ANDERSON
Multnomah County Commissioner
District 1



605 County Courthouse
Portland, Oregon 97204
(503) 248-5220

April 11, 1989

To: Board of County Commissioners
From: Pauline Anderson
Re: Budget Proposals

First, I would like to thank Commissioner McCoy for involving staff in the budget presentations earlier this month. As a consequence, I believe we all are a few weeks ahead in our understanding of what we are this budget year and where we may still be able to go. Partly as a result of that process, I think we can avoid the very difficult budget process we experienced last year.

Second, as we begin budget hearings, I would like to circulate two proposals which have my support to add to the budget and which I hope will have yours. There may be other add packages that have already emerged through the process which I will support.

I understand that we need to find cuts to match adds. I have several that I am interested in discussing and welcome the thoughts of other Board members about where we could trim.

Please review the enclosed documents and let me or my staff know what additional information you need to evaluate the merits of these proposals.

I would like to give special thanks to the following people who have been very helpful in pulling together these proposals - Michael Morrissey, Davene Cohen, and Dave Pump on Package for Small Children and JoAnn Fuller, Norma Jaeger, Jan Wallinder, Anne Cathey, and Kathy Page on the Pregnant Women in Jail Package.

EXPANSION OF PROGRAMS FOR SMALL CHILDREN

Since April, 1986, when the Board approved an increase in the business income tax, programs for small children and their parents have been a major priority for this Board. However, we have been unable to expand services since then.

I am cautiously optimistic that the State Legislature may enable us to provide substantial additional services for children and their parents. Meanwhile, I would like to advance a number of small program expansions which would be very helpful for the quality and effectiveness of work we are already doing. Because the framework has been established each of these additions will have a substantial impact for the low dollar amount.

Each of these areas are consistent with the county's past role and mission in this area. The proposals try to tie services to young children and family support. Following is a brief description of each program. Attached please find more detailed program descriptions.

MENTAL HEALTH \$105,000

1. Mental Health worker at the CARES program at Emanuel
\$35,000

This need was identified a year ago and received some discussion at last year's budget hearing. This mental health worker will provide an immediate response to the child and family at the time the family is most receptive to service, maintain the family until the issue is resolved and the family can be linked to on-going treatment. Also, the counselor can provide abuse treatment groups for children and parents. The advantage of providing mental health services at the point of disclosure is that the children and parents in need are accessible, vulnerable and open to treatment, and at a critical stage in their possible recovery.

2. Mental Health worker at the AMA Headstart programs
\$35,000

At Commissioner Kafoury's initiative, the Department of Human Services conducted an investigation about the merits of adding a mental health worker to the AMA Headstart programs. Their analysis indicates an overwhelming need for such a service. Like the CARES program, this program has the advantage of working with children and parents who are already at the site and whose needs are clear. In neither will we waste time trying to identify clients.

3. Mental Health worker at the two Teen Clinics currently
unserved \$35,000

I would prefer to approve this as an add package and ask the Department to continue funding the fourth teen clinic within its current budget. The need for this service is well documented and we should be attempting to expand the number of clinics available rather than eliminate one.

TEEN PARENTING \$116,000

4. Second on-site day care for teen moms at high school
\$65,000

The current on-site day care program at the Student Service Center has been a dramatic success story. Our partial funding through the Juvenile Services Commission helped make it a reality. We need to work in partnership with the Portland Public Schools to expand this concept to other schools where the need warrants. I believe this initiative will provide the needed leadership. This program benefits the development of the children and the education and parenting of the teen mothers.

5. Teen Moms Program in North Portland \$25,000

The North Portland Youth Service Center has been struggling to establish an effective teen moms group. They have done well by stretching resources from other areas of their program. This amount offer stability and predictability for their effort and potentially have a dramatic impact on a few high risk teen moms in North Portland.

6. LIT Program \$8,000

Learning for Infant and Toddlers has been one of the most effective parenting education programs we have funded. This expansion will enable them to move next to the Insights office and expand the number of groups they can do.

7. Respite Program for Teen Moms \$18,000

The Department recently began piloting a respite program for teen moms similar to the one currently used for parents of DD children and those parents ar risk of abusing their children. This gives the teen moms a break from stressful, potentially abusive situations, while assuring quality care for their children.

CHILD ABUSE \$46,000

8. Increase slot rate for the Morrison Center Day Treatment Program \$38,000

This is one of the most demonstrably effective "prevention" programs we fund. Morrison Center's ability to mainstream these children when they reach public school is astounding. At the same time, the program is only funded at \$61/day/child, rather than the model rate of \$87/day/child. This is causing increasing strain on staff and limiting services they can provide to the children and custodial parents.

Morrison Center has submitted impact statements about how their program would be affected by increases to 80%, 87%, and 100% of the model rate. The 87% rate will enable them to hire a certified child development specialist which will increase their chances of getting Department of Education funding, increase speech and language services for the children, establish secretarial support, and allow for modest salary increases which will mitigate potential morale difficulties.

9. Community Advocates - Kids CAN - Child Abuse Prevention \$8,000

This small program is our major effort at primary child abuse prevention. This supplement will enable a staff person to work full time and expand educational efforts in the schools and early childhood care settings.

COOPERATIVE PROGRAMS WITH THE COMMUNITY \$10,000

10. Autistic Summer Program \$5,000

This small contribution to a larger community effort will continue our support to a very successful program serving one of the most needy and most ignored population of children and offering an invaluable support service to parents whose efforts go largely unappreciated.

11. PreSchool Screening \$5,000

The PreSchool Screening project has been a priority of the Leader's Roundtable with some funding from Portland Public Schools and the State Early Intervention Office. Professionals volunteer their time to screen three and four year olds. Several children has been identified at each screening for more intensive follow-up and referral.

Screenings have been held in areas of the city with a high incidence of low income families. The County contribution would enable the program to provide screening at an east county site outside of the Portland School District.

PACKAGE TOTAL

A. MENTAL HEALTH \$105,000

1. Mental Health worker at the CARES program at Emanuel
\$35,000

2. Mental Health worker at the AMA Headstart programs
\$35,000

3. Mental Health worker at the two Teen Clinics currently
unserved \$35,000

B. TEEN PARENTING \$116,000

4. Second on-site day care for teen moms at high school
\$65,000

5. Teen Moms Program in North Portland \$25,000

6. LIT Program \$8,000

7. Respite Program for Teen Moms \$18,000

C. CHILD ABUSE \$46,000

8. Increase slot rate for the Morrison Center Day Treatment
Program \$38,000

9. Community Advocates - Kids CAN - Child Abuse Prevention
\$8,000

D. COOPERATIVE PROGRAMS WITH THE COMMUNITY \$10,000

10. Autistic Summer Program \$5,000

11. PreSchool Screening \$5,000

TOTAL \$277,000

CHILD ABUSE RESPONSE AND EVALUATION SYSTEM (CARES)
POST-ASSESSMENT MENTAL HEALTH SERVICES

ISSUE

Mental Health treatment services should be available to children and their families following their assessment at the CARES Center.

RECOMMENDATION

Expand Children's Clinical Services mental health consultation capacity to provide mental health treatment services to children and their families identified through the CARES assessment process as requiring intervention and support to deal with child abuse.

BACKGROUND

The abuse of a child is a traumatic experience for both child and parent/s. The purpose of the CARES Center is to reduce the re-traumatization of the child through provision of a single assessment point to gather medical, social and legal information required for disposition/prosecution of abuse cases. The Program is demonstrating success in reducing the need for additional interviews as well as beginning the therapeutic process by allowing the child to disclose events in a supportive environment and assuring the child of his/her physical well-being. However, the Center is also seeing the need for the capability to immediately respond with continuing therapeutic interventions that assist the family and child in dealing with the abuse experience.

Community treatment agencies are at capacity and have Waiting Lists for service. Therefore, their ability to respond at the strategic time of need is not possible. An on-site mental health consultant could provide the immediate response at the time the family is most receptive to service and maintain the family until such time as the issue is resolved and/or the family can be connected to on-going treatment services. The mental health consultant would also provide Abuse Treatment groups that are not provided elsewhere in the community (e.g., support groups for parents whose children are the victims of non-familial abuse, treatment groups for young abused boys).

Child Abuse prevention and intervention is not the responsibility of any single agency or program: it is a community responsibility. The addition of the consultant at the CARES site is consistent with current Multnomah County services (Multnomah County already provides mental health consultation for other priority child/adolescents and their families.)

It is anticipated that this added capacity to respond early in the abuse cycle will serve to reduce the need for more intensive treatment services that result from issues left unresolved and unaddressed.

COST

One F.T.E. Mental Health Consultant to schedule and provide treatment groups on an on-going basis, and individual therapeutic service to between 30 - 40 families per month (costs include benefits) TOTAL= \$34,500

ISSUE STATEMENT

Mental health services to children and families in Albina Ministerial Alliance Head Start Programs

AGENCY

ORGANIZATION

PREPARED BY

DATE

PROGRAM TITLE:

Children's Clinical Service/School Mental Health

ISSUE

Albina Ministerial Alliance Head Start children and families are a highly vulnerable population; due to poverty, environmental stresses, minority status, family disorganization, and parents' personal problems. While their need for mental health and related services is high, their utilization of existing services is quite low. Mental Health services at AMA Head Start would be readily available, improve access and improve family utilization of existing services

BACKGROUND

Over the past several weeks, Children's Clinical Services has conducted an extensive study of the mental health needs of the AMA Head Start Program's clients, at the request of one of the County Commissioners. The findings include the following: many of the families suffer from severe and chronic problems related to the many stressors affecting their daily lives; parenting skills are often poor, bordering on neglect or abuse; many parents experience low self-esteem, social isolation, substance abuse, and chaotic relationships; the children have a high incidence of behavior, emotional, social, academic, and health problems. The families knowledge of and ability to utilize available resources is remarkably low; AMA Head Start Program personnel felt unable to intervene effectively to promote good mental hygiene in their clients, either because of limited contact with the parents or because of a lack of information and training regarding appropriate interventions. Very significant is the fact that this program is the only one in the State which offers full-day care, so that parents can pursue their full-time work, job training, or education commitments. The drawback is that staff and parents are not available to each other during the day.

Interventions with children this young can effectively attempt to reduce the development of later serious mental illness, school failure, and anti-social behaviors, including gang affiliation. By targeting these 220 high-risk families for early, on-site and home-based mental health and case management services, not only can future severe problems be prevented, but also the program can serve as a model for the development of like programming in other Head Start systems.

