

MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS
ROOM 606, COUNTY COURTHOUSE
1021 S.W. FOURTH AVENUE
PORTLAND, OREGON 97204

GLADYS McCOY • CHAIR • 248-3308
PAULINE ANDERSON • DISTRICT 1 • 248-5220
GARY HANSEN • DISTRICT 2 • 248-5219
RICK BAUMAN • DISTRICT 3 • 248-5217
SHARRON KELLEY • DISTRICT 4 • 248-5213
CLERK'S OFFICE • 248-3277

AGENDA

MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

FOR THE WEEK OF

APRIL 13 - 17, 1992

Monday, April 13, 1992 - 9:30 AM - Budget Hearing. Page 2
Monday, April 13, 1992 - 1:30 PM - Budget Review/Hearing . . Page 2
Tuesday, April 14, 1992 - 9:30 AM - Board Briefing Page 3
Tuesday, April 14, 1992 - 10:00 AM - Agenda Review Page 3
Tuesday, April 14, 1992 - 7:00 PM - Budget Hearing Page 3
 Sheriff's Office/Auditorium
 12240 NE Glisan, Portland
Wednesday, April 15, 1992 - 7:00 PM - Budget Hearing Page 3
 Multnomah County Courthouse, Room 602
 1021 SW Fourth, Portland
Thursday, April 16, 1992 - 9:30 AM - Regular Meeting Page 3
Friday, April 17, 1992 - 9:30 AM - Budget Hearing. Page 5
Friday, April 17, 1992 - 1:30 PM - Budget Work Session . . . Page 5

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

Thursday, 10:00 PM, Channel 11 for East and West side subscribers
Friday, 6:00 PM, Channel 22 for Paragon Cable (Multnomah East) subscribers
Saturday 12:00 PM, Channel 21 for East Portland and East County subscribers

Monday, April 13, 1992 - 9:30 AM - 12:00 PM
Multnomah County Courthouse, Room 602

BUDGET HEARING

- BH-1 Department Presentation, Citizens Budget Advisory Committee Presentation and Board Discussion, (Approximately 45 Minutes) Followed by Opportunity for Public Testimony Regarding the DISTRICT ATTORNEY'S BUDGET.
- BH-2 Department Presentation, Citizens Budget Advisory Committee Presentation and Board Discussion, (Approximately 45 Minutes) Followed by Opportunity for Public Testimony Regarding the DEPARTMENT OF LIBRARY SERVICES BUDGET.
-

Monday, April 13, 1992 - 1:30 - 5:00 PM
Multnomah County Courthouse, Room 602

BUDGET REVIEW FOLLOWED BY PUBLIC TESTIMONY

- BH-3 From 1:30 to 3:00 PM, Department Presentations, Citizens Budget Advisory Committee Presentations and Board Discussion. From 3:00 to 5:00 PM, Opportunity for Public Testimony Regarding INTERNAL AND EXTERNAL NON-DEPARTMENTAL BUDGETS.

Budget Review Schedule

- 1) Auditor and Auditor CBAC
 - 2) Citizens Involvement Committee and Non-Departmental CBAC
 - 3) Chair
 - Board Clerk
 - Affirmative Action
 - County Counsel
 - Emergency Management
 - 4) Board of Commissioners
 - 5) City/County Organizations
 - Metro Arts Commission
 - Metro Human Relations Commission
 - PMCoA
 - 6) County Supplements
 - Extension Service
 - Oregon Historical Society
 - East and West Soil and Water Conservation District
 - 7) Management Support Services
 - Finance
 - Purchasing
 - Employee Services
 - Labor Relations
 - Risk Management
 - Planning and Budget
-

Tuesday, April 14, 1992 - 9:30 AM
Multnomah County Courthouse, Room 602

BOARD BRIEFING

- B-1 Presentation and Discussion of the April 1, 1992 Multnomah County Youth Action Plan Task Force Draft Report. Presented by Harold Ogburn and Judge Linda Bergman.
-

Tuesday, April 14, 1992 - 10:00 AM
Multnomah County Courthouse, Room 602

AGENDA REVIEW

- B-2 Review of Agenda for Regular Meeting of April 16, 1992.
-

Tuesday, April 14, 1992 - 7:00 PM
Sheriff's Office/Auditorium
12240 NE Glisan, Portland

BUDGET HEARING

- BH-3 Opportunity for Public Testimony Regarding the 1992-1993 Multnomah County Budget.
-

Wednesday, April 15, 1992 - 7:00 PM
Multnomah County Courthouse, Room 602

BUDGET HEARING

- BH-1 Opportunity for Public Testimony Regarding the 1992-1993 Multnomah County Budget.
-

Thursday, April 16, 1992 - 9:30 AM
Multnomah County Courthouse, Room 602

REGULAR MEETING

CONSENT CALENDAR

DEPARTMENT OF ENVIRONMENTAL SERVICES

- C-1 FINAL ORDER Denying PR 6-91, ZC 6-91, CS 6-91, and WRG 7-91 in the Matter of the Review of the Planning Commission Decision Which Denied the Proposed "Alder Creek Marina", in an EFU Zoning District
- C-2 FINDINGS OF FACT, CONCLUSIONS AND ORDER for CS 3-92 and HV 2-92 in the Matter of the Appeal of the Application of Interstate Mobilephone Company dba Cellular One for Approval of Conditional Use to Install a Cellular Telephone Transmitter and for Approval of Variances to Permit Reduced Front and Side Yard Setbacks

DEPARTMENT OF SOCIAL SERVICES

- C-3 Ratification of Amendment No. 5 to the Intergovernmental Agreement Between Multnomah County, Developmental Disabilities Program Office and Oregon Health Sciences University, Child Development and Rehabilitation Center, Providing Increased Work Activity Center Services Funds

PUBLIC CONTRACT REVIEW BOARD

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

- C-4 Ratification of an Intergovernmental Agreement Between Multnomah County and Washington County Education Service District, to Allow the District to Purchase Herman Miller Furnishings in Accordance with Multnomah County Contract Bid #B43-100-6044

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

REGULAR AGENDA

JUSTICE SERVICES

SHERIFF'S OFFICE

- R-1 NOTICE OF INTENT Requesting Approval to Apply for a Bureau of Justice Assistance Grant for a Drug Abuse Resistance Education (D.A.R.E.) Enhancement for Unserved Portland Public Schools Program to be Conducted Jointly by Portland School District Police and Multnomah County Sheriff's Deputies

NON-DEPARTMENTAL

- R-2 RESOLUTION in the Matter of Rules to Process Petitions for Statutory Ways of Necessity
- R-3 RESOLUTION in the Matter of Adopting a Final Regional Strategy Document for Submission to the Oregon Economic Development Department for Funding Consideration Under the Regional Strategies Program in the 1991-93 Biennium

DEPARTMENT OF SOCIAL SERVICES

- R-4 Opportunity for PUBLIC TESTIMONY and Request for Board Approval in the Matter of Requests for Transfer of Certain Tax Foreclosed Property to Local Agencies Pursuant to County Housing Affordability Demonstration Program Guidelines
- R-5 First Reading of an ORDINANCE to be Adopted in Partnership with the Cities of Portland and Gresham to Create a Housing and Community Development Commission (HCDC), Advisory to the Jurisdictions Participating in the Multnomah County Comprehensive Housing Affordability Strategy (CHAS)
- R-6 Ratification of an Intergovernmental Agreement Between Multnomah County, Social Services Division Youth Program

Office and Oregon Community Children and Youth Services Commission, Providing Grant Funds to be Contracted to International Refugee Center of Oregon for the Southeast Asian Youth Services Project, from April 1, 1992 through December 31, 1992

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-7 Request for Approval of the Multnomah County Information Systems Plan for FY 1992-93
- R-8 ORDER Setting a Hearing Date in the Matter of the Request for Approval to Transfer Tax Foreclosed Property to the City of Portland, Oregon
- R-9 ORDER Setting a Hearing Date in the Matter of the Request for Approval to Transfer Tax Foreclosed Property to the City of Gresham, Oregon

DEPARTMENT OF HEALTH

- R-10 Request for Approval of Revision to EMERGENCY MEDICAL SERVICES (EMS) RULE 6.32-090 (Establishment of User Fees), Requiring Payment of Fees Based Upon the Provider's Percentage of 9-1-1 Medical Transports Adjusted for Collectability of Patient Charges
- R-11 NOTICE OF INTENT Requesting Approval to Apply for an Outreach and Primary Health Services for Homeless Children and Children at Risk of Homelessness Grant from the Public Health Service
- R-12 Budget Modification MCHD #4 Requesting Authorizing to Increase the Health Department Budget, Support Services Division, to Reflect a Contract with the State Health Division and Oregon Medical Assistance Program, to Provide State Wide Informational Services (SafeNET) through the Health Department

Friday, April 17, 1992 - 9:30 AM
Multnomah County Courthouse, Room 602

BUDGET HEARING

- BH-1 Department Presentation, Citizens Budget Advisory Committee Presentation and Board Discussion, (Approximately 45 Minutes) Followed by Opportunity for Public Testimony Regarding the DEPARTMENT OF COMMUNITY CORRECTIONS BUDGET.

Friday, April 17, 1992 - 1:30 PM
Multnomah County Courthouse, Room 602

BUDGET WORK SESSION

- WS-2 Board Work Session Regarding the 1992-1993 Multnomah County Budget.

Meeting Date: APR 14 1992

Agenda No.: B-1

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: Presentation of Youth Action Plan Task Force Report

BCC Informal April 14, 1992
(date)

BCC Formal _____
(date)

DEPARTMENT Social Services

DIVISION Juvenile Justice

CONTACT Harold Ogburn

TELEPHONE 248-3460

PERSON(S) MAKING PRESENTATION Linda Bergman and Harold Ogburn

ACTION REQUESTED:

☒ INFORMATIONAL ONLY

☐ POLICY DIRECTION

☐ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 20 minutes

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION TAKEN: _____

BRIEF SUMMARY (include statement of rationale for action requested, as well as personnel and fiscal/budgetary impacts, if applicable):

The Youth Action Plan Task Force has spent the last two months in the development of a recommended plan of service alternatives for youth who would otherwise be held in the Detention Facility. Attached is the initial draft of those recommendations.

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL _____

Or

DEPARTMENT MANAGER

Ardis Craghead (40)

(All accompanying documents must have required signatures)

BOARD OF
COUNTY COMMISSIONERS
1992 APR -6 PM 3:32
MULTNOMAH COUNTY
OREGON



MULTNOMAH COUNTY OREGON

DEPARTMENT OF HUMAN SERVICES
421 S.W. FIFTH AVENUE, SUITE 600
PORTLAND, OREGON 97204
(503) 248-3782
FAX: (503) 248-3828

BOARD OF COUNTY COMMISSIONERS
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PAULINE ANDERSON • DISTRICT 1 COMMISSIONER
GARY HANSEN • DISTRICT 2 COMMISSIONER
RICK BAUMAN • DISTRICT 3 COMMISSIONER
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

MEMORANDUM

TO: Gladys McCoy, Chair
Multnomah County Board of Commissioners

Via: Ardys ^{adyc (H.O.)} Craghead, Interim Director
Department of Social Services

FROM: ^{H.O. (H.O.)} Harold Ogburn, Director, Juvenile Justice Division for
Linda Bergman, Chair, Youth Action Plan Task Force

DATE: April 3, 1992

SUBJECT: Draft Youth Action Plan Task Force Report

Attached is the draft report of the Youth Action Plan Task Force, which you appointed in December 1991. Task Force members met weekly and worked diligently in order to collect the information and develop the recommendations contained in the report within the the short time frame allotted to accomplish their charge.

I look forward to meeting with the Board in mid-April to present this report along with any additional information developed by that time.

**Multnomah County
Youth Action Plan Task Force**

**DRAFT - REPORT
April 1, 1992**

Gladys McCoy, Chair
Multnomah County Board of Commissioners
1120 SW 5th, Room 1410
Portland, OR 97204

Dear Chair McCoy and Commissioners:

On behalf of the Youth Action Plan Task Force, I am pleased to submit to you for your consideration the attached Youth Action Plan. Your charge to our Task Force was considerable and at times overwhelming in the allocated time frame. I would like to extend my sincere appreciation and gratitude to each of the Task Force members who painstakingly met weekly to accomplish this task. It was a pleasure to work with them and their contribution of time and effort is to be commended. The report contained herein represents our best collective thinking on issues that need your serious consideration.

Our recommendations focus on the needs of delinquent and pre-delinquent youth. The group spent a great deal of time struggling with the definition of the population for whom its recommendations would be targeted and focused its attention along the following continuum:

DETENTION	PRIORITY ONE	PRIORITY TWO	PRIORITY THREE	PREVENTION PROGRAM
	Pre-Adjudicatory Detention Alternatives	Post-adjudicatory Detention Alternatives	Early Intervention and Diversion Programs	

After extensively studying the existing detention population and issues pertaining to system capacity, the Task Force prioritized its recommendations with the first three components of the continuum after detention. The Task Force believed that while a percentage of youth currently eligible for detention may be amenable to alternative supervision, supervision is necessary. For alternative supervision to succeed, Juvenile Court Counselors/Judges **must have immediate access** to programs and quick access to back-up detention if needed. The Task Force sends a strong message that, in the context of "downsizing" and reduced detention capacity as current public policies, the Task Force's first priority must be implemented. While the group typically reflects a "community alternative" mind set, it arrived at consensus that without Priority One services, the proposed new facility will be too small.

Youth Action Plan Task Force
Transmittal Letter
April 1, 1992
Page 2

In addition, while the group philosophically supports prevention programs and believes that they should be funded and implemented for their own sake, the Task Force did not make any recommendations in the prevention end of the continuum. Members believed that such programs were outside the scope of its charge since there is no definitive longitudinal research on prevention programs impacting detained youth.

It is indeed a telling condition of our service system and the condition of our County, when a group typically associated with an alternative service philosophy, makes such strong recommendations at the more restrictive end of our system. Should the Board wish to continue planning in this arena, many Task Force members have expressed a willingness and desire to continue meeting to address this arena in a more planful manner.

