

ANNOTATED MINUTES

Tuesday, May 21, 1996 - 1:30 PM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

BUDGET HEARING

Chair Beverly Stein convened the hearing at 1:36 p.m., with Commissioners Sharron Kelley, Gary Hansen and Tanya Collier present, and Vice-Chair Dan Saltzman arriving at 1:40 p.m.

PH-1 Department of Juvenile Justice Services Budget Overview, Highlights and Action Plans. DJJS Citizen Budget Advisory Committee Presentation. Opportunity for Public Testimony on the Proposed 1996-97 Multnomah County Budget. Issues and Opportunities. Board Questions and Answers.

ELYSE CLAWSON INTRODUCTIONS, DEPARTMENT OVERVIEW AND KEY ACTION PLANS PRESENTATION. SHANE ENDICOTT CBAC RECOMMENDATIONS AND PRIORITIES. NO ONE WISHED TO TESTIFY. MS. CLAWSON INTRODUCED CBAC MEMBER MARTHA McMURRAY. BILL MORRIS UPDATE ON SENATE BILL 1, BALLOT MEASURE 11 AND USE OF DETENTION. MR. MORRIS AND MS. CLAWSON RESPONSE TO BOARD QUESTIONS. RICK JENSEN DETENTION REFORM INITIATIVE DISCUSSION. MR. JENSEN AND MS. CLAWSON RESPONSE TO BOARD QUESTIONS. LEE BLOCK DIVERSION PROGRAM SUCCESS DISCUSSION. MR. BLOCK AND MS. CLAWSON RESPONSE TO BOARD QUESTIONS AND COMMENTS. JIMMY BROWN BUILDING EVALUATION CAPACITY DISCUSSION. MR. BROWN AND MS. CLAWSON RESPONSE TO BOARD QUESTIONS AND DISCUSSION. MS. CLAWSON, MR. BLOCK, JOANNE FULLER AND MR. MORRIS RESPONSE TO BOARD QUESTIONS AND DISCUSSION. DISTRICT ATTORNEY STAFF TO PROVIDE FOLLOW UP INFORMATION REGARDING (38) PROVIDE BOARD WITH A DESCRIPTION OF THE CRITERIA USED TO DECIDE WHICH MEASURE 11 JUVENILE CASES

TO PLEA BARGAIN; JUVENILE JUSTICE SERVICES STAFF TO PROVIDE FOLLOW UP INFORMATION REGARDING (39) DISCUSS THE POSSIBILITIES THAT JUVENILE DIVERSION PROGRAMS (a) MAY HAVE REDUCED THE INCIDENCE OF JUVENILE CRIME; (b) MAY HAVE INCREASED POLICE WILLINGNESS TO CITE AND ARREST JUVENILES; (40) COMPARE THE OUTCOMES, METHODS, AND SUBJECTS OF PAX WITH SIMILAR PROGRAMS (VIP, SOY, ETC., INCLUDING RELATED PROGRAMS IN OTHER DEPARTMENTS); (41) DISCUSS THE POTENTIAL FOR USING LOWER DETENTION SUPERVISION RATIOS TO OPERATE AREAS OF JUVENILE DETENTION WHERE PROGRAMS ARE PROVIDED AT A HIGH LEVEL AND THE POSSIBLE COST REDUCTIONS THAT COULD RESULT; (42) PROVIDE THE BOARD WITH LONGITUDINAL RESEARCH ON DRUG AFFECTED BABIES, PARTICULARLY AS THE RESEARCH BEARS ON CRIMINAL BEHAVIOR.

The budget hearing was adjourned at 3:21 p.m. and the executive session convened at 3:25 p.m.

Tuesday, May 21, 1996 - 3:30 PM
(OR IMMEDIATELY FOLLOWING BUDGET HEARING)
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

EXECUTIVE SESSION

E-1 The Multnomah County Board of Commissioners Will Meet in Executive Session Pursuant to ORS 192.660(1)(d) for Labor Negotiator Consultation Concerning Labor Negotiations with the Multnomah County Deputy Sheriff's Association. Presented by Darrell Murray.

EXECUTIVE SESSION HELD.

There being no further business, the session was adjourned at 3:30 p.m.

Wednesday, May 22, 1996 - 9:30 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

BUDGET HEARING

Chair Beverly Stein convened the hearing at 9:35 a.m., with Commissioners Sharron Kelley, Gary Hansen and Tanya Collier present, and Vice-Chair Dan Saltzman arriving at 9:52 a.m.

PH-2 Department of Community Corrections Budget Overview, Highlights and Action Plans. DCC Citizen Budget Advisory Committee Presentation. Opportunity for Public Testimony on the Proposed 1996-97 Multnomah County Budget. Issues and Opportunities. Board Questions and Answers.

TAMARA HOLDEN INTRODUCED PATRICK BRUN, PAT BOZANICH, DIANNE SMITH, AKI NOMA, JIM ROOD, HORACE HOWARD, JUDITH DUNCAN, MIKE SANTONE AND MICHAEL HAINES. MS. HOLDEN DEPARTMENT OVERVIEW AND BUDGET HIGHLIGHTS PRESENTATION AND RESPONSE TO BOARD QUESTIONS. PAT BOZANICH CBAC PRESENTATION, RECOMMENDATIONS AND PRIORITIES. MS. BOZANICH AND MS. HOLDEN RESPONSE TO BOARD QUESTIONS AND DISCUSSION. NO ONE WISHED TO TESTIFY. MS. HOLDEN ISSUES AND OPPORTUNITIES PRESENTATION, INCLUDING DISCUSSION OF SB 1145 IMPLEMENTATION, UNIFIED SUBSTANCE ABUSE STRATEGY, STATE FUNDING ALLOCATION, CBAC RECOMMENDATIONS AND RESPONSE TO BOARD QUESTIONS. MIKE SANTONE ALTERNATIVE COMMUNITY SERVICE PROGRAM EXPLANATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION. ALL DEPARTMENTS STAFF TO PROVIDE FOLLOW UP INFORMATION REGARDING (43) AT THE CONCLUSION OF THE BOARD'S BUDGET PROCESS, PROVIDE THE BOARD AND YOUR DEPARTMENTAL CBAC WITH RESPONSES TO THE CBAC RECOMMENDATIONS THAT WERE ADDRESSED BY BOARD ACTION; DEPARTMENT OF ENVIRONMENTAL SERVICES STAFF TO

PROVIDE FOLLOW UP INFORMATION REGARDING (44) REVIEW THE METRO RECYCLING PROGRAM FOR THE BOARD AND DISCUSS THE PROS AND CONS OF ADOPTING IT; DEPARTMENT OF COMMUNITY CORRECTIONS STAFF TO PROVIDE FOLLOW UP INFORMATION REGARDING (45) DISCUSS THE CBAC RECOMMENDATION ABOUT SITING ISSUES. INCLUDE IN THIS DISCUSSION A REVIEW OF THE PROCESS UNDER WAY TO DEVELOP A SITING POLICY FOR THE BOARD TO CONSIDER. ALSO INCLUDE IN THIS DISCUSSION, HOW TO SEQUENCE COMMUNITY REVIEW PRIOR TO SITING WITH THE NEED TO SEARCH FOR APPROPRIATE FACILITIES, AND POSSIBLE MITIGATION ACTIVITIES USING WORK CREWS THAT MIGHT MAKE SITING MORE ATTRACTIVE; (46) DISCUSS THE QUESTION OF WHETHER TO USE SB 1145 FUNDING OR GENERAL FUND TO PAY FOR SUBSTANCE ABUSE CONTRACTOR TRAINING; (47) DISCUSS THE IMPLICATIONS OF AMENDMENT DCC 2 TRANSFERRING THE EVALUATION COMPONENT (ADDRESSING PROGRAM EFFECTIVENESS) OF SUBSTANCE ABUSE CONTRACTS FROM COMMUNITY CORRECTIONS TO DCFS/BEHAVIORAL HEALTH; (48) PROPOSE A WAY FOR PO'S TO EVALUATE THE EFFECTIVENESS OF ADDING CORRECTIONS TECHS; (49) DISCUSS THE RELATIVE COST/BENEFIT OF ADDING 5 OR 10 ADDITIONAL WORK CREWS (AMENDMENTS DCC 3a AND DCC 3b). INCLUDE IN THIS DISCUSSION THE USE OF SHERIFF'S OFFICE WORK CREWS. ALSO INCLUDE A PRIORITIZATION OF THE KINDS OF WORK CREW PARTICIPANTS, BOTH IN THE CURRENT SYSTEM AND IF EITHER OF THE AMENDMENTS IS APPROVED; (50) REVIEW THE STATUS OF CHARGING FOR URINALYSIS TESTING; (51) SUMMARIZE AND COMMENT ON THE TIME STUDY COMPLETED BY THE STATE EARLIER THIS YEAR. COMMISSIONER KELLEY PROPOSED AMENDMENTS CFS/DCC 1 \$28,000 FOR SUBSTANCE ABUSE PROVIDERS TRAINING AND DCC 2 TRANSFER EVALUATION COMPONENT OF

**CONTRACTS TO DCFS/BEHAVIORAL HEALTH.
COMMISSIONER SALTZMAN PROPOSED
AMENDMENTS DCC 3a INCREASE WORK CREW
LEADERS TO 5 FTE AND DCC 3b INCREASE WORK
CREW LEADERS TO 10 FTE.**

*There being no further business, the hearing was adjourned at 11:02
a.m.*

Wednesday, May 22, 1996 - 2:00 PM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

BUDGET HEARING

Chair Beverly Stein convened the hearing at 2:05 p.m., with Vice-Chair Dan Saltzman, Commissioners Sharron Kelley and Gary Hansen present, and Commissioner Tanya Collier excused.

PH-3 Department of Library Services Budget Overview, Highlights and Action Plans. DLS Citizen Budget Advisory Committee Presentation. Opportunity for Public Testimony on the Proposed 1996-97 Multnomah County Budget. Issues and Opportunities. Board Questions and Answers.

GINNIE COOPER INTRODUCTIONS, DEPARTMENT OVERVIEW PRESENTATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION. SUSAN HATHAWAY-MARXER LIBRARY BOARD CBAC PRESENTATION AND RECOMMENDATIONS. MARY LU BAETKEY TESTIMONY IN SUPPORT OF COOPERATIVE PROJECT WITH PARKROSE SCHOOL AND LIBRARY BUDGET. NANCY JAMBOR TESTIMONY IN SUPPORT OF EARLY CHILDHOOD PROGRAMS AND SERVICES. GINNY SNODGRASS TESTIMONY IN SUPPORT OF INSIGHTS TEEN PROGRAM AND BORN TO READ PROGRAM. BOB HAMEL TESTIMONY IN SUPPORT OF JUVENILE JUSTICE OUTREACH PROGRAM WITH MULTNOMAH EDUCATION SERVICE DISTRICT. DEL HALL AND BOB HALL TESTIMONY IN SUPPORT OF VOLUNTEER PROGRAM PROMOTING BOOKS AND LIBRARY SERVICES TO

THIRD GRADE CLASSES. STEVE FULMER TESTIMONY IN SUPPORT OF PROGRAMS WITH PORTLAND PUBLIC SCHOOLS, INCLUDING LANE MIDDLE SCHOOL AND BRENTWOOD-DARLINGTON PROJECT. MS. COOPER UPDATE ON SERVICES TO SCHOOLS AND CHILDREN. DONNA DENGEL UPDATE ON SERVICES TO FAMILY CHILDCARE PROVIDERS. ELLEN FADER DISCUSSION ON SERVICES TO INCARCERATED YOUTH. MS. FADER, MS. COOPER AND JEANNE GOODRICH RESPONSE TO BOARD QUESTIONS AND SUGGESTIONS. MS. GOODRICH TECHNOLOGY UPDATE AND DEMONSTRATION PRESENTATION AND RESPONSE TO BOARD QUESTIONS. DEPARTMENT OF LIBRARY SERVICES STAFF TO PROVIDE FOLLOW UP INFORMATION REGARDING (52) DISCUSS THE POSSIBILITY OF ELECTRONICALLY LINKING PRIVATE SCHOOLS, SUCH AS OPEN MEADOWS, McCOY ACADEMY, ETC., TO THE LIBRARY WITH BOND PROCEEDS IN A WAY PARALLELING OUR PLANS FOR THE PUBLIC SCHOOLS; (54) PREPARE AN OVERVIEW OF PRACTICES BEING APPLIED OR CONSIDERED IN OTHER JURISDICTIONS THAT WILL CONTROL ACCESS TO OBJECTIONABLE MATERIALS ON THE INTERNET AND SUGGEST A PROCESS FOR THE BOARD TO DISCUSS THE ISSUE; (55) DISCUSS THE LIBRARY'S ROLE IN PROVIDING UNIVERSAL ACCESS TO ELECTRONIC INFORMATION AND PROCESS MADE AVAILABLE BY OTHER AGENCIES, E.G., THE STATE EMPLOYMENT DIVISION; (56) REPORT ON THE POSSIBILITIES OF HELPING TO STABILIZE THE WORK FORCE OF SCHOOL MEDIA SPECIALISTS THROUGH TEMPORARY HIRING OR SOME OTHER WAY OF UTILIZING THEM IN THE LIBRARY SYSTEM; (57) DESCRIBE THE PROCESS THE LIBRARY EXPECTS TO FOLLOW IN DECIDING WHICH CONSTRUCTION PROJECTS WILL BE DONE AT BRANCHES.

There being no further business, the hearing was adjourned at 3:54 p.m.

Thursday, May 23, 1996 - 9:30 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

REGULAR MEETING

Chair Beverly Stein convened the meeting at 9:35 a.m., with Vice-Chair Dan Saltzman, Commissioners Sharron Kelley, Gary Hansen and Tanya Collier present.

CONSENT CALENDAR

UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER HANSEN, THE CONSENT CALENDAR (ITEMS C-1 THROUGH C-4) WAS UNANIMOUSLY APPROVED.

NON-DEPARTMENTAL

C-1 Appointment of Mary Cohorst to the REGIONAL STRATEGIES BOARD

DEPARTMENT OF COMMUNITY AND FAMILY SERVICES

C-2 RESOLUTION Authorizing Designees of the Mental Health Program Director to Direct a Peace Officer to Take an Allegedly Mentally Ill Person into Custody

RESOLUTION 96-94.

DEPARTMENT OF ENVIRONMENTAL SERVICES

C-3 CS 1-96/WRG 2-96 Report Hearings Officer Decision APPROVING, WITH CONDITIONS, Community Service and Willamette River Greenway Approval to Construct a Cellular Communication Facility Consisting of a 130 Foot Monopole Structure and Associated Facilities, on Property Located at 17622 NW ST HELENS HIGHWAY, PORTLAND

C-4 Amendment 3 to Intergovernmental Agreement 302215 with the City of Fairview, Reflecting Cost Increase for Installation of Underground Utilities and Street Light Conduits Associated with the Seventh Street Extension Project

REGULAR AGENDA

PUBLIC COMMENT

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

NO ONE WISHED TO COMMENT.

NON-DEPARTMENTAL

R-2 PROCLAMATION Recognizing and Commending the Third and Fourth Grade Students of MARKHAM ELEMENTARY SCHOOL

COMMISSIONER SALTZMAN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-2. FOLLOWING COMMISSIONER SALTZMAN'S PRESENTATION, INTRODUCTION, AND READING OF THE PROCLAMATION, THE BOARD ACKNOWLEDGED AND GREETED VISITING THIRD AND FOURTH GRADE MARKHAM STUDENTS. MARKHAM TEACHER MARY DEL RIO COMMENTS IN SUPPORT OF STUDENT'S SUCCESSFUL EFFORTS FOR REMOVAL OF JOE CAMEL BILLBOARD FROM SCHOOL. PROCLAMATION READ. MS. DEL RIO COMMENTS. ANN BLAKER OF AMERICAN CANCER SOCIETY PRESENTATION OF MULTNOMAH COUNTY TOBACCO CONTROL COALITION ACTION AWARD CERTIFICATE OF APPRECIATION TO THE MARKHAM STUDENTS AND COMMENDATION OF THE EFFORTS OF MS. DEL RIO. PROCLAMATION 96-95 UNANIMOUSLY APPROVED.

AT THE REQUEST OF CHAIR STEIN AND UPON MOTION OF COMMISSIONER COLLIER, SECONDED BY COMMISSIONER KELLEY, CONSIDERATION OF THE FOLLOWING ITEM WAS UNANIMOUSLY APPROVED.

UC-1 PROCLAMATION Proclaiming June 1, 1996 as STAND FOR CHILDREN DAY in Multnomah County, Oregon

COMMISSIONER KELLEY MOVED AND COMMISSIONER COLLIER SECONDED, APPROVAL OF UC-1. DAVID LEVINE OF THE OREGON CHILDREN'S FOUNDATION AND RICK NITTI OF THE MULTNOMAH COMMISSION ON CHILDREN AND FAMILIES AND CHILDREN FIRST PRESENTATION, EXPLANATION OF PLANNED ACTIVITIES AND COMMENTS IN SUPPORT. CHAIR STEIN ADVISED THE PROCLAMATION ALSO CONTAINS ENDORSEMENT OF THE MARCH FOR SCHOOL FUNDING OCCURRING ON JUNE 1 AS WELL. PROCLAMATION READ. PROCLAMATION 96-96 UNANIMOUSLY APPROVED.

DEPARTMENT OF ENVIRONMENTAL SERVICES

R-10 Multnomah County Board Comments and Direction to Metro Policy Advisory Committee Representative Concerning the Metro Urban Growth Management Functional Plan (2040 Phase 1)

CHAIR STEIN MOVED R-10 FORWARD TO ACCOMMODATE METRO EXECUTIVE MIKE BURTON'S SCHEDULE. COMMISSIONER SALTZMAN, SCOTT PEMBLE AND MIKE BURTON PRESENTATION. MR. PEMBLE, MR. BURTON AND MARK TURPEL RESPONSE TO BOARD QUESTIONS AND DISCUSSION. BOARD CONSENSUS THAT THE URBAN GROWTH BOUNDARY NOT BE EXTENDED. BOARD CONSENSUS THAT DES STAFF PREPARE FOR BOARD REVIEW, INTERGOVERNMENTAL AGREEMENTS WITH THE CITIES OF PORTLAND, GRESHAM AND TROUTDALE, REZONING THE ADJACENT UNINCORPORATED AREAS TO ACCOMMODATE HOUSING GROWTH, WHICH ADDRESSES ACCOUNTABILITY AND AFFORDABILITY. BOARD CONSENSUS THAT DES STAFF PREPARE AN ANNEXATION ANALYSIS FOR BOARD REVIEW.

DEPARTMENT OF COMMUNITY AND FAMILY SERVICES

R-3 Request for Review and Approval of the Consolidated Plan, 1996-1997 Action Plan of the City of Portland, City of Gresham, and Multnomah

County, to be Submitted to the U.S. Department of Housing and Urban Development, Applying for Community Development Block Grant and HOME Investment Partnership Program Funds

JANET HAWKINS EXPLANATION. UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER HANSEN, RESOLUTION 96-97 WAS UNANIMOUSLY APPROVED.

DEPARTMENT OF HEALTH

R-4 NOTICE OF INTENT to Respond to a Request for Proposals from the Metropolitan Service District for Illegal Dumpsite Cleanup in Unincorporated Areas Within Multnomah County

COMMISSIONER KELLEY MOVED AND COMMISSIONER COLLIER SECONDED, APPROVAL OF R-4. PETER DeCHANT EXPLANATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION REGARDING POSSIBLE USE OF DCC WORK CREWS FOR DUMPSITE CLEANUP. NOTICE OF INTENT UNANIMOUSLY APPROVED.

R-5 NOTICE OF INTENT to Respond to a Program Announcement from the National Institute on Drug Abuse to Continue and Evaluate the Northeast Health Center Linkage Project that Provides Substance Abuse Services to Primary Care Clients

COMMISSIONER HANSEN MOVED AND COMMISSIONER SALTZMAN SECONDED, APPROVAL OF R-5. DAVE HOUGHTON EXPLANATION AND RESPONSE TO COMMISSIONER HANSEN'S COMMENTS IN SUPPORT. NOTICE OF INTENT UNANIMOUSLY APPROVED.

DEPARTMENT OF SUPPORT SERVICES

R-6 First Reading and Possible Adoption of an ORDINANCE Amending Multnomah County Code Chapter 3.11, Relating to Charitable Fundraising on County Premises, by Changing the Membership of the Campaign Management Council, the Certification Criteria, and Declaring an Emergency

ORDINANCE READ BY TITLE ONLY. COPIES AVAILABLE. COMMISSIONER HANSEN MOVED AND COMMISSIONER COLLIER SECONDED, APPROVAL OF FIRST READING AND ADOPTION. KAREN RHEIN AND JIM STEGMILLER EXPLANATION AND RESPONSE TO BOARD QUESTIONS. MICHAEL MAY OF LOCAL INDEPENDENT CHARITIES OF AMERICA TESTIMONY REQUESTING THE CAMPAIGN NOT BE LIMITED TO SIX FUNDS OR FEDERATIONS AND INCLUSION OF INDEPENDENT CHARITIES OF AMERICA, AND RESPONSE TO BOARD QUESTIONS. MR. STEGMILLER AND MS. RHEIN RESPONSE TO BOARD QUESTIONS, ADVISING THE VOLUNTEER COUNCIL CANNOT HANDLE MORE THAN SIX FUNDS; THAT THROUGH UNITED WAY AND BLACK UNITED FUNDS, EMPLOYEES CAN GIVE TO OTHER ORGANIZATIONS NOT LISTED IN COUNTY BROCHURES; AND THAT THE SYSTEM HAS BEEN SET UP SO THAT NEXT YEAR ANYONE CAN APPLY. BOARD COMMENTS. ORDINANCE 854 UNANIMOUSLY APPROVED.

- R-7 Budget Modification DSS 3 Requesting Authorization to Reclassify Two Word Processing Operator Positions to Senior Word Processing Operator

COMMISSIONER KELLEY MOVED AND COMMISSIONER HANSEN SECONDED, APPROVAL OF R-7. CURTIS SMITH EXPLANATION. BUDGET MODIFICATION UNANIMOUSLY APPROVED.

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-8 Intergovernmental Agreement 301616 with the City of Fairview for Needed Waterline Improvements for the NE Glisan Street Contract

COMMISSIONER KELLEY MOVED AND COMMISSIONER COLLIER SECONDED, APPROVAL OF R-8. JOHN DORST EXPLANATION OF ITEMS R-8 AND R-9. AGREEMENT UNANIMOUSLY APPROVED.

R-9 Intergovernmental Agreement 301606 with the City of Wood Village for Needed Waterline Improvements for the NE Glisan Street Contract

UPON MOTION OF COMMISSIONER COLLIER, SECONDED BY COMMISSIONER KELLEY, R-9 WAS UNANIMOUSLY APPROVED.

The regular meeting was adjourned at 11:05 a.m. and the briefing convened at 11:14 a.m.

Thursday, May 23, 1996 - 11:15 AM
(OR IMMEDIATELY FOLLOWING REGULAR MEETING)
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

BOARD BRIEFING

B-1 Multnomah Commission on Children and Families Retreat Update and Future Direction. Presented by Carol Wire, Dianne Iverson and Gloria Muzquiz.

BOARD GREETED LARRY NOVELL FROM UNITED WAY. CAROL WIRE INTRODUCED SAMUEL HENRY, RICK NITTI, DIANNE IVERSON, GLORIA MUZQUIZ AND BONNIE ROSATTI. LARRY NOVELL, CAROL WIRE, SAMUEL HENRY PRESENTATIONS AND RESPONSE TO BOARD QUESTIONS, SUGGESTIONS AND DISCUSSION.

There being no further business, the briefing was adjourned at 12:25 p.m.

Thursday, May 23, 1996 - 1:30 PM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

BUDGET HEARING

Chair Beverly Stein convened the meeting at 1:35 p.m., with Commissioners Sharron Kelley, Gary Hansen and Tanya Collier present, and Vice-Chair Dan Saltzman arriving at 1:36 p.m.

Multnomah County Sheriff's Office Budget Overview, Highlights and Action Plans. MCSO Citizen Budget Advisory Committee Presentation. Opportunity for Public Testimony on the Proposed 1996-97 Multnomah County Budget. Issues and Opportunities. Board Questions and Answers.

SHERIFF DAN NOELLE DEPARTMENT OVERVIEW, MISSION, VALUE STATEMENTS, RECENT ACCOMPLISHMENTS, 1994-1995 MCSO BIENNIAL REPORT AND ADDITIONAL BUDGET NEEDS PRESENTATION AND RESPONSE TO BOARD QUESTIONS. GEORGE KELLEY CBAC RECOMMENDATIONS PRESENTATION. NO ONE WISHED TO TESTIFY. CHAIR STEIN REFERRED BOARD TO BARRY CROOK MEMO. SHERIFF NOELLE DISCUSSION OF GRESHAM TEMPORARY HOLDING FACILITY AND RESPONSE TO BOARD QUESTIONS. LARRY AAB REORGANIZATION OF LAW ENFORCEMENT DIVISION UPDATE. SHERIFF NOELLE RECRUITMENT OF MINORITY AND BILINGUAL HIRING DISCUSSION. DAVE WARREN AND SHERIFF NOELLE RESPONSE TO BOARD QUESTIONS AND DISCUSSION. SHERIFF NOELLE JAIL ACCREDITATION DISCUSSION AND RESPONSE TO BOARD QUESTIONS. SHERIFF NOELLE PUBLIC SAFETY LEVY AND SB 1145 UPDATE AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION. DAN OLDHAM SITING COMMITTEE UPDATE AND RESPONSE TO BOARD QUESTIONS, SUGGESTIONS AND DISCUSSION. SHERIFF'S OFFICE STAFF TO PROVIDE FOLLOW UP INFORMATION REGARDING (58) EXPLORE THE POTENTIAL FOR "GROWING" LOCAL CANDIDATES FOR HIRING AS CORRECTIONS DEPUTIES RATHER THAN OR IN ADDITION TO RECRUITMENT OUT OF THE AREA; (59) REVIEW THE PROS AND CONS OF THE DECISION TO FOREGO ACCREDITATION OF FACILITIES, INCLUDING THE THOUGHTS OF COUNTY COUNSEL IN THE RESPONSE, AND ADDRESSING THE QUESTION OF THE POSSIBLE IMPACT ON FEDERAL OR STATE FUNDING; (60) DISCUSS THE POSSIBLE OVERTIME COST IMPLICATIONS OF THE REMODELING PROJECTS THAT WILL BE

DONE WITH BOND FUNDING AT THE JUSTICE CENTER; (61) REVIEW THE PROPOSAL TO SUBSTITUTE EDUCATIONAL PROGRAMS FOR TELEVISION IN MODULES OF THE JAIL FACILITIES; (62) DISCUSS THE STATUS OF WIRING FOR CABLE TV IN THE VARIOUS JAIL FACILITIES AND WAYS TO PAY FOR MAKING IT POSSIBLE TO SHOW SELECTED PROGRAMMING IN EACH OF THEM; LABOR RELATIONS STAFF TO PROVIDE FOLLOW UP INFORMATION REGARDING (63) DISCUSS THE IMPLICATIONS OF DEFINING THE DUTIES OF CORRECTIONS DEPUTIES TO INCLUDE PRESENTATION OF EDUCATIONAL PROGRAMS TO INMATES; BOARD OF COMMISSIONERS TO (64) CONSIDER THE POSSIBILITY OF ROLLING THE SPECIAL LEVIES APPROVED AT THE PRIMARY INTO THE COUNTY TAX BASE IN NOVEMBER, 1996. COMMISSIONER KELLEY PROPOSED AMENDMENTS SO 1 \$108,000 FOR GRESHAM HOLDING FACILITY; SO 2 RESERVE \$50,000 IN CONTINGENCY FOR EVALUATION OF BOOKING; SO 3 RESERVE \$50,000 IN CONTINGENCY FOR PROGRAMS IN LIEU OF TV IN JAIL; SO 4 \$95,000 FOR SCHEDULING UNIT; SO 5 \$61,000 FOR MATRIX UNIT; SO 6 \$208,000 FOR FLEET NEEDS; SO 7 \$69,000 FOR UNFUNDED MANDATES; COMMISSIONER COLLIER PROPOSED AMENDMENT SO 8 \$100,000 (WITHIN LEVY) FOR RECRUITMENT; COMMISSIONER HANSEN PROPOSED AMENDMENT SO 9 \$40,000 FOR SPANISH IMMERSION PROGRAM (WITHOUT HAVING STAFF LEAVE THE COUNTRY).