RECOMMENDATION

For Fiscal Year 89/90, increased the School Mental Health Program budget by \$34,500 to add one mental health consultant for the 11 AMA Head Start sites. Duties will include the following: on-site mental health assessment, mental health case management of identified children, development of mental health programming for the training of AMA Head Start staff and families, resource development, linkage and coordination.

AGENCY	ORGANIZATION	PREPARED BY	DATE
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PROGRAM TITLE: Children's Clinical Services/Teen Health Clinics

ISSUE

The four teen health clinics create a viable place for delivering mental health services to adolescents. Current funding allows services to be available at two clinics two days per week. Those services include: screening and evaluation, short-term therapy, crisis stabilization, referral for intensive therapies, groups, consultation, and classroom presentations.

BACKGROUND

One mental health consultant position has been made available for the clinics through Business Income Tax initiated programs. The service is a cooperative effort of SSD and HSD. Our experience has demonstrated the need for mental health service availability in each clinic. Already, by December 30, 1988, the lone mental health consultant has served 364 clients in the teen clinics.

The needs of teens presenting at the health clinics are multiple, Many health issues are also related to personal and interpersonal decisions. We are all aware of the tremendous developmental task of adolescents which often have life long consequences. Providing access to mental health service in high school can facilitate the use of sub-contracted clinical services. While direct service can be provided to prevent the need for more intensive mental health clinic services, screening and referral is also made available. At this level we are providing an early intervention service to reduce the occurrence of disabling mental disorders in adulthood.

RECOMMENDATION

For FY 89/90 increase the School Mental Health Program budget by \$34,500 to add one mental health consultant for the teen health clinics.

ALTERNATIVES

- A) Continue service at two of four teen health clinics.
- B) Develop interim services at lower level for this fiscal year.

ISSUE STATEMENT _____

Adding second school-based developmental child care program within Portland Public Schools.

PROGRAM TITLE _____

Infant/Toddler Development Center II.

ISSUE _____

Pregnancy and subsequent parenthood are the primary reasons that females drop out of school. That is due to the lack of quality subsidized child care. It is critical that such care have a developmental focus and emphasis on normal development in infants/toddlers as well as acquisition of parenting skills for adolescent mothers. The mother is both high risk for school failure as well as poor parenting. Her child is at risk of exhibiting developmental lags as a result of improper nutrition, stimulation, health care and maternal/infant attachment. Since many babies of adolescent mothers are low birth weight babies, they may also be at risk for learning disabilities.

Portland Public Schools currently has one school-based developmental day care center to serve up to 20 infant-toddler children of adolescent mothers. This program primarily serves the needs of 68 students attending Continuing Education for Girls. An additional 103 adolescent parents are currently attending 6 other Portland Public Schools with Teen Parent Program components. Of those 103, 23 have no consistent source of day care or are pregnant and will be at risk of school drop-out if day care cannot be obtained by the time their baby is born or

makeshift arrangements fall through. We have identified approximately 20 adolescent mothers who cannot return to school until child care becomes available. If these young women drop out and enter the welfare system, the average length of stay in that system is 10 years. Without completion of their education and/or employment training and programs, they most likely will become dependent on welfare for their families support and survival. If the child of an adolescent parent does not receive appropriate stimulation, developmental problems may insue that result in increased costs educationally through special education as well as potential school failure. Adolescent parents beget adolescent parents and this family cycle leading to poverty can be broken if services are available.

RECOMMENDATION

A second school-based developmental day care center for 12-16 infant-toddler children of adolescent parents should be funded to operate in a high school in N/NE Portland. Identified student parent enrollment has climbed by 35% over the last school year.

Should funding for such a center become available, discussions with Portland Public Schools could begin to identify a budget match on equipment and provision of space.

Issue Statement

Provide funds to North Portland Youth Service Center to expand their Teen Moms Program to teen moms living in Columbia Villa

Program Title

Young Moms Program

Issue

North Portland Youth Service Center has operated a Teen Moms Program as part of their Center offerings to the community. The Program has been run on a marginal budget and, currently, has no dedicated funds for the project. The majority of the young women served the project are residents of Columbia Villa. These are young women who require easily accessed services and a presentation that is both supportive and congruent with their learning style. Due to limited funding the program has consistently maintained a waiting list of young mothers requesting enrollment in the project. Other existing teen parent programs have not been able to attract these young women in service.

Background

The Young Moms Program has been in existence for at least four years. The program maintains a group of twenty young women at any given time. These young women receive counseling, peer support, parenting issues dialog, connection and linkage with other social services, and occupational awareness activities. The young moms are encouraged to develop advocacy skills so that they can begin to function in their own behalf and in behalf of other young moms.

There is a large population of young mothers and children living in Columbia Villa (current figures indicate some 300 children under the age of six). The Young Moms program has already established trust with the Villa community.

Recommendation

Allocate \$25,000 to North Portland Youth Service Center (a program of Delaunay Mental Health Center) for the purpose of providing parent and child education services to young mothers living in Columbia Villa. This funding will assist a particularly vulnerable population to gain skills and competencies leading to healthy growth and development.

Issue Statement

Expansion funding for Learning with Infants and Toddlers (LIT)

Program Title

Learning with Infants and Toddlers (LIT)

Issue

Currently LIT operates at a church site across the street from Insights Teen Parent Program. While the church has been gracious, the space is confining and available only at the agreed upon scheduled hours. Further, since it is a multiple use site the environment must be set up and torn down following each session, thereby reducing the ability to create a learning environment that can model appropriate settings for children and parents. The lack of space also severely limits the number of classes available to the community and, therefore, the number that can be served.

Background

LIT was funded as a development program in the round of Business Income Tax funding. It has been maintained at the original funding amount. The available contract dollars do not provide sufficient funds to locate the program at a full-time use site.

The current target population of the LIT parent education program is young parent families and older high-risk parents with a primary purpose to prevent child abuse and arrest the cycle in which abused children become abusive parents. LIT became an operating division of Insights Teen Parent Program in July 1988. This placement enhances the capability of both programs to better address the needs of teen parents.

Recommendation

Allocate an additional \$8,000 to LIT for the purpose of leasing space adjacent to the Insights Teen Parent Program.

The proposed space provides the opportunity for parent/child interaction, observation, parent discussion sessions, and office space for individual parent conferences and staff records. The co-location with Insights will promote a more direct link to teen parents and offer more opportunity to involve both teen moms and dads in parent education.

Issue Statement

Expand funds to Tri-County Respite to provide services to teen parents involved in county-funded teen parent programs

Program Title

Respite Service for Teen Parents

Issue

When the Business Income Tax increase provided funds for early intervention programs, respite services became part of the set of comprehensive services available to programs providing child abuse prevention services. During the past two years there have been several teen parents who, because of child abuse concerns, were able to participate in the program. It has become evident to staff monitoring both the child abuse and teen parent programs that the teen parents could also benefit from some designated respite time.

Background

Tri-County Respite has the current contract with Multnomah County to provide respite services to Developmentally Disabled children and to children at risk of abuse. The proposed enhancement would allow an additional population to receive respite services, thus providing a more comprehensive treatment.

Services for the teen parent would not only serve to reduce the incidence of child abuse among teen parents, but also can be a teaching tool for those parents in how to select a child care provider, what to look for in alternative care, and how to better plan and organize their time in their own and their child's behalf.

Recommendation

Provide \$18,000 dollars targeted towards the availability of respite services for teen parents who are actively involved with one of the current county-funded teen parent providers.

Morrison Center

Day Treatment Program for Young Children

Background

The Day Treatment Program for Young Children provides intensive therapeutic and developmental services to children. In addition, high levels of intervention must be provided to biological, foster, and adoptive families. Education and coordination of services with various branches of the judicial system, the State child welfare agency, and other treatment agencies is a necessary component provided to insure successful treatment of the child and family.

Current Funding

The Day Treatment Program for Young Children, (ten slots) is currently funded by a Multnomah County contract at a rate of \$61.30 per day/per child (261 days/year). \$61.30 is 70% of the 1989-90 Children's Services Division model rate of \$87.42 per day/per child. Careful assessment went into the development of a model rate, and it is reflective of the high level of concentrated service necessary to effect positive change for these children and their families, and therefore prevent exorbitant costs to the taxpayers in the future. This model rate does not reflect funds which other Day and Residential Treatment Centers additionally receive from the State Department of Education for the educational components of their programs. Obviously, \$61.30 per day/per child is well below the model rate. DTYC cannot continue to operate at this funding level.

Supplementary Funding

During our history of serving these children, we have found that children's treatment was impeded by inadequate and abusive foster care. Significant time and energy of the Program Director, Family Therapists, Child Development Therapists, and other staff, was devoted to handling the crises precipitated by inappropriate foster care. Funding from the Fred Meyer Charitable Trust has allowed us to take a proactive stance in addressing this problem. A significant percentage of staff time and energy is now focused on selecting, training, and supervising, therapeutic homes for DTYC children.

Fred Meyer Charitable Trust funds pay for 100% of Proctor Home Coordinator position, 50% of the Family Therapist position, 20% of the Clinical Supervisor's position, 15% of the Program Director's position, 20% of the Administrative Assistant's position, and 100% of the Secretary's position, as well as paying toward program and building supplies.

Imminent Funding Crisis

DTYC began eight years ago in response to a critical, unmet community need. It was begun on shoestring budgets. Unfortunately what we, and our contractors have created is the demand for high quality programs without the commensurate level of funding.

Currently County funding, plus Fred Meyer funding, plus Morrison Center fund raising, is still insufficient. We are unable to fund a Child Development position at a level which would allow us to compete with the public school system for appropriately certified special education teachers. This certification becomes more imperative as we look towards qualifying for education funds from the State Department of Education in conjunction with implementation of P.L. 99-457. We are fortunate to have found a facility to house this program site at an extremely low rent and no charge for utilities. However, this site has inadequate outdoor play facilities and limited office space.

The Fred Meyer grant is time-limited. It will end in October, 1991. Without being funded at the model rate, and without Fred Meyer funding, DTYC will be forced to reduce service levels and will therefore, be out of compliance with State Mental Health Division requirements.

Three Alternative Funding Proposals

Enclosed are three possible budgets reflecting service levels at funding of 100% of the model rate, 87% of the model rate, and 80% of the model rate. Because of the time-limited nature of the Fred Meyer Charitable Trust grant, the attached budgets are inclusive of only Multnomah County funds. However, the descriptions of the impact on program service levels for each model rate percentage includes three sections: 1) what the percentage model rate plus Fred Meyer would fund; 2) what the percentage model rate plus Fred Meyer would not fund; and 3) what the percentage model rate alone would not fund.