Finally, the Task Force wishes to send a message of flexibility to the Board. While it feels quite strongly about the degree of "security" needed in Priority One, it also recognizes the vast needs in Priority Two. It is in this spirit then, that the Task Force advises the Board to increase culturally specific post-adjudicatory programming in the county. The group intentionally wanted the Board to have flexibility to implement programs in this area based on immediate need and availability of resources.

Once again, on behalf of the Task Force, thank you for the opportunity to participate in the development of the service continuum for our County's young people. As the Chief Juvenile Court Judge, I am often frustrated by the lack of options to serve our troubled youth. I know that we have much work to do and I look forward to the addition of these services.

Sincerely,

Linda Bergman, Chief Judge
Multnomah County Juvenile Court

Youth Action Plan Task Force Membership Roster

John Barr
Children Services Division

Linda Bergman, Chief Judge
Multnomah Co. Juvenile Court

Captain Bob Brooks
Portland Police Bureau, East Precinct

Bob Donough
Tri-County Youth Services Consortium

Tom English
Oregon Council on Crime and Delinquency (OCCD)

Dr. Mary DuPain
Garrington Center

Tony Hopson
Self Enhancement, Inc.

Mark McDonnell
District Attorney

Michael Morrissey
Multnomah Co. Youth Program Office

Dennis Morrow
Janis Youth Program, Inc.

Harold Ogburn
Juvenile Justice Division

Dr. Marilyn Richen
Portland Public School

Ingrid Swenson
Metropolitan Public Defender

Maria Tenorio
Native American Program
Oregon Legal Services

Jamie Tillman
Court Appointed Special Advocates (CASA)

Bruce Watts
Black Men's Coalition

Staff: Cherie Lingelbach, Juvenile Justice Division
Jana McLellan, Juvenile Justice Division
Mary Li, Youth Program Office

Acknowledgements

The Youth Action Plan Task Force deserves a great deal of credit and gratitude for collectively contributing in excess of 1,200 hours during a six week period toward the development of this plan.

Special thanks to the following guests who assisted the Task Force in their deliberations:

Pauline Anderson, Multnomah County Board of Commissioners
Bill Farver, Commissioner Anderson' Office
Hank Miggins, County Chair's Office
Howard Klink, Multnomah County Department of Social Services
Bob Jester, Children Services Division
Diana Frost, Children Services Division

Special thanks also to Joe Thome and Andrew Bauer, from Community Research Associates, for their advice and technical assistance in analyzing detention profile data.

Youth Action Plan Task Force

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Background

The County's Juvenile Justice Division operates a regional secure Detention facility for the safekeeping of children who are taken into temporary custody pending investigation and disposition. The facility is also used as a short term judicially ordered post dispositional placement.

The County's juvenile detention facility is the regional resource for two additional counties, Clackamas and Washington Counties, both of which are growing at a rapid rate. Priority access is given to the pre-adjudicatory population in all three counties, frequently resulting in only one or two beds available at any time to serve as judicial back up for Multnomah County's own daily probation population of between 800 - 1,000 juveniles.

Over the last several years, concerns have surfaced throughout the community about the increasing need for detention as well as the physical condition of the detention facility itself. Three recent Grand Jury reviews, an outside Program Review conducted at the request of the County Counsel's Office, and a pending law suit alleging unconstitutional conditions in the detention facility characterized the need for Multnomah County to take a serious look at its juvenile detention practices.

In May, 1990, the Board of County Commissioners attempted to address these concerns by submitting a \$23 million bond to the voters to construct a new juvenile facility. It was defeated due to what many observers believed was a lack of a clear comprehensive plan for juveniles.

In December 1991, after deciding to construct a new Juvenile Facility through a Certificate of Participation process, the Board of County Commissioners passed a resolution expressing a commitment to fund additional appropriate community alternatives for juveniles. The Board created the Youth Action Plan Task Force and charged it with the responsibility to develop a plan for enhanced community programming to reintegrate delinquent youth into productive lives in the community and to target the use of detention to those youth who pose the greatest public safety risk. The Task Force was also asked to recommend additional strategies to decrease delinquency through early intervention services in the lives of pre-delinquent youth who would likely be delinquent without appropriate assistance. (See Appendices for the Board Resolution).

Task Force Planning Process

The County Chair identified and appointed Task Force members in early February and convened the group for the first time on February 10, 1992. Members selected Judge Linda Bergman as the Task Force Chair and subsequently met six times during the next two months. Included in this time frame, the group held two extended three-hour work sessions. During this fast tracked process, the group:

- **studied summaries of prior studies pertaining to juvenile services in Multnomah County.** The Youth Program Office provided a written summary of the following documents:
 - o Task Force on Child Abuse Report, 2/91;
 - o Child/Adolescent Mental Health Planning Group, 9/91;
 - o Service Plan for Displaced Youth in Mult. County, 9/91;
 - o DeMuro and Gable Program Review, 9/91;
 - o Multnomah County CCYSC Comprehensive Plan 1991-1993;
 - o Youth Service Center System: A Plan for the 90's, 6/91;
 - o Oregon Girl's Advocacy Project - Final Report, 11/90;
 - o Diversion Study, 2/89;

- **extensively studied the current detention population in order to define the population for whom alternatives could be developed through the following activities:**
 - o study of document prepared by Juvenile Justice Division Counselor's depicting narrative profiles of 211 juveniles who were held in detention on a sampling of seven days in the fall and winter of 1991;
 - o development and application of a data collection instrument to collect additional aggregate demographic data on the aforementioned sample;
 - o individual interviews with 34 Juvenile Court Counselors who had cases represented in the study population;

- **studied issues regarding detention capacity and alternatives to detention through the following activities:**
 - o reviewed Juvenile Justice Division Detention Capacity Management and Population Reduction Plan;
 - o met with Children Services Division representatives to discuss projected state reductions affecting Juvenile Correction services plus the state's own system of community based alternatives like shelter care;

Detention Population Profile

INSERT SHORT PARAGRAPH SUMMARIZING THE DATA COLLECTED.

Detention Capacity

The Multnomah County Juvenile Justice Division currently operates its detention facility under the State's public policies of "downsizing" and some of the most restrictive detention admission criteria in the nation. It has been widely recognized that in the context of present resources, the County is detaining only those youth absolutely needing secure custody. The follow charts illustrate current and proposed detention capacity.

<u>Current Capacity</u>				
Current Detention Capacity		=		94
Less AITP	-	20		
Less Regional	-	12		
			-	32
Total Current Capacity		=		62
Boys II	-	22		
Boys III	-	22		
New Boys	-	20		
* Girls	-	10		

<u>Proposed Capacity</u>				
Total Proposed Detention Capacity		=		88
** Less AITP	-	14		
Less Regional Beds	-	12		
			-	26
Total Proposed Capacity		=		62

* The Girl's unit is currently funded at 10 beds. However, the facility has the space to serve 20 youth in that unit. Therefore when comparing current capacity to proposed capacity, an additional 10 could be added to the total current count.

** AITP is projected to serve 14 youth, down from 20 currently being served. This projection is based on past utilization patterns of AITP plus the need to free up additional pre-adjudicatory detention space.

Detention Capacity - continued

After deducting AITP and regional beds from the total, a theoretical total of 62 beds currently exist in Multnomah County to accommodate all pre-adjudicatory needs as well as "judicially ordered" back up for juveniles who have violated their probation. This capacity could be increased if necessary through the utilization of unused space in the Girl's Unit.

In the proposed new facility, similar usable space will not exist. In order to maintain regular detention capacity, the Juvenile Justice Division has proposed converting some beds currently allocated for the AITP program into regular detention beds. This will work if past AITP utilization practices remain constant. Prior to the Task Force's deliberations, AITP's average daily population was 14 youth. However, as this report goes to print, AITP has been approaching its full capacity of 20 in recent weeks.

The net result is a juvenile detention capacity that is expected to remain constant at best and more likely, be reduced by the end of the decade.

Current utilization practice gives priority access to the pre-adjudicatory population resulting in only one or two beds available at all times to serve as a judicial back up for a daily probation population of between 800 - 1,000 juveniles. This includes back up for all youth placed in community alternatives like probation and parole violations and youth seriously failing in residential treatment.

The County's role as regional resource is also likely to increase. Multnomah County's youth population between the ages 15-19 has increased in recent years and is projected to grow by 5,000 children by the year 2,000. Portland State's University's Center for Population Research estimates that this projection is already low as a result of the 1990 Census and current data indicates that the County has already reached its "projected" 1995 population in most categories. As a result, the "official" projections are in the process of being revised upward.

The neighboring counties of Clackamas and Washington are growing at an even faster rate than Multnomah County and are projected to continue present growth patterns. Both Counties have already approached the Juvenile Justice Division about increasing the number of regional beds in detention.

The Juvenile Justice Division practices an aggressive Diversion policy and has fully tapped existing alternative community resources for a number of years. At the same time, the Division has been aggressive in developing its own alternatives to both pre-adjudicatory and post-adjudicatory detention. While the Division has been aggressive in its efforts to detain only the most appropriate juveniles, the Detention population has been steadily climbing over the last several years.

Detention Capacity Management Plan

Since the new juvenile detention facility will not have the flexibility to handle weekend peaks and law enforcement sweeps, the Juvenile Justice Division is in the process of developing a Detention Capacity Management Plan. This plan will target detention for those youth most at risk of endangering public safety and divert approximately 24 youth who meet the detention eligibility criteria for alternative placement. Since all targeted youth must meet eligibility criteria, the concept of "widening the net" will not occur.

The Division will phase in a release schedule that will allow the Division to be "operational" with the new facility when it is finally completed. The release plan will utilize a matrix developed by Division staff to prioritize planned releases, based on protection of public safety, should the need arise.

Projected State Reductions

The State's current public policy regarding juvenile corrections is "downsizing" and has been so for a number of years. This trend is likely to increase in the future due to both a philosophical commitment to the effectiveness of community based treatment as well as shrinking financial resources brought on by Measure 5.

Children Services Division's plan to respond to Measure 5 includes the following:

- o close Hillcrest (163 bed reduction);
- o close two camps (50 bed reduction);
- o reduce services to youth leaving the training schools by 32%, including parole supervision and treatment services;
- o open two new cottages on the MacLaren campus (50 beds);
- o reduce 900 of 4,000 statewide residential care beds.

Due to reduced capacity at the MacLaren, Multnomah County will have less discretionary close custody beds available. Delinquent youth will be moved through the institution at an accelerated pace. It is anticipated that young women and property offenders will no longer be served by the state close custody system.

As a result of the residential care bed reductions, adolescents will receive a lower priority for service than younger children on the basis that they are less vulnerable. The State will start phasing in its plan in 20\$ increments immediately. If/when restoration comes, Juvenile Corrections will be the last restored.

At risk, is the County's role in its partnership with the state for downsizing because it will be attempting to function with 1/3 less beds. (See Appendices)

Existing Alternatives to Detention

As the eligible Detention population has increasingly exceeded available bed space, the Juvenile Justice Division has been diligent in developing its own alternatives to secure Detention as well as utilizing community alternatives.

The Division operates a variety of alternatives to Detention to reduce both the need for pre-adjudicatory custody as well as the need for detention as a consequence for probation violations or conditional release violations.

Community alternatives to Detention consist of a dual system of shelter care services provided by Harry's Mother for non-CSD involved youth and a variety of CSD contracted community shelter care resources for CSD involved youth.

Division Operated Alternatives

Close Supervision - (Pre-adjudicatory)

As a pre-adjudicatory Detention alternative, upon order of the Court, the Division may conditionally release a child, who otherwise is eligible for Detention. For this purpose, the Division operates a staff monitored structured release program called Close Supervision. This program provides a less restrictive environment to assure a child's appearance at a Court hearing. Due to increased supervision the program also reduces instances of further delinquent behavior between the initial referral and disposition. This program has served a total of 1,448 juveniles since 1989 with a daily average of nearly 25 youth.

Electronic Monitoring Program - (Pre-adjudicatory)

The Division hoped to test a new Electronic Home Monitoring program in the fall of 1991. Program testing would consist of utilizing five Electronic Monitoring units over an eight month period of time for juveniles who are otherwise eligible for Detention and whose Court date is approximately 30 days from placement on the program. This program would have allowed up to 40 juveniles who would otherwise remain in Detention to remain in their home living situation pending adjudication of their cases. To date, the Division has been unable to successfully negotiate a contract for this service.

Probation Assistance Weekend - (Post adjudicatory)

Some children held in Detention are judicially ordered to spend time there following violations to their terms of probation. Usually this time is served over a number of weekends. Because of this, the weekend population frequently exceeds the allowable capacity, represents unique management problems for staff, and consists of juveniles who are not succeeding on probation.

Consequently, the Division created a structured alternative to weekend Detention which serves both as a consequence for some probation violations as well as an opportunity to promote and obtain accountability for juveniles while on probation. The program assists juveniles to succeed on probation by providing a positive successful skill development weekend experience. Juveniles sleep at home but spend a full weekend schedule engaged in positive skill building and social experiences from Friday afternoon through Sunday evening.

The Division started testing this program on June 21, 1991 and can serve between eight and twelve juveniles at a time. It has served 80 youth since its inception.

Detention Alternative Program - (Post Adjudicatory)

The Detention Alternative Program runs a work crew during work days for juveniles that are court ordered to complete Community Service in lieu of detention time. This program is also used as a sanction alternative for juvenile who have violated their probation and would otherwise be placed in detention. The Division also operates a Saturday Work Program with two work crews to increase the availability of this option.

Automatic Report - (Post Adjudicatory)

Some juveniles have great difficulty in succeeding while on probation and exhibit behaviors that repeatedly cause them to be in violation of their probation agreement. Such chronic probation violators benefit from a judicially ordered weekly appearance before a judge and need the opportunity of a shorter more tangible time frame to experience success on probation. For many juveniles this is accomplished through weekly reviews before a judge.

Prior to the establishment of this program, such juveniles repeatedly would serve time in Detention following probation violations. While some juveniles do in fact continue to be ordered into Detention following placement on Automatic Report, the Division feels that this program has been successful in reducing the post-adjudicatory Detention population.

Community Operated Alternatives

Harry's Mother operates a 10 bed staff secure facility known as Garfield House, a four bed foster home, and a system of volunteer homes certified to provide short term emergency shelter care.