There being no further business, the hearing was adjourned at 3:15 p.m.

OFFICE OF THE BOARD CLERK
FOR MULTNOMAH COUNTY, OREGON



Deborah L. Bogstad



MULTNOMAH COUNTY OREGON

OFFICE OF THE BOARD CLERK
SUITE 1510, PORTLAND BUILDING
1120 SW FIFTH AVENUE
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BOARD OF COUNTY COMMISSIONERS
BEVERLY STEIN ▪ CHAIR •248-3308
DAN SALTZMAN ▪ DISTRICT 1 • 248-5220
GARY HANSEN ▪ DISTRICT 2 •248-5219
TANYA COLLIER ▪ DISTRICT 3 •248-5217
SHARRON KELLEY ▪ DISTRICT 4 •248-5213

AGENDA

MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS FOR THE WEEK OF

MAY 20, 1996 - MAY 24, 1996

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Tuesday, May 21, 1996 - 3:30 PM - Executive Session.....Page 2

Wednesday, May 22, 1996 - 9:30 AM - DCC Budget HearingPage 2

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

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

Friday, 10:00 PM, Channel 30

Sunday, 1:00 PM, Channel 30

Produced through Multnomah Community Television

AN EQUAL OPPORTUNITY EMPLOYER

Tuesday, May 21, 1996 - 1:30 PM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

BUDGET HEARING

PH-1 Department of Juvenile Justice Services Budget Overview, Highlights and Action Plans. DJJS Citizen Budget Advisory Committee Presentation. Opportunity for Public Testimony on the Proposed 1996-97 Multnomah County Budget. Issues and Opportunities. Board Questions and Answers. 2 HOURS REQUESTED

Tuesday, May 21, 1996 - 3:30 PM
(OR IMMEDIATELY FOLLOWING BUDGET HEARING)

Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

EXECUTIVE SESSION

E-1 The Multnomah County Board of Commissioners Will Meet in Executive Session Pursuant to ORS 192.660(1)(d) for Labor Negotiator Consultation Concerning Labor Negotiations with the Multnomah County Deputy Sheriff's Association. Presented by Darrell Murray. 45 MINUTES REQUESTED.

Wednesday, May 22, 1996 - 9:30 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

BUDGET HEARING

PH-2 Department of Community Corrections Budget Overview, Highlights and Action Plans. DCC Citizen Budget Advisory Committee Presentation. Opportunity for Public Testimony on the Proposed 1996-97 Multnomah County Budget. Issues and Opportunities. Board Questions and Answers. 2 HOURS REQUESTED

Wednesday, May 22, 1996 - 2:00 PM
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BUDGET HEARING

PH-3 Department of Library Services Budget Overview, Highlights and Action Plans. DLS Citizen Budget Advisory Committee Presentation. Opportunity for Public Testimony on the Proposed 1996-97 Multnomah County Budget. Issues and Opportunities. Board Questions and Answers. 2 HOURS REQUESTED

Thursday, May 23, 1996 - 9:30 AM
Multnomah County Courthouse, Room-602-
1021 SW Fourth, Portland

REGULAR MEETING

CONSENT CALENDAR

NON-DEPARTMENTAL

C-1 Appointment of Mary Cohorst to the REGIONAL STRATEGIES BOARD

DEPARTMENT OF COMMUNITY AND FAMILY SERVICES

C-2 RESOLUTION Authorizing Designees of the Mental Health Program Director to Direct a Peace Officer to Take an Allegedly Mentally Ill Person into Custody

DEPARTMENT OF ENVIRONMENTAL SERVICES

C-3 CS 1-96/WRG 2-96 Report Hearings Officer Decision APPROVING, WITH CONDITIONS, Community Service and Willamette River Greenway Approval to Construct a Cellular Communication Facility Consisting of a 130 Foot Monopole Structure and Associated Facilities, on Property Located at 17622 NW ST HELENS HIGHWAY, PORTLAND

C-4 Amendment 3 to Intergovernmental Agreement 302215 with the City of Fairview, Reflecting Cost Increase for Installation of Underground Utilities and Street Light Conduits Associated with the Seventh Street Extension Project

REGULAR AGENDA

PUBLIC COMMENT

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

NON-DEPARTMENTAL

- R-2 *PROCLAMATION Recognizing and Commending the Third and Fourth Grade Students of MARKHAM ELEMENTARY SCHOOL*

DEPARTMENT OF COMMUNITY AND FAMILY SERVICES

- R-3 *Request for Review and Approval of the Consolidated Plan, 1996-1997 Action Plan of the City of Portland, City of Gresham, and Multnomah County, to be Submitted to the U.S. Department of Housing and Urban Development, Applying for Community Development Block Grant and HOME Investment Partnership Program Funds*

DEPARTMENT OF HEALTH

- R-4 *NOTICE OF INTENT to Respond to a Request for Proposals from the Metropolitan Service District for Illegal Dumpsite Cleanup in Unincorporated Areas Within Multnomah County*
- R-5 *NOTICE OF INTENT to Respond to a Program Announcement from the National Institute on Drug Abuse to Continue and Evaluate the Northeast Health Center Linkage Project that Provides Substance Abuse Services to Primary Care Clients*

DEPARTMENT OF SUPPORT SERVICES

- R-6 *First Reading and Possible Adoption of an ORDINANCE Amending Multnomah County Code Chapter 3.11, Relating to Charitable Fundraising on County Premises, by Changing the Membership of the Campaign Management Council, the Certification Criteria, and Declaring an Emergency*
- R-7 *Budget Modification DSS 3 Requesting Authorization to Reclassify Two Word Processing Operator Positions to Senior Word Processing Operator*

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-8 *Intergovernmental Agreement 301616 with the City of Fairview for Needed Waterline Improvements for the NE Glisan Street Contract*
- R-9 *Intergovernmental Agreement 301606 with the City of Wood Village for Needed Waterline Improvements for the NE Glisan Street Contract*
- R-10 *Multnomah County Board Comments and Direction to Metro Policy Advisory Committee Representative Concerning the Metro Urban Growth Management Functional Plan (2040 Phase 1) - **ONE HOUR REQUESTED***
-

Thursday, May 23, 1996 - 11:15 AM
(OR IMMEDIATELY FOLLOWING REGULAR MEETING)
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

BOARD BRIEFING

- B-1 *Multnomah Commission on Children and Families Retreat Update and Future Direction. Presented by Carol Wire, Dianne Iverson and Gloria Muzquiz. 45 MINUTES REQUESTED.*
-

Thursday, May 23, 1996 - 1:30 PM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

BUDGET HEARING

- PH-4 *Multnomah County Sheriff's Office Budget Overview, Highlights and Action Plans. MCSO Citizen Budget Advisory Committee Presentation. Opportunity for Public Testimony on the Proposed 1996-97 Multnomah County Budget. Issues and Opportunities. Board Questions and Answers. 2 HOURS REQUESTED*

MEETING DATE: May 21, 1996

AGENDA #: PH-1

ESTIMATED START TIME: 1:30 PM

(Above Space for Board Clerk's Use ONLY)

AGENDA PLACEMENT FORM

SUBJECT: Presentation and Review of Juvenile Justice Services Budget

BOARD BRIEFING: DATE REQUESTED: _____
REQUESTED BY: _____
AMOUNT OF TIME NEEDED: _____

REGULAR MEETING: DATE REQUESTED: May 21
AMOUNT OF TIME NEEDED: 2 hours

DEPARTMENT: Juvenile Justice Services

CONTACT: Elyse Clawson TELEPHONE #: 2470
BLDG/ROOM #: 311

PERSON(S) MAKING PRESENTATION: Elyse Clawson, Staff, CBAC, Public Testimony

ACTION REQUESTED:

INFORMATIONAL ONLY POLICY DIRECTION APPROVAL OTHER

SUGGESTED AGENDA TITLE:

Juvenile Justice Services Budget Overview, Highlights and Action Plans. Citizen Budget Advisory Committee Presentation. Opportunity for Public Testimony on the 1996-97 Multnomah County Budget. Issues and Opportunities. Board Questions and Answers.

SIGNATURES REQUIRED:

ELECTED OFFICIAL: *Peverly Stein*

(OR)
DEPARTMENT MANAGER: _____

BOARD OF COUNTY COMMISSIONERS
96 MAY - 1 PM 4:45
MULTNOMAH COUNTY
OREGON

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

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



Multnomah County

Juvenile Justice Services

May 21, 1996 1:30 p.m.

Packet #5 - Information

**Budget
1996-97**

Board of County Commissioners
Budget Worksession

May 21, 1996
1:30 PM

Department of Juvenile Justice Services

- | | | |
|----|--|----------------|
| 1. | Department overview
[15 - 20 minutes] | Elyse Clawson |
| 2. | CBAC presentation
[5 - 10 minutes] | Shane Endicott |
| 3. | Public Testimony | open |
| 4. | Issues, Opportunities & Updates
[45 Minutes] | |
| | a. Update on Senate Bill 1, Ballot Measure 11
and Use of Detention | Bill Morris |
| | b. Detention Reform Initiative | Rick Jensen |
| | c. Case Classification | Elyse Clawson |
| | d. Diversion Program Success | Lee Block |
| | e. Building Evaluation Capacity | Jimmy Brown |
| 5. | Board Questions and Answers
[30 Minutes] | all |
| 6. | Additional Public Testimony
(If time permits and public interest remains) | open |

1. Topic: Implications of Ballot Measure 11 and Senate Bill 1**2. Introduction**

A closely coordinated effort including the Chair's Office, District Attorney's Office, the Court Administrator, the Multnomah County Sheriff's Office [MCSO], the Department of Corrections and the Department of Juvenile Justice Services [DJJS] has resulted in remarkably smooth implementation of the many system changes required as a result of Ballot Measure 11 [BM 11] and Senate Bill 1. The purpose of this report is to update the Board on the impact of Ballot Measure 11 on the use of detention facilities and to alert the Board that it may soon be appropriate to also advocate for a clearer delineation in the roles and responsibilities of the Oregon Youth Authority versus counties.

3. Background/Analysis

The last legislature revamped the Oregon State Juvenile Code (mostly through Senate Bill 1, but in other statutes as well) in philosophy and purpose to create a system founded on principles of personal responsibility, accountability and reformation within the context of public safety and restitution to victims and the community. The changes were designed to hold both youth and the system more accountable.

A. Ballot Measure 11

Passed overwhelmingly by the voters in November of 1994, this law took effect in April 1995. It allows for the District Attorney to 'direct file' to adult court any juvenile 15 years of age or older charged with one of 21 person felonies. If these youth are found guilty in adult court they are mandatorily sentenced to prison for a minimum of five years 10 months to a maximum of 25 years.

i) Issues for Detention Services

This law creates a need for more jail capacity due to the length of mandatory sentences imposed for the crimes. In Multnomah County, a choice was made initially to hold juveniles pending trial under BM 11 in the Juvenile Justice Complex. Originally projected to be about 16 beds, the number of BM 11 youth awaiting trial has ranged from 15-25 in the last few months. These youth have a 94 day average wait till trial. These long delays to trial have caused issues of special programming needs, behavior management issues and special needs to deal with mental health issues (depression being most notable).

A growing number of youth charged with Ballot Measure 11 offenses have had stipulated pleas that waive them to adult court for reduced sentences. For example, a youth charged with Robbery II might plead guilty to Robbery III. The youth is remanded to the adult court and charged as an adult, but for a lesser sentence than the Measure 11 crime would have required. These youth are currently serving their sentences at MacLaren.

Under 1145, some of these youth would be returned to the County, but would be the charge of the adult jail and probation system. Juvenile Justice, the Sheriff and the DA met to discuss how to handle juveniles who are sentenced to adult jails or probation caseloads. They considered the possibility of constructing a unit within the new jail to house sentenced youth who have been remanded to the adult system, so that they would not mix with the general population of adult offenders. They anticipate a population of about 25 per year in this category. They also discussed whether they should build sufficient capacity in the unit to house some preadjudicated Measure 11 offenders. At this point the number serving one year or less is fewer than expected; most are sentenced to more than one year.

If the G.O. Bond to finance construction of additional jail beds for adults passes, it may be appropriate to reconsider where to house 16 and 17 year old youth pending hearings on Ballot Measure 11 charges. The daily cost of housing a person in an adult facility is about 60% of housing a person in a juvenile facility, mostly because of the programming available. It is our understanding that educational services would continue to be provided to youth housed in an adult facility. While this would somewhat reduce the potential for cost-savings, cost is a secondary consideration. The primary consideration in this decision should be the capacity of the Juvenile Detention Facility.

ii) Opportunities for Counseling and Court Services

The shift of youth charged with the most serious offense to the adult system provides Juvenile Justice Services with the opportunity to focus more of its services more on youth who are at an earlier stage of delinquency. We still have to provide considerable services for seriously delinquent youth to protect public safety and prevent those youth from committing Measure 11 offenses. With the implementation of Ballot Measure 11 in April 1995 and the establishment of the diversion accountability model in October 1994, the department is experiencing a significant change in the population of youth being adjudicated in the juvenile justice system. During calendar year 1994, approximately 80% of referrals to the Adjudication unit were for felonies and 20% were for misdemeanors. In 1995, approximately 50% of referrals were for felonies and 50% were for misdemeanors.

B. Creation of Oregon Youth Authority

The creation of the Oregon Youth Authority [OYA] is, among other things, an attempt to create a statewide system of evaluation and development of the juvenile justice system in Oregon. It will attempt to bring varying county practices into a more common, systemic approach. This has already created the need for more statewide collaboration regarding evaluation, reformation plans, cooperative practices in collecting data, close custody cap issues, etc. As more specific proposals surface regarding the role and responsibilities of OYA vis-à-vis the counties, it may be helpful for the Board of County Commissioners to take formal positions and to advocate on behalf of Multnomah County citizens.

In addition, DJJS has been supervising the casework practices of State Juvenile Corrections Parole Officers for the last three years in a pilot project to determine if eventual assimilation of juvenile parole functions into local Juvenile Justice Services would best meet the needs of our community. A proposal is likely for counties to take over this function through an allocation of State dollars. Further discussion and review of this process will be needed in the coming year.

4. Financial Impact

There are no direct financial costs reflected in the current budget request, although the issues identified will have significant financial implications for the County in the future. Detailed financial analysis, including multi-year projections, should be made available to support future decision-making.

5. Legal Issues - N/A

6. Controversial Issues - None.

7. Link to Current County Policies

State law provides the over-arching framework for local policies and practices which are intended to support achievement of our good government benchmarks and the benchmarks to reduce violent crime and to reduce recidivism.

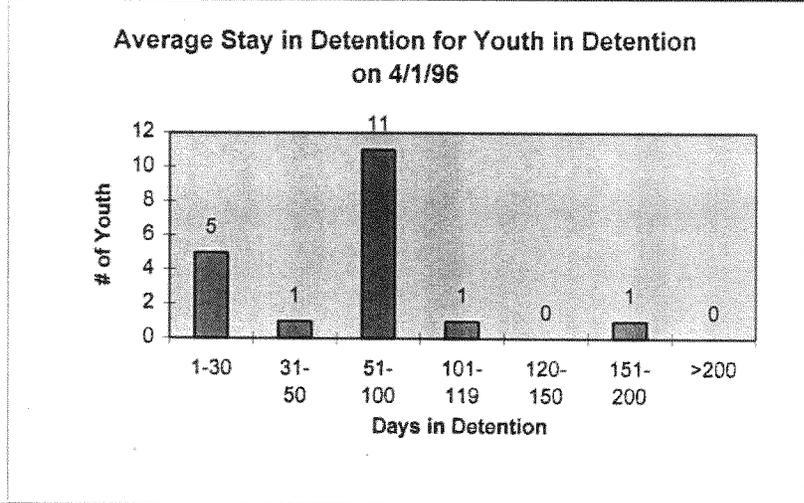
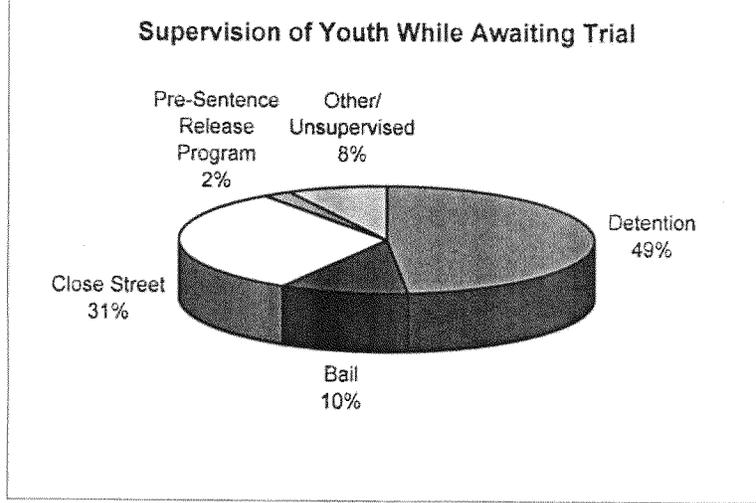
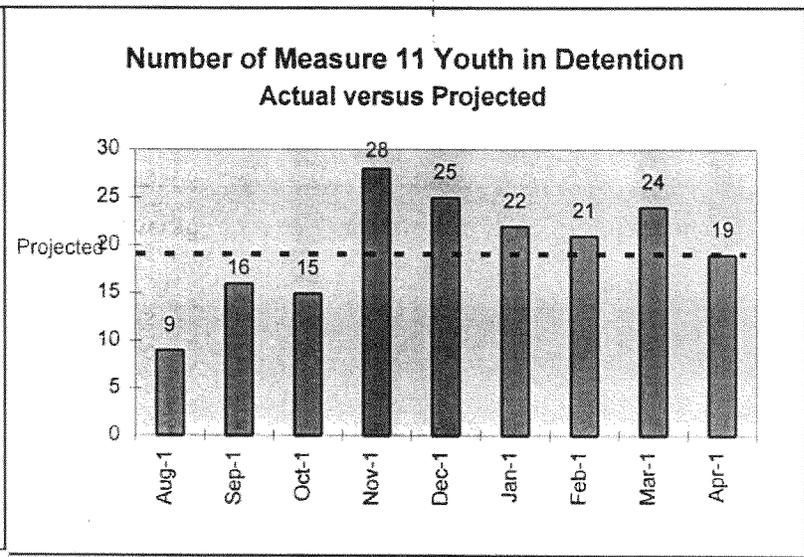
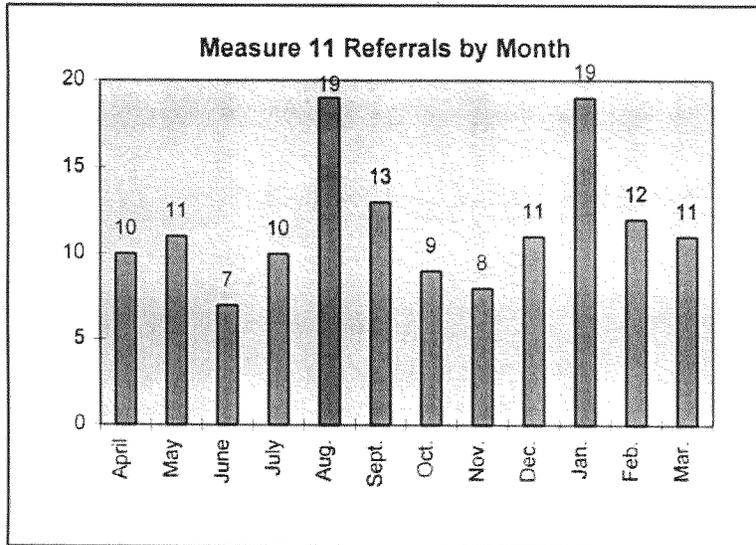
8. Citizen Participation

Citizens voted for the Ballot Measure 11 part of Senate Bill I by a resounding margin. It appears citizens are supportive of holding youth more accountable and of dealing forcefully with community protection.

9. Partnerships & Collaboration

The Chair of the Board of County Commissioners, the District Attorney, the Court Administrator, The Multnomah County Sheriff, the Department of Corrections and the Department of Juvenile Justice Services have all participated in a task force to develop procedures and policies regarding these youth.

Measure 11 Youth Referred to the Department of Juvenile Justice Services



Detention Stays of Youth Referred to Juvenile Justice for Measure 11 Offenses

	# of Youth	Average detention days	Average days to trial/case closure
All referrals	140	40	73
Closed cases	93	39	72
Cases that go to trial or plea stage	50	59	113
Youths in Detention entire time	25	94	103
Youths in other supervision (bail, etc)	25	26	125
Cases that are dismissed/no complaint/rejected	43	14	22
Cases not yet completed*	47	42	NA
Youths remaining in Detention	18	78	NA
Youths in other supervision (bail, etc)	29	19	NA

Average Time to Trial for Cases that Go to Trial or Plea

	# of Youth	Average detention days	Average days to trial/plea
Cases that have completed trial	14	72	116
Cases that plead	36	54	112

* as of 3/31/96

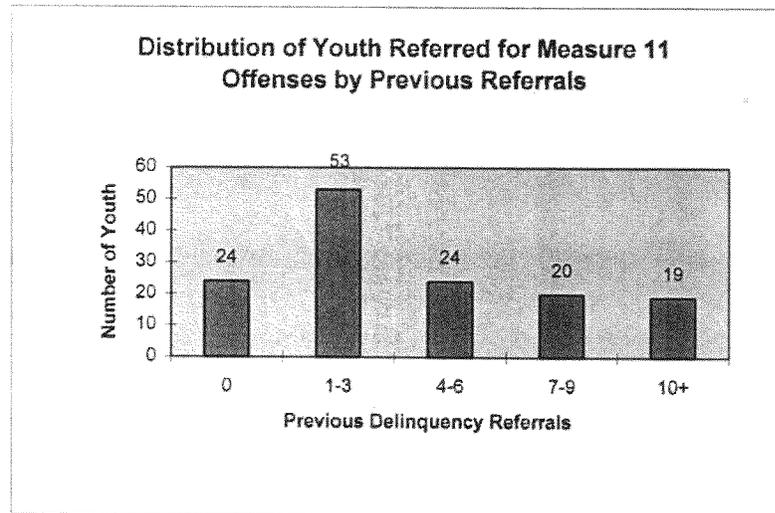
Based on youth referred to Juvenile Justice between 4/1/95 and 3/31/96

**NO CLEAR RELATIONSHIP EXISTS BETWEEN SEVERITY OF MEASURE 11 OFFENSE
AND NUMBER OF PREVIOUS REFERRALS**

Previous Delinquency Referrals	Robbery II only	Assault II only	Robbery I	Other Assault*	Assault and Robbery	Sex crimes**	Murder/ Attempted Murder	Total
	0	3	2	7	3	1	4	4
1-3	12	8	13	4	4	6	6	53
4-6	11	4	4	1	1	0	3	24
7-9	6	3	4	0	2	3	2	20
10+	4	5	6	0	2	1	1	19
Total	36	22	34	8	10	14	16	140

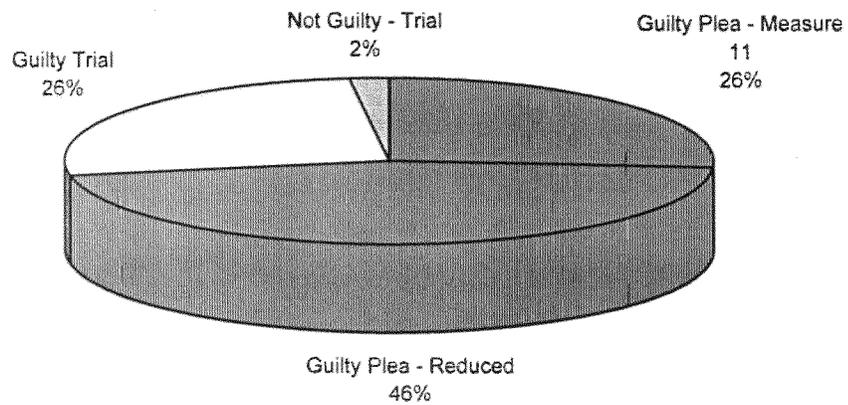
* Includes Assault I and Kidnap charges

** One youth was charged for both attempted rape and attempted murder; he is counted in the murder column.



Note: Based on youth referred between 4/1/95 and 3/31/96.

Final Disposition of Youth Referred to DJJS for Measure 11

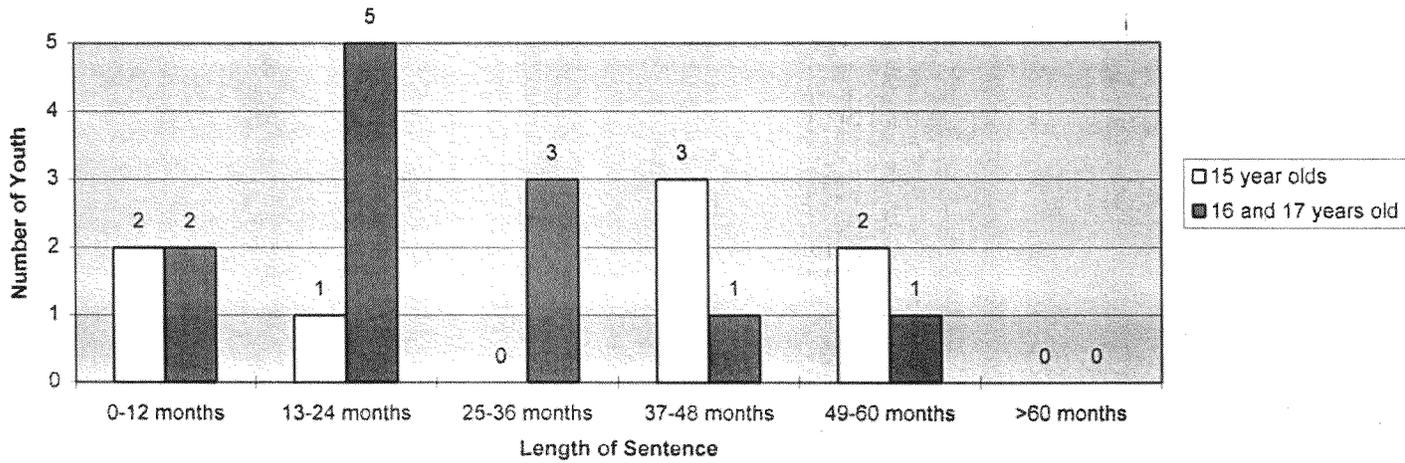


Preliminary Data:

- 3/4 of the cases are disposed of through pleas and do not go to trial
- 1/2 of the cases are found guilty of Measure 11 offenses; most of the rest are plead to reduced charges

Note: Based on youth referred between 4/1/95 and 3/31/96.