Issue Statement

Expand funds to Community Advocates by \$8,000

Program Title

KIDS CAN

Issue

The Community Advocate's KIDS CAN program operates on a minimal budget with part-time staff and volunteers. There are many more schools, early childhood and day care programs that have requested the program than currently staffing allows.

This program represents the County's major effort at primary child abuse prevention. The increased requests for the service, and the repeat requests to return to schools and centers, indicates the recognition of the protective skills that can be gained by children in dealing with abuse issues.

Background

The Community Advocates KIDS CAN program was funded under the original Business Income Tax increase as a Development program and has not had an increase since that time. The demand for the program has increased significantly. The program provides a three-fold prevention model addressing staff, parents and primary caregivers, and the children. The basis of the model is that children have rights and if their rights are removed, they have a problem. Children are provided skills and role practice in using the skills. Parents are given means of supporting their child's use of the protective skills. Staff gain knowledge in the recognition of abuse situations and the requirements for reporting.

Recommendation

Allocate an additional \$8,000 to Community Advocates for the purpose of increasing program staff to full time status, as well as providing more printed materials to leave with children and adults. The added funding will allow the expansion of services to other schools, agencies and groups, thereby strengthening children, parents and staff awareness of abuse issues and reducing the actual incidence of abuse.

Issue Statement Continue County funding of Autistic Children's Activity Program, Inc. for \$5,000

Program Title Autistic Children's Activity Program (ACAP) Summer Activity Program

Issue ACAP provides autistic children with a wide variety of functional recreational activity, social and daily living skills training in a community setting. Autistic children need a continuing appropriate structure during the extended summer school vacation time when approximately 35 hours of respite are unavailable. Other summer programs for the disabled are unaccessable to autistic children because of the difficultties in the children's behavior, social and communication areas, and because of the need for a low care-giver/child ratio to ensure safety.

Ages of children are 4 to 18. All children are served free of charge. Staffing and volunteer to child ratio will be at 1:1 or 1:2 depending on the needs of the child. Program will operating for nine weeks from 9 a.m. to 3 p.m..

Families are supported by allowing them quality time for other family members while their autistic child/sibling has access to appropriate care. Last year's end of summer evaluation report showed very positive experiences for the participants and their families.

The program includes trips into the community, swimming, roller skating, the Zoo, and bowling. Transportation is on Tri-Met.

Background ACAP is a parent organized, four year old tax exempt corporation of parents, educators, physicians, and others who are interested in autistic children. The administrative staff are volunteers and the projected administrative budget is \$750.

Funding last year came from Multnomah County, Portland Public Schools/Columbia Regional Programs, Multnomah ARC, Related Services Brokerage, ACAP fund raising, private donations and social service groups. Funding last year was \$18,000. The goal this year is to raise \$45,000 to serve 20 full time children.

Recommendation Continue the County's contribution to this community based program by appropriating \$5,000.

Issue Statement Provide County support to Preschool Screening

Program Title Three and Four year old Developmental Screenings

Issue The current project is funded by Portland Public Schools and covers the costs of four (4) screenings held each year throughout the Portland area. There is no funding to provide services to other areas of the county.

Background The Preschool Screening project was identified as a necessary component of a community's service to young children by the Work Group for children through grade 5 sponsored by the Leader's Round Table. The Round Table adopted the recommendation and Portland Public Schools provided some funding through the Superintendent's discretionary fund. Some funding is also provided from the State Early Intervention office in the Division of Mental Health.

The project operates with primarily professionals who volunteer time for the Screenings. Contributing agencies include Oregon Health Sciences University, Portland Dental Hygiene Assoc., Portland Centr for Hearing and Speech, Pacific University, University of Portland, Portland State University, Portland Community College and the Housing Authority of Portland. Several children have been identified at each screening who require more intensive follow-up and have provided referral to appropriate services.

Screenings cover health, dental, hearing, motor skills, speech/language with a parent interview as a key component. At the parent interview screening results are explained, questions answered and suggestions for community resources and helpful at-home activities are presented. Screenings have been held in areas of the city with a high incidence of low income families. The intent is to identify problems that will have potential impact on a young child's ability to participate successfully in school.

Recommendation Provide \$5,000 as Multnomah County's direct contribution to the Screening project in order that at least one screening can be held for residents outside the Portland Public School district.

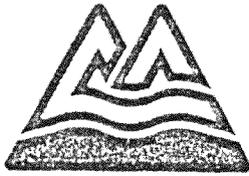
UNIFIED EFFORT WITH PREGNANT WOMEN AND CHILDREN

County personnel involved in community health, clinics in the corrections system, the Office of Women Transition Services, and the Alcohol and Drug Office have developed an Intensive Outpatient Services program to target 150 of the "captive audience" of pregnant women. Through the additional \$275,000 and better coordination and focus, these professionals believe we can build on our current efforts and reach these vulnerable women.

The program would:

- provide access to proper prenatal care
- provide case management to enable them to deal positively with their new child (and their existing family responsibilities)
- provide parenting education and limited child care
- reduce or eliminate drug involvement of women who are addicted and ready for treatment prior to delivery

We need to take advantage of our unique opportunity to impact a very high risk population and benefit two generations of our citizens. We can draw on that experience, maximize coordination of our services, and provide some additional funding which will benefit both the mother and the child.



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ISSUE

The problems associated with drug use in our community grow clearer and more obvious daily. Perhaps no aspect of the problem is more shocking and compelling than that of the dozen or more babies born each month in this city who are addicted to drugs. It is almost inescapable that we react in anger and indignation to the woman who exposes her unborn child to this trauma. However, an adequate response to the problem requires that we acknowledge that she, too, is a victim. She, as well as her baby, needs treatment and a range of services to escape the bonds of addiction so that she can provide the nurturing and parenting her child needs.

BACKGROUND

Since 1986 the number of reported cases of addiction in newborns in Portland has risen from 60 to 185 in 1988. The number of women receiving drug and alcohol abuse treatment in Multnomah County public programs, excluding DUII services, reached 1,881 in 1987-88. We believe that this represents far fewer than the number of women needing treatment and that this is true for a variety of reasons. Treatment services were originally developed based on models which served men. Services do not address the unique barriers faced by women, particularly the barrier that caring for children represents. The stigma for the woman addict continues to be greater than that suffered by men. Women tend not to be identified as needing treatment and referred for treatment until their dependency has progressed further and resulted in greater physiological and psychological damage. They often have experienced greater degrees of victimization and have more coexisting mental disorders including depression and post traumatic stress disorders. They frequently have far fewer resources for the services they need or fail to meet priority criteria for public services since their behavior tends more often to be self-destructive and internalized rather than that which brings them into mandated community services.

In the fall of 1988, a study group was convened to consider the issue of what it might mean to have a public policy of providing the right to chemical dependency treatment and recovery to every citizen who wanted it. Since the community has a stake in the recovery of its dependent citizens as well as the individual involved it is reasonable to pursue this public policy goal. It is, like many worthwhile goals, ambitious. But a start could be made. Incremental improvements in access to treatment and recovery could be accomplished. In the absence of very substantial funding increases it would seem most prudent to identify target populations for whom the right to treatment and recovery is currently least accessible and start there.

Because of the factors outlined above and our concern for the issue of addicted babies, women of childbearing age, particularly pregnant women, seem a most appropriate group to target. In addition to their needs and current barriers to access, there is growing concern which makes it likely that funds made available for such a program could leverage other funds to result in a greater impact on the overall problem. In addition, the recovering woman represents a greater return on our investment as she not only reclaims her own life but provides stronger parenting for her children, current and future.

PROPOSAL

A specialized program, called intensive outpatient services is recommended. It would include structured alcohol and drug treatment, education and support from two to perhaps as much as five hours per day, four to five days a week. Special linkages would be provided for participation in self help groups for women (AA and NA, female only groups). Acupuncture services would be available to enhance treatment retention. For pregnant women, prenatal care services and any other needed health care services would be incorporated including community health nursing follow-up. Special education and group services in nurturing and parenting would be available. Linkage with educational and vocational services would be provided, some of which would be co-located with treatment services. Ideally, some access to residential services could be incorporated along with housing assistance. Early intervention services designed especially for the children of these women, delivered concurrent with the mother's treatment should be included. A case management component would be very important and the opportunity for a well designed outcome evaluation of the project should not be overlooked.

The target population should be drawn from the corrections population, women identified as pregnant in the Multnomah County Jail and on the caseload of the County Probation Services.

The program described above is achievable through combining new County General Fund resources with existing resources including Medicaid resources. Some parts of this described model are in place and could be brought into a consortium arrangement. Other components would be added with the new County funds. Still others can be anticipated from the State. A few remain speculative.

County general funds should be seen as providing the following:

treatment funds to augment existing traditional outpatient services, including some funds which could match Title XIX dollars, resulting in three program dollars for each dollar of County money;

funds to assist with transportation to treatment and provide children's service funds to assist 12-Step Haven, a women's 12-Step program, extend its services to these clients and coordinate a special program for women to be sponsors for those program participants;

County FTE for a family nurse practitioner and a community health nurse;
and

County FTE for one case manager for each 25 clients to be served at one time.

BUDGET ESTIMATES

<u>75 CLIENTS</u>		<u>150 CLIENTS</u>	
\$ 50,000	Treatment	\$ 100,000	Treatment
12,000	Transportation	20,000	Transportation
12,000	Childcare	24,000	Childcare
15,000	12 Step Support Services	15,000	12 Step Support Services
31,600	Case Management	63,200	Case Management
17,524	Community Health .50	25,048	Community Health
21,585	Nurse Practitioner .50	21,585	Nurse Practitioner
4,500	Materials/Supplies	6,000	Materials/Supplies
<hr/>		<hr/>	
164,209	TOTAL	274,833	TOTAL

[2678Z]

MULTNOMAH COUNTY CONSENSUS BUDGET

CHILDREN \$277

1. Little Kids Package \$277
(Enhancements and improvements to eleven programs in mental health, teen parenting, child abuse, and cooperative programs with the community.)

YOUTH \$604 (\$120 + \$225 + \$259)

2. Restore funding for fourth teen clinic \$120
(Money appears to be back in state Health budget.)

3. Add three teen Clinics \$225 (starting in January, including capital costs)
(Pursue longer term strategy of clinics in all high schools that can establish need. Attempt to place one in a school outside of Portland and one within Portland, according to need.)

4. Add pilot projects for young offenders - \$259 (\$128 + \$131)

Follow up on 400 second offenders/month at cost of \$128
Comprehensive treatment and intensive case management of 200 offenders/year \$131

ALCOHOL AND DRUG TREATMENT - \$275
CONTINUUM - HUMAN SERVICES AND JUSTICE SERVICES

PAK / 5. Pregnant Women in Jail \$275
(Program to target pregnant women in jail and offer access to prenatal care, case management, parenting education and limited child care, and drug treatment to this captive population. Opportunity to impact two generations.)