Garfield House tends to serve as a pre-adjudicatory detention alternative while the volunteer homes provide shelter to runaway and homeless youth. Nevertheless, over the last ten years, the profile of the youth served in the volunteer family shelters has become increasingly more difficult, serious and violent.

The program has met its annual service goals half way through the year for each of the last two years. It believes that it is turning away two youth for every three it serves.

Children Services Division Operated Alternatives

CSD's shelter system consists of a variety of volunteer Family Shelter homes and three contracted professional shelter homes each housing 20 beds. The profile of these youth is that they do not fit well into family foster homes. Frequently profiles of such youth include aggressive males who have exhausted multiple placements, predatory sex offenders, and fire setters.

These programs are also at capacity and many have rigid criteria which screen out a number of difficult to place youth. Many programs will not take juvenile fire setters, sex offenders, or those who exhibit assaultive behavior. There are also concerns about serving mentally retarded, developmentally delayed, or suicidal youth in this environment.

Most children coming to CSD for shelter care were described as needing a secure environment to prevent harm to themselves or others. Many are not appropriate for detention, yet they are LEVEL 5 youth (CSD's highest level requiring placement). Of the youth served in shelter care, 40% have major mental health needs. Others have conduct disorders and other diagnosed issues. Emergency shelter is so inadequate that on occasion a victim and abuser have surfaced in same shelter.

Utilization of Alternatives

Harry's Mother served 112 Juvenile Justice Division referrals last year and turned away 76 who were appropriate for service but for whom no service was available. The program believes it is turning away two youth for every three served.

While all of the state's residential treatment beds are currently full, many children now in shelter are awaiting placement in these resources but are on waiting lists lasting from several months to a year.

Children's Services Division shelter care resources are gravely inadequate. A recent \$500,000 Request for Proposal for emergency shelter care for difficult to place youth met with a cool provider response, not one agency submitted a bid. The result is that youth are being placed in inappropriate placements or if eligible, held in detention. There is a need to find a bridge between dependency and delinquency intervention efforts. Today's victim will become tomorrow's offender.

Recently, several shelter programs have developed a collective list of specific children who are inappropriate for their program, and have taken a retrospective look at the names. Most are now in secure custody in MacLaren. Furthermore, the system is not retaining shelter resources because of the type of child the system is asking them to serve and they are "burning out" quickly.

Analysis

Not only is the demand for alternative services swelling beyond capacity, juveniles are increasingly difficult to place as they begin to fall outside the community's acceptable placement criteria.

Children would not be held in Detention if home or some other suitable alternative were available. That there are children in Detention in the context of multiple Division operated and community operated alternatives means that there is no other suitable place. Existing detention population trends are unlikely to change soon since any additional community programming will simply relieve the stress on an already over utilized community based system.

There is a crisis in the entire juvenile justice system regarding shelter capacity. The current shelter care system is thoroughly drained and providers are not seeking to expand their services to the more difficult youth. If not served by Detention or otherwise appropriately supervised, these children would create an unacceptable deluge in the community.

Analysis - continued

It must be emphasized that the County is experiencing the reality of State downsizing and is being asked to implement "community responsibility" as its own public policy. While community responsibility includes short term secure custody, it also means developing additional less restrictive strategies which will provide appropriate supervision for youth who are legally eligible for detention.

Clearly the County is in great need of either additional alternatives to detention or greater detention capacity.

This Action Plan, including the new facility, must carry the County well into the next 20 years. The Task Force recognizes and supports the Board's policy commitment to maximizing the use of alternatives to detention and utilizing detention in only those cases requiring the protection of public safety.

Since the planned new facility represents a potential decrease in capacity from the current facility, the Task Force recommends the allocation of prioritized funding to develop the continuum of supervision services available to respond to delinquent and pre-delinquent youth. In this context, the Youth Action Plan Task Force makes its recommendations with the following assumptions:

- o continuation of existing public policy;**
- o modest population growth in this County;**
- o continued growth in the two neighboring counties;**
- o continuation of existing community alternatives;**
- o analysis of detention population;**
- o 88 bed Juvenile Detention Facility;**
- o priority must be given to providing alternative pre-adjudicatory supervision for youth who are eligible for detention but who have been targeted for release through the Juvenile Justice Division's Capacity Management System.**

Recommendations

<p style="text-align: center;">PRIORITY ONE</p> <p style="text-align: center;">\$1,401,400</p> <p style="text-align: center;">Pre-adjudicatory Detention Alternatives</p>	<p style="text-align: center;">PRIORITY TWO</p> <p style="text-align: center;">\$700,00</p> <p style="text-align: center;">Post-adjudicatory Detention Alternatives</p>	<p style="text-align: center;">PRIORITY THREE</p> <p style="text-align: center;">\$427,500</p> <p style="text-align: center;">Early Intervention Alternatives</p>
<p>12 ADP Locked Secure Shelter Juvenile Justice Division Grounds</p> <p>2 Components @ 6 ADP</p> <p>\$657,000 + Capital Costs (\$150/day/ADP)</p>	<p>14 ADP Locked Short Term Residential</p> <p>Juvenile Justice Division Grounds or in Community</p> <p>60 day Program Post - Assessment and Stabilization</p>	<p>10 ADP Short Term Emergency Shelter Care</p> <p>Community Based</p> <p>Pre-Detention Eligible Youth</p> <p>\$300,000</p>
<p>12 ADP Staff Secure Shelter</p> <p>Juvenile Justice Division Grounds or Community</p> <p>2 Components @ 6 ADP</p> <p>\$569,400 + Capital Costs (\$130/day/ADP)</p>	<p>Undetermined Additional Culturally Specific Long Term Options</p> <ul style="list-style-type: none"> o Day Treatment o Alternative Ed. o Group Homes o Mental Health o Alcohol and Drug Treatment 	<p>Diversion Support</p> <p>3 FTE Juv. Court Counselor</p> <p>Provide Division follow up to diverted juveniles who fail to participate in community based diversion services.</p>
<p>6 ADP Staff Secure Shelter</p> <p>Community based</p> <p>\$175,200 + Capital Costs (\$80/day/ADP)</p>	<p>Items in this column have intentionally been un-prioritized to provide the greatest options in program development. All are needed but funding is inadequate to address all options.</p>	<p>\$127,500 (3 FTE x 42,500)</p>

PRIORITY ONE
Pre-Adjudicatory Alternatives
\$1,401,400

The following service components are targeted for youth who are eligible for detention. Based on the future capacity of Detention and the Juvenile Justice Division's plan to target 24 youth for release, the following must be prioritized and funded prior to implementation of either of the other two options. The Task Force felt quite strongly that it could only support the proposed new capacity of 88 beds in the new facility, if this priority were also implemented. Finally, members also felt that the Division and the Court should have the ability to access detention quickly for any youth placed in one of these alternatives, if the need arises.

Locked Secure Shelter **\$657,000**

The Task Force recommends that 12 Locked Secure Shelter Beds (two units each with six beds) be developed on Juvenile Justice Division grounds. The Task Force believes there is a need to have, on the continuum of supervision available to the Juvenile Justice Division and the Juvenile Court, a locked program component that prevents a child from running but which differs from detention in the following ways:

- o units are smaller;
- o units structured more like group home setting;
- o roomlock is not used;
- o sufficient staff coverage to provide supervision.

The program should be located on Juvenile Justice Division grounds in order to immediately access Detention if necessary.

Cost is projected at \$150 per day, not including capital construction costs.

Staff Secure Shelter **\$569,400**

The Task Force recommends that 12 Staff Secure Shelter Beds (two units each with six beds) be developed which could be optionally placed in the community or on Juvenile Justice Division grounds if siting became a problem. Siting such a facility is known to be an issue for many communities, but there is a strong belief that such programs tend to be more successful if located in remote areas to minimize the "run-away" opportunities.

Staff Secure Shelter - continued

The size of each unit is considered a maximum and is based on Task Force member experience with this type of program.

Since this component would comprise the third step in a continuum of supervision for youth who meet the detention admission criteria, access to detention should be available, if a child is unsuccessful in this placement. The Task Force also felt that after testing this model, one unit of this service component could be converted to Locked Secure Shelter if the need arises.

Costs are projected at \$130 per day, not including capital construction costs.

Community Based Staff Secure Shelter \$175,200

Finally, the Task Force recommends that an additional 6 bed Staff Secure Shelter Care program like Garfield House be developed in the community.

While this component would not be able to prevent a child from running if s/he was determined to run away, there was some sentiment that with appropriate placement, this model could be used for a number who were not likely to run.

Costs are projected at \$80 per day, and do not include any capital expenditures.

PRIORITY TWO
Post-Adjudicatory Alternatives
\$700,000

In order to further reduce delinquency and the subsequent demand on detention space, the Task Force recognized the need to develop additional post-adjudicatory alternatives to detention and surfaced the following recommendations as its second priority for funding.

The list below is offered as a menu of options from which to choose and is presented in an un-prioritized manner. While many additional dollars could be channeled to these program components, the Task Force wanted to make recommendations that will likely be funded. Should the County decide to increase the allocation to this plan, it is recommended that any increase be divided 70% for Priority Two and 30% for Priority Three.

14 ADP Locked Short Term Residential

The Task Force has identified the need for a 90-day Assessment, Intervention, and Transition (AITP) type program as an adjunct to the current 30-day program. There was strong sentiment that a 90-day program of this type would result in successful transition to home for a large number of delinquent youths causing a subsequent decrease in the demand for long term residential treatment. Assuming the current AITP program continues at the Division's projected 14 ADP, the Task Force recommends an additional 60-day component for an additional 14 ADP. The recommendation is based on the premise that an additional 60 days, following initial assessment and stabilization, would be highly successful.

This program could be located either on the Juvenile Justice Division grounds or in community. It could also be configured within the existing AITP program for appropriate children. This, however, would result in reduced overall capacity for the 30-day program.

Additional Culturally Specific Long Term Options

The Task Force also recognized the need for enhanced programming for long term post adjudicatory treatment and supervision. It felt strongly that these services must be culturally specific in order to be successful. Of great need are such services for Hispanic, Native American, and Asian youth. The Task Force has confidence in each of the following treatment models; Day Treatment, Alternative Education; Group Homes; Mental Health Treatment; Alcohol and Drug Treatment.

PRIORITY THREE
Early Intervention Alternatives
\$300,000

Finally, in order to reduce the pool of children entering the juvenile justice system, the Task Force submits, as its third priority, recommendations to strengthen the Crisis Intervention, Early Intervention Shelter Care, and Diversion systems.

Short Term Emergency Shelter Care **\$300,000**

The Task Force recommends the addition of 10 ADP Short Term Emergency Shelter Care beds in the community similar to the current Harry's Mother model. These can be configured in a combination of Family Shelter Homes and a staffed shelter similar to Garfield House. The target population would also be similar to the current crisis/shelter population and would enable the system to meet the current need for adequate service.

The Task Force believes this model is an effective deterrent to delinquency because it intervenes during times of crisis, which are proven opportunities for children to cross the path into delinquency. This model also serves as an intake point into longer term stabilizing services which in turn contribute to the prevention of delinquency with a population at great risk.

Funds would double the existing capacity of this component of the service continuum and do not include capital investment costs.

Diversion Support and Back Up **\$127,500**

A significant number of children who are diverted to one of the County's six youth service centers fail to participate for a variety of reasons. Currently, the Juvenile Justice Division has limited ability to provide follow-up consequences for this population, resulting in no service. Thus, children are given the message that the system will not hold them accountable and as a result escalate their behavior to more serious offenses.

This recommendation provides three Juvenile Court Counselors to work with the Youth Service Centers to provide Juvenile Justice Division/Juvenile Court back up and support for those youth who fail to participate with diversion services.

(Include additional information from Consortium)

Additional Policy Issues

Locked Secure Shelter Care

For all purposes, Locked Secure Shelter Care will need to be defined as a form of detention. Detention is regulated by State statute and is subject to a significant number of standards, policies, and procedures, including admission criteria, admission review hearings, discipline review hearings, grievance procedures, and legal rights. No such statutory standards exist for Locked Secure Shelter so the Task Force recommends that if this model is implemented, it be subject to the same standards, policies, and procedures as Detention.

This model is viewed as a less restrictive type of detention in that certain procedures like roomlock would not be used. This gives rise to an additional concern however, regarding staff and client safety. The question then becomes, do we restrict a child's liberty and not give the staff the means to control behavior? The Task Force has not settled this question but recognizes that it will need to be resolved before the County can implement this model.

Education, Health, Food Service and Related Services

With all of the shelter care models, but most particularly with the Locked Secure Shelter model, it will be necessary to plan for educational programming and other services related to daily living like health and food service. No costs have been included for these program components.

State Juvenile Corrections Reductions

The Task Force submits its recommendations under the assumption that the State will not have to fully implement its Measure 5 Plan. While such reductions will have dire consequences on this County's ability to protect public safety, the Task Force believes that it can not predict the future. These recommendations should be implemented even if the State cuts are not realized. If the State does in fact implement its plan, the County will need to position itself to respond to a great influx of dangerous and violent youth and will need to give additional priority to the secure end of its continuum.

Other

?

Appendices

MAKE LIST

Board Resolution

Detention Population Data

CSD Handout

Juvenile Justice Division Capacity Management System Draft

**Multnomah County
Youth Action Plan Task Force**

**FINAL - REPORT
April 10, 1992**

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April 10, 1992**

April 10, 1992

Gladys McCoy, Chair
Multnomah County Board of Commissioners
1120 SW 5th, Room 1410
Portland, OR 97204

Dear Chair McCoy and Commissioners:

On behalf of the Youth Action Plan Task Force, I am pleased to submit to you for your consideration the attached Youth Action Plan. Your charge to our Task Force was considerable and at times overwhelming in the allocated time frame. In fact, the Task Force believed that the timeline restricted its ability to fully address the scope of the Board's Resolution. Consequently it chose to focus its attention on programs and alternatives that would have a direct and immediate impact on the use of detention. The Task Force realizes that in our time frame, the Board needed broad based policy and program recommendations and the group believes it has accomplished that task. Nevertheless, the group designed its recommendations to provide the Board with the greatest degree of latitude and flexibility to adjust this plan based on immediate need and availability of resources.