Length of Prison Sentence for Youth Referred to DJJS for Measure 11 Who Plead Guilty or Were Found Guilty of a Waivable Non-Measure 11 Offense



Three youth additional youth were sentenced to jail and/or probation but not to prison:

- 1 15 year old sentenced to 9 days jail and 36 months probation
- 1 17 year old sentenced to 30 days jail and 36 months probation
- 1 16 year old sentenced to 36 months probation

Note: Based on youth referred between 4/1/95 and 3/31/96.

1. Topic : Update on the Detention Reform Initiative**2. Introduction**

During 1996-97, Multnomah County enters its third full year of grant funding for the Detention Reform Initiative. The purposes of this report are: to provide the Board of County Commissioners with an update on the results of the initiative to date and plans for further evaluation; and to secure approval for the transition of the Expeditor position from grant funding to County General Fund financing in 1996-97.

3. Background/ Analysis

The Multnomah County Detention Reform Initiative is a 2.25 million dollar, three year partnership between the Annie E. Casey Foundation and the County: to develop practices which support the use of our secure detention beds to hold only those juvenile offenders who pose the greatest risk to re-offend or to fail to appear for hearings; and to improve our capacity to provide community-based detention and other supervision. These approaches are intended to optimize the use of available funds to ensure public safety and to provide the most favorable conditions to reduce recidivism.

A key contribution of the Detention Reform Initiative has been the development of a Risk Assessment Instrument [referred to as the "RAI"] which provides a quantified rating guideline for the decisions regarding detention and pre-trial supervision of youth. After RAI scores are developed, the Expeditor is available to review cases and make final determinations about holding or releasing youths when DJJS staff or the District Attorney's Office have recommendations which differ from the RAI.

The RAI is also used at a second decision point, the preliminary hearing, to determine the level of community-based supervision youth need while awaiting trial. For those youth who are not detained, there are community-based alternatives in the form of the Detention Community Monitoring Program and shelter beds. The implementation of these alternatives results in the expansion of community capacities through increasing the Department of Juvenile Justice Services partnerships with local service providers. The use of alternatives also maintains and strengthens youth's linkage to the community.

Additionally, community supervision programming has been developed for post adjudicated youth. The Day Reporting Center is a pilot program located in NE Portland and has the capacity to serve 21 youth each day.

The current capacity of the detention facility is 128 beds and this will increase to 191 beds when two additional PODs are completed in June 1996. In approving the most recent expansion of the detention capacity, the Board of County Commissioners created capacity to meet future detention needs for the region and demonstrated a policy commitment to the operation of the facility as a multi-service delivery complex.

TABLE I. PROJECTED DETENTION / SUPERVISION CAPACITY IN 1996-97

USE OF BEDS/SLOTS	Average Length of Stay by Use	Mult. County	Other Counties [contracts]	State	TOTAL BEDS
SECURE BEDS:					
General detention	5 - 6	41	30	-	71
Ballot Measure 11	100	25	-	-	25
Assessment - AITP	30	16	-	32	48
Parole Violators	16	16	-	-	16
Sex Offender Trtmt*	45 - 60	15	-	-	15
Vacant Unit	-	-	16	-	16
Total Secure Beds	--	113	46	32	191
COMMUNITY SLOTS:					
Comm. Det. Monitoring		80			80
Day Reporting		21			21
Shelter Beds **		1+			1+
Total Community Slots		102+			102+
TOTAL BEDS & SLOTS		215+	-	-	293+

* opens June 1996

** 430 nights of shelter stay are budgeted

The number of beds needed by Multnomah County for general detention purposes has decreased by 19 beds from 60 to 41 since implementation of the Detention Reform Initiative in 1995 and implementation of Ballot Measure 11. Use of the RAI, along with the availability of community-based detention alternatives, appears responsible for this decline in the need for secure beds.

This has enabled Multnomah County to house the Ballot Measure 11 pre-trial population and to continue with secure residential services for the AIT Program, Parole Violators and the Sex Offender Program. Washington County financed the

construction of one unit for its general detention needs but this will remain vacant in 1996-97.

◆ It is recommended that the Chair and Board of County Commissioners:

1) Support the goal of funding elements of the Detention Reform Initiative where evaluation demonstrates their effectiveness, subject to available resources during the next year's budget process. Affirm the importance of detention alternatives within the continuum of pre-trial options and commit to ongoing use of these strategies to manager our detention resources.

2) Support an action plan for DJJS in 1996-97 to: *Evaluate the Detention Reform Initiative Program's success in system change and program outcomes by Spring 1997 in order to support planning for the transition from grant funding to County General Fund support.*

4. Financial Impact

The Annie E. Casey Foundation awarded Multnomah County \$ 2.25 million over a three year period, ending September 1997, with agreement that successful detention alternative programs and related infrastructure would be continued with County funding after grant completion. The 1996-97 Proposed Budget includes general fund support for the Expeditor position and thereby begins the transition of this Casey Funded program to on-going County revenues.

The total annualized cost to the County is approximately \$750,000 per fiscal year. This would fund the Community Detention Monitoring Program, which has the capacity to serve an average daily population (ADP) of 80 youth; the Day Reporting Center, which has the capacity to serve an ADP of 21 youth; and 430 nights of shelter beds. Additionally, funding for four full-time staff positions would be provided: the Expeditor, Senior Data Analyst, Detention Alternatives Supervisor, a .25 FTE Program Development Technician and the Day Reporting Center Coordinator.

The positive financial impacts are expected to be two-fold: first, we will be able to supervise more youth at a lower cost per capita; and second, by utilizing secure detention for only high risk youth, we will be able to reserve space for the costly and much needed expansion of the facility to serve youth in need of long term supervision and court-ordered secure residential treatment.

5. Legal Issues - None.

6. Controversial Issues

Much of the policy and philosophy of the new juvenile justice legislation is contrary to national studies and forecasts that indicate community based treatment of juvenile delinquency is more successful than close custody housing in state or regional facilities. However, the national fear that juvenile delinquency is one of the most serious issues of our nation has compelled state and national legislation to become more punitive and less interested in rehabilitative efforts.

It is important to provide public education to build understanding and support for cost-effective strategies to increase public safety and reduce recidivism, such as the Detention Reform Initiative. Such support may be provided through a major public education and community capacity building effort, funded by the McConnell-Clark Foundation, which is expected to begin in Multnomah County in 1996-97.

7. Link To Current County Policies

This project supports achievement of the County benchmark to reduce recidivism in juvenile crime.

8. Citizen Participation

The Citizens Budget Advisory Committee has expressed full support of this project. Additionally, regular public meetings have been held over the last three years to gather input from the community as well as providers regarding the implementation plan for this project.

9. Partnerships And Collaboration

This project is guided by the Policy and Decision-Making Team, which is comprised of cross County representation in the form of the Chair's Office, County Commissioner, DA, Defense, Judiciary, Department of Juvenile Justice Services Administration, schools and police. This is a strategy which affects both County policy by the executive branch as well as case processing by the judiciary.

1. Topic : Case Classification

2. Introduction

A case classification tool will provide the Department with a way to systematically evaluate the risk and needs of delinquent youth and to more consistently structure our response, interventions, and services. It also will provide the Department with an objective means to target supervision and program resources to better serve our young clients.

The purpose of this report is to secure the Board's general policy approval and informed support for the development of a case classification tool, first in probation and subsequently at the adjudication or even the initial disposition stages.

3. Background/Analysis

The Department has convened a Case Classification Committee to develop and implement a Case Classification system. The committee is structured into two tiers to accomplish this project: a Policy Group to guide, surface and resolve policy questions around the instrument; and a Work Group to respond to policy directives and develop the actual work product(s).

The Policy Group directed to the Department:

"Develop a classification system based on needs and risks to increase the quality of decision making and narrow subjectivity and bias. Develop instruments to use systematically for both pre-adjudicatory and post-adjudicatory decision making."

This is meant to develop a continuum model that is data driven and which is comprised of multiple tools including the Risk Assessment Instrument [RAI]. The RAI will continue to serve as the tool for assessing youth for admission to Detention/Community Detention.

The DJJS Probation Classification system will be a structured decision-making system that employs a systematic assessment process, using objective information in a prescribed format to: make decisions about levels of supervision for youth placed on probation; make program and placement decisions; and structure sanctions. Assessments are based on indicators of risk to reoffend and identified service needs.

The purpose will be to:

- Increase accountability at all levels;
- Target the most intensive resources for the most high risk/need youth;
- Establish work load equity;
- Develop probation (supervision and program) standards based on risk/need assessments;
- Structure the sanctioning process for violations of probation to help the Department respond more objectively and consistently with similar types of youth.

The Department presently classifies youth informally and individually and does not use systematic predictions of risk and need to guide level of supervision, determine types and quantities of sanctions, or to determine placements. Decisions are primarily based on the nature of the offense and a youth's behavior under supervision.

National efforts have developed ways to use objective risk and need variables to conduct probability analyses to predict the likelihood of failure for various populations of youth. These tools, when properly developed, tested, and validated become highly predictive about which groups of youth are likely to continue delinquent behavior. These instruments use mathematical and statistical modeling and are proving more accurate than clinical and experiential judgment.

Case Classification systems, when fully implemented, provide policy makers with opportunities to make decisions about how to target resources while maintaining acceptable levels of failure. The net result is the improvement of public safety through more accurate predictions, including an understanding about how different levels of classification influence the probability of success or failure. Resource allocation becomes less of a guessing game and more clearly linked to measurable results.

It is recommended that the Chair and Board of County Commissioners:

Support the development of Case Classification with the understanding that funds will be required in the 1997-98 budget for a validation study and for implementation of an automated system.

4. Financial Impact

In the proposed budget, the fiscal impact relates to the assignment of existing part time staff to coordinate the Committee and the addition of \$34,000 for consultant services to assist with design and automation. The future costs of validating the instrument and implementing an automated system for decentralized data entry and analysis can not be precisely estimated at this time.

5. Evaluation

Prior to implementation, the instrument will be field tested and initial data collected on some current youth. After implementation, the Department will use outside experts to "validate" the instrument in early 1997-98. The validation process will involve field testing and contracting for appropriate research capabilities to perform the needed statistical modeling and analysis. The validation process is essential for the instrument to be accurate and reliable for the County's purposes.

A broader evaluation plan will be developed prior to full implementation of the Case Classification system.

6. Legal Issues

Other than statutes like Ballot Measure 11 that call for determined sentences and responses, there are no legal issues affecting this project. In fact, jurisdictions who use classification systems are in better positions to withstand legal challenges to decisions about offenders, particularly when issues like detention, sanctions, and termination of supervision are considered.

County Counsel has not been consulted. However, no ORS, ordinances, resolutions or administrative procedures are affected at this time.

7. Controversial Issues

There is potential for staff resistance to Case Classification because it moves the Department away from staff professional judgment and intuition and more towards prescriptive responses based on risk level. However, the initial planning efforts for the case classification are enjoying wide acceptance in the Department. The effort emerged as a high priority Action Plan during the Department's two day All Staff Work Session in November, 1995. The work group planning the implementation represents all work units and there are several other avenues for becoming informed. Staff concerns are encouraged to surface and are widely discussed and resolved as the process progresses.

8. Link to Current County Policies

This project is strongly linked to current County policies regarding RESULTS and the MCCF's benchmark to reduce over-representation of minority youth in the juvenile justice systems. Case Classification will also help address the disproportionate confinement of minority youth by eliminating bias and the potential for differential responses of juvenile court counselors. As the system is moved earlier in the process, the impact will be even greater. For example, as the District Attorney begins to consider risk and needs variables in making prosecution decisions, any potential for bias at that decision point will be reduced. Similarly, the system may ultimately change who the Department diverts to the Family Centers, and who ought to proceed to formal adjudication.

9. Citizen Participation

The Policy Group of the Committee includes several linkages with lay citizenry. Ray Mathis, from the Citizen Crime Commission, Gerald McFadden from Volunteers of America, Diane Feldt, from the North Portland Youth Service Center, and Lee Coleman, from the Commission on Children and Families all serve on the Policy Group. The Policy Group envisions part of its responsibility to communicate with its representative constituencies.

10. Partnerships and Collaboration

The Case Classification Committee by nature involves strong partnerships and collaborations. The Policy Group is an interagency group, representative of all stakeholders who interface in some way with our system. The District Attorney's Office, the Judiciary, the defense bar, the State Office for Children and Families, the Oregon Youth Authority, the Department of Community and Family Services, the Commission on Children and Families, Youth Service Centers, and private providers are all represented.

As the Committee studied the field of Case Classification, it learned that there are several types of instruments, each used for unique purposes and decision making. The best instruments are used at the earliest points in the process to bring quality and objective decision making at the onset of involvement with the juvenile justice system. The Policy Group has acknowledged that in order for such a system to occur in Multnomah County, all stake holders need to form the necessary partnerships to make the system work. Public information efforts will need to be coordinated as we attempt to move from decisions based primarily on offense to decisions based on risk and need. The Policy Group is committed to providing this coordinated leadership as the project progresses.

1. Topic: Building Evaluation Capacity
2. Introduction

The Department of Juvenile Justice Services [DJJS] continues to move toward improving its capacity to evaluate program activities and outcomes in contracted services and internal programs and to automate work systems to support data-based decision-making. During Fiscal Year 1996-97 the Department will have an opportunity to participate in the development of integrated information systems with the State of Oregon and County Departments that will provide us with the ability to track client recidivism and link public safety and social service automated systems. Further, the Department will begin to collect and evaluate baseline data on contracted program services, focusing on program implementation (process evaluation), program activities, outputs and outcomes.

This report outlines opportunities available in 1996-97 to build our capacity to evaluate outcomes and collaborate across organizational and agency lines, and updates the Board on current program development and evaluation activities.

3. Background/Analysis

With leadership and support from the Board of County Commissioners, the Department of Juvenile Justice Services has taken significant steps in Fiscal Year 1995-96 to develop its capacity to evaluate program service activities and outcomes. Key accomplishments include: reaching statewide agreement on the definition of "recidivism"; preparing the first "snapshot" strategic plan for departmental information systems; developing outcome measures for inclusion in all major contracts; initiation of contract review process with DJJS contractors; development of initial program evaluation processes with contractors; establishing a collaborative relationship with Oregon Youth Authority, Family Service Centers and the Department to manage and implement the Flexible Funding Program, and refinement of the Departments' "key results." At DJJS, we are cultivating the view that using data to improve management of what we do is everyone's job.

The Department recognizes that well-conceived, well-designed, and thoughtfully analyzed data provide valuable insights in to how programs are operating: the extent to which they are serving customers, their strengths and weaknesses, their cost effectiveness and potentially productive directions for the future. By providing relevant information for decision-making, the Department will set

priorities, guide the allocation of resources, facilitate the modification and refinement of program structures and activities, and signal the need for redeployment of personnel and resources.

In 1996-97, the Department faces important opportunities and challenges as it works to improve its capacity to evaluate outcomes and make data-based decisions through: external/internal information systems planning efforts and program outcomes data collection and analysis.

Evaluation and Monitoring - Fiscal Year 1995-96 Process

Approved in the 95-96 Budget Hearings, the Department has adopted and enacted a variety of evaluation and monitoring activities to promote service delivery, develop baseline program information and focus external programs toward an outcome and measurement orientation.

In Fiscal Year 1995-96 the Department implemented a contract monitoring process ensuring all direct service, external programs were reviewed for Fiscal and Program compliance, an activity that had not been completed in prior fiscal years due to departmental capacity issues. The Department's Gang Transition Service Providers (10), General Fund Service contractors (4), Detention Reform Initiative contractors (3) and Portland Public School contractor (1) have all participated in on-site reviews and planning for Fiscal Year 1996-97 measurements and outcomes to assist in the evaluation of this programming model.

With the added capacity from a Program Evaluator position within the Department we have established evaluation models focusing on process and outcomes. The department has developed the capability to link resources, program activities, program output with outcomes and goal attainment. The Department, recognizing that understanding evaluation methodology and practice is critical to future planning efforts, is securing training in SPSS, ACCESS and other analytic software programs to better exam the data we receive from our contractors.

Opportunities for Collaborative Planning Efforts

The Department, through the Program Evaluation and Development Section, continues to manage the planning and program development process of Gang Transition Services in Multnomah County. This network is capitalized with over \$500,000 in State OYA resources to develop a continuum of care for gang-involved parole and probation clients. It currently represents eleven (11) community based agencies that provide counseling, crisis intervention, outreach,

drug and alcohol and educational services to these youth. In 96-97 the Department will continue to facilitate the fifteen (15) month planning effort designed to assess the needs of gang involved parole and probation youth, create a service delivery matrix and program evaluation model around service assumptions, activities, program outputs, short term objectives, short and long-term outcomes and prepare for the State's FY 97-99 Biennium. Partnering in this effort will be Oregon Youth Authority Parole and Probation Services (OYA), OYA Program Administration, DJJS, Gang Transition Service Providers and parole and probation clients and families.

Program Outcomes -- Data Collection and Analysis

In 1996-97, the Support Services Division will complete the following action plan:

- o Implement a department evaluation process and develop best practices for evaluation and information retrieval in collaboration with the County's Program Evaluation Workgroup by June 1997 to provide qualitative and quantitative information on program results.

The Department is committed to providing an automated system/software that will allow external providers and internal programs an ability to collect outcome data, and additional technical assistance as needed. A contractor may be needed to work with Department staff to modify the existing Client Tracking System or develop a new system. This will need to integrate with JJIS and the social services client tracking system in the future.

4. Financial Impact

There are no direct financial costs reflected in the current budget request, although the issues identified will have financial implications as the Department moves to enhance data collection capability in its direct service contractors. Detailed financial analysis, including any multi-year projections, should be made available to support future decision-making.

5. Evaluation

The Oregon Quality Initiative award criteria will be used to evaluate the Department's success in developing and using information systems for decision-making and program evaluation. In the summer of 1996, a baseline assessment will be made.

6. Legal Issues -- none
7. Controversial Issues -- none
8. Link to Current County Policies

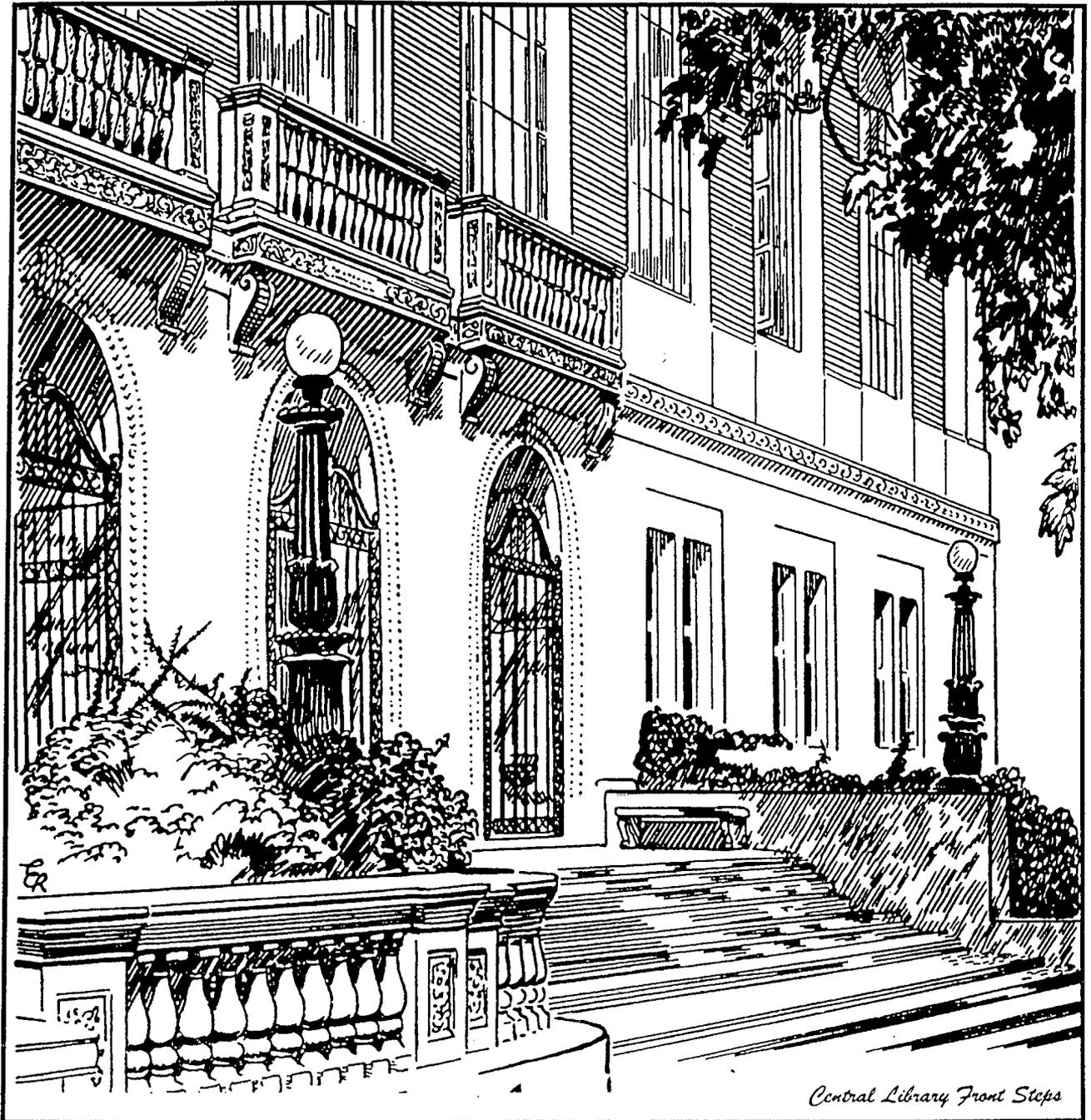
Building capacity to evaluate outcomes and automate work systems is an essential prerequisite to success in the County's major strategies to reach the Benchmarks, the RESULTS initiative, the Strategic Plan for Information Technology [SPIT] and outcome-focused budgeting including performance trends and key results. Without this capacity, it will be unclear as to whether we are making progress towards the urgent benchmarks towards which DJJS is focused: reduce recidivism in juvenile crime; improve success of diversion programs; reduce violent crime; and reduce over-representation of minority youth in the juvenile justice system.

9. Citizen Participation

The CBAC has reviewed this and supports the request for additional General Fund assistance.

10. Partnerships and Collaboration

By design, each of the efforts planned for 1996-97 is inherently collaborative. Every significant partner from the State and local level will be engaged.



Multnomah County

Juvenile Justice Services

May 21, 1996 1:30 p.m.

Packet #5a - Information

**Budget
1996-97**

**Board of County Commissioners
Budget Worksession
May 21, 1996**

**Overview of the
Department of Juvenile Justice Services
1996-97 Proposed Budget**

**Presented By
Elyse Clawson, Director**

VISION

Looking forward to the year 2016,

- fewer youth commit crimes per capita
- fewer of the crimes committed are violent
- delinquent youth are quickly held accountable for their actions
- delinquent youth are less likely to commit a second law violation
- youth affected by abuse, abandonment or neglect have a sense of hope for their future
- DJJS collaborates extensively with the public, other agencies and community organizations
- DJJS is a positive place to work

LOCAL CONDITIONS

- Overall the number of allegations rose significantly from 1988 to 1992 and have since leveled off at about 8000 per year
- Property offense allegations have increased most -- up from about 3400 / yr in 1988 to about 5400 in recent years -- 58% increase
- Person offenses rose 48 % to a recent yearly total of about 1600
- Violent offenses more than doubled to total about 700 per year

NATIONAL RESEARCH FINDINGS

- **Children of color tend to be overrepresented in referrals to Juvenile Court**
- **Substance abuse and delinquency are highly correlated -- with alcohol as the primary drug of choice**
- **Sexually active youth are much more likely to be delinquent and to use alcohol / other drugs**
- **Witnessing violence in the home or being physically abused during childhood increases the risk of violent behavior during adolescence by as much as 40%**

STRATEGIES

- **strengthen and build community capacity to hold youth accountable**
- **increase opportunities for youth to make restitution to their victims**
- **initiate and fund youth violence prevention**
- **identify and intervene earlier with troubled youth**
- **understand and respond to the risks/needs of delinquent youth**
- **strengthen parents abilities to deal with troubled youth**
- **incorporate detention reform into on-going business**
- **collaborate to educate the public**
- **develop systemwide strategic plan with the Public Safety Council and the Commission on Children & Families**
- **implement organizational development strategies from the All Staff Worksession**

DEPARTMENT OF JUVENILE JUSTICE SERVICES

DIRECTOR'S OFFICE

CUSTODY
SERVICES

- Detention
- Residential Programs
- Detention Alternatives

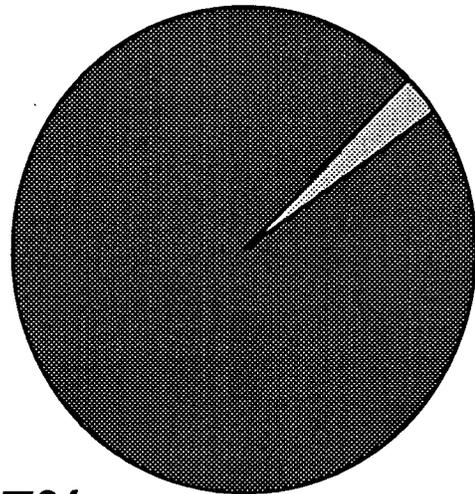
COUNSELING &
COURT SERVICES

- Court Process
- Abused/Neglected
Children
- Diversion Program
- Probation

SUPPORT
SERVICES

- Planning and
Administrative Services
- Information Services
- Program Evaluation and
Development