6. Restitution Center - MCRC
(Transfer to Community Corrections. Seek authorization to use fourth floor for alcohol free transitional housing. Ask Community Corrections Director to return with plan.)

HOE / HOMELESS - \$140
7. Case Management \$140
(Enhancement of case management was identified as top priority by MCA and emergency basic needs providers. Effective at ending cycle of homelessness.)

PA/RB / AGING - \$68
8. Public Guardian \$68
(Through matching Title 19 money this will result in services to an additional 100 clients, including many more in the DD and CMI communities.)

9. Negotiations with City

(Willingness to discuss with city orderly transfer of that portion of city's funding of Aging Services that is appropriately done by the County. Goal of not interrupting services to the elderly.)

PUBLIC SAFETY

CORRECTIONS

SHERIFF - \$255 (\$60 + \$75 + \$120)

1. Eighty New Jail Beds - 20 at MCRC - 34 at MCDC - 26 at MCIJ

Accomplished with the following budget actions

- Corrections Health (in Chair's budget)
- Food costs at MCDC, MCIJ (in Chair's budget)
- C.O. for 42 at MCRC \$60

2. Warrants - 3 positions \$75

(~~To relieve crisis.~~ One time only authorization. Need to pursue solution with the state in having them enter appropriate information. Reconsider in the spring.)

3. Deputies for Transfer at MCDC \$120

(To increase staffing at MCDC from one to two to handle increased flow of prisoners caused primarily by opening of MCIJ)

ENFORCEMENT

DISTRICT ATTORNEY \$150 (\$35 + \$115)

4. Gang Prosecutor (in budget)

Legal Assistant \$35

Domestic Violence total of \$115 (\$57 + \$33 + \$25)

Deputy DA \$57

Victim Advocate \$33

Office Assistant \$25

(To address crucial areas of prosecution within District Attorney's office.)

5. Gun Control

Continue working with state and local officials in developing an enhanced enforcement initiative.

EVALUATION \$40

1. Dept. of Justice Services (in budget)

Youth Program Office (in budget)

Department of Human Services \$40

(Begin to move away from fiscal and program monitoring and do selective program evaluation in areas of major concern. Addition of DHS evaluator would allow believes of department wide program evaluation in two county major program departments.)

OTHER \$30 (\$7 + \$6 + \$17)

1. Council for Prostitution Alternatives \$7
(Enhancement should be matched by City and help alleviate cuts to program.)

K/PA
2. East County Dental \$6
(Final funding needed to expand dental services at Mt. Hood Community college location.)

3. DUII \$17
(To maintain staffing for effective grant funded project. Advocacy, data collection, and coordination on DUII issues.)

Add ycc to list of add ons -

Children \$277
Youth \$604
Alcohol and Drug \$275
Homeless \$140
Aging \$68
Public Safety - Sheriff \$255
District Attorney \$150
Evaluation \$40
Other \$30
TOTAL \$1839
(- potential phase in 205)
\$1634

POTENTIAL PHASE INS
Pregnant Women 80
Diversion Program 75
Case Management 30
Public Guardian 20
total 205

COMFORT FACTORS

\$1.2 BIT money OTO for payment to utility - available in
1990-91 for spending

~~1991-92~~

REDUCTIONS IN PROPOSED BUDGET

DEPARTMENT OF ENVIRONMENT SERVICES \$175 (\$150 + \$25)

Glendoveer Golf Course Capital Improvements \$150
(Will result in capital improvements being stretched out over a 17 year period. In addition to ongoing maintenance, County will commit to \$120,000 in capital improvements and \$48 in design fees this coming year to golf course. Expected greens fees increase should enhance revenues this year.)

Parking Lot \$25
(additional revenue from lease of parking lot on weekends - conservative estimate)

DEPARTMENT OF HUMAN SERVICES \$280 (\$50 + \$110 + \$120)

Manager Gill Building \$50
(Facilities Management able to service both the Courthouse and the Gill Building with a single employee, making this position unnecessary)

Savings in Weatherization Administration \$110
(Consolidation of weatherization program and reduction in available service dollars permit these administration savings.)

Cuts Within Department to fund Fourth Teen Clinic \$120
(Additional revenue from state for Teen Clinics \$41
Additional revenue from operating Clinics for 10 months, instead of 12.)

DEPARTMENT OF GENERAL SERVICES \$200

Worker's Compensation Fund \$200
(Recommendation by the actuary that we have reserves between \$2.4 and \$2.8 to permit anticipated spending of \$.
Budget reflects reserves of \$2.6. Amount actually spent last year was \$1.7. We are now in a position to implement our Risk Management program and have budgeted \$77,000 for training of managers. Given those factors, it is prudent to budget reserves at the low end of the recommended number - \$2.4)

SHERIFF \$964 (\$150 + \$120 + \$350 + \$170 + \$242 + \$82 + \$60 + \$32 +)

1. Capital Equipment \$150
(Original budget requests included \$150 for a replacement prison van that can be purchased through the Fleet Fund. This cut will delay some priorities until 1990-91.)

2. MCIJ Levy \$120
(To fund transfer deputies dealing with prisoners from MCIJ passing through MCDC. Reductions from equipment and Corrections Officers.)

3. Overtime \$350

(Budget office reports Sheriff budgeting \$1,713,763 in overtime for this year. \$7,610 in Executive; \$619,622 in Operations, and \$1,096,531 in Corrections). Reason to believe that these costs can be better controlled this year because:

- SOTARS on line
- stability in jail capacity
- new management
- no positions will be filled exclusively with overtime
- spending last year was ?.
- positions that have been filled last year with Overtime - transfer deputies and warrants - have been funded within Budget
- Sheriff's office overtime document indicates they only anticipated a need for \$1,476

4. Pretrial Evaluation - Rating and Release \$170 approx.

(By eliminating 5 of the 7 positions in matrix scoring function and consolidating with Recog interview, we can eliminate duplication and still maintain information from which Sheriff can make releases.)

5. Bracelets - \$82

(Used as supplement to existing supervision programs. Uncertain effectiveness. Idea may be included in Community Corrections plan.)

6. Bailiffs - \$60

(Fund 3.5 bailiffs to staff two courtrooms.)

7. Planning and Research - \$32

(Shift from \$220 budget to allow funding of DJS Evaluator to obtain better balance in system of planning and evaluation capability.)

8. Savings in expanding MCDC to 510, rather than 518 in Food

9. Reduction in number of Take Home Vehicles

NON DEPARTMENTAL

1. County Counsel \$10

(Reduce professional services consistent with previous years spending.)

GENERAL

1. Printing and Supplies \$59,000

10% of county wide printing costs are \$141,093 and 10% of county wide supplies costs are \$156,188. Total is \$297,281. Cutting 2% of these line items from all budgets would yield \$59,000.

2. Department Underspending and Additional Revenue \$140

(At the moment, Budget office shows additional revenue of \$140 and estimates additional underspending at \$)

Total

DES \$175

DHS \$280

DGS \$200

Sheriff \$964

NON Dept \$10

Other ~~\$100~~ 219

total \$1854

~~requirements~~ (with phase in \$1634)

full need \$1839

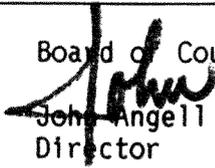


MULTNOMAH COUNTY OREGON

DEPARTMENT OF JUSTICE SERVICES
1120 S.W. FIFTH AVENUE
ROOM 1500, THE PORTLAND BUILDING
PORTLAND, OREGON 97204
(503) 248-3701

GLADYS McCOY
COUNTY CHAIR

M E M O R A N D U M

TO: Board of County Commissioners
FROM:  John Angell
Director
DATE: April 17, 1989
SUBJECT: CUSTODY BAILIFF REPLACEMENT

We reviewed the custody bailiff staff requirements as you directed and have reach the following conclusions:

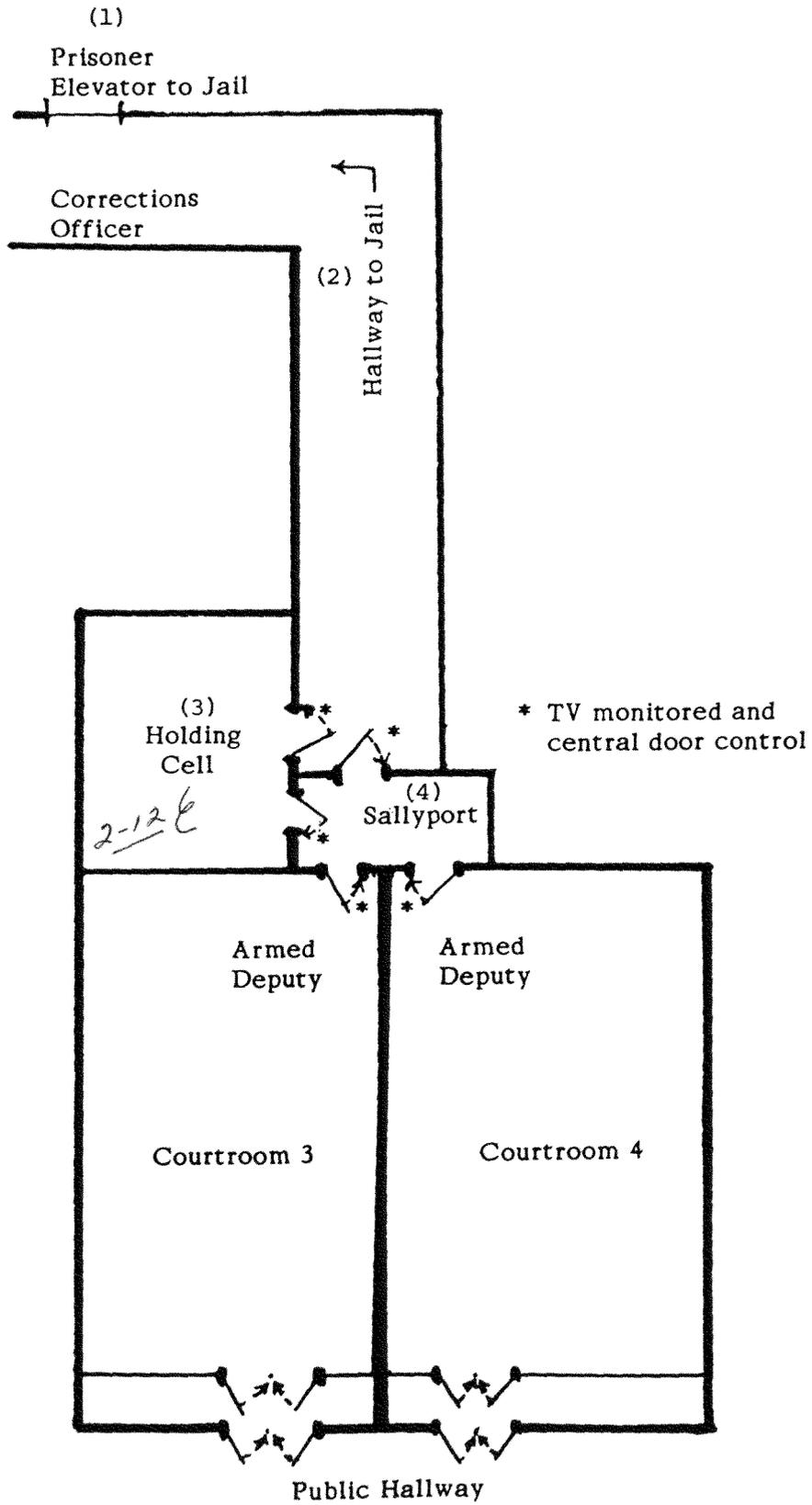
1. Courtrooms 3 and 4 are now being scheduled six to eight hours per day, Monday through Friday to conduct arraignments of both in-custody and out-of-cusotdy people.
2. Detainees are moved from the Justice Center Jail to the courtrooms via (1) elevator, (2) hallway, (3) holding cell, and (4) sallyport (see attached chart).
3. After completing arraignment, detainees are returned from the courtroom to the jail via (4) sallyport, (2) hallway, and (1) elevator.
4. The hallway, holding cell, and sally port areas are monitored by T.V. from the central control room of the jail, and doors in these areas are controlled by employees in that room.
5. The judiciary requires a security person in each courtroom during preliminary hearings
6. The movement of detainees between the elevator and the courtrooms is physically supervised by five people -- a corrections officer in the hallway, two unarmed deputies in the sallyport and an armed custody bailiff in each of the courtrooms. In addition, all areas are monitored by T.V. and doors are centrally controlled by a locking and unlocking system.