I would like to extend my sincere appreciation and gratitude to each of the Task Force members who painstakingly met weekly to accomplish this task. It was a pleasure to work with them and their contribution of time and effort is to be commended. The report contained herein represents our best collective thinking on issues that need your serious consideration.

Our recommendations focus on the needs of delinquent and pre-delinquent youth. The group spent a great deal of time struggling with the definition of the population for whom its recommendations would be targeted and focused its attention along the following continuum:

DETENTION	PRIORITY ONE	PRIORITY TWO	PRIORITY THREE	PREVENTION PROGRAM
	Pre-Adjudicatory Detention Alternatives	Post-adjudicatory Programs and Intermediate Sanctions	Early Intervention and Diversion Programs	

After extensively studying the existing detention population and issues pertaining to system capacity, the Task Force prioritized its recommendations in three areas. The Task Force believed that while a percentage of youth currently eligible for detention may be appropriate for an alternative to detention, supervision must be a

component of any detention alternative. For alternative supervision to succeed, alternative programs cannot have waiting lists and back-up detention must be immediately available. The Task Force sends a strong message that, in the context of reduced training school and detention capacity, the Task Force's first priority must be implemented. While the group typically reflects a "community alternative" mind set, it arrived at consensus that without Priority One services, the proposed new facility will be too small. Taken as a whole, the three priority areas represent a continuum of alternatives and programs designed to reduce the need for the detention.

It is indeed a telling condition of our service system and the condition of our County, when a group typically associated with an alternative service philosophy, makes such strong recommendations at the more restrictive end of our system. Should the Board wish to continue planning in this arena, many Task Force members have expressed a willingness and desire to continue meeting to address this arena in a more planful manner.

The Task Force's second priority is to increase culturally specific post-adjudicatory programming and intermediate sanctions in the County. The needs in this priority are vast and exceed the County's ability to fully address. Recommendations in this priority include increasing short term secure transition services to 90 days and a menu of recommendations in day treatment, alternative education, group homes, mental health, and alcohol and drug treatment.

The Task Force's third priority contains recommendations to strengthen the County's Early Intervention and Diversion systems and are included to reduce the pool of youth who are coming to the attention of the juvenile justice system. Recommendations in this priority include increasing short term emergency shelter care and increasing the diversion system's ability to follow-up on diverted juveniles who fail to participate with diversion services.

While the group philosophically supports prevention programs and believes that they should be funded as part of a comprehensive continuum of services. Nevertheless, the Task Force did not make any recommendations in the prevention end of the continuum due to time constraints previously mentioned.

Once again, on behalf of the Task Force, thank you for the opportunity to participate in the development of the service continuum for our County's young people. As the Chief Juvenile Court Judge, I am often frustrated by the lack of options to serve our troubled youth. I know that we have much work to do and I look forward to the addition of these services.

Sincerely,

A handwritten signature in cursive script that reads "Linda Bergman" followed by a stylized flourish.

Linda Bergman, Chief Judge
Multnomah County Juvenile Court

Youth Action Plan Task Force Membership Roster

John Barr
Children Services Division

Linda Bergman, Chief Judge
Multnomah Co. Juvenile Court

Captain Bob Brooks
Portland Police Bureau, East Precinct

Bob Donough
Tri-County Youth Services Consortium

Tom English
Oregon Council on Crime and Delinquency (OCCD)

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The Garrlington Center for Mental Health
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Michael Morrissey
Multnomah Co. Youth Program Office

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Bruce Watts
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Staff: Cherie Lingelbach, Juvenile Justice Division
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Acknowledgements

The Youth Action Plan Task Force deserves a great deal of credit and gratitude for collectively contributing in excess of 1,200 hours during a six week period toward the development of this plan.

Special thanks to the following guests who assisted the Task Force in their deliberations:

Pauline Anderson, Multnomah County Board of Commissioners
Bill Farver, Commissioner Anderson' Office
Hank Miggins, County Chair's Office
Howard Klink, Multnomah County Department of Social Services
Bob Jester, Children Services Division
Diana Frost, Children Services Division

Special thanks also to Joe Thome and Andrew Bauer, from Community Research Associates, for their advice and technical assistance in analyzing detention profile data.

Youth Action Plan Task Force

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Background

The County's Juvenile Justice Division operates a regional secure Detention facility to house children who are taken into temporary custody pending investigation and disposition. The facility is also used as a short term judicially ordered post dispositional placement.

The County's juvenile detention facility is the regional resource for two additional counties, Clackamas and Washington Counties, both of which are growing at a rapid rate. Priority access is given to the pre-adjudicatory population in all three counties. Frequently this means that only one or two beds are available at any time to serve as judicial back-up for Multnomah County's own daily probation population of between 800 - 1,000 juveniles.

Over the last several years, concerns have surfaced throughout the community about the increasing need for detention as well as the physical condition of the detention facility itself. Three recent Grand Jury reviews, an outside Program Review conducted at the request of the County Counsel's Office, and a pending law suit alleging unconstitutional conditions in the detention facility prompted the need for Multnomah County to take a serious look at its juvenile detention practices.

In May, 1990, the Board of County Commissioners attempted to address these concerns by submitting a \$23 million bond to the voters to construct a new juvenile facility. It was defeated due to what some observers believed was a lack of a clear comprehensive plan for juveniles.

In December 1991, after deciding to construct a new Juvenile Facility through a Certificate of Participation process, the Board of County Commissioners, passed a resolution expressing a commitment to fund additional appropriate community alternatives for juveniles. The Board created the Youth Action Plan Task Force and charged it with the responsibility to develop a plan for enhanced community programming to reintegrate delinquent youth into productive lives in the community and to target the use of detention to those youth who pose the greatest public safety risk. The Task Force was also asked to recommend additional strategies to decrease delinquency through early intervention services in the lives of pre-delinquent youth who would likely be delinquent without appropriate assistance. (See Appendices for the Board Resolution).

Task Force Planning Process

The County Chair identified and appointed Task Force members in early February and convened the group for the first time on February 10, 1992. Members selected Judge Linda Bergman as the Task Force Chair and subsequently met six times during the next two months. Two of these meetings were extended three-hour work sessions. During this fast tracked process, the group:

- **studied summaries of prior studies pertaining to juvenile services in Multnomah County.** The Youth Program Office provided a written summary of the following documents:
 - o Task Force on Child Abuse Report, 2/91;
 - o Child/Adolescent Mental Health Planning Group, 9/91;
 - o Service Plan for Displaced Youth in Mult. County, 9/91;
 - o DeMuro and Gable Program Review, 9/91;
 - o Multnomah County CCYSC Comprehensive Plan 1991-1993;
 - o Youth Service Center System: A Plan for the 90's, 6/91;
 - o Oregon Girl's Advocacy Project - Final Report, 11/90;
 - o Diversion Study, 2/89;

- **extensively studied the current detention population in order to define the population for whom alternatives could be developed through the following activities:**
 - o study of document prepared by Juvenile Justice Division Counselors depicting narrative profiles of 211 juveniles who were held in detention on a sampling of seven days in the fall and winter of 1991;
 - o development and application of a data collection instrument to collect additional aggregate demographic data on the aforementioned sample;
 - o individual interviews with 34 Juvenile Court Counselors who had cases represented in the study population;

- **studied issues regarding detention capacity and alternatives to detention through the following activities:**
 - o reviewed Juvenile Justice Division Detention Capacity Management and Population Reduction Plan;
 - o met with Children Services Division representatives to discuss projected state reductions affecting Juvenile Correction services plus the state's own system of community based alternatives like shelter care;

Detention Population Profile

Early in the Task Force's work, staff presented the following data collection findings and conclusions regarding the juvenile detention population:

- o male detention population has risen from 73% felony referrals in 1989 to 83% felony referrals in 1991;
- o misdemeanor, regional housing, and other referrals have decreased in that same three year period;
- o between January 1, 1991 and September 30, 1991, 84.7% of the days spent in detention by the male population were for felony allegations, with an additional 12.5% of the days spent for regional housing;
- o during December 1991, a total of 266 males and females were held. One-fifth (20.5%) of those held were females, with 77% of those held 15 year or older.

After it reviewed this initial data, the Task Force felt a strong need to further describe this detention population in order to plan for appropriate alternatives. Due to the timeline, it was not possible to conduct a scientifically and statistical relevant "experiment" to study and compare the population held in detention with those not held. Therefore, a previous sample of youth held in detention, which was studied for other purposes, was used. The sample included 211 youth held in detention on seven various days in the Fall of 1991. A data collection instrument was developed by the Task Force to gather the additional information (see appendices).

Juvenile Court Counselors who had youth included in the sample were asked to review their files and complete the questionnaires. A total of 185 youth were sampled by 33 Juvenile Court Counselors. In addition, the Task Force interviewed 33 juvenile Court Counselors to learn more about each case and to gather their input regarding viable alternative resources for these youth.

The following conclusions were drawn from their discussions:

- o the decision to detain a youth is not necessarily a function of the presenting incident, rather a summation of relating factors. Examples of this included material witness holds for a young woman's pimp, and a serious skinhead who was finally picked up on his first judicial referral;

Detention Population Profile - continued

- o public safety needs must be met by removing dangerous youth from our community. Such cases included sex offenders, attempted murders and severe assaults;
- o the length of time interjurisdictional holds spend in detention has a direct impact on capacity;
- o group homes and residential treatment facilities need and utilize detention services;
- o detention is used and believed to be important for youth who have a failure-to-appear history or who have warrants or are in violation of the terms of probation;
- o detention is used as a last resort for eligible youth who are considered to be self-destructive.

Concurrently with this data collection effort, the Task Force applied for and received technical assistance through the office of Juvenile Justice and Delinquency Prevention (OJJDP). OJJDP assigned Community Research Associates (CRA) to this project who assisted with this data sampling and analysis.

Once collected, the data on the 185 detained youth was sent to Colorado to CRA to generate cumulative numbers and analysis. In summary, their data continues to support the information presented by the Division and in other efforts in the last two years (Gable and DeMuro, et al.). The following "profile" reflects youth held in detention in the Fall of 1991:

- o most were male (90.8%);
- o most were white (45.4%), African American (35.1%), and Hispanic (13.0%);
- o most were between 15 and 18 years of age (78.4%);
- o most were felony holds (69.9%);
- o most parents/guardians were NOT WILLING to supervise the child (91.4%);
- o nearly half (40.7%) HAD BEEN ADJUDICATED for a felony offense in the past twelve months;
- o over half (58.9%) HAD BEEN ADJUDICATED for a property offense in the last twelve months;

Detention Population Profile - continued

- o over half (52.8%) HAD BEEN REFERRED for a felony offense in the last twelve months;
- o over half (73.9%) HAD BEEN REFERRED for a property offense in the last twelve months;
- o over half (57.1%) HAD WILLFULLY FAILED to appear to a judicial hearing one or more times;
- o over half (62.4%) had one or more probation violations in the past twelve months;
- o nearly half (49.7%) were gang involved per the Division's definition;
- o over half (56.6%) had one or more out of home placement tried;

Caution needs to be noted concerning this data. Due to the limited time and the Task Force's desire to get more information immediately, a pre-designated sample population was selected rather than a random sample over an extended period. The total number of cases included in the sample is not statistically appropriate based on the total number of youth held in detention on an annual basis. This research should not purport to represent any scientifically designed model, but rather provides more information to describe the population of youth held in detention in the Fall of 1991.

The technical assistance provided through Community Research Associates has been of the highest quality. This firm has conducted previous studies across the Country regarding these issues, and specifically in the State of Oregon. They were able to guide us in the collection and analysis of the data. CRA also has committed their continuing expertise to review this report and offer assistance as an outside, independent consultant in the continued development of detention alternatives as well as the planning of the proposed new facility.

More specifically they have agreed to complete the following:

1. Continued analysis about the type of youth the Division is detaining.
2. Descriptions of national models available to serve youth who might more appropriately be released and feedback regarding the youth the Division is planning to release in relation to these models.
3. Consultation regarding ideal capacity of local secure custody in this County given population trends, other jurisdictions, admission criteria, planning priorities around alternatives and proposed state reductions.

Detention Capacity

The Multnomah County Juvenile Justice Division currently operates its detention facility under the State's public policies of "downsizing" and some of the most restrictive detention admission criteria in the nation. It has been widely recognized that in the context of present resources, the County is detaining only those youth absolutely needing secure custody. The following charts illustrate current and proposed detention capacity.

<u>Current Capacity</u>				
Current Detention Capacity			=	94 beds
Less AITP	-	20		
Less Regional	-	12		
			-	<u>32</u>
Total Current Capacity			=	62 beds
Boys II	-	22		
Boys III	-	22		
New Boys	-	20		
* Girls	-	10		

<u>Proposed Capacity</u>				
Total Proposed Detention Capacity			=	88 beds
** Less AITP	-	14		
Less Regional Beds	-	12	-	<u>26</u>
Total Proposed Capacity			=	62 beds

* The Girl's unit is currently funded at 10 beds. However, the facility has the space to serve 20 youth in that unit. Therefore when comparing current capacity to proposed capacity, an additional 10 could be added to the total current count.

** AITP is projected to serve 14 youth, down from 20 currently being served. This projection is based on past utilization patterns of AITP plus the need to free up additional pre-adjudicatory detention space.

Detention Capacity - continued

After deducting AITP and regional beds from the total, a theoretical total of 62 beds currently exist in Multnomah County to accommodate all pre-adjudicatory needs as well as "judicially ordered" back-up for juveniles who have violated their probation. This capacity could be increased if necessary through the utilization of unused space in the Girl's Unit.

In the proposed new facility, there will be no unused space. In order to maintain regular detention capacity, the Juvenile Justice Division has proposed converting some beds currently allocated for the AITP program into pre-adjudicatory detention beds. Therefore, in order to maintain current pre-adjudicatory detention capacity in the new facility, the Division will be forced to reduce the availability of the AITP program. This will work if past AITP utilization practices remain constant. Prior to the Task Force's deliberations, AITP's average daily population was 14 youth. However, as this report goes to print, AITP has been approaching its full capacity of 20 in recent weeks.