DJJS BUDGET COMPARED TO COUNTY BUDGET



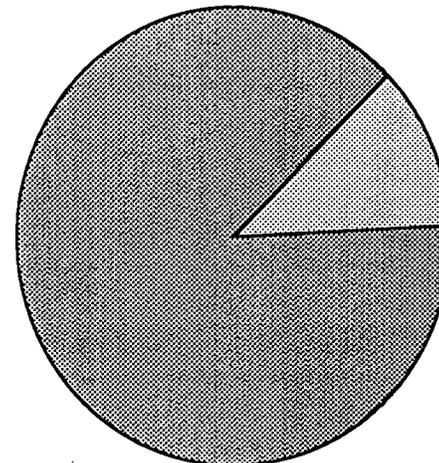
3%

97%

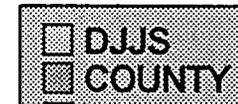


ALL FUNDS

DJJS	\$ 20.5 M
COUNTY DEPTS	\$ 753.9 M



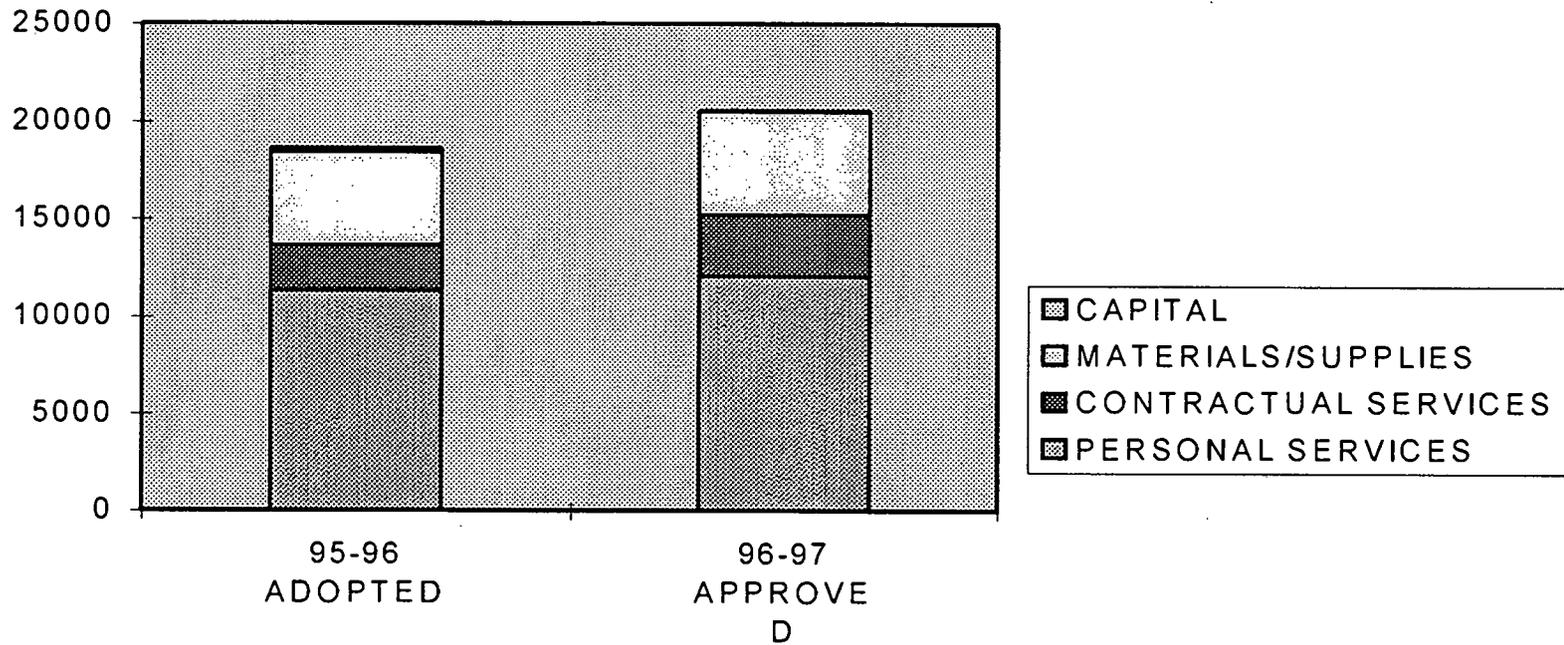
13%



GENERAL FUND

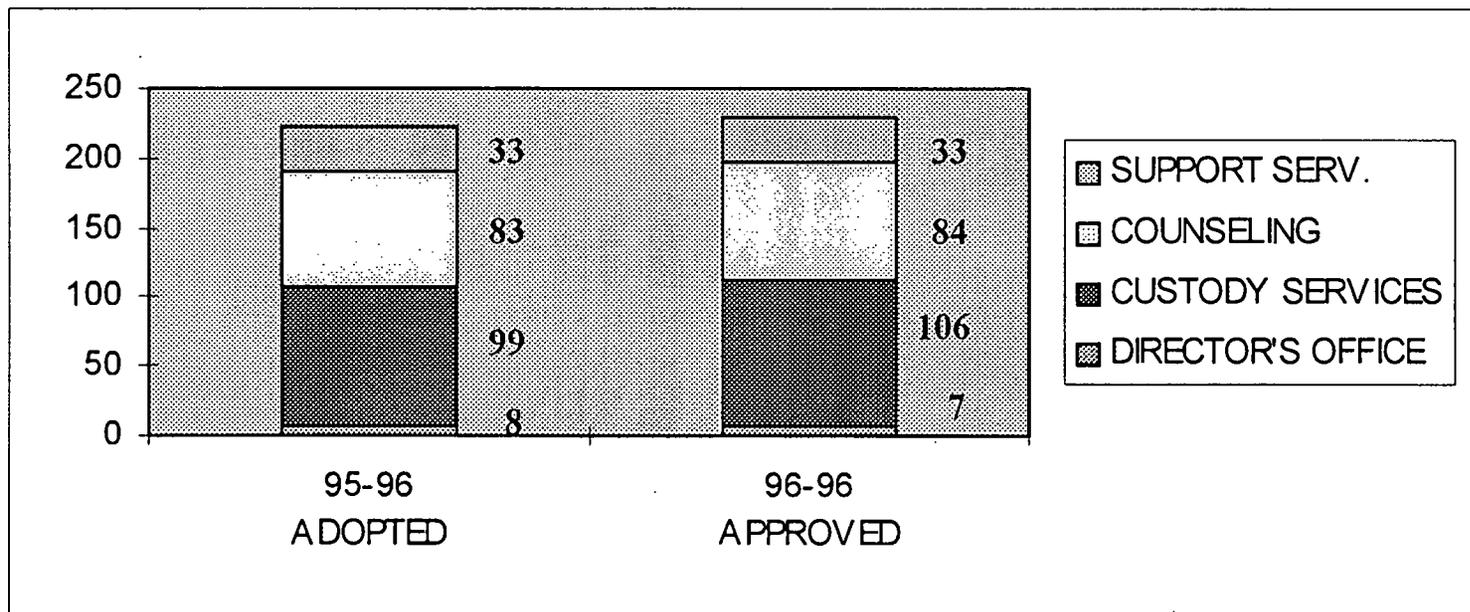
DJJS	\$ 15.0 M
COUNTY DEPTS.	\$ 113.8 M

BUDGET TRENDS



- Total budget increases by 10.5% from \$ 18.6 M to \$20.5 M
- Contractual services increase most [38%] due to flexible spending, sex offender and detention education

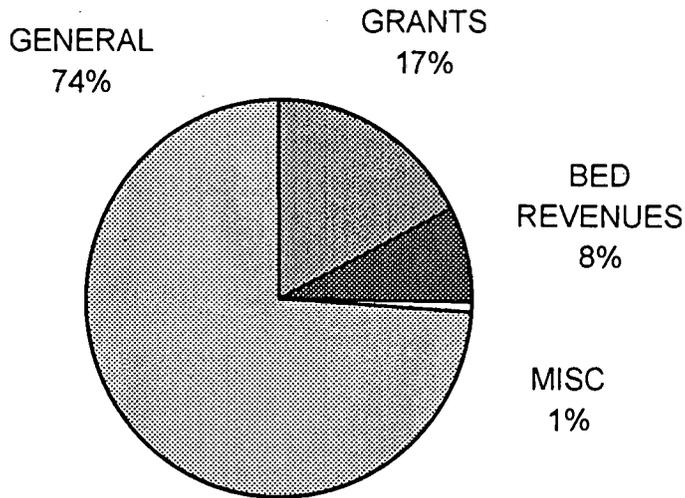
STAFFING TRENDS



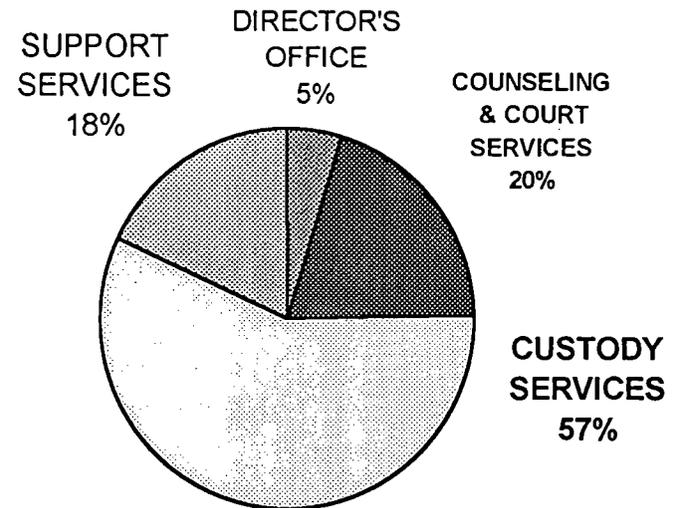
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- These increases occurred in Custody Service [7.0] and Counseling [1.0] with a partially offsetting decrease in the Director's Office [1.2]

1996-97 PROPOSED BUDGET

\$ 20,568,562



REVENUES BY SOURCE



EXPENDITURES BY DIVISION

BUDGET HIGHLIGHTS

-- SERVICE LEVEL CHANGES--

- **63 new beds open in July 1996**
 - 32 financed and operated by the State of Oregon
 - 15 for Sex Offender Residential Treatment
 - 16 financed by Washington County remain vacant
- **New “Flexible Funds” program continues**
- **Project Payback and Community Service work crews are expanded**
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- Computer-based educational programming is developed for youth in detention during evenings, weekends and summer vacations
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- **All Staff Worksession in November 1995**
- **Department RESULTS Steering Committee**
- **Cross - department committees [BUDTEAM, Detention Reform Team; Case Classification]**
- **Large Management Team**
- **Citizens Budget Advisory Committee**

ISSUES, OPPORTUNITIES & UPDATES

- A. Senate Bill 1, Ballot Measure 11 Update**
- B. Detention Reform Initiative**
- C. Case Classification**
- D. Diversion Program Success**
- E. Building Evaluation Capacity**

OTHER KEY ACTION PLANS

- **Strategic system plan for juvenile justice**
- **Multi-use facility program issues**
- **Counseling policies & procedures**
- **Administrative systems redesign**
- **Implement evaluation process**
- **Plan/develop 4 major information systems**
- **Migrate to Microsoft Office**

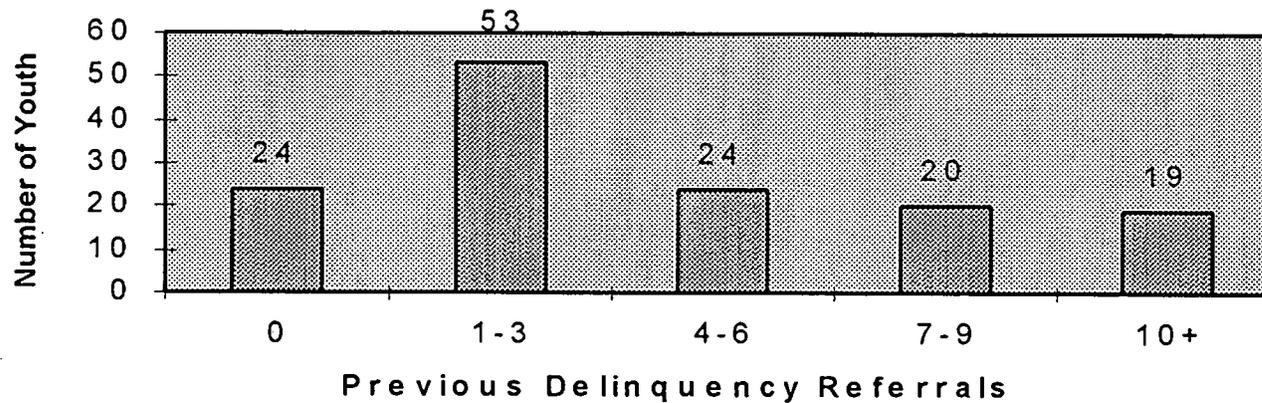
SENATE BILL 1 / BALLOT MEASURE 11

One Year Later:

- **There were 206 total Ballot Measure 11 referrals**
- **140 youth of these youth were referred to the DA from Juvenile Court**

Prior History of BM 11 Youth

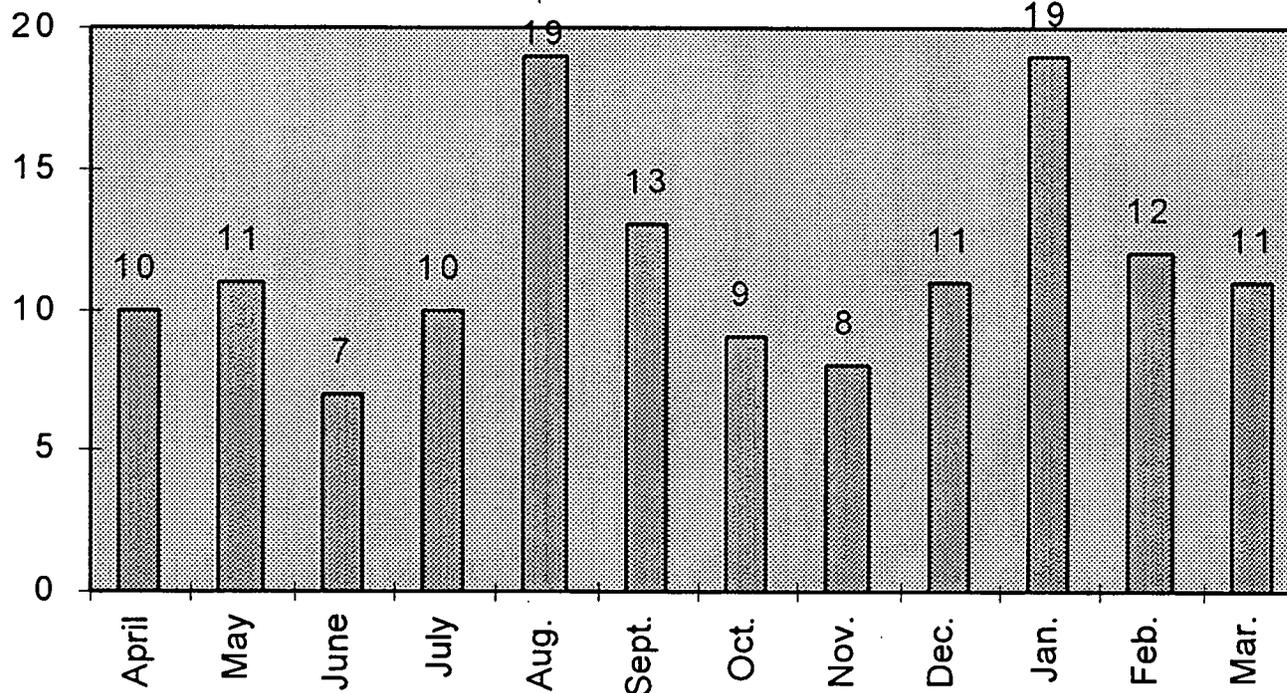
Distribution of Youth Referred for Measure 11
Offenses by Previous Referrals



- 77 had three or less previous delinquency referrals

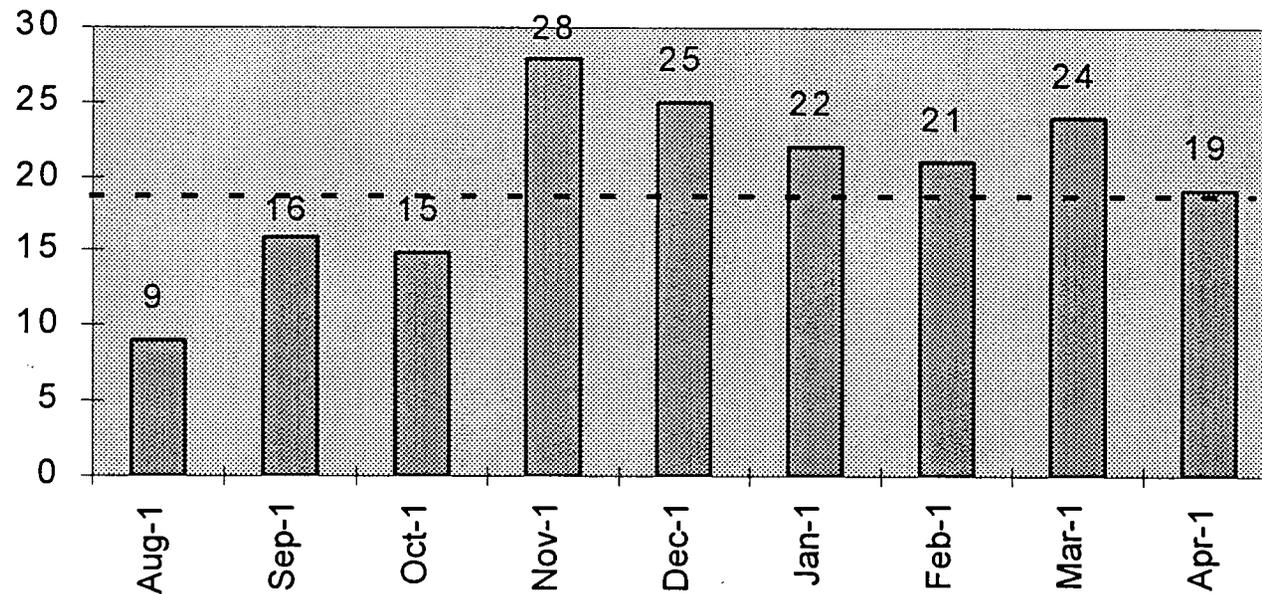
Ballot Measure 11 - Monthly Referrals From Juvenile Court

Measure 11 Referrals by Month



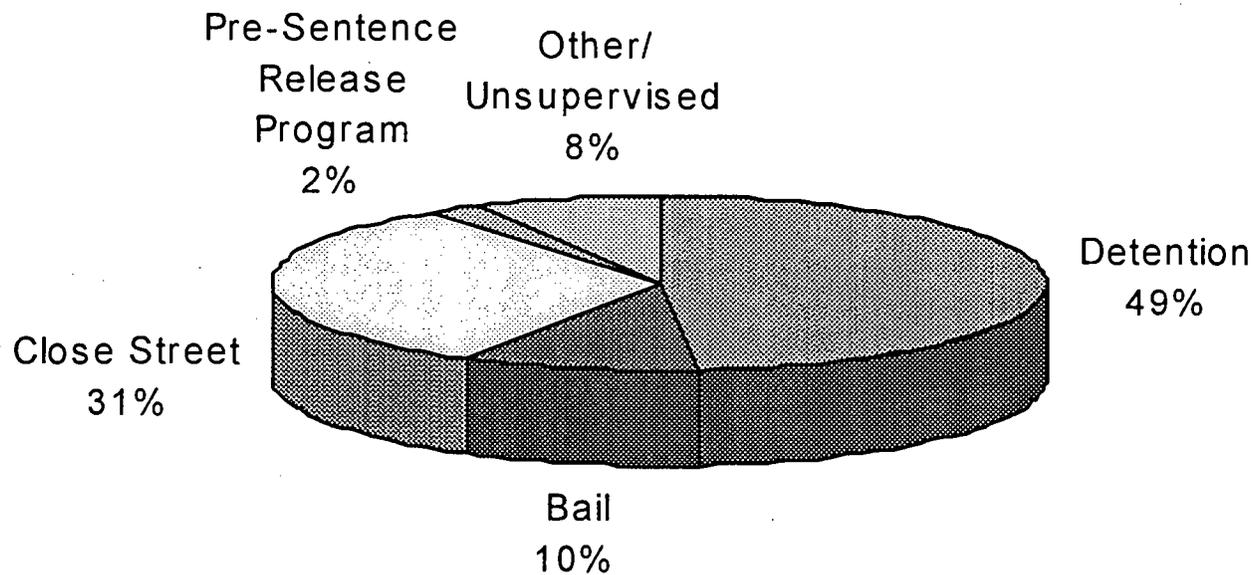
Average Number of Ballot Measure 11 Youth in Detention by Month

Number of Measure 11 Youth in Detention
Actual versus Projected



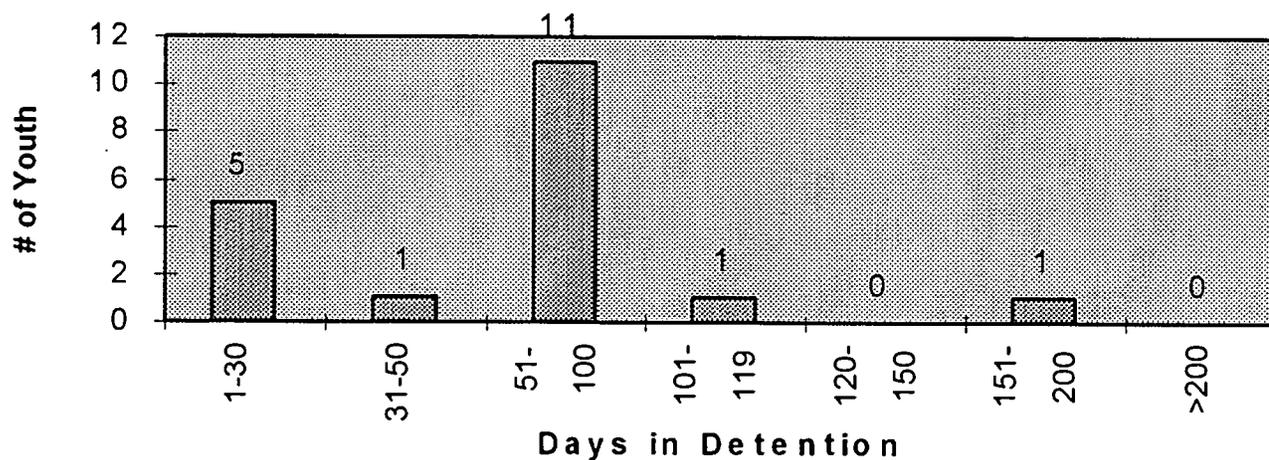
Type of Supervision Provided to Ballot Measure 11 Youth

Supervision of Youth While Awaiting Trial



Bm 11 Youth -- Length of Stay in Detention

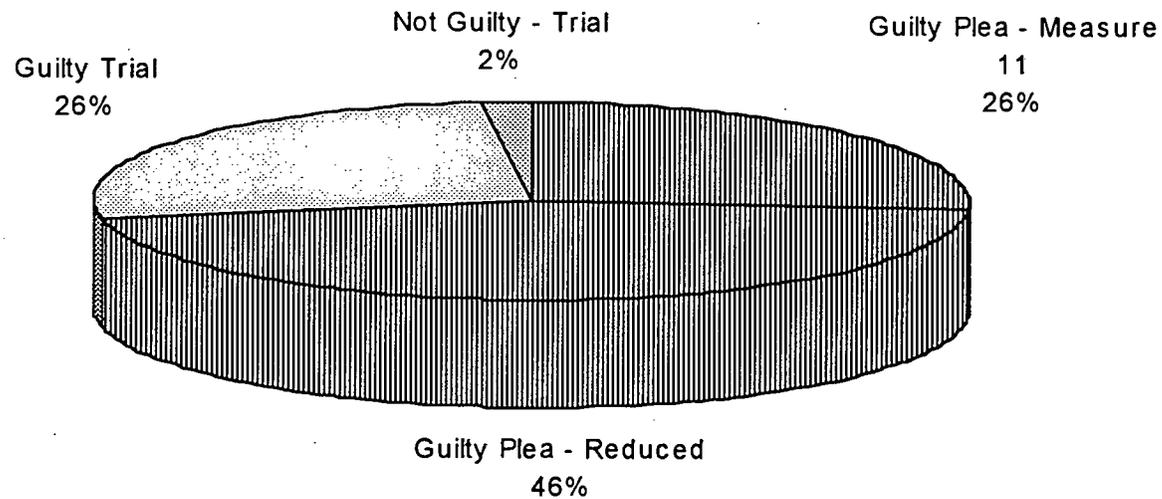
Average Stay in Detention for Youth in Detention on 4/1/96



- 25 who were held in detention stayed an average of 94 days

Final Disposition

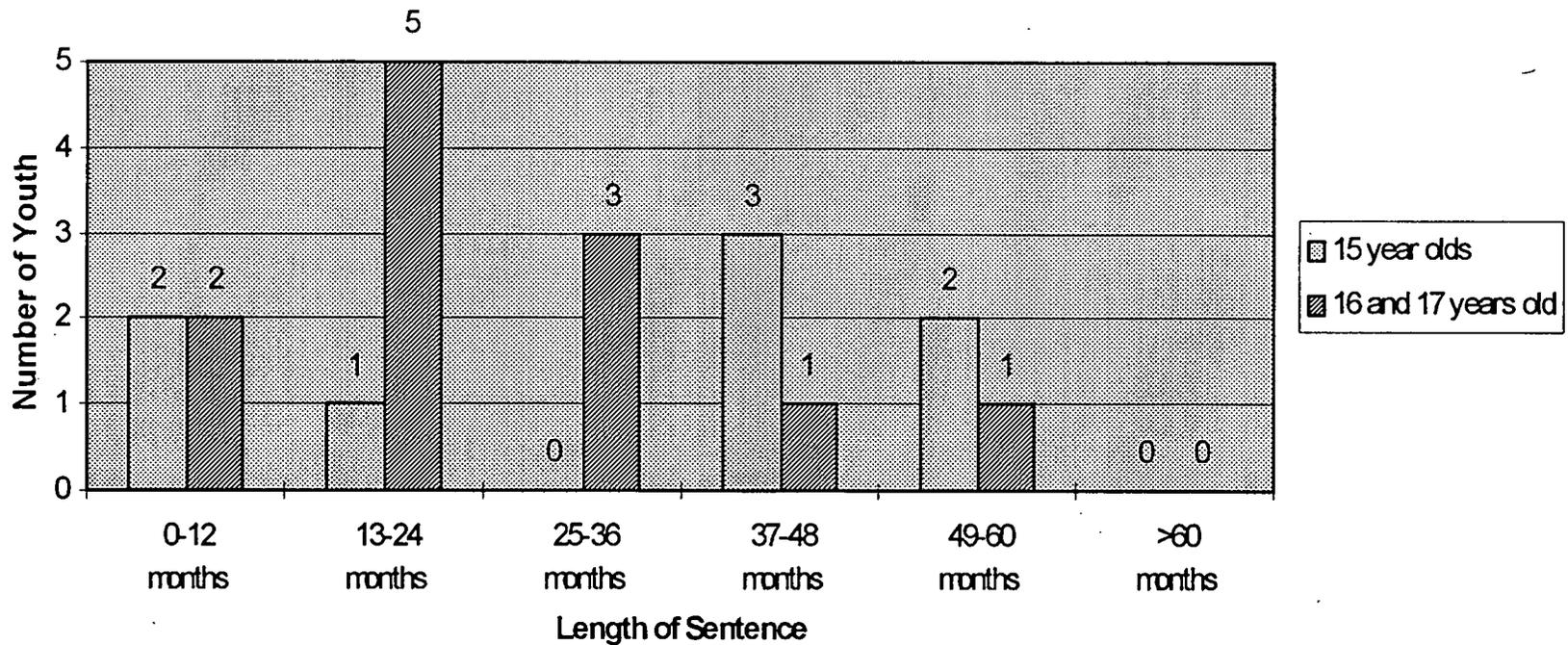
Final Disposition of Youth Referred to DJJS for Measure 11



Of those youth whose cases were prosecuted : 26 % were found guilty at trial -
2 % were found not guilty at trial - 26 % pled guilty to BM 11 charge -
46% pled guilty to a waivable charge and were sentenced in adult court