7. This staffing arrangement would require five deputies to perform the custody bailiff duties.
8. Given the present physical arrangements of the facility and the court requirements, if the security contingent were to be reduced, the reduction could be best allocated to the sallyport area. By reducing to one deputy in this area a total of four deputies would be required to staff the security operations.

The major consequences of such an arrangement will probably be:

- Increased feelings of jeopardy on the part of the officer in the sallyport.
- Slower processing of prisoners to and from the courtrooms.

0372J:JEA:bjh





Multnomah County Sheriff's Office

FRED B. PEARCE
SHERIFF

12240 N.E. GLISAN ST., PORTLAND, OREGON 97230

(503) 255-3600

MEMORANDUM

TO: BOARD OF COUNTY COMMISSIONERS
FROM: ROBERT G. SKIPPER *RS*
DATE: APRIL 17, 1989
SUBJECT: PRETRIAL SUPERVISION PROGRAMS

At Commissioner Anderson's request, a small group of persons have begun looking at the pretrial programs.

It is unrealistic to expect that after two, two hour meetings, this group should recommend system changes which will have major fiscal, operational, legal and labor implications.

Currently County Counsel is reviewing the legal issues related to some of these matters. This information should be available within the near future.

At this point I will work with John Angell to identify additional persons who should be involved in continued discussions. I would recommend that the pretrial interview and the pretrial supervision processes be more thoroughly reviewed to determine if fiscal and operational efficiencies can be seen. This group needs to look at the operational issues, labor relation issues, and supervision/management capacities.

The Matrix process and Matrix staff are critical to our overall population management effort. They are critical to our efforts to manage the jails population and to stay in compliance with the Federal Court Order. Since I have the responsibility and the liability in this population effort, I must have control of the line staff charged with carrying out the day to day activities. This unit looks at all inmates, both sentenced and pretrial. This process appropriately builds off of the pretrial intake process but has additional responsibilities related to facility counts, inmate movement, and population projections. These functions are critical to population management and must be performed. This unit is an integral part of the operation of the jail and therefore should not be considered in this pretrial interview and supervision study.

RGS/dld/0172X/27A



MULTNOMAH COUNTY OREGON

DEPARTMENT OF JUSTICE SERVICES
1120 S.W. FIFTH AVENUE
ROOM 1500, THE PORTLAND BUILDING
PORTLAND, OREGON 97204
(503) 248-3701

GLADYS McCOY
COUNTY CHAIR

M E M O R A N D U M

TO: Board of County Commissioners
FROM: John E. Angell
DATE: April 18, 1989
SUBJECT: Pretrial Services

In response to the Board's direction, we convened a committee of Community Corrections, Board Staff, DJS Administration and Planning, Court, and Sheriff's Office members to consider the operation and consolidation of pretrial programs in Multnomah County. This committee has met twice for a total of over six hours since last Tuesday.

Although these many issues could not be resolved in this time period, the following conclusions received general agreement:

1. Costs per person of the various programs vary significantly.
2. Supervision of those released does not always match the level of risk presented by offenders, and in some cases the releases produce irrational results.
3. Population level controls probably should be reassessed.
4. Consolidation of pretrial programs is possible and desirable although there is not agreement on the nature of such consolidation.
5. Consolidation of pretrial operations under one authority would improve the efficiency of pretrial operations and could produce savings of time and personnel in the areas of scoring and supervision.
6. Consolidation of pretrial programs would also contribute to the effectiveness of the operation.
7. Additional time is needed for the detailed assessment needed for precise recommendations concerning reorganization of this area and identification of savings.

0374J:JEA:bjh



MULTNOMAH COUNTY OREGON

DEPARTMENT OF JUSTICE SERVICES
1120 S.W. FIFTH AVENUE
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PORTLAND, OREGON 97204
(503) 248-3701

GLADYS McCOY
COUNTY CHAIR

M E M O R A N D U M

TO: Board of County Commissioners
FROM: John Angell
SUBJECT: Warrant Processing Clerks
DATE: April 18, 1989

We established a committee to review the Sheriff's warrant processing operations. This committee, organized and chaired by Mr. Bogucki of DJS, met and the attached report from these meetings was prepared by Mr. Bogucki.

JA/vu
Attachment

18 April 1989

FY 89-90 PROPOSED BUDGET

WARRANT ENTRY POSITIONS

ISSUE:

The Sheriff has identified in his FY 89 - 90 Budget Request the need for three positions in Corrections Records to process warrants in a timely fashion. A backlog of 3,500 warrants to be processed and entered into the information systems was identified earlier this year in a Grand Jury Report. This backlog has since been reduced to about 1,000 through the use of temporary help and overtime. The additional positions would further reduce and eliminate this backlog.

The question has been raised as to whether or not there is a long term solution -- either automated or procedural -- to this problem other than the addition of positions.

To answer this question, meetings were held with

Kristi Johnston	Corrections Records
Joyce Griffins	Corrections Records
Sherrill Whittemore	Sheriff Information Systems
Kyle LaTrace	Sheriff's Police Records
Martin Winch	Board Staff
John Margaronis	Information Services Division
Doug Bray	Court Administration
John Angell	DJS Administration and Planning
David Bogucki	DJS Administration and Planning

BACKGROUND

Warrants are Court documents, signed by a judge, and are sent to the Sheriff's Office to be served as required by State Law. To process and serve warrants, the Sheriff must positively identify the person named on the warrant, gather required additional data necessary to enter the warrants into the State's Law Enforcement Data System (LEDS) and the national NCIC system. This process involves inquiring into several information systems for such data as physical characteristics, motor vehicles, driver's licences, and state and FBI identification numbers.

In the last five years the number of warrants the Sheriff's Office has processed was increased by 67%. (See attached graph.) Prior to the current fiscal year, Corrections Records operated with an overtime budget of \$20,000. With the increase in warrant workload, the FY 88-89 overtime budget of \$60,000 is expected to be exceeded by about \$10,000.

DISCUSSION

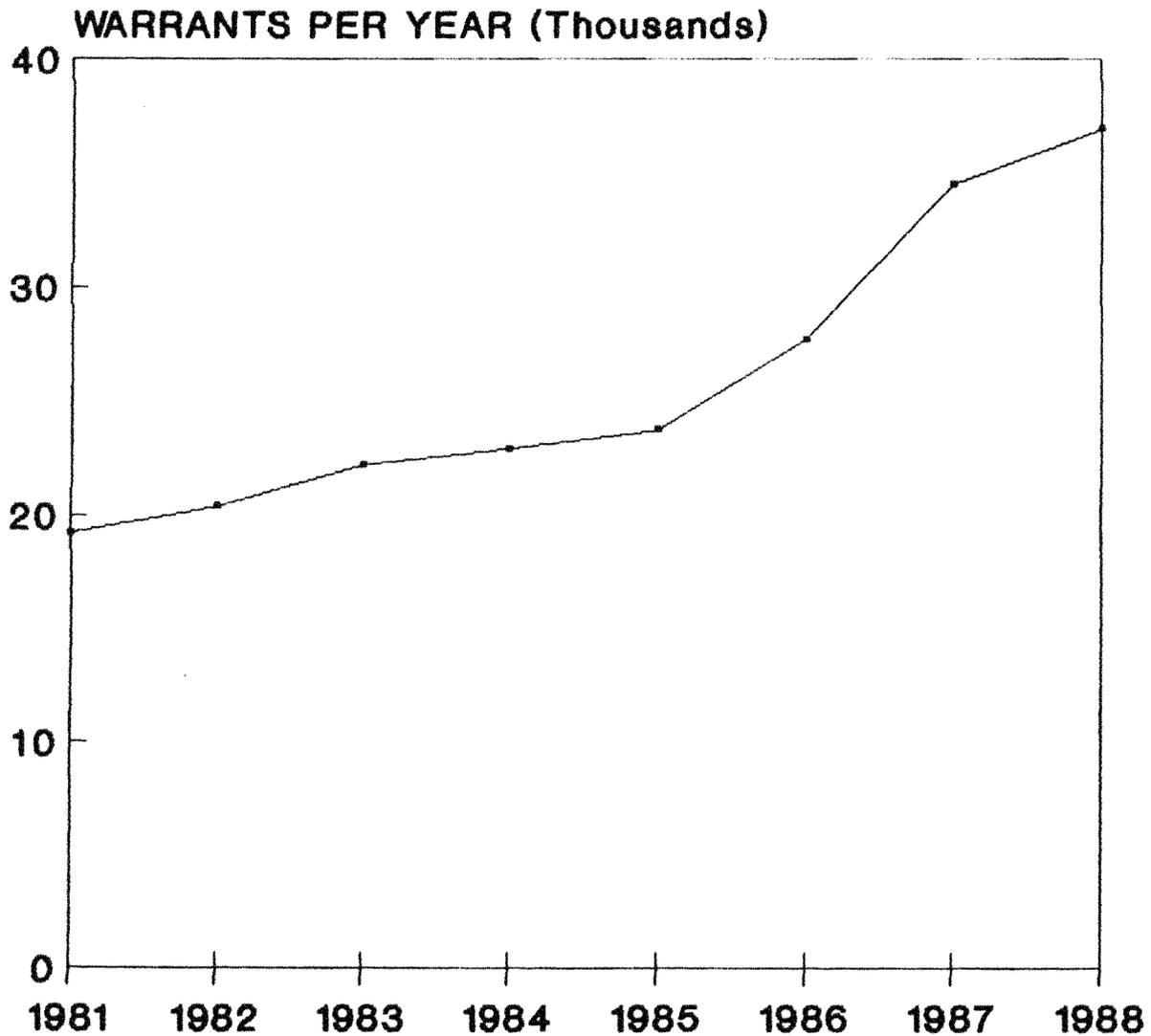
The question has been raised as to whether the automated transfer of warrant information from the Court's information system could eliminate the need for the additional positions. The answer is that the information entered by the Court is not complete enough either to establish sufficient identification of a person for the purpose of arrest or to enter warrant into the statewide LEDS and national NCIC law enforcement information systems. This additional information must be researched and entered by the Sheriff's Office. (This would also be the case with the development of an ICJIS. Such a system could make such searches more efficient, but clerical support will still be necessary.)