Current utilization practice gives priority access to pre-adjudicatory detention, resulting in only one or two beds available at all times to serve as a judicial back-up for a daily probation population of between 800 - 1,000 juveniles. This includes back-up for all youth placed in community alternative programs, parole violators, and youth seriously failing in residential treatment.

Multnomah County's youth population between the ages 15-19 has increased in recent years and in 1989 was projected to grow by 5,000 children by the year 2000. Portland State's University's Center for Population Research estimates that this projection is already low as a result of the 1990 Census and current data indicates that the County has already reached its previously projected 1995 population in most categories. This increase in juvenile population is likely to increase the number of youth needing services including the number of youth referred to the juvenile justice system.

The Facility's role as regional resource is also likely to increase. The neighboring counties of Clackamas and Washington are growing at an even faster rate than Multnomah County and are projected to continue present growth patterns. Both Counties have already approached the Juvenile Justice Division about increasing the number of regional beds in detention.

The Juvenile Justice Division practices an aggressive Diversion policy and has fully tapped existing alternative community resources for a number of years. At the same time, the Division has been aggressive in developing its own alternatives to both pre-adjudicatory and post-adjudicatory detention. While the Division has strengthened its efforts to detain only the most appropriate juveniles, the Detention population has been steadily climbing over the last several years.

Detention Capacity Management Plan

The new juvenile detention facility will not have the flexibility to handle weekend peaks and law enforcement sweeps. Consequently, the Juvenile Justice Division is in the process of developing a Detention Capacity Management Plan. This plan will target detention for those youth most at risk of endangering public safety and is predicated on the provision of sufficient detention alternatives to reduce the average daily need for detention by 24 beds. By diverting detention eligible youth, the Division can assure that sufficient capacity is available to handle fluctuations in demand without releasing youth who might present a danger to the community. The release plan will utilize a matrix developed by Division staff to prioritize planned releases, based on protection of public safety, should the need arise.

Projected State Reductions

Over the past few years, State public policy has reduced the number of close custody beds. This trend is likely to increase due to both a philosophical commitment to the effectiveness of community based treatment as well as shrinking financial resources brought on by Measure 5. Beginning July 1, 1992 the State Children Services Division will begin an immediate reduction of close custody capacity, resulting the elimination of 80-100 beds by the end of the biennium.

Children Services Division's proposed plan to fully respond to the Governor's request for Measure 5 budget reductions includes the following:

- o close Hillcrest (163 bed reduction);
- o close two camps (50 bed reduction);
- o reduce services to youth leaving the training schools by 32%, including parole supervision and treatment services;
- o open two new cottages on the MacLaren campus (50 beds);
- o eliminate 900 of 4,000 statewide residential care beds.

Under this plan, Multnomah County will have 1/3 fewer discretionary close custody beds available. Delinquent youth will be moved through the institution at an accelerated pace. It is anticipated that young women and property offenders will no longer be served by the state close custody system. As a result of the residential care bed reductions, adolescents will receive a lower priority for service than younger children on the basis that they are less vulnerable. If replacement revenue becomes available, Juvenile Corrections will be the last restored. (See Appendices)

Existing Alternatives to Detention

As the eligible Detention population has increasingly exceeded available bed space, the Juvenile Justice Division has been diligent in developing its own alternatives to secure detention as well as utilizing community alternatives.

The Division operates a variety of alternatives to Detention to reduce both the need for pre-adjudicatory custody as well as the need for detention as a consequence for probation violations or conditional release violations.

Community alternatives to Detention consist of a dual system of shelter care services provided by Harry's Mother for non-CSD involved youth and a variety of CSD contracted community shelter care resources for CSD involved youth.

Division Operated Alternatives

Close Supervision - (Pre-adjudicatory)

As a pre-adjudicatory Detention alternative, upon order of the Court, the Division may conditionally release a child, who otherwise is eligible for Detention. For this purpose, the Division operates a staff monitored structured release program called Close Supervision. This program's primary purpose is to assure a child's appearance at a Court hearing. The program consists of a staffed team which initiates random and periodic calls, home and school visits. The team is available 24 hours a day, seven days a week. Due to increased supervision the program also reduces instances of further delinquent behavior between the initial referral and disposition. This program has served a total of 1,448 juveniles since 1989 with a daily average of nearly 25 youth.

Electronic Monitoring Program - (Pre-adjudicatory)

The Division hoped to test a new Electronic Home Monitoring program in the fall of 1991. Program testing would have consisted of utilizing five Electronic Monitoring units over an eight month period of time for juveniles who are otherwise eligible for Detention and whose Court date is approximately 30 days from placement on the program. This program would have allowed up to 40 juveniles who would otherwise remain in Detention to remain in their home living situation pending adjudication of their cases. To date, the Division has been unable to successfully negotiate a contract for this service due to unresolved issues regarding liability and security of the devices.

Probation Assistance Weekend - (Post-adjudicatory)

Some children are judicially ordered to spend time in detention following violations of their terms of probation. Usually this time is served over a number of weekends. Because of this, the weekend population frequently exceeds the allowable capacity and represents unique management problems for staff.

Consequently, the Division created a structured alternative to weekend Detention which serves both as a consequence for some probation violations as well as an opportunity to promote and obtain accountability for juveniles while on probation. The program assists juveniles to succeed on probation by providing a positive successful skill development weekend experience. Juveniles sleep at home, but spend a full weekend schedule engaged in positive skill building and social experiences from Friday afternoon through Sunday evening.

The Division started testing this program on June 21, 1991 and can serve between eight and twelve juveniles at a time. It has served 80 youth since its inception.

Detention Alternative Program - (Post-adjudicatory)

The Detention Alternative Program runs a work crew during work days for juveniles that are court ordered to complete Community Service in lieu of detention time. This program is also used as a sanction alternative for juvenile who have violated their probation and would otherwise be placed in detention. The Division also operates a Saturday Work Program with two work crews to increase the availability of this option.

Automatic Report - (Post-adjudicatory)

Some juveniles have great difficulty in succeeding while on probation and exhibit behaviors that repeatedly cause them to be in violation of their probation agreement like missing school, compliance with curfew, etc. Such chronic probation violators benefit from a judicially ordered weekly appearance before a judge and need the opportunity of a shorter more tangible time frame to experience success on probation. For many juveniles this is accomplished through weekly reviews before a judge.

Prior to the establishment of this program, such juveniles repeatedly would serve time in Detention following probation violations. While some juveniles do in fact continue to be ordered into Detention following placement on Automatic Report, the Division feels that this program has been successful in reducing the post-adjudicatory Detention population.

Community Operated Alternatives

Harry's Mother operates a 10 bed staff secure facility known as Garfield House, a four bed foster home, and a system of volunteer homes certified to provide short term emergency shelter care.

Garfield House tends to serve as a pre-adjudicatory detention alternative while the volunteer homes more often provide shelter to runaway and homeless youth. Nevertheless, over the last ten years, the profile of the youth served in these shelters has become increasingly more difficult, serious and violent.

The program has met its annual service goals half way through the year for each of the last two years. It believes that it is turning away two youth for every three it serves due to lack of capacity.

Children Services Division Operated Alternatives

CSD's shelter system consists of a variety of family shelter homes and three contracted professional shelter homes each housing 20 youth. Many of these youth do not fit well into regular family foster care and most have established a pattern of running away from placements. Many of these programs have been asked to serve aggressive males who have exhausted multiple placements, predatory sex offenders, and fire setters.

These programs are also at capacity and many have criteria which screen out a number of difficult to place youth. Many programs will not take juvenile fire setters, sex offenders, or those who exhibit assaultive behavior. There are also concerns about serving mentally retarded, developmentally delayed, or suicidal youth in this environment.

Most children coming to CSD for shelter care were described as needing a secure environment to prevent harm to themselves or others. Many are not appropriate for detention, yet they are LEVEL 5 youth (CSD's most difficult to place children). Of the youth served in shelter care, 40% have major mental health needs. Others have conduct disorders and other diagnosed issues. Emergency shelter is so inadequate that on occasion children who are victims are placed with other children who are offenders.

Utilization of Alternatives

Harry's Mother served 112 Juvenile Justice Division referrals last year and turned away 76 who were appropriate for service but for whom no service was available. The program believes it is turning away two youth for every three served.

While all of the State's residential treatment beds are currently full, many children now in shelter are awaiting placement in these resources but are on waiting lists lasting from several months to a year.

Children's Services Division shelter care resources are gravely inadequate. A recent \$500,000 Request for Proposal for emergency shelter care for difficult to place youth met with a cool provider response; not one agency submitted a bid. The result is that youth are being placed in inappropriate placements or if eligible, held in detention.

Recently, several shelter programs have developed a collective list of specific children who are inappropriate for their program, and have taken a retrospective look at the names. Most are now in the State's close custody system. Furthermore, the system is not retaining shelter resources because of the type of child the system is asking them to serve and they are "burning out" quickly.

Analysis

Not only is the demand for alternative programs and intermediate sanctions swelling beyond capacity, juveniles are increasingly difficult to place as they begin to fall outside the community's acceptable placement criteria.

That there are children in Detention in the context of multiple Division operated and community operated alternatives is an indication that detention has been an appropriate placement. In fact, data collected from Counselors indicated that in their opinion, detention was the preferred placement for at least 2/3 of the existing detention population. The implication is that the remaining 1/3 could be served in some alternative community based program. However, there is also the need to relieve the stress on the community based system which is already overburdened without the addition of children currently held in detention.

There is a crisis in the entire juvenile justice system regarding shelter capacity. The current shelter care system is thoroughly drained and providers are not seeking to expand their services to the more difficult youth. If not served by Detention or otherwise appropriately supervised, these children would create an unacceptable deluge in the community.

Analysis - continued

It must be emphasized that the County is experiencing the reality of State downsizing and is being asked to implement a policy of "community responsibility" for youth who would have been served in the state's close custody system. While community responsibility includes short term secure custody, it also means developing additional less restrictive strategies which will provide appropriate supervision for youth who are legally eligible for detention.

Clearly the County is in great need of either additional alternatives to detention and intermediate sanctions or greater detention capacity.

This Action Plan, including the new facility, must serve the County's needs for at least 20 years. The Task Force recognizes and supports the Board's policy commitment to maximizing the use of alternatives to detention and utilizing detention in only those cases requiring the protection of public safety.

Since the planned new facility represents at best, no change in current pre-adjudicatory detention capacity, the Task Force recommends the allocation of prioritized funding to develop the continuum of supervision services available to respond to delinquent and pre-delinquent youth. In this context, the Youth Action Plan Task Force makes its recommendations with the following assumptions:

- o continuation of existing state public policy;**
- o modest population growth in this County;**
- o continued growth in the two neighboring counties;**
- o continuation of existing community alternatives;**
- o proposed 88 bed Juvenile Detention Facility;**
- o ability of the facility to handle peak fluctuations in population;**
- o analysis of the detention population profile as appropriate for detention and growing in numbers;**
- o priority must be given to providing alternative pre-adjudicatory supervision for youth who are eligible for detention but who have been targeted for release through the Juvenile Justice Division's Capacity Management System.**

Recommendations

<p style="text-align: center;">PRIORITY ONE</p> <p style="text-align: center;">\$1,401,400</p> <p style="text-align: center;">Pre-adjudicatory Detention Alternatives</p>	<p style="text-align: center;">PRIORITY TWO</p> <p style="text-align: center;">\$1,000,000</p> <p style="text-align: center;">Post-adjudicatory Intermediate Sanctions</p>	<p style="text-align: center;">PRIORITY THREE</p> <p style="text-align: center;">\$429,995</p> <p style="text-align: center;">Early Intervention Alternatives</p>
<p>12 ADP Locked Secure Shelter Juvenile Justice Division Grounds</p> <p>2 Units @ 6 ADP</p> <p>\$657,000 + Capital Costs (\$150/day/ADP)</p>	<p>14 ADP Locked Short Term Residential</p> <p>Juvenile Justice Division Grounds or in Community</p> <p>60 day Program Post - Assessment and Stabilization (AITP) to create the equivalent of a 90 day AITP</p> <p>Additional Culturally Specific Long Term Options</p> <ul style="list-style-type: none"> o Day Treatment o Alternative Education o Group Homes o Mental Health o Alcohol and Drug Treatment <p>Items in this column have intentionally been un-prioritized to provide the greatest options in program development. All are needed but funding is inadequate to address all options.</p>	<p>7 ADP Short Term Emergency Shelter Care Community Based</p> <p>Pre-Detention Eligible Youth</p> <p>\$201,845 (\$79/day/ADP)</p>
<p>12 ADP Staff Secure Shelter</p> <p>Juvenile Justice Division Grounds or Community</p> <p>2 Units @ 6 ADP</p> <p>\$569,400 + Capital Costs (\$130/day/ADP)</p>		<p>Diversion Support 3 Components</p> <p>* 3 FTE Juv. Court Counselor</p> <p>Provide Division follow up to diverted juveniles who fail to participate in community based diversion services.</p> <p>\$127,500 (3 FTE x 42,500)</p>
<p>6 ADP Staff Secure Shelter</p> <p>Community based</p> <p>\$175,200 + Capital Costs (\$80/day/ADP)</p>		<p>* 3 FTE Youth Service Center Outreach Worker</p> <p>Provide outreach and diversion services to status and misdemeanor offenders to increase their participation in Diversion services.</p> <p>\$100,650 (.5 FTE @ 6 Centers x 33,550)</p> <p>* Strengthen Diversion Process No cost (see text)</p>

PRIORITY ONE
Pre-Adjudicatory Alternatives
\$1,401,400

The following service components are targeted for youth who are eligible for detention. The Task Force felt quite strongly that it could only support the proposed new capacity of 88 beds in the new facility, if this priority were also implemented. Finally, members also felt that the Division and the Court should have the ability to access detention quickly for any youth placed in one of these alternatives, if the need arises.

Locked Secure Shelter **\$657,000**

The Task Force recommends that 12 Locked Secure Shelter Beds (two units each with six beds) be developed on Juvenile Justice Division grounds. The Task Force believes there is a need to have, as part of the continuum of supervision available to the Juvenile Justice Division and the Juvenile Court, a locked program component that prevents a child from running but which differs from detention in the following ways:

- o units are smaller;
- o units structured more like group home setting;
- o roomlock is not used;
- o sufficient staff coverage to provide supervision.