Length of Sentence

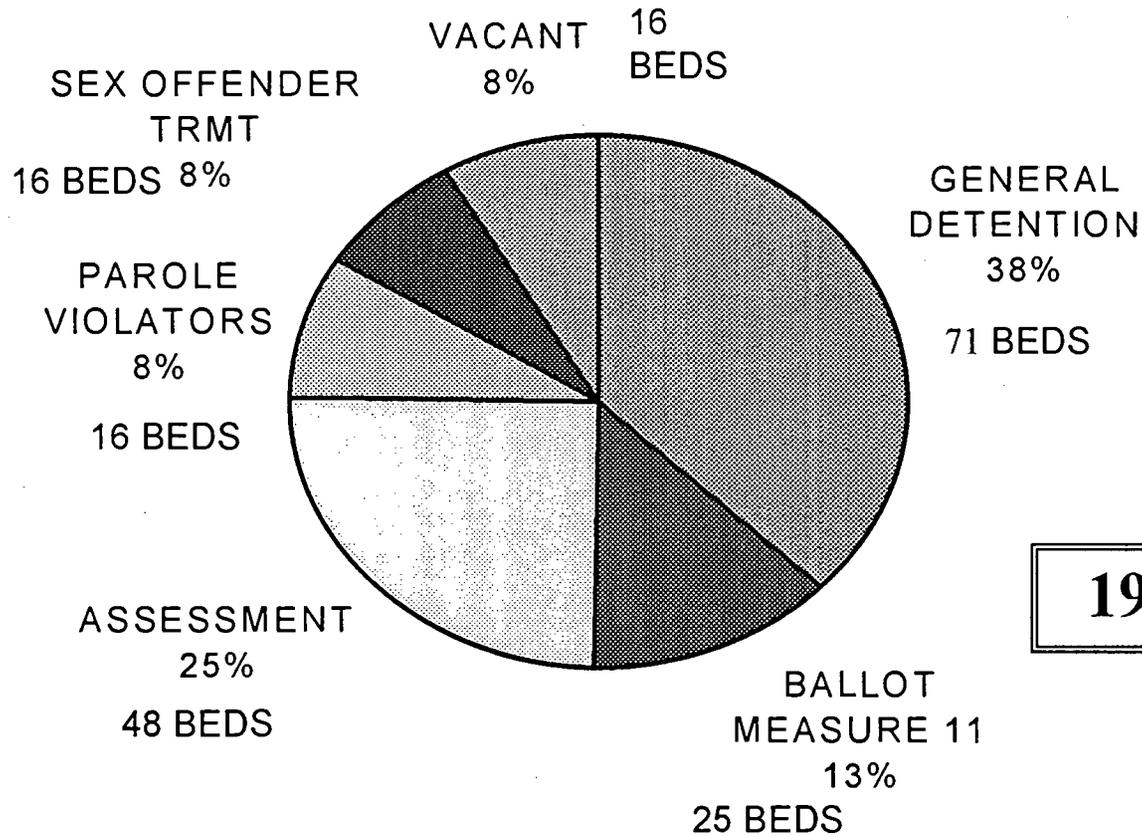
Length of Prison Sentence for Youth Referred to DJJS for Measure 11 Who Plead Guilty or Were Found Guilty of a Waivable Non-Measure 11 Offense



DETENTION REFORM INITIATIVE

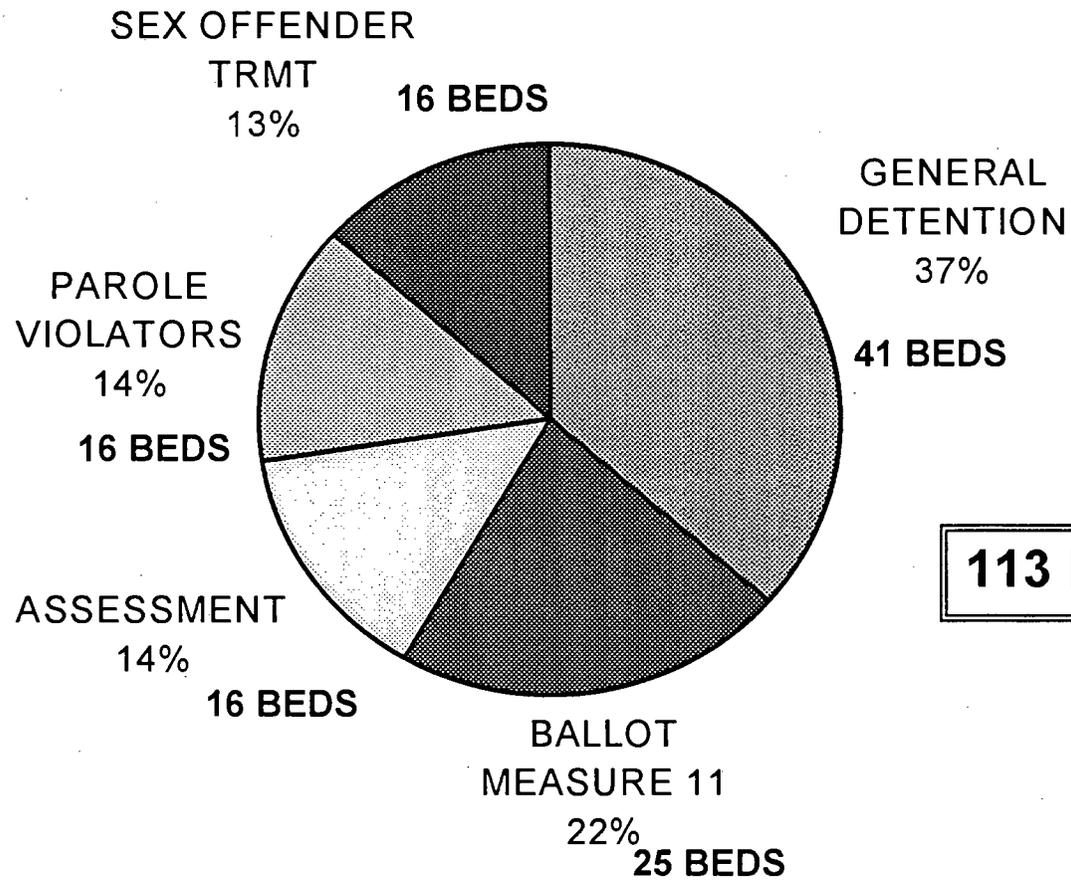
- Provides alternatives to secure detention, while ensuring public safety and maintaining connection of youth with the community
- Entering its last full year of funding by the Annie E. Casey Foundation
- 96-97 action plan: evaluate the initiative to support planning for transition to County funding
- 96-97 budget: includes general fund pick-up of Expeditor

Use of Detention Beds in 96-97

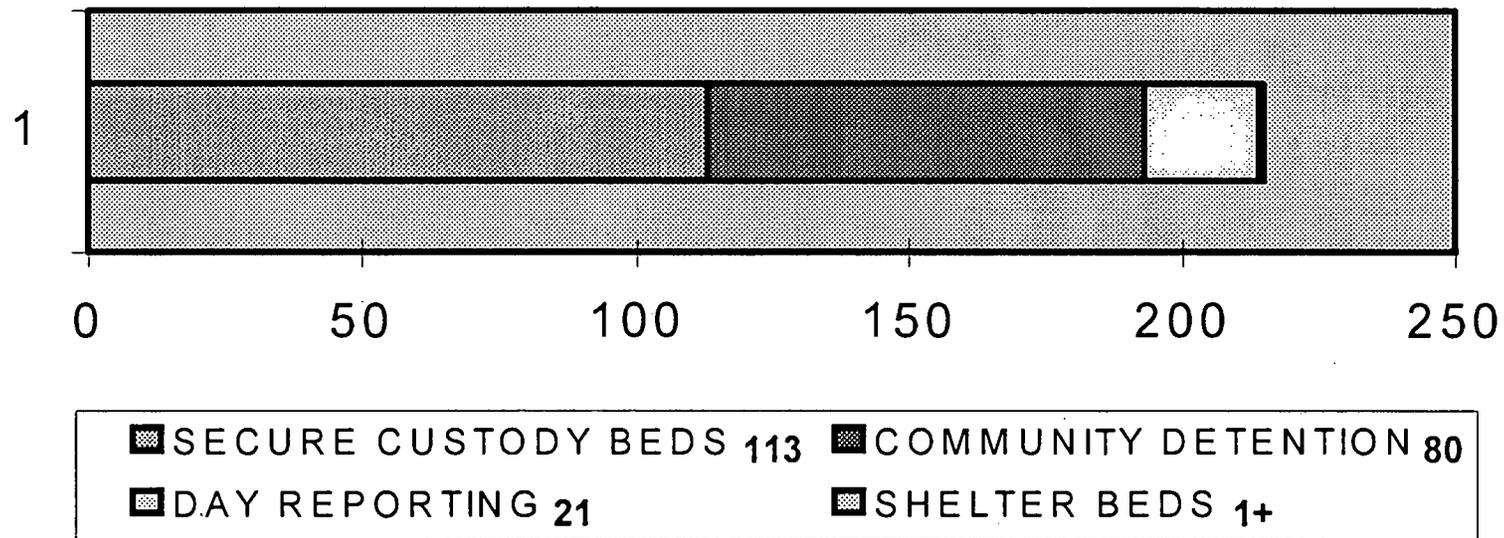


191 BEDS

Multnomah County's Use of Beds in 1996-97



Community- Based Slots Increase Supervision Capacity

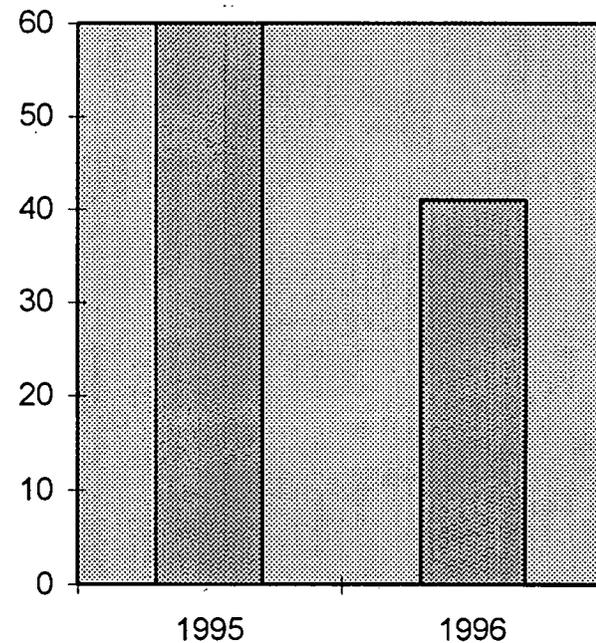


Detention Reform has increased our pre-adjudication supervision capacity by providing more than 102 community-based slots in community detention, day reporting and shelter beds.

Fewer Beds Needed for General Detention Use

19 fewer beds are needed for general detention of Multnomah County youth since the 1995 implementation of Detention Reform and implementation of Ballot Measure 11

GENERAL DETENTION BEDS
NEEDED



CASE CLASSIFICATION

Case classification is a structured decision-making system which employs a systematic assessment of risks and needs in order to:

- **provide youth with appropriate and consistent levels of supervision, services and sanctions**
- **provide information for program development and strategic planning**
- **establish workload equity and accountability**
- **improve public safety by reducing recidivism**

DIVERSION PROGRAM

A recently completed independent evaluation found:

- **approximately 2000 youth diverted per year**
- **85 % appearance rate at diversion hearings**
- **nearly 80% of youth successfully complete diversion contracts**
- **10-15% lower recidivism compared to other youths with similar histories of misdemeanor offenses**

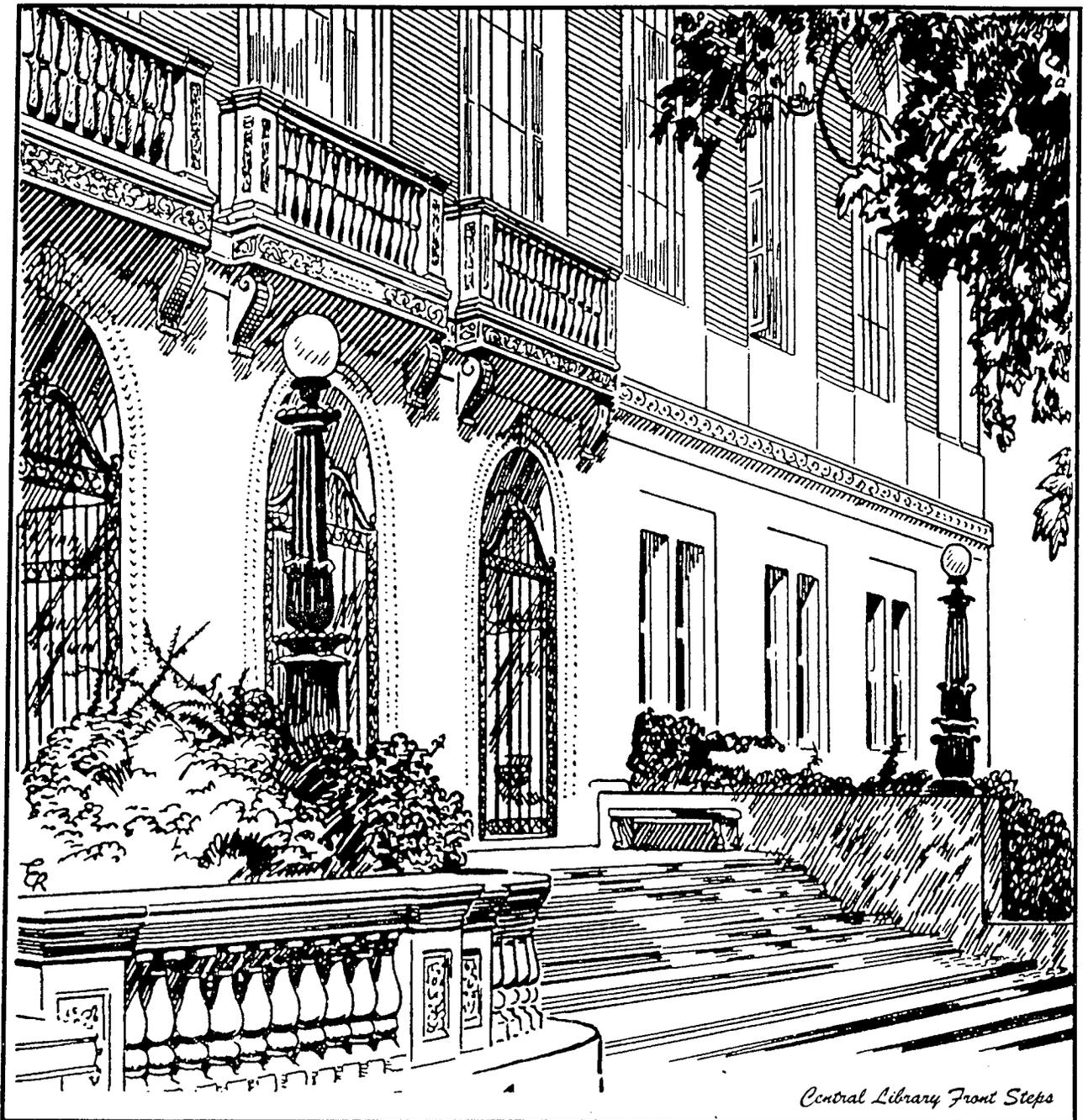
BUILDING EVALUATION CAPACITY

In 1995-96 :

- **Developed program measurements and outcomes for direct service contractors**
- **Developed and implemented system-wide contract review process**

In 1996-97:

- **Continue and refine contract review process**
- **Begin evaluation of internal departmental programs**
- **Plan for Gang Transition Services**



Central Library Front Steps

Multnomah County

Juvenile Justice Services

May 21, 1996 1:30 p.m.

Packet #5b - Information

**Budget
1996-97**

1. Topic: Diversion Outcome Project

2. Introduction:

Attached for your information is the executive summary of an independent evaluation report on the Department of Juvenile Justice Services' Diversion Program. The report was prepared by William Feyerherm, Ph.D., of the Portland State University faculty. The full report is available upon request to the Director of Juvenile Justice Services.

4. Financial Impact -- none

5. Evaluation -- report attached

6. Legal Issues -- none

7. Controversial Issues -- none

8. Link to Current County Policies

Increasing the success of diversion programs is an urgent benchmark for Multnomah County.

9. Citizen Participation -- n/a

10. Partnerships and Collaboration

This evaluation was conducted as a collaborative effort between the Department of Juvenile Justice Services, the Department of Community and Family Services and Portland State University.

DIVERSION OUTCOME PROJECT:

Implementation Followup Report

A Report to the Community and Family Services Division

and

The Juvenile Justice Division

Submitted by William Feyerherm

May, 1996

Executive Summary

This report is designed to provide information concerning the implementation of a change in the juvenile diversion projects offered to youth in Multnomah County who are referred to the Juvenile Justice Division, but whose current alleged offense and history of offense allegations suggest that diversion programs may be beneficial. The structure of these programs changed in October, 1994, in ways designed to encourage greater completion of diversion services, as well as to more closely integrate the information available concerning these youth with that held in the Juvenile Justice Division. This report is based on administrative records maintained within the Juvenile Justice Division, and is based on youth referred to diversion programs through the end of the first quarter of 1996. A six-month follow-up to determine re-referral has been used in order to obtain information on the post completion progress of these youth.

The report is designed to address three general issues: utilization of the diversion services, re-referral within a six month period, and program services and completion. The report is designed as a first look at the revised system, since a 12 month follow-up would be preferable, and since some of the "pains of transition" are evident in the early data processing system. Nonetheless, the report provides a sense of the operation of the program sufficient to identify any major problems which might have occurred.

Utilization. The rates of referral to diversion programs have remained fairly constant over a period from 1992 to 1996. Among non-felony referrals with one or no prior delinquency referrals, the diversion programs are more likely to be offered to female clients, and somewhat less likely to be offered to Hispanic clients. Across other racial / ethnic groups the use of diversion appears equitable.

Re-Referral. Among the non-felony cases with one or no prior referrals (in order to compare comparable groups), those offered diversion programs have six month re-referral rates which are approximately 12 - 15 percentage points lower than those not referred to diversion programs. Those referred to diversion also have a re-referral rate which is lower than those youth who received a "warning only", consistent with an expectation that the diversion programs provide a valuable contribution to reduction of future violations.

Services and Completion. For those 630 youth for whom a diversion outcome form was returned to the Juvenile Justice Division, 79% indicated that the youth had fully completed the program, with another 5.1 percent indicating partial completion, but sufficient in the judgement of the Center staff to warrant no further action from the Juvenile Justice Division. A wide range of services were indicated as utilized by the youth, ranging from Needs Assessment and Information / Referral services through Community Service programs, Educational services, skill building programs, restitution and a variety of others.

MULTNOMAH COUNTY
DEPARTMENT OF JUVENILE JUSTICE SERVICES

REPORT ON FLEXIBLE SERVICE FUNDS

Program Purpose:

To provide resources that create individualized, client-centered approaches in the provision of Intervention and Prevention services for youth, parents and families involved in adjudicatory and non-adjudicatory, diversion activities with Multnomah County's Juvenile Justice System. To finance those activities that will help to limit youth penetration further into the Juvenile Justice System.

Funding Process:

A Flexible Fund Committee comprised of representatives from Multnomah County's Department of Juvenile Justice Services, Oregon Youth Authority, and Family Service Centers meets weekly (Wednesday, 8:40 A.M. - 10:00 A.M.) to review requests from Juvenile Court Counselors, Family Service Center staff, OYA Parole Staff, and Direct Service Contractors. Each review generates significant discussion on service delivery planning, resource availability in the community, family dynamics, alternative living arrangements, educational planning, prior resources utilized and proposed outcomes. The committee after discussion determines which resource pool to utilize (note: the OYA fund can provide services for those youth temporarily committed to OYA for placement, adjudicated delinquent youth, while Multnomah County's resources can be used for probation and non-adjudicated youth) and whenever possible, leverages the existing funds in order to extend services to as many youth and families as possible. The funding process is kept extremely simple, thus allowing for flexibility in the use of available dollars.

Activities Funded/Services Provided:

Since its inception Flexible Service Funds have provided the following type of services:

Drug and Alcohol Wilderness Program
School Clothing
Birth Certificate
Psychological and Psychiatric Evaluations and Assessments
Leadership Camp
Conflict Resolution/Violence Prevention Workshop
Individual Therapy
Family Counseling
Shelter Care
Respite Care
Medication

Tattoo Removal Surgery
Day Reporting Center
Alternative Education services
Transportation (Bus Passes)
Drug and Alcohol Residential Services
Language Specific Drug and Alcohol Outpatient Service
Educational Assessments

Number of Youth and Families Served:

230 Youth/200 Families (individualized services)
1325 Youth (project/group services)

- Average Age of Youth: 15.5 years
- Living Situation: 80% of youth reside with parents
- Family problems including parent-youth conflicts, domestic violence and sibling conflict appear in a majority of youth served;
- Personal and Behavioral problems revolve around aggressive behavior, emotional disturbance (depression), substance abuse for most youth served;
- Many youth experience school/work problems such as poor attendance, poor grades, and discipline;
- 40% of families report income of less than \$10,000; 50% report income of under \$30,000;
- 65% of all youth receiving services are felony property and person offenders; 35% are misdemeanor property and person offenders;
- 35% of youth served are receiving family services from OYA and DJJS; less than 5% of youth served are involved in Family Service Center activities;

Outcomes:

Flexible funds have provided services that have kept parents and children together in lieu of out-of-home placement, assisted youth in returning to school and assisted youth in maintaining employment.

Program-centered Expenditures:

The Flexible Fund Committee identified a contractor to establish culturally sensitive, and appropriate drug and alcohol outpatient services for high risk Spanish speaking youth in

March, 1996 (\$20,000 allocation).

The Flexible Fund Committee identified a contractor to establish drug and alcohol services for youth involved in the illegal street drug economy (\$20,000). The Flexible Fund Committee identified a contractor to establish proctor homes and day treatment services for 14-17 year old, sex offenders who exhibit school, behavioral and emotional problems (\$50,000).

Issues and Concerns/Opportunities:

- Continuing lack of culturally appropriate residential treatment beds for African-American, Hispanic and S.E. Asian youth;
- Develop and implement an automated information retrieval process for Flexible Fund to assist in evaluation activities;
- With leveraged \$21,000 planning grant from Oregon Commission on Children and Families opportunity to develop and/or enhance services for females involved in the Juvenile Justice System.

Fund Utilization:

Approved Budget: \$361,500

Available Resources through May 14, 1996: \$109,976.65

**Board of County Commissioners
Budget Worksession
May 21, 1996**

**Overview of the
Department of Juvenile Justice Services
1996-97 Proposed Budget**

**Presented By
Elyse Clawson, Director**

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- DJJS collaborates extensively with the public, other agencies and community organizations
- DJJS is a positive place to work

KEY BENCHMARKS

It is central to mission of DJJS to contribute to achievement of these urgent benchmarks:

- Reduce recidivism
- Increase success of diversion programs
- Reduce violent crime by juveniles
- Reduce disproportionate representation by youth of color in the juvenile justice system

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DEPARTMENT OF JUVENILE JUSTICE SERVICES

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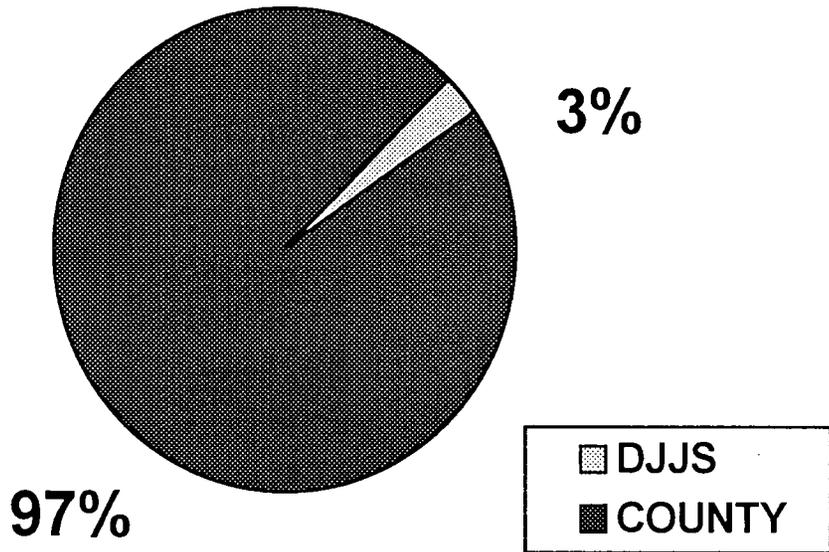
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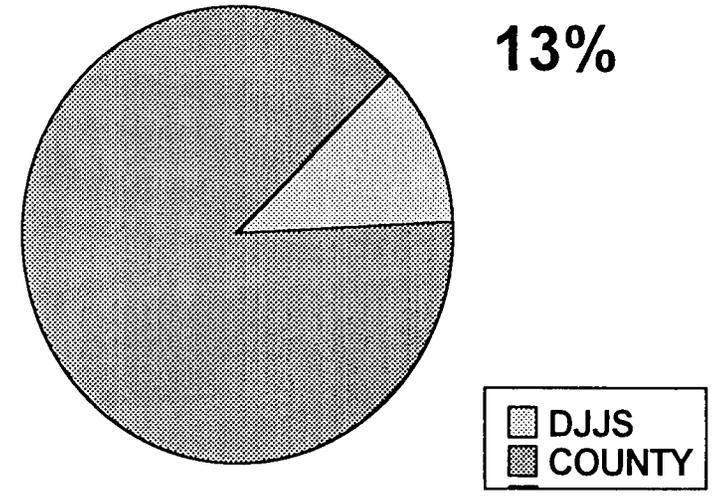
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DJJS BUDGET COMPARED TO COUNTY BUDGET



ALL FUNDS

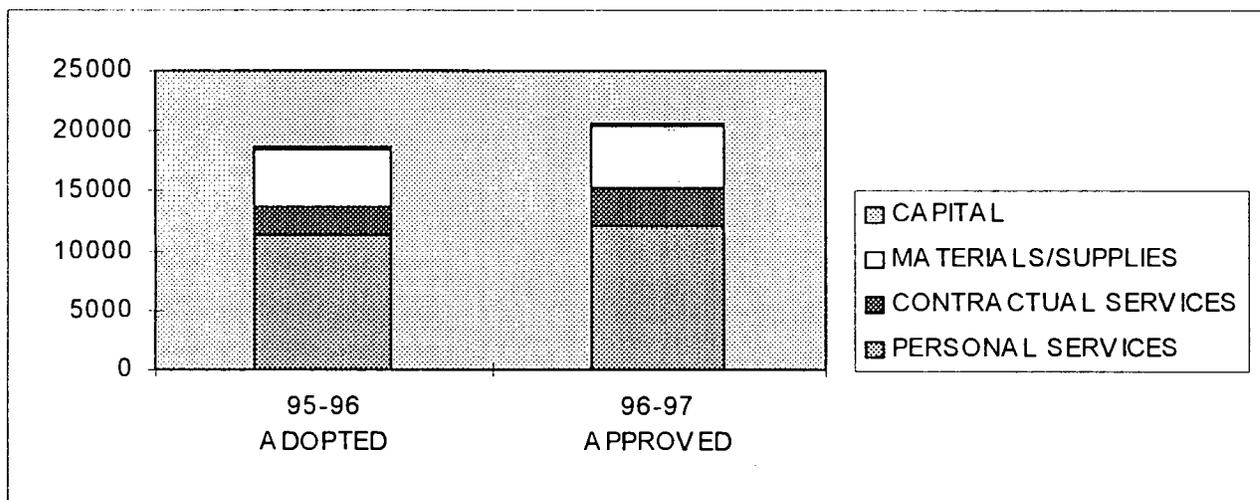
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GENERAL FUND