Recalling warrants from the Sheriff's system will be facilitated by electronic interface of the Courts' and Sheriff's information systems, because this would be done using only the warrant number.

The other problem that is currently being encountered in terms of the issuance and management warrants is that the Courts' new information system, OJIN, currently does not support the warrant function adequately. These problems are currently being worked by the Courts, according to Doug Bray, but it will be at least one year before enhancements can be added to the system which would facilitate the interfacing with the Sheriff's warrant function.

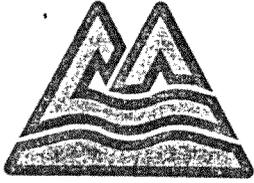
The Corrections Records and the Court Administration are working together to streamline the warrants operations. Several ideas have been raised including the co-location of staff to facilitate the entry and recall of warrants from both system at the same time and the establishment of a Court warrant desk.

MULTNOMAH COUNTY SHERIFF ANNUAL WARRANTS RECEIVED



PERIOD: 1981 THRU 1988

—•— ANNUAL TOTAL



MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS
GLADYS McCOY, CHAIR
PAULINE ANDERSON
POLLY CASTERLINE
GRETCHEN KAFOURY
RICK BAUMAN

DEPARTMENT OF GENERAL SERVICES
PORTLAND BUILDING
1120 SW FIFTH, 14th FLOOR
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(503) 248-3300

OFFICE OF THE DIRECTOR
PLANNING & BUDGET (503) 248-3303
COUNTY COUNSEL (503) 248-3883
EMPLOYEE SERVICES (503) 248-3138
FINANCE (503) 248-5015
LABOR RELATIONS (503) 248-3312
(503) 248-5135

April 22, 1989

Ms. Gretchen Kafoury, Commissioner
MULTNOMAH COUNTY BOARD OF COUNTY COMMISSIONERS
1021 S. W. 4th Avenue
Portland, Oregon 97204

Re: **ORGANIZATIONAL DEVELOPMENT ANALYSIS OF THE JUSTICE SERVICES DEPARTMENT**

Dear Ms. Kafoury:

Pursuant to your request at the Classification and Compensation Project Advisory Task Committee Meeting, I have conducted an organizational analysis of the Department of Justice Services in Multnomah County. The question asked of me focused on the "appropriate organizational structure that justifies the existence of a 'DIRECTOR' classification within the department".

The methodology employed addressed the following:

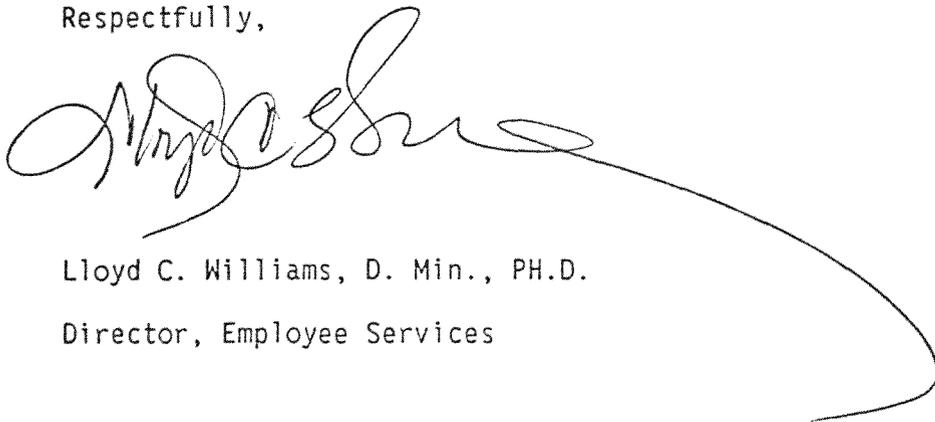
1. A review of the existing organizational structure, charts, divisions, sections, classifications and projected scopes of work.
2. A review of the budget documents that establish approved scope and dimensions for the department.
3. A review of the charter and ordinances that define the authority and mandated services for the department.

All of the documents are not a part of this report, rather a recommendation is given and a discussion follows supporting the rationale for the recommendation.

Commissioner McCoy recently requested information regarding the Departments of Justice and Human Services and I have forwarded a copy of this report for her perusal.

I appreciate the opportunity to be of service to your office and I look forward to other opportunities for organizational development analyses and intervention strategies to be utilized within Multnomah County. Should you have questions regarding any aspects of this report, please contact me at extension 2206.

Respectfully,

A large, stylized handwritten signature in black ink, appearing to read 'Lloyd Williams', with a long, sweeping underline that extends to the right.

Lloyd C. Williams, D. Min., PH.D.

Director, Employee Services

ORGANIZATIONAL DEVELOPMENT ANALYSIS
OF THE DEPARTMENT OF JUSTICE SERVICES

This report assesses the efficacy of a Department Director position for the current Department of Justice Services. In order to effectively assess the need for "departmental status", a purist approach has been adopted. The purist approach does not take into consideration any political rationale for departmental existence, rather, it looks at identified scopes of work, dimensions of programs based on budgetary frameworks, staffing levels based on projected outcomes of the identified programs and organizational interfaces that are impacted by the successful completion of the scopes of work existing within the current organizational framework.

The format of the report is to identify a recommendation and discuss the rationale that leads to that recommendation. Charts describing existing structure and proposed structures or changes are a part of the report and provide a visual explanation of the issue. I also discovered in assessing this department that one other department, Human Services, was significantly impacted by my findings; therefore I have felt compelled to address that department as well.

The political rationale may create a need for status or structure irrespective to the outcomes of this report, however, I hope that the report is considered as a catalytic tool for board decision making.

RECOMMENDATIONS AND DISCUSSION

Recommendation #1:

That the Director of the Department of Justice Services Position be reclassified downward to an Administrator Position. That Employee Services be requested to reclassify the position to a Program Manager 2 classification.

The Department of Justice Services Director position has been a uniquely crafted position. It has been charged with department executive level responsibilities over Probation Services, Community Corrections, Medical Examiner, Family Services, District Attorney's Office and the Sheriff's Office. On the surface, that is 902 FTE and a total budget of \$53,403,605.00; however, a further look shows that two elected officials, the District Attorney and the Sheriff are a part of that organizational structure.

The Sheriff's Office, by charter, is responsible for all aspects of his office except for adoption of his budget. This function resides in the Board of County Commissioners. He has his own personnel function and is able to perform unilateral duties as meet the expressed needs of the office. There are 643 FTE within the Sheriff's Office. The total fiscal requirement of the Office equals \$36,140,605.00.

The District Attorney's Office, by charter, is a separate organizational entity charged with responsibility for all criminal prosecution, criminal inquiry, and all decision making authority relating to criminal prosecution within Multnomah County. Personnel and budgetary functions are centralized in Multnomah County Operations and approved by the Board of County Commissioners. Currently there are 171 FTE within the District Attorney's Office with a total fiscal requirement of \$8,734,208.00.

This leaves Probation Services, Family Services, Community Corrections, Administration/Planning and the Medical Examiner's Office for direct management by the current Justice Services Director. The total FTE of these programs is 64 with a fiscal requirement for all programs of \$2,995,296.00. When you assess the identified outcomes of the programs assigned to the Justice Services Director, -- probation, community corrections, medical examiner, family services and administration/planning -- questions arise about the effective placement of these programs.

The identified outcomes of the Justice Services Administration program are coordination, support, management, development, information management and community public relations. These are, individually and collectively, collaborative outcomes that allow the Board of County Commissioners to maintain an awareness of functions and activities that exist within the mandated services of two elected officials organization, while simultaneously creating a framework, departmental status, to non-collaborative, non-coordinated functions that can more be effectively managed in other areas that utilize the results of work produced.

Probation services, family services, and community corrections are all human services functions. If one reviews the 1988-89 programs and Contract Services Flow Chart (attached), the programs identified are drug services, alcohol and drug services, or resource coordination services. Only three programs - Women's Services -- Our New Beginnings, Women's Services -- volunteers of America and Case Management Services have clearly identified "justice services" issues (Pre-Trial Interviewing, Pre-Trial Intensive Supervision and Maximum Supervision); however, they can be effectively managed in a community corrections operations.

With these thoughts in mind, I would not maintain a department level position for Justice Services. I would reclassify the DIRECTOR position to an ADMINISTRATOR position, equivalent to a PM2, (current classification system) with reduced scopes of work. The identified scope of work for the Administrator is in two areas.

1. Lead the process to develop, implement and evaluate the Multnomah County Justice Services Policy. This project management guidance allows the county to create and maintain consistency in the implementation of its Justice Policy by the Sheriff and District Attorney.

2. Provide a liaison framework for managing information received from the Integrated Criminal Justice System to enable the Board of County Commissioners to effectively create strategy for policy development as the needs changed within the county as impacted by Justice Issues. This therefore assumes that project management of the Integrated Criminal Justice System be shifted to Information Services Division to ensure non-bias and meeting other operational and policy information needs in the outcome of the Criminal Justice Information System.