The program should be located on Juvenile Justice Division grounds in order to immediately access Detention if necessary.

Cost is projected at \$150 per day, not including capital construction costs.

Staff Secure Shelter **\$569,400**

The Task Force recommends that 12 Staff Secure Shelter Beds (two units each with six beds) be developed which could be optionally placed in the community or on Juvenile Justice Division grounds if siting became a problem. Siting such a facility is known to be an issue for many communities, but there is a strong belief that such programs tend to be more successful if located in remote areas to minimize the "run-away" opportunities.

The size of each unit is considered to be a maximum and is based on Task Force member experience with this type of program.

Staff Secure Shelter - continued

Since this component would comprise the third step in a continuum of supervision for youth who meet the detention admission criteria, access to detention should be available, if a child is unsuccessful in this placement. The Task Force also felt that after testing this model, one unit of this service component could be converted to Locked Secure Shelter if the need arises.

Costs are projected at \$130 per day, not including capital construction costs.

Community Based Staff Secure Shelter \$175,200

Finally, the Task Force recommends that an additional 6 bed Staff Secure Shelter Care program like Garfield House be developed in the community.

While this component would not be able to prevent a child from running if s/he was determined to run away, there was some sentiment that with appropriate placement, this model could be used for a number who were not likely to run. This population might include undocumented aliens, girls, and younger youth.

Costs are projected at \$80 per day, and do not include any capital expenditures.

PRIORITY TWO
Post-Adjudicatory Intermediate Sanctions
\$1,000,000

In order to further reduce delinquency and the subsequent demand on detention space, the Task Force recognized the need to develop additional post-adjudicatory alternatives to detention and made the following recommendations as its second priority for funding.

The list below is offered as a menu of options from which to choose and is presented in an un-prioritized manner. While many additional dollars could be channeled to these program components, the Task Force wanted to make recommendations that will likely be funded. Should the County decide to increase the allocation to this plan, it is recommended that any increase be divided 70% for Priority Two and 30% for Priority Three.

14 ADP Locked Short Term Residential

The Task Force has identified the need for a 90-day Assessment, Intervention, and Transition (AITP) type program as an adjunct to the current 30-day program. There was sentiment that a 90-day program of this type would result in successful transition to home for a large number of delinquent youths causing a subsequent decrease in the demand for long term residential treatment. Assuming the current AITP program continues at the Division's projected 14 ADP, the Task Force recommends an additional 60-day component for an additional 14 ADP. The recommendation is based on the premise that an additional 60 days, following initial assessment and stabilization, would be highly successful.

This program could be located either on the Juvenile Justice Division grounds or in community. It could also be configured within the existing AITP program for appropriate children. This, however, would result in reduced overall capacity for the 30-day program. As the length of stay increases, the number of youth who can be served decreases. This reduces accessibility for those youth who are appropriately served by a 30-day transitional program.

Additional Culturally Specific Long Term Options

The Task Force also recognized the need for enhanced programming for long term post adjudicatory treatment and supervision. It felt strongly that these services must be culturally specific in order to be successful. Of great need are such services for Hispanic, Native American, and Asian youth. The Task Force has confidence in each of the following treatment models; Day Treatment, Alternative Education; Group Homes; Mental Health Treatment; Alcohol and Drug Treatment.

PRIORITY THREE
Early Intervention Alternatives
\$429,995

Finally, in order to reduce the pool of children entering the juvenile justice system, the Task Force submits, as its third priority, recommendations to strengthen the Crisis Intervention, Early Intervention Shelter Care, and Diversion systems.

Short Term Emergency Shelter Care **\$201,845**

The Task Force recommends the addition of ⁷~~10~~ ADP Short Term Emergency Shelter Care beds in the community similar to the current Harry's Mother model. These can be configured in a combination of Family Shelter Homes and a staffed shelter similar to Garfield House. The target population would also be similar to the current crisis/shelter population and would enable the system to meet the current need for adequate service.

The Task Force believes this model is an effective deterrent to delinquency because it intervenes during times of crisis and provides an opportunity to prevent the crisis from escalating into a pattern of delinquency. This model also serves as an intake point into longer term stabilizing services which in turn contribute to the prevention of delinquency with a population at great risk.

Funds would double the existing capacity of this component of the service continuum and do not include capital investment costs.

Diversion Support and Back-Up: Juvenile Court Component ~~\$100,650~~
\$127,500

A significant number of children who are diverted to one of the County's six youth service centers fail to participate for a variety of reasons. Currently, the Juvenile Justice Division has limited ability to provide follow-up consequences for this population, resulting in no service. Thus, children are given the message that the system will not hold them accountable and as a result may escalate their behavior to more serious offenses.

This recommendation provides three Juvenile Court Counselors to work with the Youth Service Centers to provide Juvenile Justice Division/Juvenile Court back-up and support for those youth who fail to participate with diversion services.

Diversion Support and Back-Up: Youth Service Centers **\$127,500**

In a 1989 report on Community Diversion Services in Multnomah County, several recommendations were made to strengthen the diversion process and system to increase the likelihood that diverted offenders are held accountable. Included in the recommendations was the need to increase outreach services to status

Diversion Support and Back-Up: Youth Service Centers - continued

offenders through home visits and other activities in order to increase their accountability and participation in diversion services.

This recommendation provides the means to implement that 1989 recommendation and provides .5 FTE Youth Service Center Outreach Workers at each of the County's 6 Youth Service Centers for a total of three additional Youth Service Center staff.

Strengthen Diversion Process

The aforementioned 1989 Diversion Study Group made additional recommendations regarding the diversion process and articulated a range of system responses depending on the type and frequency of a juvenile's offense. These recommendations are procedural and do not have cost figures associated with them. The Task Force endorses those recommendations.

Additional Policy Issues

Cost Effectiveness

Due to time constraints, the Task Force did not discuss the cost effectiveness of its recommendations. Priority One recommendations are intended to represent a range of options that are less expensive than detention itself and Option Two recommendations include some of the most expensive options like the 90-day program and Day Treatment. While cost effectiveness analyses still need to be conducted, the Task Force believes it has recommended options with known track records and is confident that collectively they are effective in addressing the needs of delinquent and pre-delinquent youth.

Locked Secure Shelter Care

For all purposes, Locked Secure Shelter Care will need to be defined as a form of detention. Detention is regulated by State statute and is subject to a significant number of standards, policies, and procedures, including admission criteria, admission review hearings, discipline review hearings, grievance procedures, and legal rights. No such statutory standards exist for Locked Secure Shelter so the Task Force recommends that if this model is implemented, it be subject to the same standards, policies, and procedures as Detention. This model is viewed as a less restrictive type of detention in that certain procedures like roomlock would not be used.

Education, Health, and Related Services

With all of the shelter care models, but most particularly with the Locked Secure Shelter model, it will be necessary to plan for educational programming and other services related to daily living like health and medical services. No costs have been included for these program components.

State Juvenile Corrections Reductions

The Task Force submits its recommendations under the assumption that the State will not have to fully implement its Measure 5 Plan. While such reductions will have dire consequences on this County's ability to protect public safety, the Task Force believes that it can not predict the future. These recommendations should be implemented even if the State cuts are not realized. If the State does in fact implement its plan, the County will need to position itself to respond to a great influx of dangerous and violent youth and will need to give additional priority to the secure end of its continuum.

State Juvenile Corrections Reductions - continued

The Task Force is concerned that the State will abdicate its responsibility with regard to the provision of close custody and residential treatment for juveniles and encourages the County to address this concern in its next legislative agenda.

Long Term Local Secure Custody Capacity and Alternative Resources

While recommendations contained in this report increase the County's capacity to provide local secure pre-adjudicatory custody as well as secure short term transitional treatment, it is important to note that the Task Force was unable to reach consensus about the size of the proposed new juvenile detention facility. In fact, there was considerable discussion on this topic as well as considerable disagreement. There is agreement however, that whatever the final decision regarding size, the facility must be constructed so that it could be easily expanded if necessary.

Similarly, the Task Force limited itself when deciding the total amount of funds to include in this plan. As mentioned above, Priority Two recommendations contain some of the most expensive options to implement. It is very likely that \$2,000,000 in this category would not eliminate all waiting lists or satisfy the need that exists. Given that long term residential treatment and other out-of-home placements are the responsibility of the State, the Task Force decided to make recommendations that were likely to receive serious consideration. Should the County decide to increase its commitment in this area, more work will need to be done to prioritize programming. The Task Force recommends however, that any additional funding be divided 70% in Priority Two and 30% in Priority Three.

Appendices

Board Resolution

Monthly Detention Population Data

SPSS Detention Data Collection Instrument

Children Services Division Proposed Measure 5 Reductions Plan

Juvenile Justice Division Capacity Management System Draft

BEFORE THE BOARD OF COUNTY COMMISSIONERS
OF MULTNOMAH COUNTY

In the Matter of Building a) RESOLUTION
New Juvenile Facility and)
Establishing a Youth Action) 91-188
Plan for Multnomah County)

WHEREAS, Robyn A. et al. v. McCoy et al is a class action suit filed against Multnomah County alleging the existence of unconstitutional conditions at the Juvenile Detention Home, and

WHEREAS, the County Board referred a \$23 million bond issue to the voters in May, 1990, to construct a new juvenile facility. The bond was defeated. A major issue in the campaign was the lack of a Comprehensive Plan for Juveniles.

WHEREAS, the Board has received several reports relating to youth and delinquency in the past year. (e.g. the Child Abuse Task Force, the Child and Adolescent Mental Health Planning Group, the Service Plan for Displaced Youth, and the consultant's study on the juvenile home.)

WHEREAS, consultants Richard Gable and Paul DeMuro issued a Program Review of the Detention Facility and Practices in September, 1991. The report noted that there were needs to expand "the number and improve the accessibility of pretrial detention alternatives" and "the county's post-adjudicative alternatives for committed youth". The report concluded that:

In many ways, the County's need for a secure detention facility will be contingent on its commitment to alternative programs. Without a doubt, chronic and violent offenders will need to be held in secure care. However, a thoughtful commitment to alternative programs will both reduce the need for secure care beds and offer more of an opportunity for some of Portland's troubled youth. In this case, development of decent alternative programming makes good economic and programming sense.

WHEREAS, the recent efforts of the Portland Employment and Empowerment Coalition is evidence of strong community concern about the root causes of gang involvement and activity.

WHEREAS, the Children's Justice Steering Committee recommended that the county commit to construct a new juvenile facility and begin a planning process for the needs of youth.

WHEREAS, the need for a new juvenile home is symbolic of the lack of adequate services for children and young people,

THEREFORE BE IT RESOLVED, the Board of County Commissioners recognizes the need for a new juvenile facility to be an emergency. The Board does not want to fund extensive improvements to a building that must be abandoned soon.

THEREFORE BE IT FURTHER RESOLVED, that the Board commits to construct a new juvenile facility as quickly as possible. The Board will pursue regional funding from other jurisdictions proportionate to their use of the facility.

THEREFORE BE IT FURTHER RESOLVED, that the Board requests that the Chair schedule a briefing on the specific design of the facility within 30 days. Also, the Board requests that the Chair present a plan to the Board to fund the facility within 60 days.

THEREFORE BE IT FURTHER RESOLVED, that the Board will make the following emergency expenditures:

a. One time only repairs to meet Fire Marshal requirements, after Facilities Management has rediscussed these requirements given the commitment to build a new facility and to cap the existing facility.

b. Programming to adequately serve youth at the facility.

c. A partial third boys unit to operate between now and June 30, 1992.

THEREFORE BE IT FURTHER RESOLVED, that the Board will provide funding for appropriate community alternatives for juveniles as part of the Comprehensive Youth Action Plan. The Board will ask the Department to monitor and evaluate the success of that programming to help determine the final size of the new facility.

THEREFORE BE IT FURTHER RESOLVED, that the Board recognizes that a new facility does not address the inadequate prevention and intervention services for youth. The Board therefore requests that a Comprehensive Youth Action Plan be developed by a Task Force, with representatives from the following:

Juvenile Department	Youth Program Office
District Attorney's Office	Juvenile Court
Law Enforcement	Children's Services Division
Tri County Youth Consortium	Public Schools
Community Agencies serving youth - 2	
Children and Youth Services Commission	
Children's Justice Steering Committee	
Court Appointed Special Advocates	
Oregon Council on Crime and Delinquency	
Multnomah County Legal Aid or Juvenile Rights Project	

THEREFORE BE IT FURTHER RESOLVED, that appointments will be made in accordance with the Charter. The Planning Group will select its own chair. Staff will be provided by the Board of Commissioners, and other agencies as requested by the Chair.

THEREFORE BE IT FURTHER RESOLVED, that the Comprehensive Youth Action Plan Task Force will develop a strategy for dealing with preventing juvenile delinquency and intervening with children who are already delinquent.

THEREFORE, BE IT FURTHER RESOLVED, that the Task Force will consider the recommendations of the Child Abuse Task Force, Child and Adolescent Mental Health Planning Group, Service Plan for Displaced Youth, and the consultant's report.

THEREFORE BE IT FURTHER RESOLVED, that the goal of this Plan is a reduction of delinquency through early intervention in the lives of predelinquent youth and reintegration of delinquent youth into productive lives in the community. In pursuit of that goal, the Plan should include recommendations designed meet the objectives outlined in Appendix A.

THEREFORE BE IT FURTHER RESOLVED, that the Committee will report to the Board by March 15, 1992. The Board commits to reviewing and adopting a plan and funding it during its 1992-3 budget process.

ADOPTED THIS 12th DAY OF DECEMBER, 1991

BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

By

Gladys McCoy
Gladys McCoy, Chair



Laurence Kressel, County Counsel

By H. H. Lazenby, Jr.

APPENDIX A

Protect the public by targeting beds at the Home to those who pose the greatest public safety risk

Increase effectiveness of probation by developing a progressive series of sanctions as a consequence for violations of standards

Increase the accountability of youth by providing a continuum of services between the Youth Services Center and the Juvenile Home.