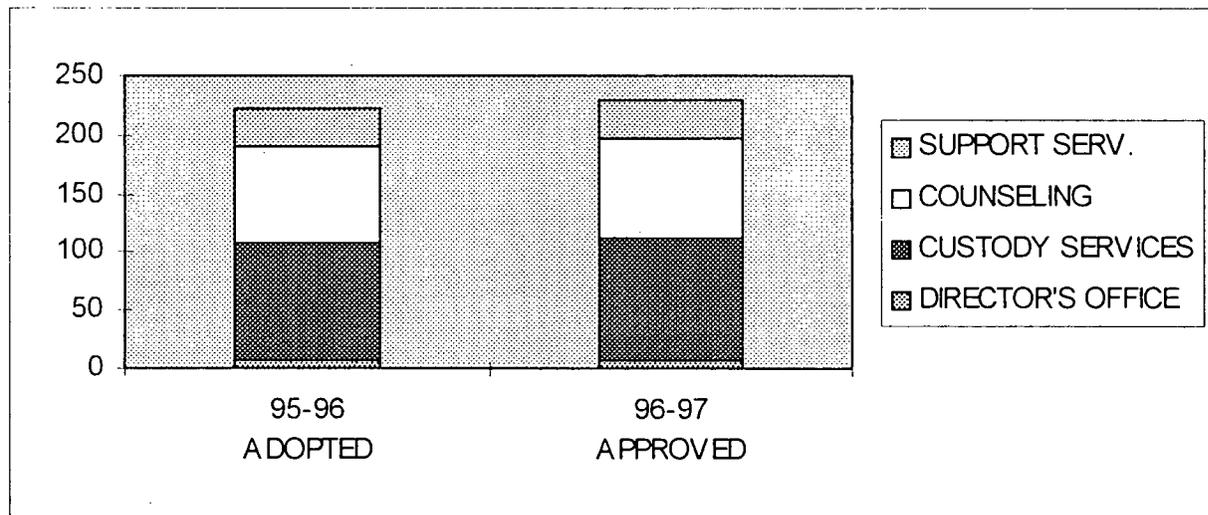
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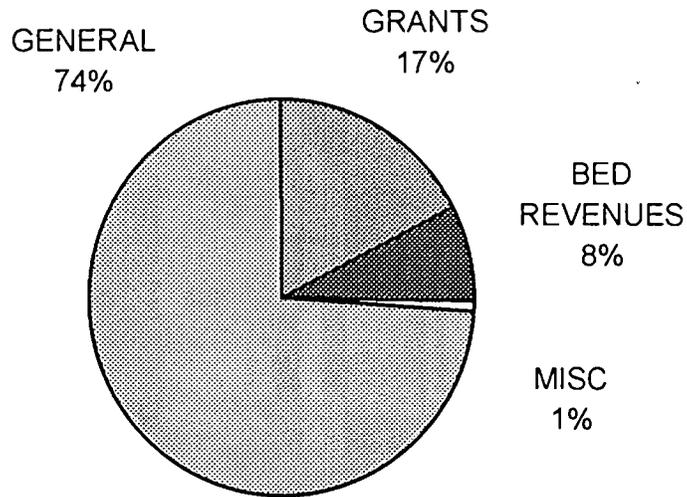
STAFFING TRENDS



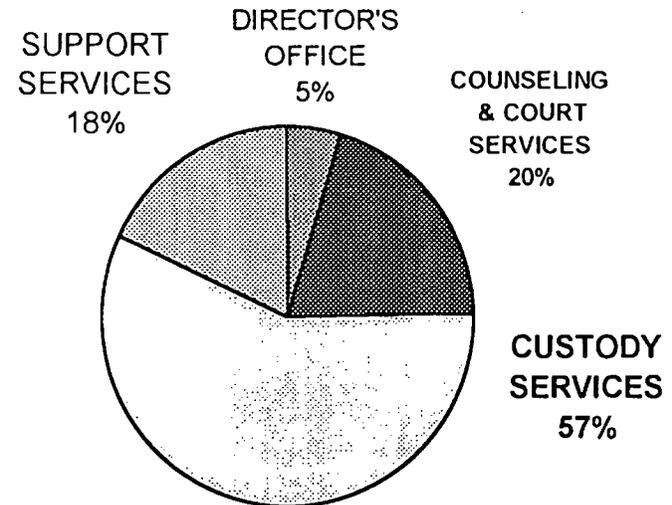
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EXPENDITURES BY DIVISION

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- B. Detention Reform Initiative**
- C. Case Classification**
- D. Diversion Program Success**
- E. Building Evaluation Capacity**

OTHER KEY ACTION PLANS

- **Strategic system plan for juvenile justice**
- **Multi-use facility program issues**
- **Counseling policies & procedures**
- **Administrative systems redesign**
- **Implement evaluation process**
- **Plan/develop 4 major information systems**
- **Migrate to Microsoft Office**

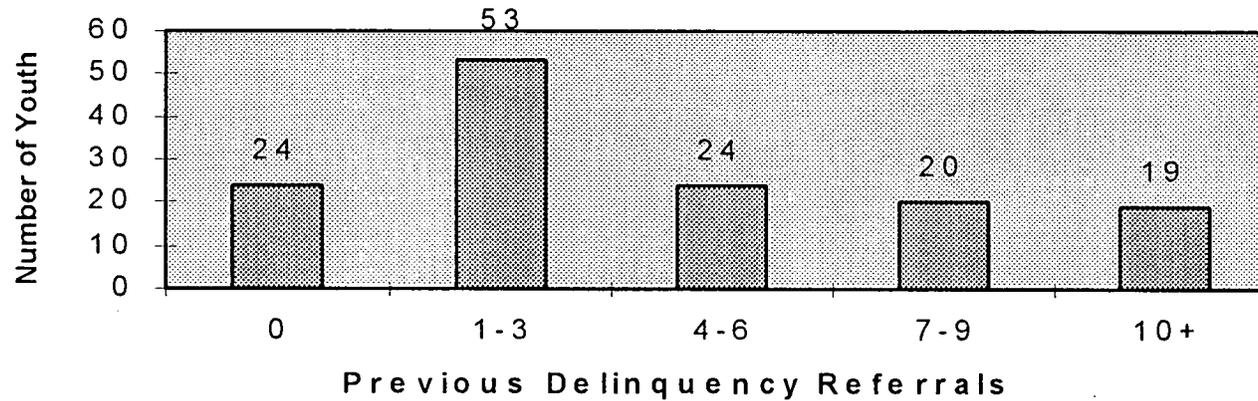
SENATE BILL 1 / BALLOT MEASURE 11

One Year Later:

- **There were 206 total Ballot Measure 11 referrals**
- **140 youth of these youth were referred to the DA from Juvenile Court**

Prior History of BM 11 Youth

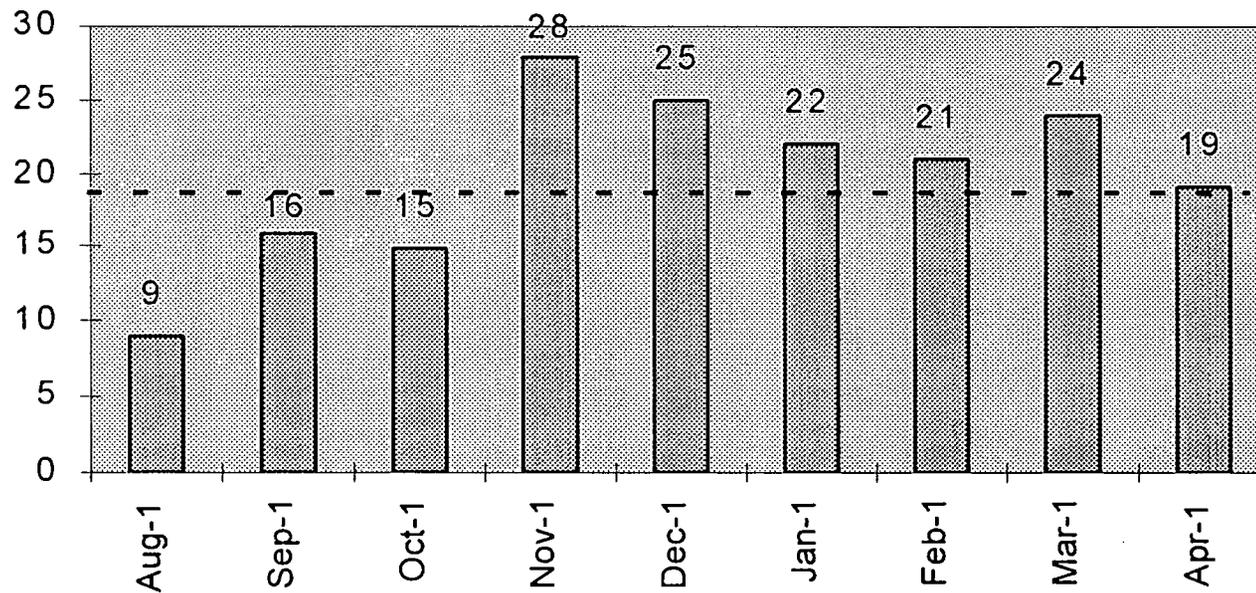
Distribution of Youth Referred for Measure 11 Offenses by Previous Referrals



- 77 had three or less previous delinquency referrals

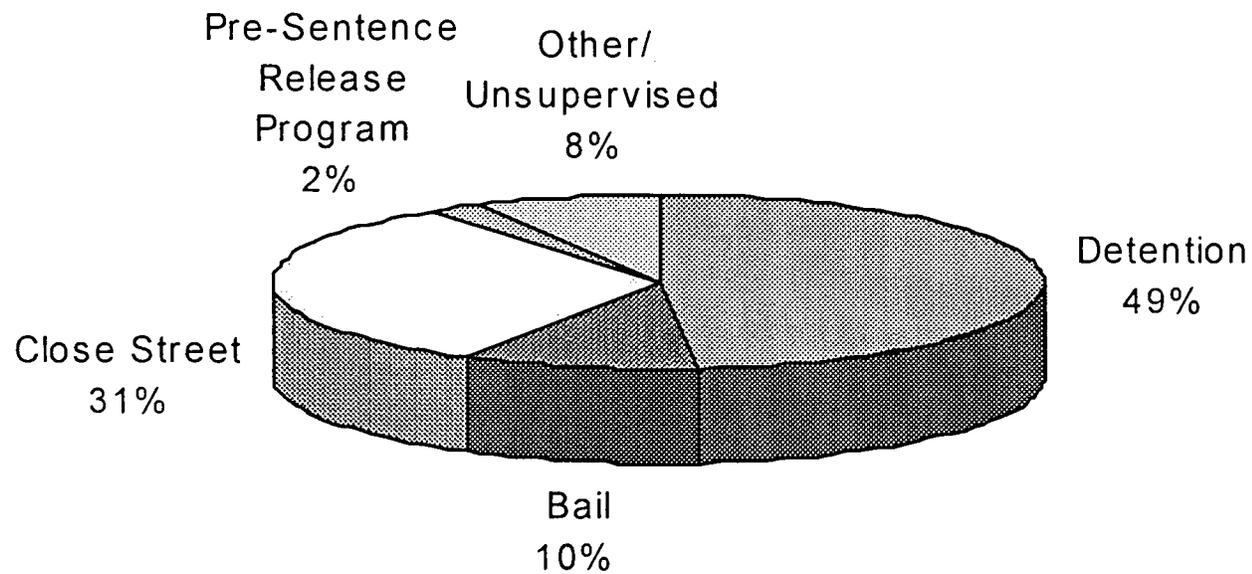
Average Number of Ballot Measure 11 Youth in Detention by Month

Number of Measure 11 Youth in Detention
Actual versus Projected



Type of Supervision Provided to Ballot Measure 11 Youth

Supervision of Youth While Awaiting Trial

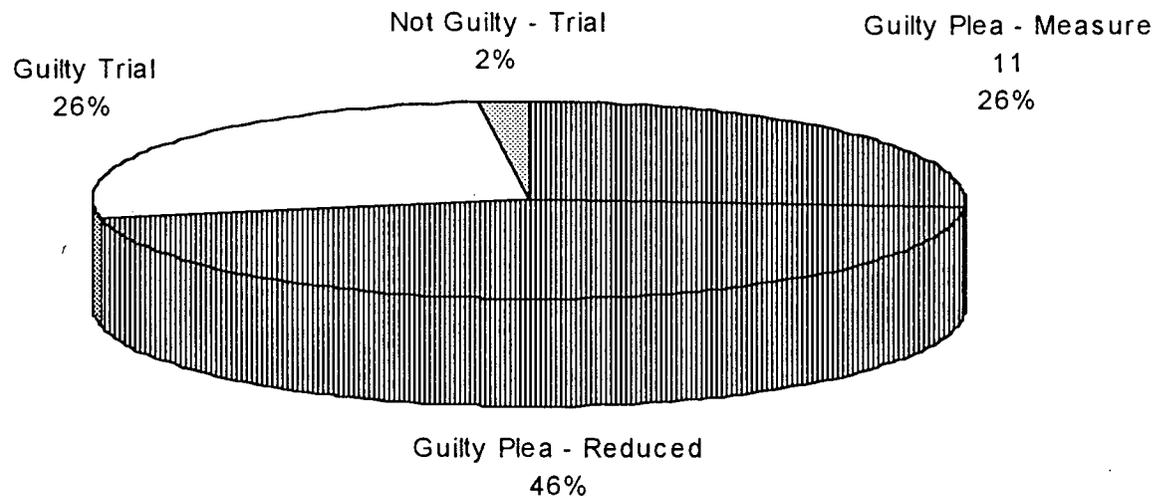


Ballot Measure 11 Youth Have Longer Stays in Detention

- **For Ballot Measure 11 youth held in Detention, the average stay is 94 days.**
- **For other pre-adjudication youth held in Detention, the average stay is 5 - 6 days.**

Final Disposition

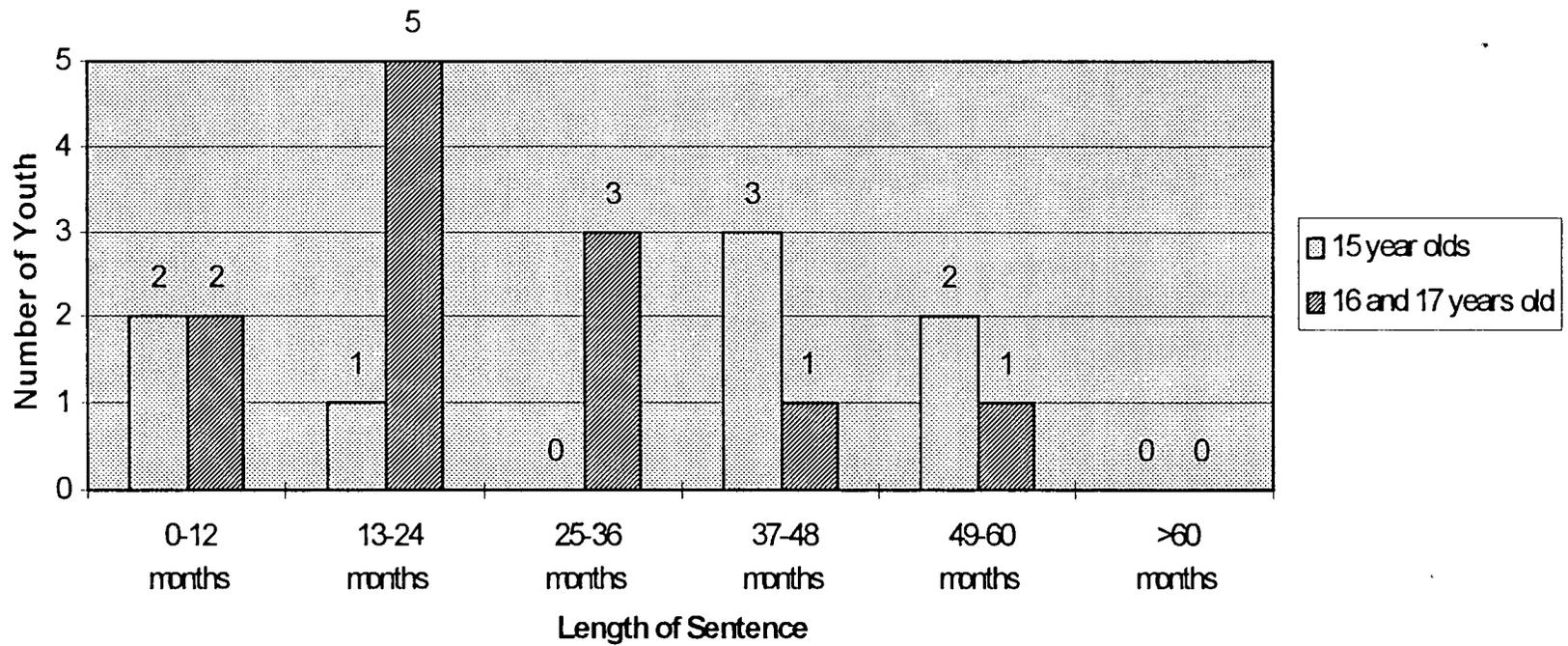
Final Disposition of Youth Referred to DJJS for Measure 11



Of those youth whose cases were prosecuted : 26 % were found guilty at trial -
2 % were found not guilty at trial - 26 % pled guilty to BM 11 charge -
46% pled guilty to a waivable charge and were sentenced in adult court

Length of Sentence

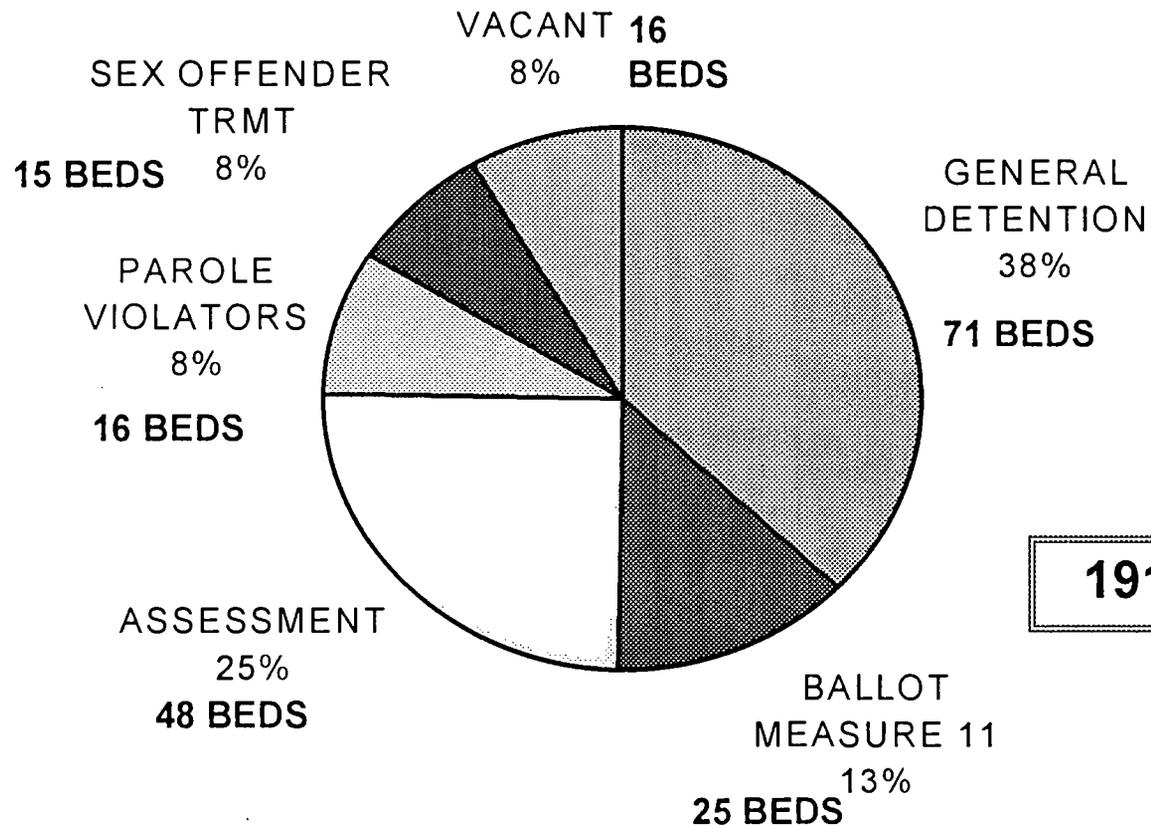
Length of Prison Sentence for Youth Referred to DJJS for Measure 11 Who Plead Guilty or Were Found Guilty of a Waivable Non-Measure 11 Offense



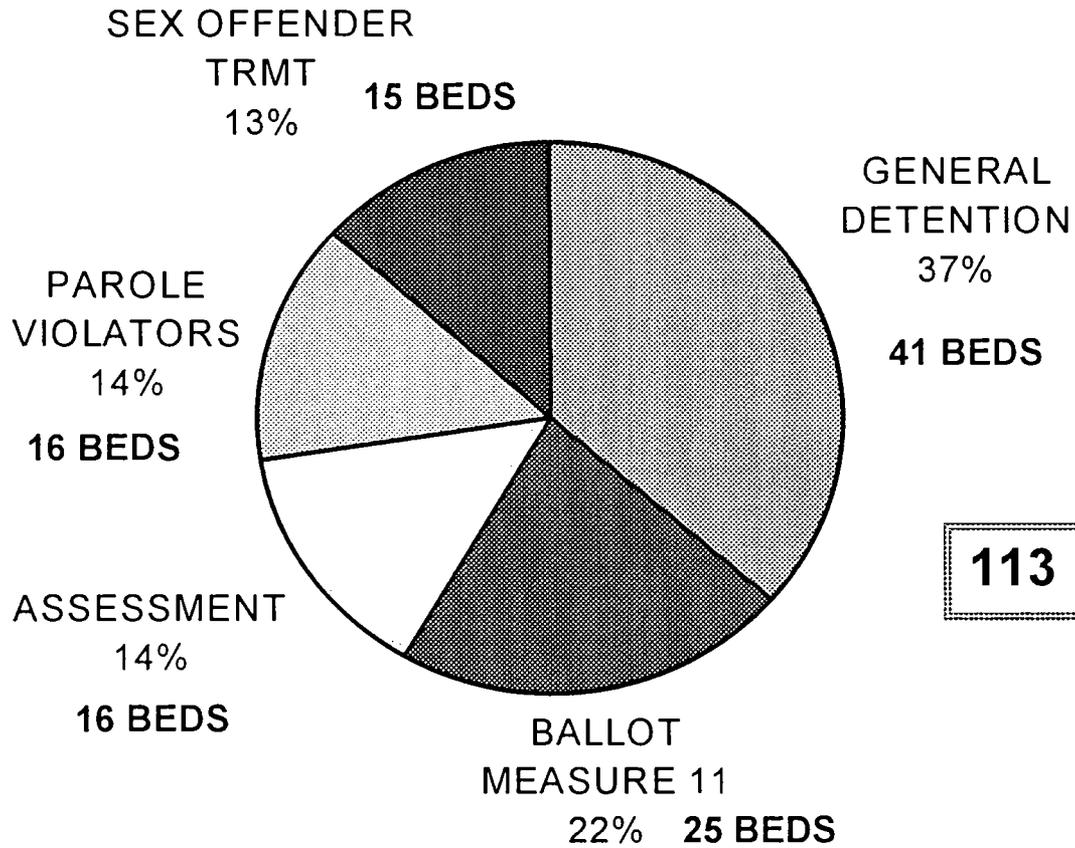
DETENTION REFORM INITIATIVE

- Provides alternatives to secure detention, while ensuring public safety and maintaining connection of youth with the community
- Entering its last full year of funding by the Annie E. Casey Foundation
- 96-97 action plan: evaluate the initiative to support planning for transition to County funding
- 96-97 budget: includes general fund pick-up of Expeditor

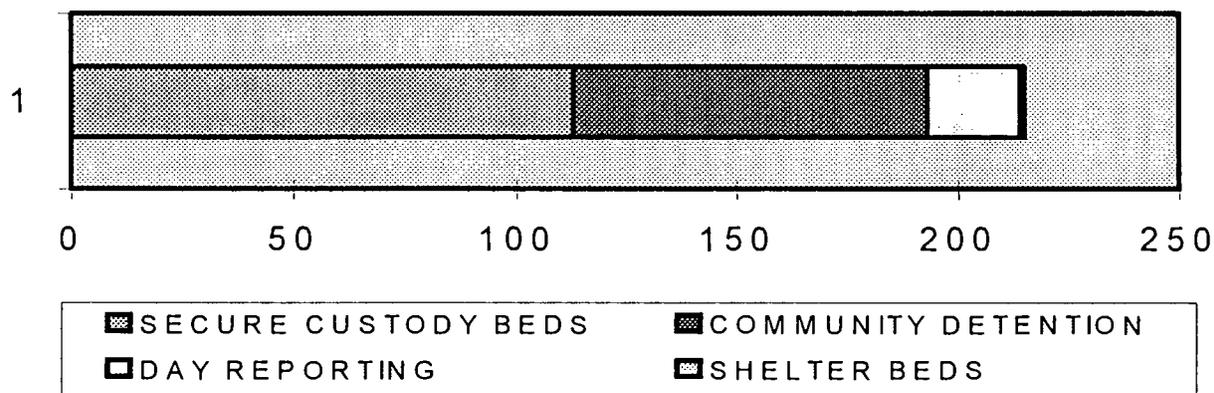
Multi-purpose & Multi-jurisdictional Use of Detention Beds in 96-97



Multnomah County's Use of Beds in 1996-97

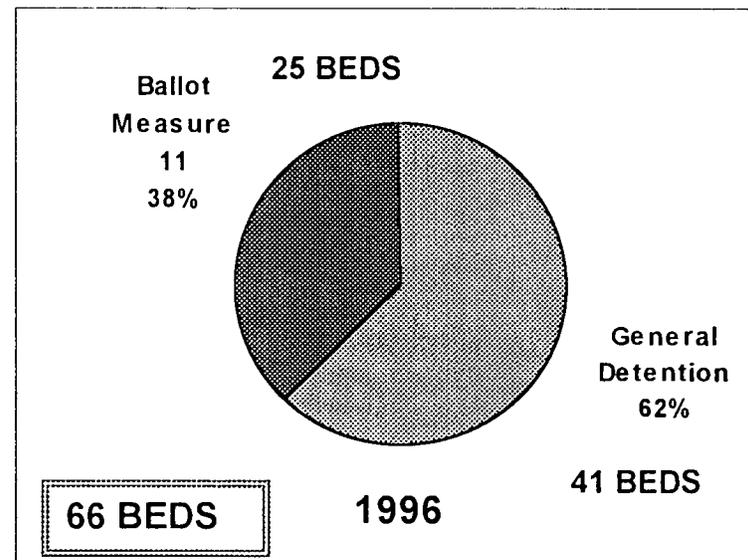
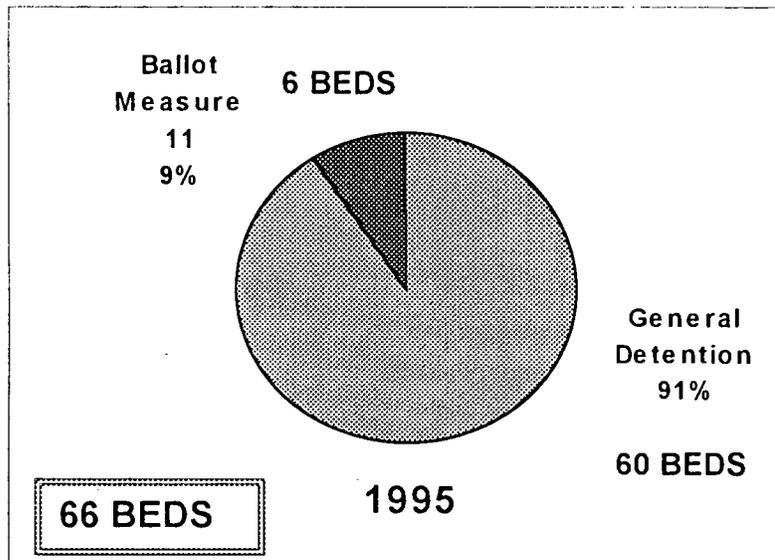


Community- Based Slots Increase Supervision Capacity



- Detention Reform has increased pre-adjudication capacity by providing more than 81 community-based slots
- 21 Day Reporting slots are available for post-adjudication sanctions

Fewer Beds Needed for General Detention Use



- Additional beds required due to long stays for Ballot Measure 11 youth have been accommodated within the 66 beds allocated to pre-adjudication populations
- Detention Reform provides alternatives for community-based supervision of youths who do not pose a public safety risk and are likely to appear for hearings

CASE CLASSIFICATION

Case classification is a structured decision-making system which employs a systematic assessment of risks to recidivate and needs:

- **Provide youth with appropriate and consistent levels of supervision, services and sanctions**
- **Provide information for program development and strategic planning**
- **Establish workload equity and accountability**
- **Improve public safety by reducing recidivism**

DIVERSION PROGRAM

A recently completed independent evaluation found:

- **Approximately 2000 youth are diverted per year**
- **85 % appearance rate at diversion hearings**
- **Nearly 80% of youth successfully complete diversion contracts**
- **10-15% lower recidivism compared to other youths with similar histories of misdemeanor offenses**

BUILDING EVALUATION CAPACITY

In 1995-96 :

- **Developed program measurements and outcomes for direct service contractors**
- **Developed and implemented system-wide contract review process**

In 1996-97:

- **Continue and refine contract review process**
- **Begin evaluation of internal departmental programs**
- **Plan for Gang Transition Services**

BOGSTAD Deborah L

From: WARREN Dave C
To: BACON Kelly G; SCHRUNK Michael D; CLAWSON Elyse; FULLER Joanne; STEELE Meganne A
Cc: McCONNELL Jim; GILLETTE Kathy; CLARK Susan L; KLINK Howard A; POE Lorenzo T; TINKLE Kathy M; SIMPSON Thomas G; NICHOLAS Larry F; OSWALD Michael L; ODEGAARD Billi I; FRONK Tom R; COBB Becky; COOPER Ginnie; GOODRICH Jeanne; AAB Larry A; 'FARVER Bill M'; BOGSTAD Deborah L; #BUDGET; #CHAIR'S OFFICE; #DISTRICT 1; #DISTRICT 2; #DISTRICT 3; #DISTRICT 4
Subject: Follow Up on 5/21/96 Budget Meeting on Juvenile Justice
Date: Tuesday, May 21, 1996 4:12PM

Here is a list of items about which the Board of Commissioners would like additional information.