Reporting structure for the Administrator position would be retained in the Chair of the County Commissioner's Office for all coordination issues.

Recommendation #2:

Based on the reduction of "director" status for the Department of Justice Services suggested in Recommendation #1, eliminate the Department of Justice Services to an "Office of Justice Service" and transfer programs with FTE and budgets to the District Attorney's Office and the Department of Human Services where the identified outcomes of the programs are used for specific action.

The issue of coordination and information seems most key for the Board of County Commissioners. The Board of County Commissioners appears concerned that information essential for sound policy decision making surrounding the Sheriff's Office and possibly the District Attorney's Office is not forthcoming. Based on this assumption, it is therefore assumed that the creation of the Department of Justice Services was the selected alternative. Lack of communication, lack of trust, lack of effective information and lack of a strong collaborative relationship does not, from a purist point

of view, require the creation of a department.

With that hypothesis as the guiding parameter, I would dismantle the Justice Services Department and create an Office of Justice Service with a scope that maintains "true" coordination functions.

Specifically I would:

1. Create an office that focuses on the Board's need for policy information requiring Data Collection, Data Retrieval and Data Evaluation.
2. Assign clean fiscal responsibility to the District Attorney and the Sheriff for their areas of accountability. Establish policy parameters and measures for these programs.
3. Transfer the Medical Examiner's Office to the District Attorney. The information determined in examinations is used by the District Attorney for court preparation, decision making on charges to be filed, and protection of personal property of the deceased. The filing of death certificates, autopsy reports, insurance forms and letters could effectively be managed from the District Attorney's role.

4. Transfer Family Services to the Department of Human Services. The Family Services Program provides Marriage and Family Counseling mediation services, maintains compliance with Child Custody and Visitation Evaluations, and provides diagnosis and treatment to families in disruptive experiences. These functions can effectively be managed in the Department of Human Services with a transfer of FTEs and Budget.

5. Transfer Community Corrections to the Department of Human Services. The Board of County Commissioners in the past has indicated a policy direction of preventive services. During the past fiscal year, focus has shifted to the creation of jail space with constant reminders that these were stop gap measures to the real issues of family disruption, drug/alcohol abuse, child abuse and the like. With this in mind, a transfer to Human Services signifies a philosophical mind shift to the development and implementation of strategies effective for Community Corrections.

6. Transfer Probation Services to the Department of Human Services. Enhancing public safety through supervision and monitoring offenders; providing service brokerage and direct counseling, restitution services and sentencing alternative is more of a human service function. The contract services provided interface most effectively with human services and it appears to be a natural alignment.

7. Heighten the responsibility of the Justice Services Administrator to provide collaborative and coordination services that impact the identified Justice Services Policy. Simultaneously increase involvement of the Administrator in the development of strategic planning issues and public relations issues that impact the county citizens awareness of the Justice Services Policy.

Therefore the Office of Justice Services is an enabling collaborative arm of the organization charged with information management of justice issues and coordination of policy issues that assist in the accountability of the Elected Officials.

Recommendation #3:

Based on recommendations #1 and #2, the Department of Human Services has become too large. It is therefore recommended that the Department of Human Services be separated into two departments -- the Department of Human Services and the Department of Health Services.

The Department of Human Services under the direction of Mr. Duane Zussy would become too large as recommended. It would therefore be in the best interest of the county, based on managerial

effectiveness, accountability for resources and outcomes, and span of control issues, that the current department be separated into two departments. Currently, the Department of Human Services has four divisions -- Health Division, Social Services Division, Aging Services Division and Juvenile Services Division. It is recommended that the new departments consist of the following:

HEALTH DEPARTMENT:

Health Division (Current Structure)

Aging Services Division (Current Structure)

HUMAN SERVICES DEPARTMENT:

Social Services Division (Family Services and current structure)

Community Justice Services Division (Community Corrections, Probation Services, and Juvenile Division)

Mr. Zussy's background suggests that he would be most appropriate for the Human Services Department. A search would need to be conducted for the most appropriate candidate for the Health Department.

Recommendation #4:

Based on all previous recommendations, the Board of County Commissioners should implement the recommendations in a "phased approach". It is felt that a phased approach allows the Board of County Commissioners to assess each

change for its value independent of previous actions.

As the budget process is almost finalized and Department Directors and other affected personnel will not have time to review these recommendations for input or comment; it is not recommended that all changes occur simultaneously or in a vacuum. It is suggested that the easier changes occur first with time to review all other changes.

The current budget direction suggested by the Proposed Budget Manuals for Fiscal Year 1989-90 indicates that the Chair of the Board of County Commissioners has proposed a reduced compensation for the Director of Justice Services with the resignation of the current director. This change suggests that the Chair of the Board has a incremental plan for alteration of the department. The suggested changes in this document are in tandem with that concern and elaborate on a long range approach to the change.

Phase One - April 1989 - June 1989:

1. Negotiate with the Chair of the Board to reclassify the Director of the Department of Justice Services to create a Justice Services Administrator (Equivalent to a Program Manager 2.) Simultaneously, downgrade the Department of Justice Services to an Office of Justice Services.

2. Negotiate with the Chair of the Board and the District Attorney to alter the structures of the District Attorney's Office and the Department of Justice Services to transfer the Medical Examiner's Office to the District Attorney's Office including all staff and fiscal requirements.

Phase Two - July 1989 - December 1989:

1. Negotiate with the Chair for the Board and the Director of Human Services to transfer all non-coordination services and non-collaboration services from the Office of Justice Services to the Human Services Department.
2. Negotiate with the Chair of the Board and the Director of Human Services to separate the Department of Human Services and create a Department of Health Services. Contact the Director of Employee Services to implement a national recruitment for the Director of Health Services position.
3. Implement the changed structure for Human Services and Health Departments effective January 1, 1990, and guarantee the existence of the structure for a three year period in order to effectively assess the value of the structural change.

4. Evaluate the outcomes achieved by the changes during the first quarter of 1992. Should it be determined that the structure is not working; conduct a prudency audit, management audit and organizational audit to determine a more appropriate structure, based on the newly projected, desired outcomes and the results of the strategic planning process.

Summary:

These changes appear to effectively respond to your request for information regarding an analysis of the Department of Justice Services. While it is more comprehensive than envisioned by you; I believe that the analysis is more responsibly given in this format.

There is another concern that is not addressed. Should the Charter Review Committee suggest or recommend that the Sheriff's Office become an appointed position rather than elected; I would suggest a different structure. Should the Charter Review Committee suggest alterations in the makeup of the Board, its structure or its role, I would suggest a different structure. If that action comes to pass, we will need to look at a more appropriate departmental structure.

Thank you for the opportunity to provide this organizational development assessment of the Department of Justice Services and its most critical interface.

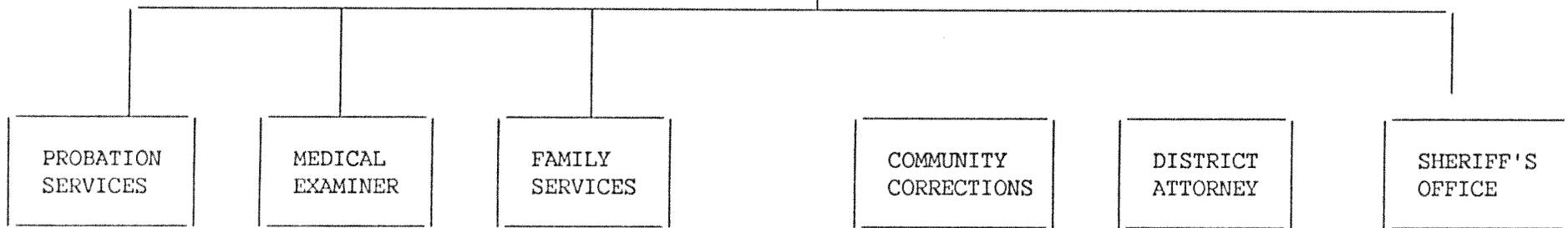
Attachments

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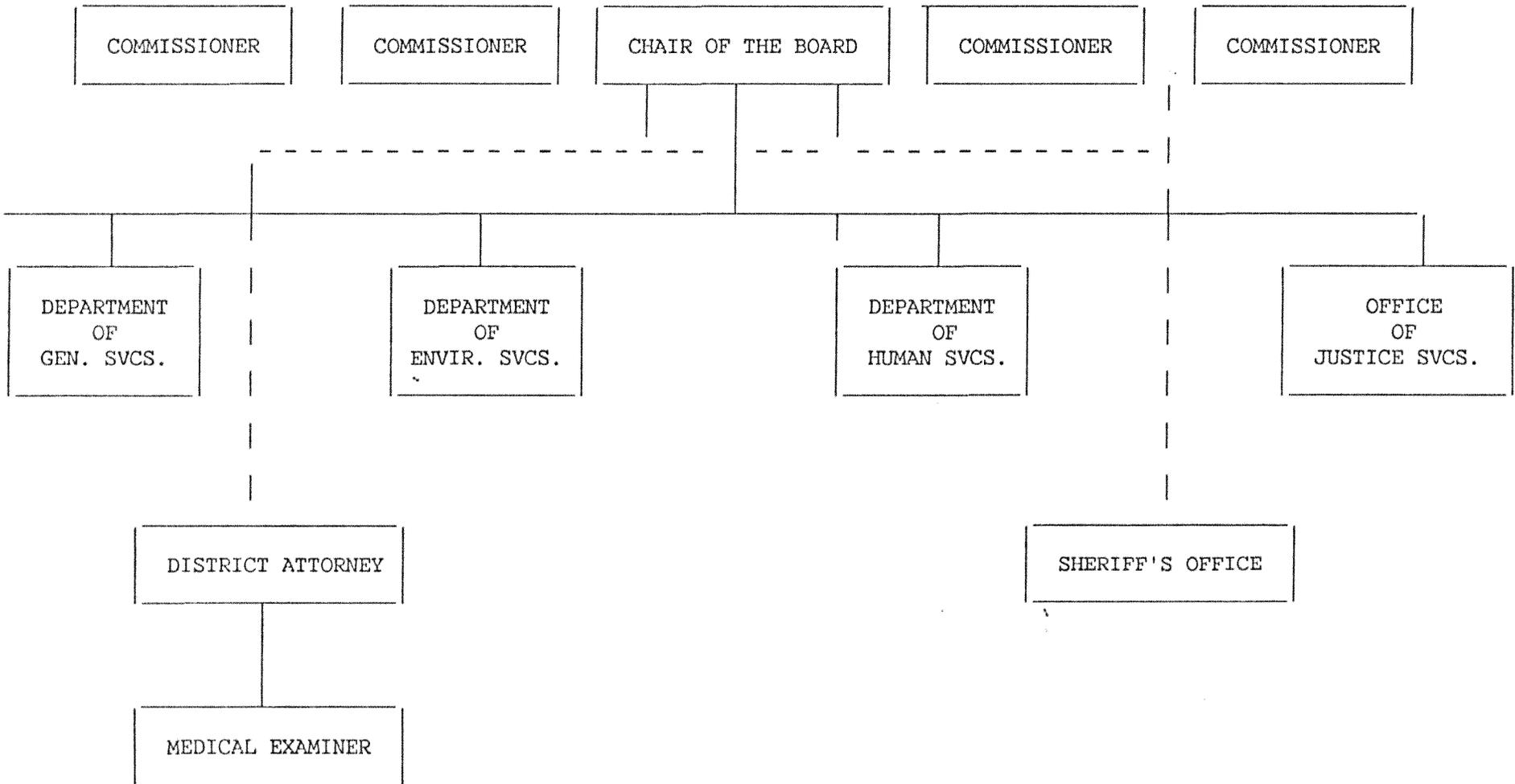
CURRENT STRUCTURE
JUSTICE SERVICES