Strive for greater public safety and youth accountability, by building upon the skill based competency program and including services such as job readiness skills, mental health, health, alcohol and drug treatment, and appropriate living arrangements.

Target resources to youth who now occupy space at the Home because of a lack of appropriate alternative sanctions - e.g. dependency cases, children in need of shelter care.

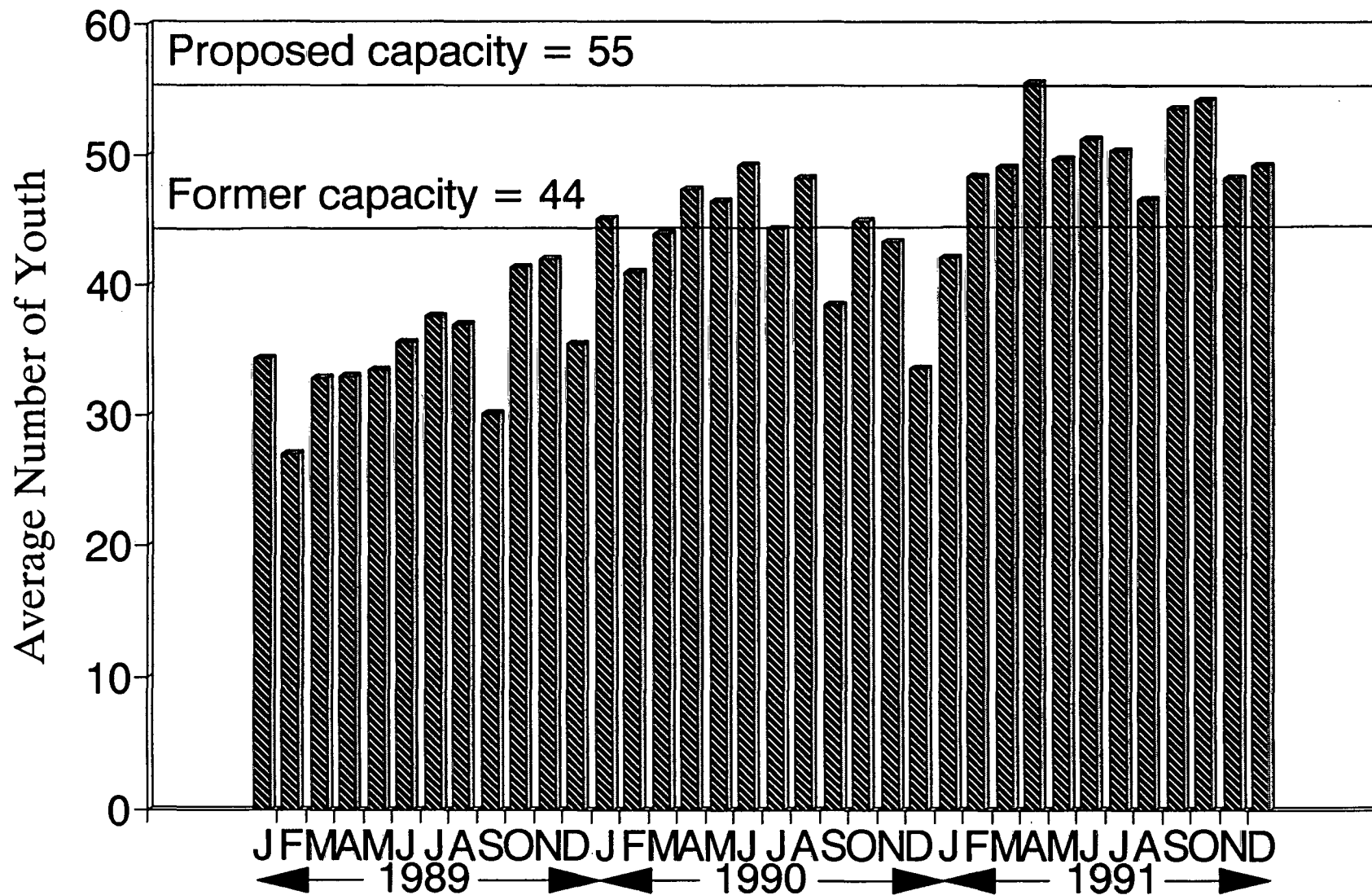
Target resources to young sex offenders and victims of child abuse, who may become delinquent without treatment.

Provide services attuned to cultural differences and diverse youth populations

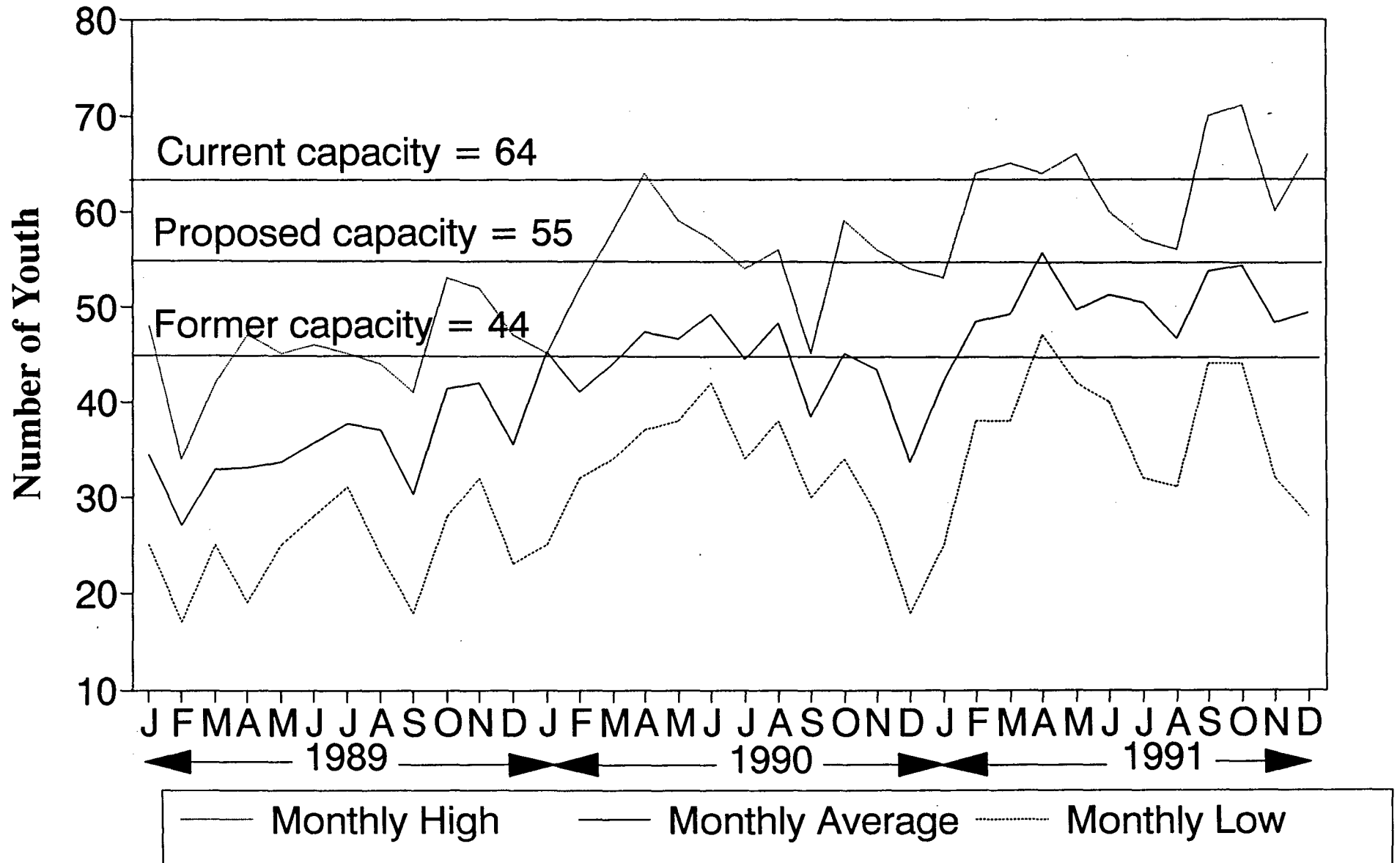
Expand community prevention efforts aimed at keeping youth out of gangs.

Seek a balance between prevention services which seek to assist younger children who will likely be delinquent if assistance is not provided and intervention services directed at youth already involved in delinquent activities

Average Monthly Detention Population - Boys II and III Units



Monthly Detention Population Boys II and III Units



MULTNOMAH COUNTY JUVENILE DETENTION STUDY

10	9	8	7	6	5	4	3	2	1	YOUR NAME _____
										IDENTIFY INITIALS (first, middle, last)
										SEX: (1) Male (2) Female
										ETHNICITY: (1) White (2) Black (3) American Indian (4) Hispanic (5) Asian (6) Other
										PRESENT AGE (years/months at time of admission)
										DATE OF INTAKE ADMISSION (month, day, year)
										CLASSIFICATION OF MOST SERIOUS OFFENSE CHARGED AT INTAKE: (1) Felony-person (2) Felony-nonperson (3) Misdemeanor-person (4) Misdemeanor-nonperson (5) Other
										JUVENILE DEMEANOR AT INTAKE: (1) passive/cooperative (2) violent/aggressive
										PHYSICAL CONDITION AT INTAKE: (1) good (2) fair (3) ill (4) acute injury (5) evidence of drug/alcohol use within last 24 hours
										PARENTS/GUARDIANS CONTACTED AT INTAKE: (1) Yes (2) No
										PARENTS/GUARDIANS PRESENT AT INTAKE: (1) Yes (2) No
										PARENTS/GUARDIANS WILLING AND ABLE TO SUPERVISE: (1) Yes (2) No
										ON PAROLE STATUS FOR A CRIMINAL TYPE OFFENSE: (1) Yes (2) No
										ON RELEASE STATUS FOR A PRIOR CRIMINAL TYPE OFFENSE: (1) Yes (2) No
										ON PROBATION STATUS FOR A CRIMINAL TYPE OFFENSE: (1) Yes (2) No
										CURRENTLY A VERIFIED FUGITIVE OR AN ESCAPEE FOR AN INSTITUTION OR OTHER PLACEMENT FACILITY FOR AN ADJUDICATION ON A CRIMINAL-TYPE OFFENSE: (1) Yes (2) No
										NUMBER TIMES ADJUDICATED FOR OFFENSES TO PERSON DURING PAST 12 MONTHS
										NUMBER TIMES ADJUDICATED FOR SERIOUS PROPERTY OFFENSES DURING PAST 12 MONTHS
										NUMBER TIMES REFERRED FOR OFFENSES TO PERSON DURING PAST 12 MONTHS
										NUMBER TIMES REFERRED FOR SERIOUS PROPERTY OFFENSES DURING PAST 12 MONTHS
										NUMBER OF TIMES WILLFULLY FAILED TO APPEAR FOR JUVENILE PROCEEDINGS IN THE PAST 12 MONTHS
										NUMBER OF PROBATION VIOLATIONS IN THE PAST 12 MONTHS
										IS GANG INVOLVED PER THE DIVISION'S DEFINITION: (1) Yes (2) No
										HAS SPENT TIME IN THE STATE INSTITUTIONS/CLOSE CUSTODY SYSTEMS: (1) Yes (2) No
										HOW MANY OUT OF HOME PLACEMENTS HAVE BEEN TRIED
										DOES YOUTH APPEAR TO HAVE SERIOUS MENTAL OR EMOTIONAL PROBLEMS: (1) Yes (2) No
										ACTUAL PLACEMENT AT TIME OF INTAKE: (1) Release (2) conditional release (3) detention facility (4) nonsecure shelter (5) other secure (6) other nonsecure (7) other
										PREFERRED PLACEMENT: (1) release (2) conditional release (3) home detention (4) youth center-secure (5) youth center nonsecure (6) detox (7) emerg foster care (8) other emerg shelter (9) psychiatric (10) other nonsecure (11) electronic monitoring (12) other
										PRIMARY REASON FOR PLACEMENT TYPE: (1) no parent avail/competent (2) threat to others or property (3) threat to self (4) f-t-a history (5) preferred setting at capacity (6) preferred setting does not exist
										NUMBER OF DAYS HELD IN DETENTION ON THIS ADMISSION