Please prepare responses to the Board's questions. I suggest the responses state the question and then state the response. If appropriate, the response may be a reference to an attached document. Please respond to all the questions by Friday, May 31.

Send a copy of the answers to Chris Tebben (for Juvenile issues) or Karyne Dargan (the District Attorney issue). They will review them (for no more than one working day), perhaps even supplement the response with additional work, and forward it to the Chair's Office;

Taking no more than one working day, Bill will review the responses to see that they answer the question(s) clearly, add anything they feel is needed, and return it to Chris and Karyne;

Chris and Karyne will communicate any proposed changes to you or give you the OK to print;

Deliver 10 copies to Kathy Nash in Budget & Quality. She will package your material with a sequentially numbered cover page and an index so the Board can tell what they receive, tell that it is in response to issues raised and at which hearing, the date they received it, and be assured they have received all the packets.

Budget & Quality will deliver the packets to the Office of the Board Clerk who will distribute them to the Board.

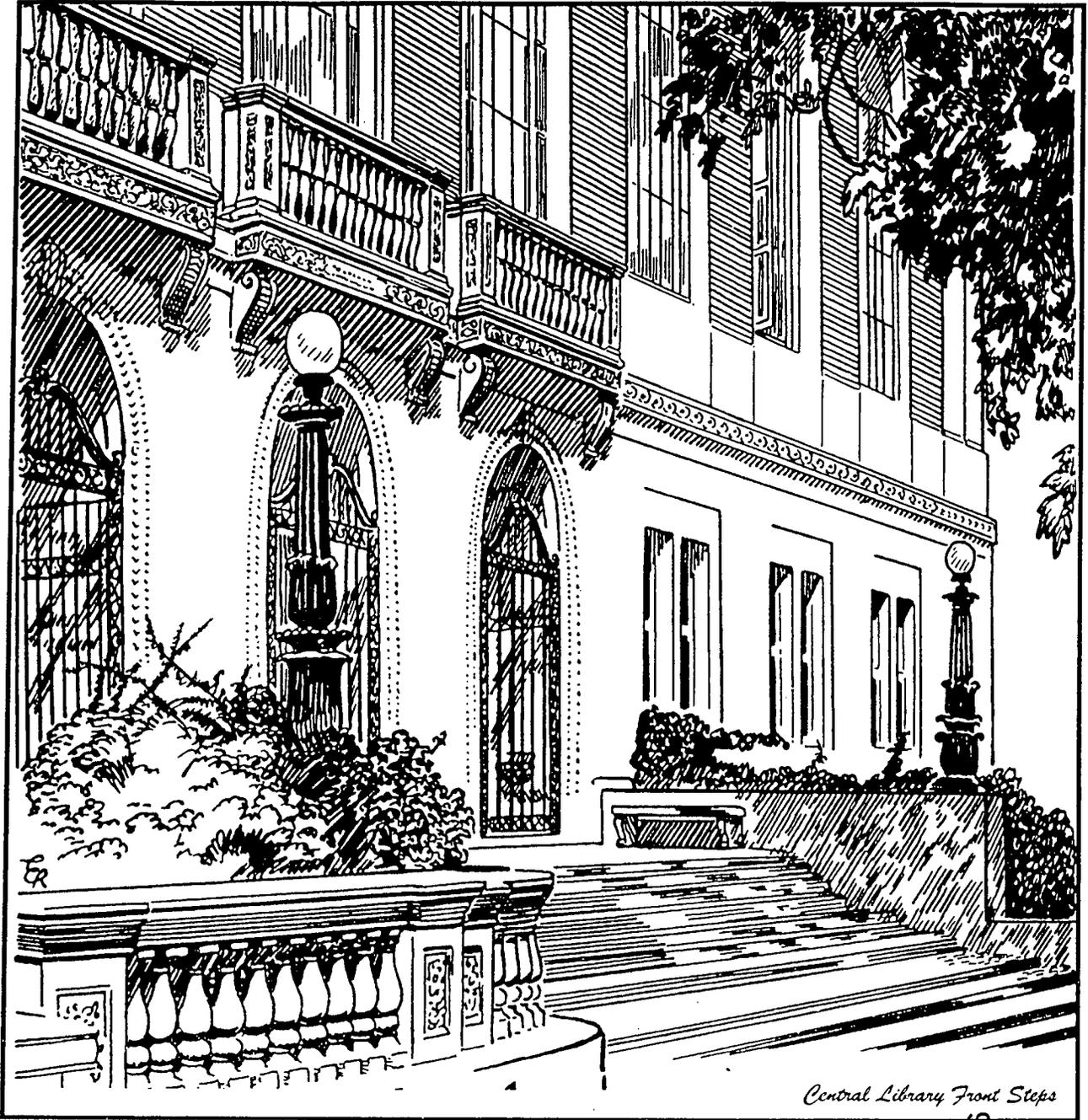
Follow up Items

District Attorney

38. Provide the Board with a description of the criteria used to decide which Measure 11 Juvenile cases to plea bargain.

Juvenile Justice

39. Discuss the possibilities that Juvenile diversion programs
- a) may have reduced the incidence of juvenile crime
 - b) may have increased police willingness to cite and arrest juveniles.
40. Compare the outcomes, methods, and subjects of PAX with similar programs (VIP, SOY, etc., including related programs in other departments).
41. Discuss the potential for using lower detention supervision ratios to operate areas of Juvenile Detention where programs are provided at a high level and the possible cost reductions that could result.
42. Provide the Board with longitudinal research on drug-affected babies, particularly as the research bears on criminal behavior.



Central Library Front Steps

Multnomah County

Juvenile Justice

June 5, 1996

Packet #16 - Follow-up

**Budget
1996-97**

BOARD OF
COUNTY COMMISSIONERS
MULTNOMAH COUNTY
OREGON
JUN - 5 PM 2:56

**Department of Juvenile Justice Services
Budget Hearing Follow-Up Responses
June 4, 1996**

District Attorney's Office Responses

38. Criteria used to determine whether to plea bargain Measure 11 cases1

Department of Juvenile Justice Services Responses

39. Diversion program's impact on reducing juvenile crime and increasing police
willingness to cite and arrest.....3
40. Comparison of PAX, VIP and SOY5
41. Potential for reducing detention supervision ratios8
42. Longitudinal research on drug-affected babies and criminal behavior9

38. Provide the Board with a description of the criteria used to decide which Measure 11 Juvenile cases to plea bargain.

The philosophy underlying the District Attorney's Ballot Measure 11 plea policy is as follows:

1. That violent offenders will receive appropriate sanctions and that the intent of BM 11 will not be negotiated away by plea agreements.
2. That defendants who may fall within BM 11, but who would seem to more appropriately be punished outside the Measure, be given the opportunity to dispose of their cases in that fashion.

All BM 11 cases are reviewed with the Senior Deputy in charge of the unit prior to trial. Plea negotiations are discussed and approved by the Senior Deputy. Appropriate offers, including reduction to non-Measure 11 charges, will be made. However, no Measure 11 charge will be reduced to a non- BM 11 charge or dismissed without the approval of the Senior Deputy and the Chief Deputy in charge of the division.

Persons under 18 who are charged with BM 11 crimes will not be allowed to plea to a substituted offense in juvenile court unless they have no significant prior criminal record and the public interest would clearly be promoted by a juvenile court disposition. Such a juvenile court disposition will require the express approval of the Senior Deputy in charge of the unit, the Chief Deputies in charge of the Circuit Court and Family justice, and the Senior Deputy in charge of Juvenile.

In addition to those factors set forth in general office policy, plea negotiations that involve the reduction of a BM 11 offense to a non-BM 11 offense will be considered if one or more of the following factors are known to exist:

1. The offender's criminal history is minor with no prior felony convictions or misdemeanor person crimes as an adult or juvenile;
2. The offender acted under a form of duress or compulsion;
3. The offender's mental capacity was diminished (excluding diminished capacity due to voluntary drug or alcohol use);
4. The degree of harm or loss was significantly less than typical;
5. The offense was principally accomplished by another;
6. The underlying behavior of the victim substantially contributed to the offense by precipitating the attack;
7. The offender is cooperating with the state;

8. An examination of the following nonexclusive factors raises concerns about the sufficiency of admissible evidence to support a verdict:

- a. Victim's ability to testify;
- b. Admissible statements of child to other persons;
- c. Suspect's statements;
- d. Physical corroboration;
- e. Witness corroboration;
- f. Availability of expert witness;
- g. Potentially exculpatory evidence discovered by the state or provided by the defendant;
- h. Legal impediments to the admission of evidence, e.g. unlawful search or seizure, Miranda violations;

9. The victim is unwilling to appear and testify;

10. The offender did not possess or obtain access to any deadly or dangerous weapons during the commission of the offense;

11. There is an absence of any plan or scheme to use deadly or dangerous weapons during the commission of the offense;

12. No victims or witnesses were injured during the commission of the offense.

The presence of one or more of these factors may result in a non-BM 11 disposition if they clearly outweigh countervailing factors.

Countervailing factors that indicate the reduction of a BM 11 offense to a non-BM 11 offense may not be appropriate include, but are not limited to the following:

1. Deliberate cruelty to victim;
2. Permanent injury to victim
3. Multiple victims or incidents
4. Offender violated a public trust or professional responsibility;
5. Persistent involvement in similar offenses or repetitive assaults;
6. Threat of or actual violence toward witnesses or victim;
7. Offender exploited a particular vulnerability of the victim;
8. Degree of harm or loss was significantly greater than typical;
9. Offender motivated in part by victim's race, color, religion, ethnicity, national origin, or sexual orientation.



DEPARTMENT OF
JUVENILE JUSTICE

INTEROFFICE MEMORANDUM

TO: Board of County Commissioners

FROM: Elyse Clawson, Director Department of Juvenile Justice Services

DATE: June 3, 1996

SUBJECT: FOLLOW-UP QUESTIONS FROM THE DJJS BUDGET HEARING

Question 39:

Discuss the possibilities that juvenile diversion programs:

- a) **may have reduced the incidence of juvenile crime; and**
- b) **may have increased police willingness to cite and arrest juveniles.**

Effect on the Incidence of Juvenile Crime:

Three data analysis reports on the Diversion Program have been completed. These reports provide information on the reoffense rate for juvenile offenders involved in the Diversion Program.

According to a December 1992 Diversion Program Data Analysis Report completed by the Tri-County Youth Services Consortium, the time lines of services to diverted youth is a significant factor in reducing juvenile crime. Page 7 of the report states: "The number of days between the time a youth is diverted and when he/she receives services was found to be significant. The longer the time, the more likely the youth will reoffend."

The Diversion Program provides a timely response to juvenile offenders by requiring that the youth and their parent appear at a Diversion Hearing within two weeks after a police report is received. If the youth fails to appear, a Diversion Outreach Specialist staff attempts to make contact with the youth and family within 24 hours and, in most cases, recites the youth to appear for the Diversion Hearing. If a youth fails to appear after further contacts, the case is referred to the Adjudication Unit for formal court action. The Diversion Program has been able to maintain an 85 percent appearance rate under the current mandatory/accountability system.

A second Diversion Program Analysis Report was completed for the Fiscal Year 1992-93 by William Feyerherm, Regional Research Institute, Portland State University. This report examined the reoffense rate over one year for youth who were referred to the Diversion Program and compared those youths who participated with other youth who failed to participate. Page 15 of the report states: "As can be noted, youth who participated in diversion programs showed nearly twelve percentage points less reoffending behavior

FOLLOW-UP QUESTIONS FROM THE DJJS BUDGET HEARING

June 3, 1996

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(38.2% versus 51.0%) than those who did not participate. Within the participating set, those who completed the program had an even lower level of reoffending (36.1%)." Page 20 of the report makes the following conclusion: "In short, there is nothing in this analysis which disputes a claim that the diversion programs have a positive effect of reduction in the reoffense rate."

The Diversion Program changed from a voluntary system to a mandatory/accountability system in October 1994. A third report titled *Diversion Outcome Project Implementation Follow-up Report* was submitted by William Feyerherm in May 1996, and this report examined cases under the mandatory/accountability system over a six month period. The report concluded that nearly 80 percent of youth referred to the Diversion Program successfully completed their contracts. Under the previous voluntary system, the completion rate was 40 percent. This report also concluded that youth who participated in the Diversion Program have a 12 to 15 percentage point lower rereferral rate compared to other non-felony cases with one or no prior referrals which were not referred to the Diversion Program.

In reviewing this data, it should be noted that these studies were comparing a reoffense rate over a one year period for the second report and over a six month period for the third report. A study of reoffense rates over a longer period of time is needed to draw further conclusions about the long-term effects of the Diversion Program on the reduction of juvenile crime.

In reviewing the literature on Risk Assessment and Classification Instruments on juvenile offenders, it is noted that the age at first referral or first adjudication and the number of prior adjudications are good predictors of future criminal behavior. The younger an offender is at the time they commit a crime, the more likely that they will be involved in future criminal behavior. The more prior offenses an offender has when they commit a new crime, the more likely they will be involved in future crime.

The Diversion Program impacts young and first time offenders and provides them with services to help prevent their penetration into the juvenile justice system. Youth who fail to complete the Diversion Program are held accountable by being referred to the Adjudication Unit at the Department of Juvenile Justice Services (DJJS). They are then provided the additional structure of formal court sanctions at an earlier age and before they have committed more serious offenses. The formal probation services are also designed to prevent further delinquent behavior.

Effect on Police Willingness to Cite and Arrest Juveniles:

In October 1994 when the Diversion Program in Multnomah County was changed from a voluntary to a mandatory/accountability system, six Diversion Outreach Specialist staff were hired at the Department of Juvenile Justice Services and additional staff were also hired at the six Family Centers. With the additional staff, the Diversion Program has had increased visibility and contacts with the police, the schools, and other community agencies. Diversion staff have provided information to the community that all youth charged with law violations are being offered services and are being held accountable.

FOLLOW-UP QUESTIONS FROM THE DJJS BUDGET HEARING

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As an example, a Diversion Outreach Specialist assigned to the Westside/downtown area of Portland has had several ongoing meetings with the Portland Police Mounted Patrol Unit regarding "homeless" youth. She has consulted with Mounted Patrol on youth who are causing problems and the Mounted Patrol is advised to provide a notice to youth who fail to appear for Diversion Hearings.

Contacts have also been made with private store security staff regarding shoplifters, and store security staff have been encouraged to make formal referrals to the police if they want a youth to receive sanctions and services to prevent further thefts.

Diversion staff have also provided increased contacts with victims. Victims are contacted about the disposition on specific cases as needed. Victims of domestic violence are frequently encouraged to follow through on filing a police report so that the offender can be mandated to attend counseling or other diversion services. School personnel and families who appear at the Diversion Hearings are also made aware that there is more accountability in the system and this may increase the willingness to file police reports on behavior occurring in the home or school.

Based on these additional community contacts due to the expanded Diversion Program, it could be assumed that the police are citing and arresting more juveniles.

Question 40:

Compare the outcomes, methods, and subjects of PAX with similar programs (VIP, SOY, etc.) including related programs in other departments.

- A. **Positive Antiviolence Experience (PAX)** is a program for students who have been expelled from Portland Public Schools for reasons of assault, fighting, weapons possession, and other disciplinary violations involving violence. Any school within the district may consider offering Project PAX as a "delayed expulsion decision" option for violent behavior except those violations defined by the Federal Gun Free School Act. A student and his/her family must be willing to participate and follow the expectations of the program in order to be admitted to the program. Project PAX operates under either 45 or 90 full school day duration. Coordination occurs between Save Our Youth (SOY) in that students and parents may be referred to that program for additional information and skill building as deemed appropriate.

Currently, PAX operates through two classrooms, one for middle and one for high school students. PAX serves both male and female students. The PAX program is staffed by four employees (teacher, instructional aide, police officer, and counselor) with a maximum capacity of 20 students per classrooms. In addition to the above staff, the program is staffed with a community service liaison and Juvenile Department counselor. Total staffing component is 10 (district and DJJS). PAX offers intensive adult contact through a model that focuses on Counseling (including group work, skill-building activity, and family counseling), Academic (individualized curriculum

FOLLOW-UP QUESTIONS FROM THE DJJS BUDGET HEARING

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appropriate to the students grade level), Community Service (each student completes eight hours of service), and Juvenile Justice Coordination (DJJS counselor is assigned to assist in case coordination and liaison to juvenile court activities).

Program goals are: 1) to increase expelled students' attachment to schooling by working to change student attitudes, behaviors and skills, and by helping students and their families to access school and community-based services; and 2) to provide appropriate instruction, counseling, and job skills training, family support, and re-integration into an appropriate educational setting.

Evaluation Progress Report:

As of February 1996, 40 students have attended or were in attendance in PAX programming. Sixteen (16) had exited from the program. Although sufficient time has not passed to properly evaluate post-program effectiveness, we know that 13 of this group returned to their referring school and three (3) were placed in alternative education. Ten (10) students had been referred from middle schools and the remaining six (6) were from district high schools. Completion status noted that 11 of the 16 satisfactorily completed the program, one (1) completed the program, and four (4) students failed to complete. These students either continued to have physical confrontation behavior with staff, chronic non-attendance, or an inability to meet program expectations due to behavior (insubordination/hyperactivity).

Skills Assessment:

As a group, most PAX students showed progress on all violence prevention skills taught by staff, specifically in anger management, empathy, problem-solving, conflict resolution, and mediation skills.

Program Effectiveness:

The program has been effective in helping administrators identify appropriate students who can benefit from the program, as well as students who need a more structured, restrictive educational program. Successful completion by 11 students indicates that program staff judge success for about 69% of students during the earliest program period.

Student skills assessment is of central importance in evaluating the PAX program. As noted, students who complete the program were judged to have improved on most items pertaining to learning and using anger management skills, empathic skills, and conflict resolution and peer mediation skills.

- B. Violence Intervention Project (VIP)** is a Portland Public Schools violence intervention program for students in middle and high school and operates as an alternative to suspension for those involved in fighting or assaults. The program operates over a period of five consecutive 1/2 day sessions and one evening session for students and parents. Students must attend VIP for five consecutive days. As with PAX, coordination occurs with SOY through an as needed referral process.

FOLLOW-UP QUESTIONS FROM THE DJJS BUDGET HEARING

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The program offers a specialized and appropriate environment for students who need a more extensive disciplinary response to unacceptable violent behavior. As opposed to going home as a result of a suspension, students are provided training and skill development in anger management, decision-making, and conflict resolution skills in order to prevent future violent behavior. The curriculum consists of five stand-alone modules dealing with Risk, Anger, Self-empowerment, Choice, and Empathy skill building. Program goals are to teach students: 1) alternatives for managing their anger without resorting to violence, and 2) techniques for resolving conflicts constructively.

Program Evaluation - Years 1 and 2:

Evaluations have revealed a strong program focusing on students at risk of developing more serious discipline problems receiving early intervention services. VIP has established a vital link in the violence prevention/conflict resolution program continuum of District services. There is ample evidence that program staff are effective at gaining rapport with students and conveying the curriculum skillfully. Referring school staff report that VIP students behave better when they return to their regular classrooms. Preliminary data for Year 2 indicate that VIP has improved in its second year. The student no-show rate has declined markedly, although it was not high to begin with (9% from 16%). Parent attendance is up (38% from 21% in Year 1). The proportion of middle school students at VIP increased to about two-thirds (111 of 189 - 64.5%) compared to roughly 50% in the first year.

Program Effectiveness - Year 1/1994-95:

The program has been effective in reducing violent behavior and teaching alternatives to violence to students needing early intervention. Informal feedback from students and school administrators and focus group discussions noted that students commented on the power of VIP to help motivate them to seek non-violent ways of resolving their conflicts. VIP staff judged that 115 (about 70%) of the 165 students who completed all five days of the program completed successfully. Portland Public Schools's disciplinary records noted that 85% of VIP students had no additional discipline incidents recorded. The 77 post-VIP discipline incidents represented a 51% decline in the number of discipline incidents recorded for all VIP students prior to the program.

Program Effectiveness - Year 2/1995-96 (Interim Report):

VIP staff indicate that 89% of youth surveyed (65 students completed the survey) indicate that the program was either "helpful" or "very helpful." No students reported the program as "not helpful." Nearly two-thirds of VIP students (62%) assessed on cooperation in learning skills and mastery of skills scored at the midpoint or above in the judgment of VIP staff. Most (about 66%) of the VIP students were rated as having completed the program successfully in the judgment of staff, a slight increase over Year 1.

FOLLOW-UP QUESTIONS FROM THE DJJS BUDGET HEARING

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Through April 15, 1996, of its second year, VIP has been successful in serving 172 middle and high school students who were at risk of developing more serious problems without early intervention. In the second year of the program, a higher percentage of middle school youth were served, presenting a more challenging clientele than the previous year. The no-show rate was reduced, from 16% to 9%, and successful completions were slightly higher than in the first year.

- C. **Save Our Youth (SOY)** is a jointly sponsored program between Multnomah County Department of Juvenile Justice Services, Emanuel Hospital, Oregon Peace Institute, and Portland Public Schools. The program is a three-session family focused model for any Multnomah County youth grades 6-12 who has been involved in a weapons violation, assault with intent to cause serious injury, or are potential weapons-violators. Students do not need to have been suspended or expelled from school. The parents of students involved in this program are participants in all sessions.

The purpose of the program is to prevent the escalation of violence, especially weapons-related violence by showing the destructive consequences of violence and to teach the necessary skills to deal with anger and conflict and increase communication between parents and children.

Program Evaluation:

This program is currently under evaluation in conjunction with Portland Public Schools and Department of Juvenile Justice Services. Program input figures (i.e. number of clients served, number of sessions attended, et.al.) data is unavailable at this time, but should be accessible prior to the completion of the current fiscal year.

Question 41:

Discuss the potential for using lower detention supervision ratios to operate areas of Juvenile Detention where programs are provided at a high level and the possible cost reductions that could result.

The Donald E. Long Detention Facility's population is made up of 12- to 17-year old youth. These youth are immature, impulsive, and high energy. They are very unpredictable and require direct sight supervision, as well as a lot of individual interaction with staff. The County has chosen to invest in the future by funding supervision at a higher, more interactive level with youth. These youth, given appropriate interventions, can become productive citizens. We have basic programs for all youth in our care and expect staff to not only provide supervision and meet basic needs, but to provide programming also. Programs with juveniles require more individual staff attention, in addition to care and custody. Our expectations of staff are that they provide meaningful interaction with the youth in custody.

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The Consent Decree in 1992 established staffing ratios of at least two groupworkers at all times and one lead groupworker for eight hours, five days a week on each unit. The American Corrections Association also recommends an 8-to-1 staffing ratio for juveniles in custody. The design of our facility contributes to our staffing ratio with the units designed to house 16 youth with two staff. The Consent Decree also required us to provide programs at a very high standard such as medical, education, mental health, and recreation.

Other programming provided in our facility includes: visiting five days a week, a computer lab, Measure 11 programming, alcohol and drug information groups, and HIV education groups. We also have special programming units such as Assessment Intervention Transition Program (AIT Program); Parole Transition Unit; and the Sex Offender unit which will begin in July 1996. These special units depend on well trained staff to not only provide care and custody, but also to assist in treatment and programming. Our staff do a tremendous amount of one-on-one interaction, as well as group process and education.

Since the adult system has several times the number of beds that the juvenile system has, the issues of scale becomes a cost factor. The adult system is able to spread costs of certain centralized functions such as food service and visitation over more occupants in their facilities. We are required to provide programming services to all youth in custody. The Sheriff only provides programming for those who request or earn the privilege to participate in programs. We have direct sight supervision where many of the Sheriff's facilities do not. The Sheriff's population is more mature, more institutionalized, and better able to self-manage than juveniles. The Sheriff's prisoners are in custody for longer stays; therefore, the supervision levels needed are better known and staff supervise many more prisoners (i.e., 45 per offices at MDCDC). Most of the juveniles are only in custody a short period of time (average length of stay is seven or eight days). Short stays make it more difficult to manage juveniles and programming has to be more individual. The high rate of turnover with juveniles also causes higher costs because of handling all the admissions and releases which are staff intensive. Juveniles spend very little time in their rooms during the day and even when they are in their rooms, their doors are not locked unless there has been a documented behavior problem. In the same adult facilities, prisoners spend most of their day locked in their rooms.

Question 42:

Provide the Board with longitudinal research on drug-affected babies, particularly as the research bears on criminal behavior.