ADMINISTRATION &
PLANNING DIRECTOR



PROPOSED STRUCTURE
JUSTICE SERVICE

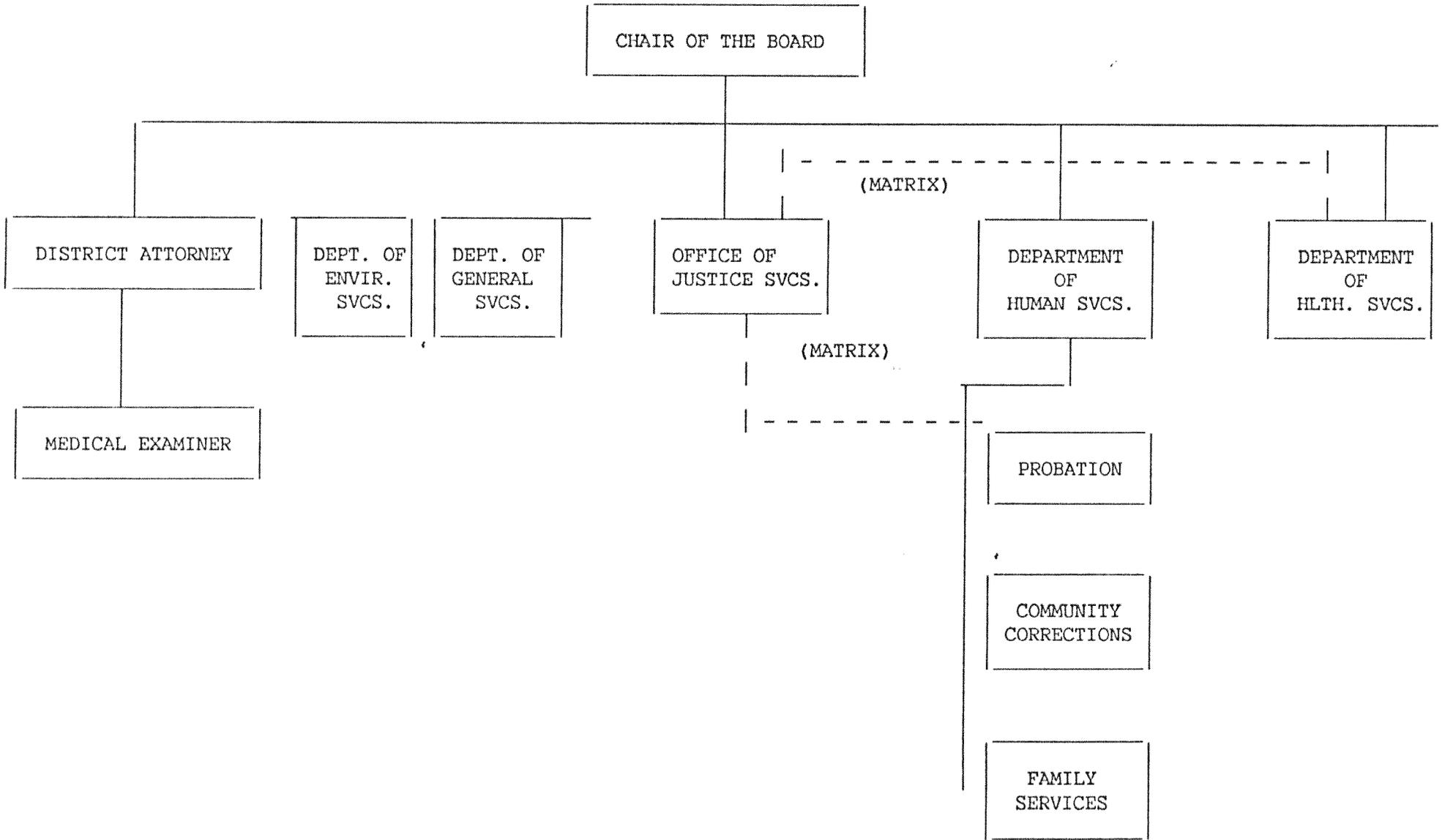
7/89 --- 12/89



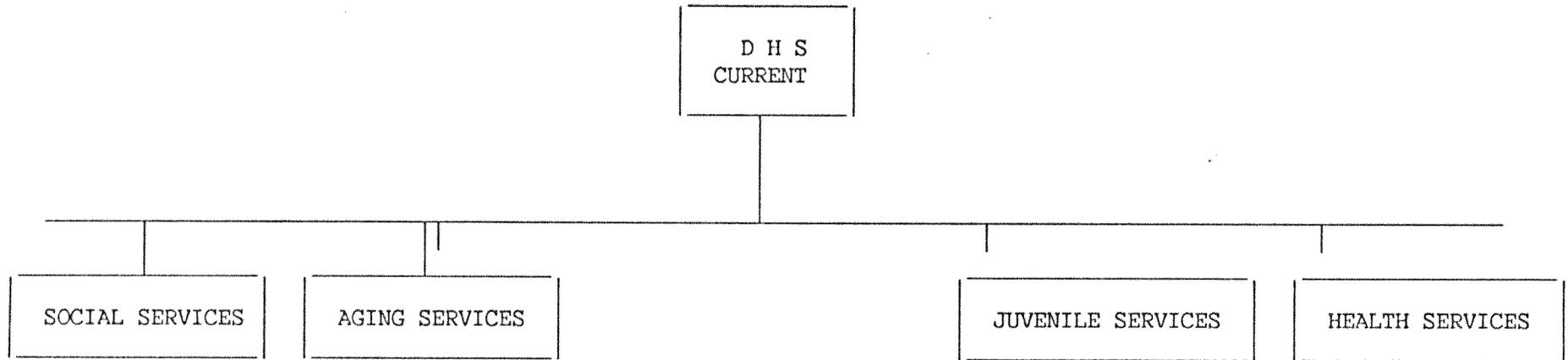
PROPOSED STRUCTURE
JUSTICE SERVICE

1/90 --- 12/92

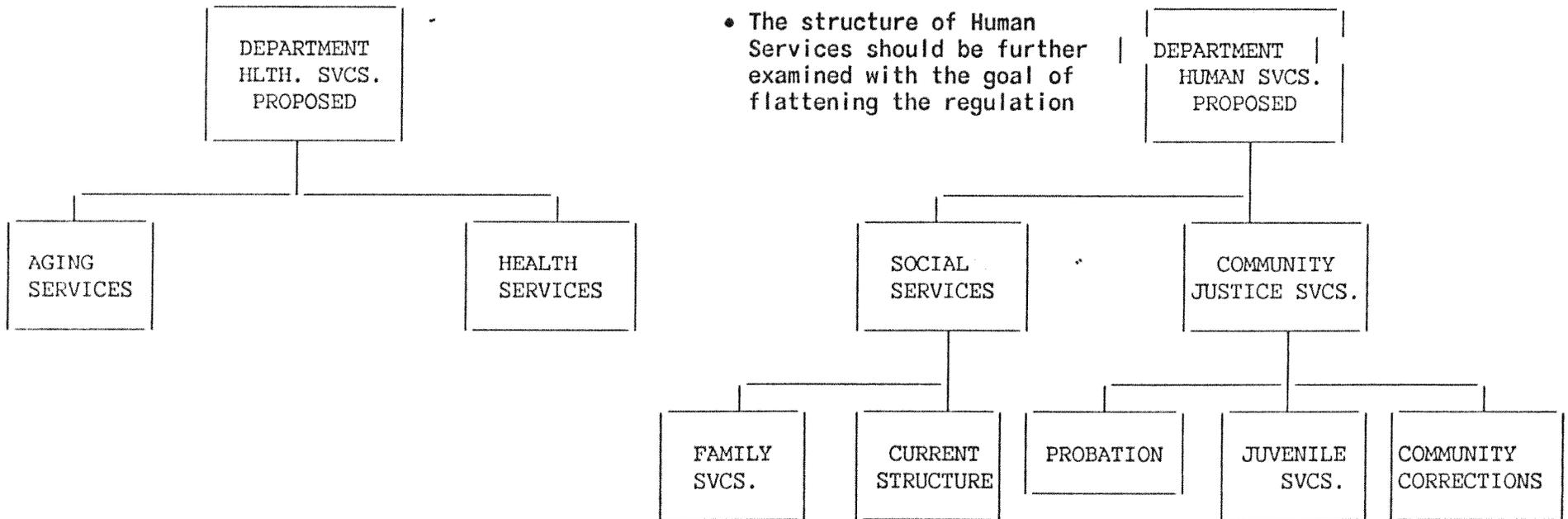
CHAIR OF THE BOARD



PROPOSED CHANGE
DEPARTMENT OF HUMAN SERVICES



- The structure of Human Services should be further examined with the goal of flattening the regulation



TWO PHASED APPROACH

PHASE ONE
APRIL 89 - JUNE 89

- Reclassify Director Position to Administrator
- Meet with DA and alter structure to include Medical Examiner with Staff and Budgets.

PHASE TWO
JULY 89 - DEC. 89

- Transfer other Justice Programs with Staffs and Budgets to DHS.
- Separate Department of Human Svcs. into Department of Human Svcs. and Department of Health Svcs.
- Implement by 1/1/90 for 3-Year Period.
- Evaluate Outcomes.

*The changes in Phase Two, if desired, would require a technical amendment.