Department of Human Resources

CHILDREN'S SERVICES DIVISION

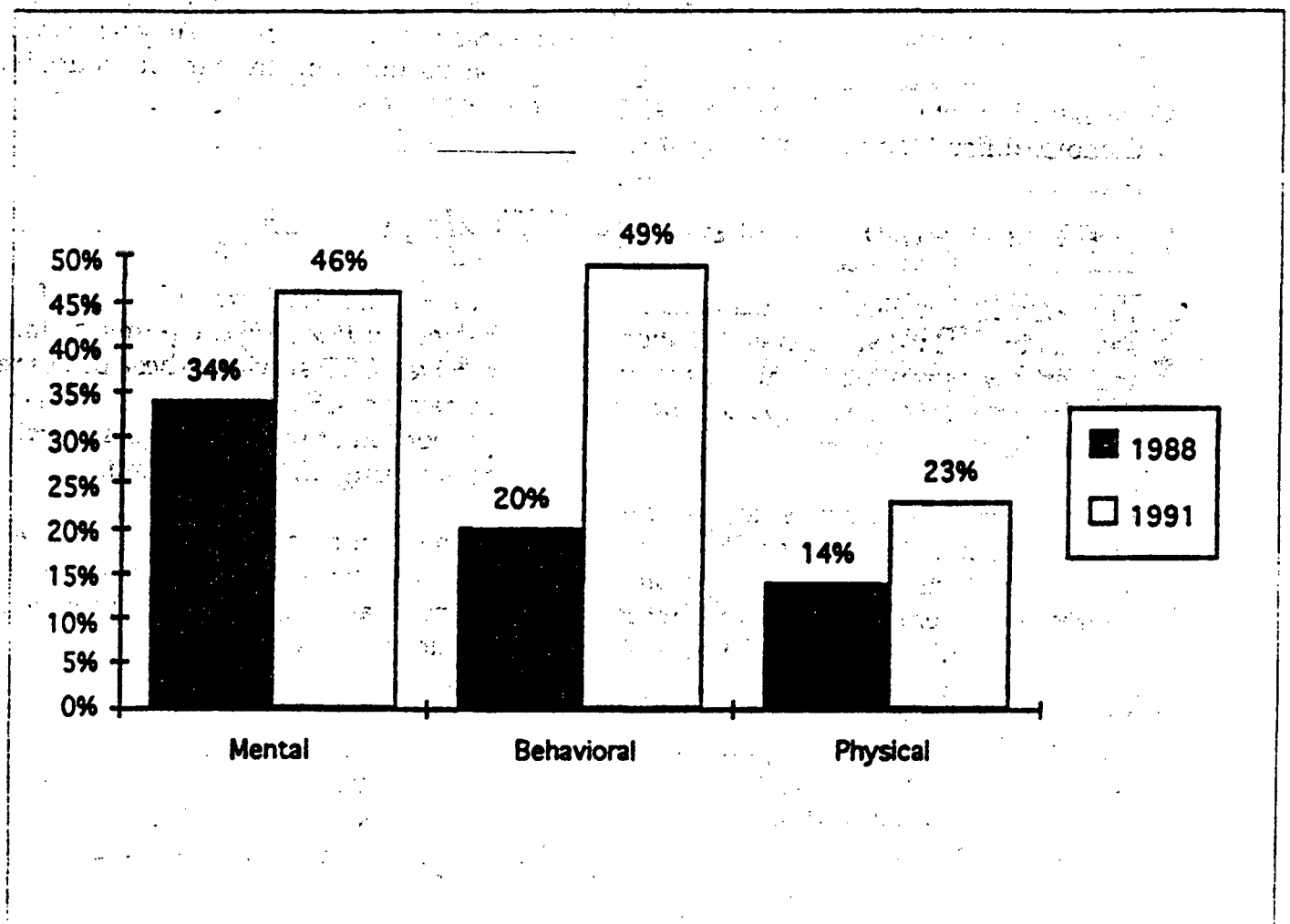
Program Review Subcommittee Proposed Reductions

Program	1991-93 Budget		Proposed Reduction	
	Total funds	General funds	Total funds	General funds
	(in millions)		(in millions)	
Protecting Communities	\$71.1	\$61.3	\$15.0	\$13.1
● Diversion	13.2	12.3	0.0	0.0
● Close Custody	48.0	42.9	12.2	12.0
● Aftercare	9.9	6.1	2.8	1.1
Protecting Children	\$272.2	\$131.4	\$34.4	\$17.1
● Child Protective Services	36.3	15.3	0.0	0.0
● Strengthening Families	42.0	17.5	6.6	4.1
● Foster Care Services	105.7	47.4	17.1	7.6
● Purchased Treatment Services	72.7	43.1	8.9	4.3
● Adoption Services	15.5	8.1	1.8	1.1

- Close Hillcrest School (163 ADP) and two camps (50 ADP). Open two cottages (50 ADP) at MacLaren.
- Reduce most services to youth leaving the training schools by 32 percent including parole supervision and treatment services.
- Oregon's child welfare system will only serve children and families who are at greatest risk of abuse or neglect. Statutory changes are needed.
- Reduce most child welfare services by 15 percent.
- Eliminate all services to about 15 percent of the families now receiving them (2,050 families on any given day).
- Reduce purchased residential care by \$21 million and 900 beds.
- Eliminate 253 client-related service jobs.
- Reduce administrative costs by 10 percent through span of control and restructuring changes.

Foster Care

Problems of Children
Served in CSD Foster Care
Comparing 1988 to 1991



Children's Services Division

CLIENT FAMILIES

Comparing 1981 to 1990

The children and families served by Oregon Children's Services Division (CSD) have changed significantly over the past decade. They exhibit increasingly challenging problems and complex service needs.

In response, CSD has refined its services through staff training in crisis intervention, family support services, protective services, and family counseling techniques.

Service workers of the 1990's are dealing with more difficult families, and they are

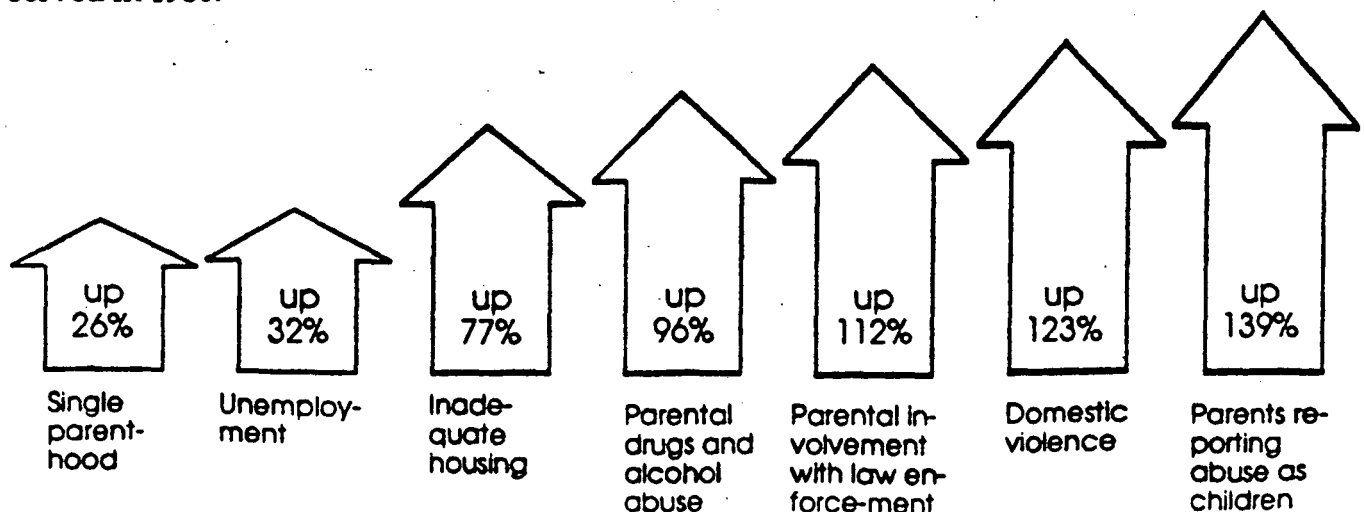
working to deal with issues up-front. They work to resolve difficulties in family homes which would otherwise lead to out-of-home placement of children.

As a result, the CSD placement rate, which has risen steadily in years past, has leveled off. At the same time, the children who must be placed in out-of-home care are increasingly challenging. They have multiple problems and come from the most troubled homes in Oregon.

CSD client families face more difficulties

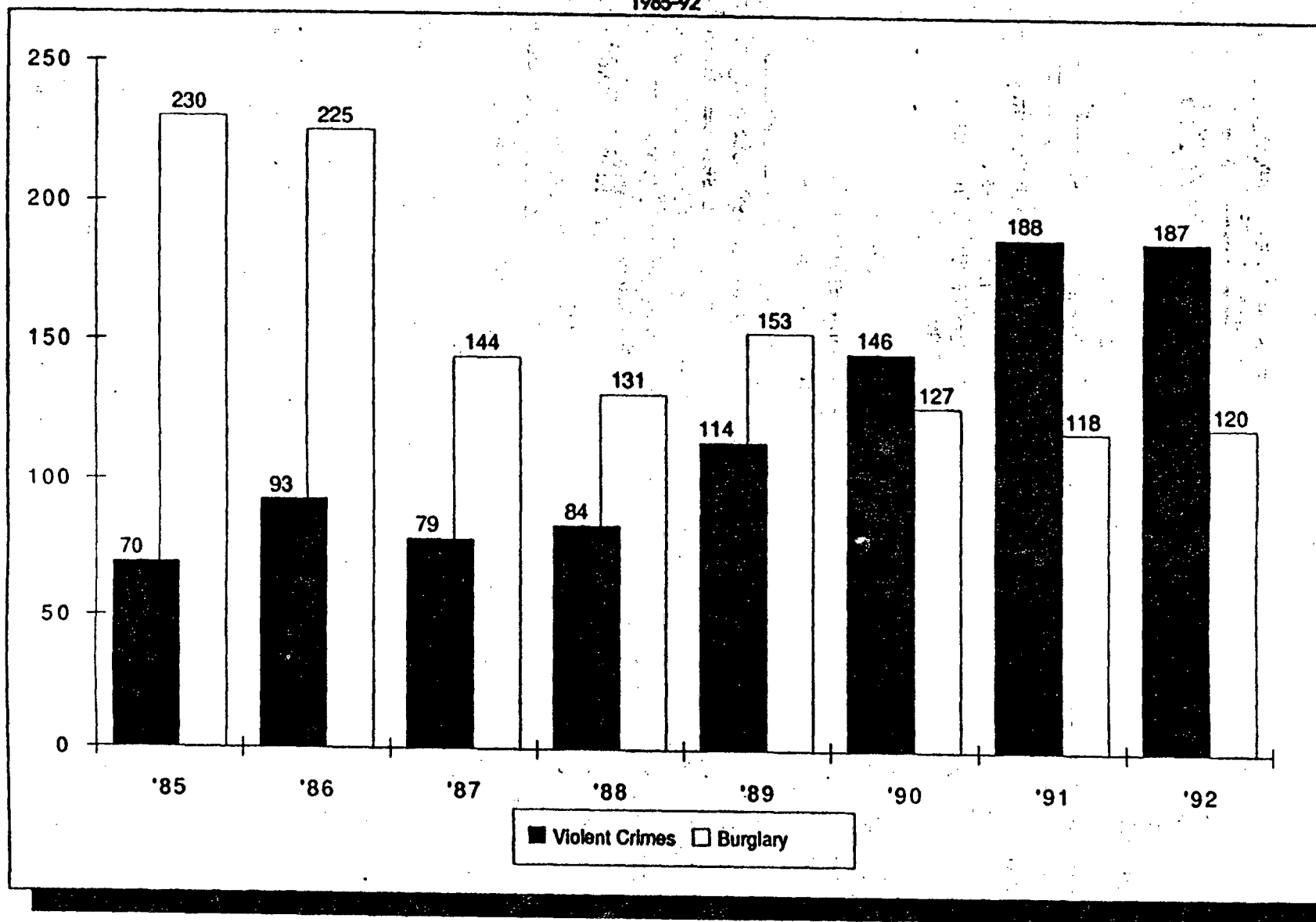
- In 1981, CSD handled 1163 incidents of sexual abuse. In 1990, 2693 sexual abuse incidents were reported. This represents a 132 percent increase in reported incidents of child sexual abuse.
- In 1981, protective services cases represented 36 percent of all open CSD cases. In 1990, protective services cases represented 64 percent of all open CSD cases.
- In 1984, CSD dealt with 65 drug-affected babies. In 1990, 386 drug-affected infants received CSD services. These babies require more CSD services and a higher proportion of worker time than services to non-drug-affected children.
- Many of our families also require the services of other state and county agencies. In most cases, CSD must coordinate these services.

Families served by CSD in 1990 came to us with 63 percent more difficult problems than those served in 1980.



Children's Services Division Juvenile Corrections

Comparison of the Increase of Violent Crime Commitments
With the Decrease of Burglary Commitments
1985-92



Selected Violent Crimes Includes:

Rape I & II, Sex Abuse I & II, Sodomy I, II & III, Attempted Sodomy I & II, Incest, Arson I & II, Attempted Arson I & II, Reckless Burning, Murder, Aggravated Murder, Attempted Murder, Criminally Negligent Homicide, Manslaughter I & II.

Burglary Offenses Include:

Burglary I & II, Attempted Burglary I & II

Capacity Management System
Work Group Progress Report

The Multnomah County Juvenile Justice Division believes that the public has a right to a safe and secure community. The Division believes that youth need to be held accountable for their actions, treated in a fair and just manner, and assisted in developing skills. Further, the Division is committed to providing a safe environment for youth in secure custody within the resource or bed capacity set by the Board of County Commissioners. Given this, it is necessary to develop a process whereby youth will be released from secure custody if the detention facility is near or at capacity. It is critical that the criteria for release specifically address immediate risk to public safety.

The Capacity Management System work group has been addressing this need for several months. We expect the developmental process to be ongoing and fluid. The mission, goal, and objectives of the work group are as follows:

MISSION:

To develop a Capacity Management System which provides a safe detention environment for youth in secure custody while maximizing community protection.

GOAL:

To develop tools, policies, and procedures for intake, admission, and release of youth processed through the Donald E. Long Home within the context of a Capacity Management System.

OBJECTIVES:

Numerical ranking of youth will be objective and based on factual data.

Numerical ranking of youth will reflect the Division's commitment to protecting the community.

The tools will allow for objective adjustment of numerical rankings based on updated factual data.

The tools, policies, and procedures will treat youth fairly.

The tools will reflect statutory criteria for admitting and holding youth in detention.

The tools will generate documentation reflecting compliance with statutory requirements upon the Division's assumption of custody.

The process for early release of youth for capacity management requirements will be standardized.

The information gathered will be useful to staff throughout the Division (admissions, detention, medical, counseling) and will give guidance for placement in shelter care.

The intake process will be enhanced.

The existing Intake Report will be replaced with a multi-purpose form.

The tools will provide data reflecting the characteristics of youth in custody.

The tools developed will serve as a precursor to an automated intake process.

The system will allow for numerical, adjustable ranking of youth. The ranking will be used to determine the most appropriate youth to consider for release given capacity management requirements.

Attached is a preliminary draft of the revised Intake Report. It is anticipated that the content of this document will evolve and change considerably through the development of the system.

The format is intended to incorporate elements of the Oregon Revised Statutes which pertain to detaining youth. Statutory criteria for admission are reflected in the gathering, reporting, and scoring of information.

The ranking of allegations and determination of offenses categories will be based on the severity of the offense, thus reflecting the Division's mission to protect the community.

The Intake Report would be used in any intake screening or detention admission. The narrative portions are applicable to any youth. Portions which reflect a score would be completed only on those youth being admitted to detention.

Further discussion and focus on all aspects of the system is planned. Input from Admissions and Counseling staff will be necessary. County Counsel, the Judiciary and the County Board will need to review the system as well.

Attachment
03\12\92md