Researchers are just beginning to look at the long-term consequences of being exposed to drugs before birth and/or being born addicted to drugs. Researchers currently believe that children effected by prenatal substance abuse have a higher incidence of behavioral problems in school, difficulty concentrating, and learning disabilities. More of these children may have diagnosable conduct disorders and Attention Deficit Hyperactive

FOLLOW-UP QUESTIONS FROM THE DJJS BUDGET HEARING

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Page 8

Disorder (ADHD). It is very difficult to determine which children were affected by prenatal exposure to drugs and alcohol because this information is not reliably available. The apparent effects of substance abuse may also be confounded by the lack of parenting skills of the drug using mother and the parenting environment. Most of the research has focused on service interventions with these youth rather than tracking their contact with the juvenile justice system. We have requested further information from the Office of Juvenile Justice and Delinquency Prevention in Washington D.C. and Sandra Tunis, Ph.D. with the National Council on Crime and Delinquency. We can provide further information as we receive it.

This question was raised as a part of a larger discussion about the impact of extremely violent youth on the juvenile justice system. The juvenile justice system in Oregon (including Multnomah County) is making several changes to address violent youth.

With the passage of Ballot Measure 11, youth who commit the most violent crimes and many sex offenders, will be sentenced to a minimum of 5 years 10 months. The Oregon Youth Authority authorized the Violent Offenders Task Force to review the state of the art in programming with violent juvenile offenders and to make recommendations regarding the programming to be provided for these youth as they come under the supervision of the Youth Authority. Orin Bolstad, Ph.D., past Director of Morrison Center, is chairing the task force and Joanne Fuller, DJJS Deputy Director, is serving on the task force. The program recommendations from this task force will be shared with all Oregon counties.

The Department of Juvenile Justice Services Case Classification system, currently under development, will assess youths' risk to reoffend as they are placed on probation in Multnomah County. This tool will then drive increased levels of supervision and intervention to be provided to youth who present the most risk.

The Department is redesigning the AIT Program in our detention facility in order to focus this program on the most potentially violent offenders, particularly youth who are at risk of committing Ballot Measure 11 offenses. The Department is also writing a Federal Grant application for additional funding to transition youth from the AIT Program into intensive supervision and group treatment in the community. This program would utilize the work of the OYA Violent Offenders Task Force in designing the treatment components.

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MULTNOMAH COUNTY, OREGON

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TO: Board of County Commissioners
FROM: Dave Warren
DATE: May 17, 1996
SUBJECT: Adds included in the 1996-97 Budget by the Chair

Attached is a summary listing the additional funding proposed by the Chair for 1996-97. I hope it will help you as departments present their budgets to know what is or is not in the Proposed Budget.

Additions that are part of the Library and Public Safety levies and bonds are generally not referred to except in cases where specific program requests were presented that duplicated items included in those proposals. Those cases show up in the "Notes" column.

Some requests were originally presented to the Chair as add packages and were later absorbed within constraint budgets as we and the departments found items that were double-budgeted or identified other ways to fund them. These items too are referred to in the "Notes" column.

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Chair Decisions

Number	Description	Ongoing Funding		One Time Only Funding		Non General Fund		Notes
		GF Cost	FTE	GF Cost	FTE	Cost	FTE	
Community and Family Services								
FS 1	Crisis Triage supplement	270,000	0.00	0	0.00			
FS 2	Training and resources for Dom. Violence staff	5,000	0.00	0	0.00			
FS 3	Domestic violence out of shelter services [or Byrne Backfill]	225,000	0.00	0	0.00			
FS 4	Client-based payment and data system	0	0.00	200,000	0.00			Place in ISD budget along with balance of \$100,000 (95-6 requirements project).
FS 5	Consultation for managed care system	0	0.00	50,000	0.00			
FS 6	Homeless singles assessment center	139,000	4.50	0	0.00			current service level
FS 7	Bridgeview services for the homeless	0	0.00	0	0.00			retain housing
FS 9	Restore Col. Villa coordinator to Full Time	26,000	0.50	0	0.00			
FS 10	Backfill Emergency Housing funds	137,000	0.00	0	0.00			Loss of Federal support
FS 11	Restore acupuncture services	75,000	0.00	0	0.00			
FS 12	Restore Admin. Analyst to Behavioral Health	53,000	1.00	0	0.00			
FS 13	Restore clerical to Dept. Mgmt	10,000	0.25	0	0.00			
FS 14	Restore Prog. Svcs Admin in DD	72,000	1.00	0	0.00			
FS 15	Restore Op. Admin. to Resource Mgmt.	34,000	0.50	0	0.00			
FS 16	Restore Hooper funding	26,000	0.00	0	0.00			
FS 17	Foster Care System Support	50,000	0.00	0	0.00			
FS 18	Home Preservation - lead removal	200,000	1.25	0	0.00			
FS	Teen Parent Services	35,000	0.00	0	0.00			
FS	Girls' Empowerment	140,000	0.00	0	0.00			Half - Year - planning needed
FS	Family Advocates / Child abuse intervention	75,000	0.00	0	0.00			Half - Year - grant match required
FS	Transitional Housing	150,000	0.00	0	0.00			
FS	Big Brother / Big Sister	0	0.00	25,000	0.00			One Time Only - Private fund raising, United Way potential
FS	Friends of Children	210,000	0.00	0	0.00			
FS	Touchstone	165,000	3.00	440,000	8.00			Eight touchstone sites part of schools package
FS	Family Resource Center	157,000	2.50	0	0.00			
FS	Parent / Child Dev. Center (4-5)	375,000	0.00	0	0.00			Full Year amount is \$475,000
FS	Asian Center	160,000	0.00	0	0.00			Continuation based on favorable program evaluation
FS	Family Involvement Coordinator	16,000	0.00	0	0.00			
FS	Community Leadership Institute	50,000	0.25	0	0.00			
FS	DD Provider Training	35,000	0.50	0	0.00			

Chair Decisions

Number	Description	Ongoing Funding		One Time Only Funding		Non General Fund		Notes
		GF Cost	FTE	GF Cost	FTE	Cost	FTE	
FS	Mental Health / Headstart	110,000	1.80	0	0.00			Part of schools package
FS	OTO -- Early Intervention / ECSE	0	0.00	370,000	0.00			Part of schools package
FS	OTO -- Hispanic Retention	0	0.00	170,000	0.00			Part of schools package
FS	OTO -- Counteract	0	0.00	290,000	2.00			Part of schools package
FS	Neighborhood Pride Team	0	0.00	23,000	0.00			
FS	EI Club	0	0.00	10,000	0.00			
FS	GIFT - continue existing program	0	0.00	227,000	1.00			Evaluate this year.
FS	Youth Employment	0	0.00	150,000	0.00			In contingency pending BCC discussion
FS	CAPO Innovative Projects grants	0	0.00	50,000	0.00			
FS	Homeless services - Eastside	10,000	0.00	0	0.00			
SUBTOTAL CFS		3,010,000	17.05	2,005,000	11.00	0	0.00	

Chair Decisions

Number	Description	Ongoing Funding		One Time Only Funding		Non General Fund		Notes
		GF Cost	FTE	GF Cost	FTE	Cost	FTE	
Agging Services								
SD 1	Congregate and home delivery meals	118,728	0.00	0	0.00			
SD 2	East County service center	91,624	0.00	0	0.00			
SD 4	Hot line	61,448	1.00	0	0.00			
SD 7	Data Analysts	106,944	2.00	0	0.00			
SD 9	Brentwood-Darlington Aging	0	0.00	40,000	0.00			
SD 8	Public Guardian	34,213	1.20	0	0.00			
SUBTOTAL AGING		412,957	4.20	40,000	0.00	0	0.00	
Juvenile Justice								
JS 1	Expeditor Position	75,382	1.00	0	0.00			
JS 2	Automate work systems / evaluate outcomes	0	0.00	64,000	0.00			
JS 3	Detention Computer Education program	89,675	0.50	0	0.00			Contract plus staffing (1.50 FTE, although only 0.5 County employee)
JS 4	Community Svc / Payback expansion	55,248	0.00	36,000	0.00			
JS 5	Flex fund restoration	42,830	0.00	0	0.00			
JS 6	Training	60,000	0.00	0	0.00			
JS 7	Restore Admissions Groupworker	45,384	1.00	0	0.00			
JS 8	Office support for probation offices	29,482	1.00	0	0.00			
JS 10	Relocate GRIT office	0	0.00	0	0.00			Hold \$25,000 in contingency until location is known
JS	Adolescent Girls Specific programs	0	0.00	0	0.00			Hold \$50,000 contingency pending planning -- reevaluate planning grant use
JS 11	PAX program/Truancy Grant	0	0.00	250,000	1.00			Leverage Byrne grant money
SUBTOTAL JUVENILE		398,001	3.50	350,000	1.00	0	0.00	

Chair Decisions

Number	Description	Ongoing Funding		One Time Only Funding		Non General Fund		Notes
		GF Cost	FTE	GF Cost	FTE	Cost	FTE	
Health Department								
ID 1	Primary Care partial restoration	0	0.00	600,000	12.24	200,000		Develop plan for addressing long term problem, define role in primary care. -- plus \$200k fees
ID 3	Wellness - Brentwood-Darlington Community Health Team	194,198	3.34	0	0.00			
	Community Health Team - Expansion to other areas / Healthy Start model	150,000	3.00	0	0.00			
ID 4	Teen pregnancy prevention	220,000	4.13	0	0.00		STARS / WYN only (schools)	
ID 5	Dental equipment	0	0.00	92,000	0.00			
ID 6	Consultant svcs for strategic plan with County	0	0.00	50,000	0.00		Strategic planning to address primary care access issues	
0 SUBTOTAL HEALTH		564,198	10.47	742,000	12.24	200,000	0.00	
Community Corrections								
CC 1	MIS staff support	322,333	8.00	0	0.00			Phased-in
CC 2	Legal Services contract	0	0.00	0	0.00			In constraint.
CC 5	African American parolees pilot project	93,071	1.00	0	0.00			
0 SUBTOTAL DCC		415,404	9.00	0	0.00	0	0.00	

Chair Decisions

Number	Description	Ongoing Funding		One Time Only Funding		Non General Fund		Notes
		GF Cost	FTE	GF Cost	FTE	Cost	FTE	
<u>District Attorney</u>								
A 1	Neighborhood DA	118,251	2.00	0	0.00			Restoration of cut to meet constraint grant expiring leverages other \$
A 2	ROCN DDA 4	78,481	1.00	0	0.00			
A 3	Personal Computer Flat Fee	156,556	0.00	0	0.00			
A 6	Support Enf. Agent and reclasses existing OA2 to Legal Intern at SED	27,205	1.00	0	0.00			
SUBTOTAL DA		380,493	4.00	0	0.00	0	0.00	
<u>Sheriff</u>								
O 1	Fund uncontrollable cost increases	162,580	0.00	0	0.00			Flat fee only = \$162,580 In levy Summer months test - funded by cities or stop / BCC review
O 2	Data Analysts for MIS needs	109,596	2.00	0	0.00			
O 3	Female Inmates at MCRC	0	0.00	0	0.00			
O 4	Gresham Transfer Holding	0	0.00	36,243	0.71			
SUBTOTAL SHERIFF		272,176	2.00	36,243	0.71	0	0.00	
<u>Library</u>								
SUBTOTAL LIBRARY		0	0.00	0	0.00	0	0.00	
<u>Environmental Services</u>								
ES 01	Migrate A&T system from mainframe	0	0.00	0	0.00	193,515	0.00	Negotiate City payment or have them deputize bond Use intern this year
ES 02	Personal Prop. Appraiser	50,049	0.60	0	0.00			
ES 03	Animal Control Park Patrol	0	0.00	0	0.00			
ES 05	Personal Prop. Tax Collection	45,982	1.00	0	0.00			
ES 06	Detention Electronics	0	0.00	0	0.00	64,331		
ES 07	Clackamas adoption center	30,000	0.00	0	0.00			
ES 08	Administrative Support (Admin. Analyst)	26,000	1.00	0	0.00			
ES 09	Records Archiving	0	0.00	25,500	0.00			
ES 10	Animal damage control	0	0.00	0	0.00			
ES 11	LAN Support	59,130	1.00	0	0.00			
ES 12	Admin / Clerical Restoration	0	0.00	0	0.00	61,509	1.00	

Chair Decisions

Number	Description	Ongoing Funding		One Time Only Funding		Non General Fund		Notes
		GF Cost	FTE	GF Cost	FTE	Cost	FTE	
DES 12	Animal Control emergency equipment	0	0.00	8,000	0.00			
DES 14	Animal Control phones on weekends	0	0.00	0	0.00			New director review
DES 15	Spay / neuter subsidies	0	0.00	0	0.00			Withdrawn/within constraint
DES 16	BOE Per Diem	11,520	0.00	0	0.00			Clackamas County level
DES 17	Expand Yeon Shops	0	0.00	0	0.00	3,200,000	0.00	COP's
DES 18	"How to Appeal" Video	0	0.00	10,000	0.00			
DES 20	CIP for CH 8th floor	0	0.00	0	0.00	550,000		Transfer Gambling Enforcement balance and forfeitures
DES 21	Farver add - Courthouse consultant	0	0.00	50,000	0.00			In contingency
DES 22	CIP consultant - review status of buildings	0	0.00	100,000	0.00			In CIP
SUBTOTAL DES		222,681	3.60	193,500	0.00	4,069,355	1.00	

Chair Decisions

Number	Description	Ongoing Funding		One Time Only Funding		Non General Fund		Notes
		GF Cost	FTE	GF Cost	FTE	Cost	FTE	
Support Services								
DSS 01	Merit System Hearings Officer	0	0.00	15,000	0.00			
DSS 02	IT Planning and Research	96,014	1.00	0	0.00			
DSS 03	Data Analyst for DSS	50,242	1.00	0	0.00			
DSS 04	MBE/WBE Contracting	78,417	0.50	0	0.00			
DSS 05	Cultural Diversity Conference	7,395	0.00	0	0.00			
DSS 06	Facilitators for stakeholder review teams	0	0.00	16,400	0.00			
DSS 07	Countywide Data Management	143,288	2.00	22,000	0.00	59,274	1.00	
DSS 08	Countywide GIS Coordination	140,000	2.00	40,000	0.00			2 FTE
DSS 09	Information Technology Training	0	0.00	0	0.00			Included for consideration in "Infrastructure" \$1.4 million
DSS A	Buyer for Construction Projects	0	0.00	0	0.00	49,388	1.00	Bond/1145
SUBTOTAL DSS		515,356	6.50	93,400	0.00	108,662	2.00	
Nondepartmental								
DIC 2	Restore Prof Svcs	4,453	0.00	0	0.00			
DIC 2	Copy machine	0	0.00	3,000	0.00			
DIC 3	Computer training and technology	3,775	0.00	0	0.00			legal mat. and technology only
DIC 4	Law Library	2,463	0.00	0	0.00			
DIC 1	One month of a Staff Assistant, LAN support, and flat fee	4,733	0.00	0	0.00			LAN and flat fee only
DSS 10	General Fund advance for SIP	0	0.00	122,419	0.00			
MCCF	MCCF Moving	0	0.00	15,000	0.00			
MCCF	Tech Planner / Comm. Coord (MCCF)	2,463	0.00	0	0.00			
MCCF	Community capacity	90,000	0.00	0	0.00			\$70,000 to caring communities, \$20,000 to SCA Minority Youth
BOND 1	Add to Reserves for levies (future years)	0	0.00	500,000	0.00			OTO
SUBTOTAL NONDEPARTMENTAL		107,887	0.00	640,419	0.00	0	0.00	
TOTALS		6,299,153	60.32	4,100,562	24.95	4,378,017	3.00	

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MULTNOMAH COUNTY, OREGON

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TO: Commissioner Dan Saltzman
Commissioner Gary Hansen
Commissioner Tanya Collier
Commissioner Sharron Kelley

FROM: R. Barry Crook, Budget & Quality Manager

DATE: May 21, 1996

SUBJECT: Transmittal of Budget Office Analysis Memorandum

As we did last year, the Chair has requested me to transmit to each of you a copy of the complete set of analysis memorandum that were prepared for her review of departmental budget requests.

I hope these can be of assistance to you as you deliberate the proposed budget and move towards your adoption of the 1996-97 Financial Plan for Multnomah County.

If you have any questions, please feel free to call me or the analyst in question for further information.

R. Barry Crook
Budget & Quality Manager

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To: Barry Crook, Budget & Quality Manager

From: Keri Hardwick, Budget Analyst

Date: February 26, 1996

Subject: Library Department 1996-97 Budget Request

It is not possible to follow the "traditional" analysis memo format right now given the lingering uncertainty about what will be in the levy and whether there will be a bond. Library Administration will be reconsidering their entire budget request once these decisions are made - they will not just be re-allocating amongst the add packages. I strongly suggest a follow-up review of the Library's budget once the final decisions have been made about the levy and bond amounts and the related expenditure choices.

At this time, my analysis will concentrate on the following:

- A review of available funding
- A listing of significant changes
- A discussion of Issues/Add Packages

Review of Available Funding:

The Library department's operating revenues come from three primary sources: a three-year serial levy, a General Fund cash transfer, and miscellaneous other revenues. The largest of the "other" revenues are book fines, reciprocal borrowing fees from neighboring counties, a payment from the Oregon Community Foundation, and the Library Fund balance from the prior year.

As you know, the Library serial levy will be up for renewal on the May ballot. At the time of this writing, the Library has agreed to budget within the projected revenue at the same rate as was approved in 1993, \$0.4034/\$1000. Also under discussion at this time is a general obligation bond for capital improvements. The Library believes, given a constant level of General Fund supplement (adjusted each year for inflation), they can offer the voters new services if they approve this same rate. They then operate from this tacit "contract" with the public, that, given other circumstances remaining basically the same, the services offered as an enticement to a "yes" vote on the levy will continue for the full levy period once they begin. The Library Director believes this philosophy reflects the desires

of the Chair and the BCC, which are to keep both the General Fund and the levy rate constant, and to offer as much additional or enhanced service as possible given this financial constraint. As I have no information which controverts this position, the rest of this memo is concerned with discussing the issues and alternatives for achieving this goal.

The Library's General Fund cash transfer constraint is calculated as follows:

Budgeted cash transfer to Library Fund, FY 1995-96:	\$ 6,516,430
Less one-time only portion of add packages	<u>(320,122)</u>
On-Going total, FY 1995-96	\$ 6,196,308
 Inflationary adjustment, 2%	 <u>\$ 123,926</u>
 Total General Fund Constraint, FY 1996-97	 \$ 6,320,234

The new levy amount available, at the current rate of .4034, given current projections about value, delinquencies and discounts, is \$14,411,761. Other revenue sources total \$3,062,488.

Therefore, total available revenue for 1996-97 is:

General Fund	\$6,320,234
New levy	14,411,761
Other revenues	<u>3,062,488</u>
Total:	\$23,794,483

Expenditures for FY 1996-97 currently look like this:

Original budget request	\$22,634,034
Corrections	<u>(437,252)</u>
Corrected base budget	\$22,196,782
 Available for Adds	 \$1,597,701
	 <u>Latest Version of Add Packages</u>
Branch hours	\$874,379
Central hours	229,400
Books	466,440
NW. Ptd	0
Technology	0
Parkrose	<u>225,688</u>
	\$1,795,907
 Outstanding Gap	 198,206

It is very important to consider the add package picture not only in the context of available revenue for 1996-97, but over the course of the three years of the levy, in order to ensure adequate funding for the projected costs of adding new services. To reiterate, Library administration personnel have indicated

that they will review their base and add package funding decisions comprehensively once the levy amount and bond amount issues have been resolved. The key is that if the levy rate stays at .4034, the total budget for the Library Fund should be \$23,794,483 in 1996-97. In order to achieve the Library's goal of continuing services "offered" during the levy campaign, we all must feel confident that, given current assumptions about revenue and expenditure growth, the projected budget for 1997-98 does not exceed \$24,514,613, and does not exceed \$25,885,321 in 1998-99.

Significant Changes from 1995-96, found in the base budget:

These will need to be reviewed once the final budget figures are determined.

- Operation of new Midland library, which is due to open June, 1996, for a full year (4.75 FTE, Approx. \$420,000);
- Move from TransCentral, operation of renovated Central library for part year; operation of both libraries during one month overlap period;
- Reorganization of department administration;
- Increased facilities management costs due to enhanced custodial services in public areas and move to larger Midland Library (Approx. \$200,000);
- Reduction in indirect rate from 7.56% to 6.1% (\$307,238);
- PC "Flat Fee" (\$116,762).

Issues and Add packages:

The Library's Issues and Opportunities overlap with their add packages, with one exception. This issue is given as a policy update only, with no Chair or Board action requested. It provides a framework for several of the add packages.

Community Services Development Plan

The Library expects to have the Community Services Development Plan (CSDP) complete for public review by July, 1996. It is referred to by several other names, including the "Branch Plan" and the "Branch Development Plan." The CSDP was created because of recommendations in the 1995 Library Long Range Plan, and is expected to be the guide for future decisions regarding branch libraries and other means of delivering community library services. It will provide specific criteria by which future projects should be evaluated. A key element of the Plan will be to move toward a "tiered" structure for providing library services. Evaluation of current and needed facilities, and options to facilities, will be included.

Add Packages

Each of the add packages is designed to provide new, enhanced or improved services to the public. Each appears thoughtfully crafted, responds to needs articulated by the community and is supportive of the Library Long Range Plan. However, these add packages also raise the issue of "good" versus "good enough."

We all want our Library to be a thriving, successful fixture in the community. The ideas found in the Library Plan, and even those expressed in casual conversation are conscientious, exciting and interesting. The voters' approval of the serial levy provides some proof of their support for dedicating property taxes to library services. There is no question that the Library provides services which Multnomah County citizens use and enjoy, but the current reality is that our county General Fund resources are insufficient to fund all of the creative, thoughtful and beneficial ideas coming from our county programs and service partners. Moreover, media and citizen support of increased taxes to support even mandated services is limited.

Because over six million dollars of the Library's budget (approximately 26%) comes from the General Fund, their needs must be considered in conjunction with consideration the needs of other County programs. The assumptions discussed earlier in this document regarding the constancy of General Fund support to the Library should be discussed and either supported or clarified by the Chair and the BCC. Although the county is committed to "quality of life" in areas other than the social service and justice arenas, the extent of that obligation and what that means for Library services is a pressing policy issue, and will continue to be in the years to come.

Additional Hours at Branch Libraries

This add package provides for additional hours at the branch libraries. All branches would receive some increase in operating hours; all would be open on Mondays. However, based on usage patterns and other factors, different branches will increase hours in different ways. The planned increases reflect the Library's best thinking at this time of effective balancing between customer service and cost efficiencies. Hours increases would range from 7 per week to 18 hours per week, depending on the branch. In the current add package figures, the additional hours begin October 1, 1996. Given the necessity of adding staff, and the amount of effort that will be used to re-open Midland in June/July, it is both more realistic and a prudent choice to add these hours at that time rather than in July.

The Library Board has indicated this is their highest priority for additional funds; customer surveys continue to indicate that more, and more convenient, hours are a top priority for the citizens of Multnomah County. An increase in hours is a tangible benefit of a vote for the operating levy for most citizens. However, given the many new/improved/increased services desired, and the limited funding available, this decision must continue to be carefully considered.

Absent the completion of the Community Services Development Plan, it is difficult to determine whether providing additional branch hours is the best choice for the bulk of funding of enhanced Library services. It is equally difficult to say that it is not. Even with the plan, behavior is difficult to predict, especially since the branches have not had hours such as those contemplated for over 20 years. Although data shows Monday is traditionally a busy day for libraries, it will take the public time to get

used to the new schedules and adjust their habits accordingly. The Library should carefully study the effects over time of these increased hours. Decisions on hours of operations in the subsequent years of this levy, and in the years that follow, should take into account these findings, and those of the Branch Plan. Perhaps, although everyone's desire would be to fully pursue these additional hours, the reality is that the county can only afford to sustain a smaller increase over the three years of the levy and still provide the other new services desired. Care should be taken to ensure that efforts to meet possibly outdated notions of what library services are do not interfere with the ability to fund services as people use them.

Additional Hours at Central Library

This add package provides for ten additional hours per week at the Central Library, once they have moved back into the renovated facility. Added services and amenities are part of the design of and plan for the "new" Central Library. Usage is expected to increase due to these new services, improved access to the collection, and simple curiosity about what the renovation created. Furthermore, Central Library's hours are currently fewer than those of nine out of ten comparable facilities.

The cost of the additional hours in 1996-97, \$229,400, is substantially lower than in the future levy years (\$472,565 in 97-98, \$486,742 in 98-99), because it is only for part of the fiscal year. It will be more difficult to fund a full year of additional hours within the currently projected levy, general fund, and other revenue constraints. Once again, the trade-offs and priorities must be carefully considered.

Materials Budget Increase

The library has used a mean of "ten comparable" libraries' materials spending per capita as a performance trend target for materials expenditures. "Why that goal?" is the first question raised when a goal for Multnomah County is simply parity with other jurisdictions. Do we have a need that is not being addressed, or are we merely trying to "keep up with the Jones"?

It is clear from reviewing the Library Long Range Plan and their Key Results that people want more, and new types of materials from the Library. Although demand for new products continues to rise, demand for existing materials does not show a similar decrease. It appears that to support this demand, and to continue to support the Library's customer service goals, the materials budget should increase.

The question then becomes "how much should it increase?" This is where comparisons to "comparable" libraries become important, although the current measure raises some issues. Closer examination of the current comparison data shows that two of the ten libraries have materials expenditures per capita of 2.4 and 3.0 times greater than the mean of the other eight. The spending at these two libraries is disproportionately influencing Multnomah County's target. Although this year they cause the Library's target to increase, a funding problem at either of those jurisdictions could lead to a significant *decrease* in the target, and therefore funding levels, in future years. This situation leads to two conclusions: that the selection of the "ten" can have a dramatic effect on the goal; and that median figures, or national figures, because they would be less subject to influence by one or two jurisdictions, *could* be more appropriate targets. These approaches also have potential shortcomings. National figures include libraries with missions entirely different from Multnomah County Library's and median figures diminish the achievements of libraries with excellent funding strategies.

The other important factor to consider is that Multnomah County's circulation per capita is far above "average." It seems that materials expenditures should relate to other libraries' circulation rates as well as their materials expenditures. The table below shows data based on actual figures for FY 93-94.

	Circ. per Capita	Mat's Exp. per Capita
"Ten Comparable" Libraries - Mean	8.91	5.61
"Ten Comparable" Libraries - Median	9.95	4.28
National - 500,000 to 999,999 pop. - Mean	7.6	3.98
National - 500,000 to 999,999 pop. - Median		3.69
National - 500,000 to 999,999 pop. - Upper 75%	10.5	5.06
Multnomah County	12.4	3.71

As an example of a different measure, to achieve some parity with "similar" libraries in terms of both circulation and materials expenditures, it appears that striving for the national upper 75% target would be reasonable. As the figures above are for 93-94, inflation should be applied to the figures. For this discussion, 3% is used for expenditures and 1% for population. These figures are roughly Multnomah County's experience in recent years. Therefore, \$5.06 per capita in 93-94 is estimated to be \$5.37 per capita in FY 96-97. This translates to the following:

Object code 6700, before Add Package	\$3,074,328
Projected 1996-97 population	632,765
Spending per capita	\$4.86
Desired per capita	\$5.37
Add Package needed for Obj. 6700	\$323,620

The Library's current add package has a materials budget of \$381,900 - a figure that would move them towards, but not achieve their goal of the mean of the "ten", \$5.61. I suggest that as final decisions are made about the budget, the target figure and the libraries used to calculate it be reviewed to strive for the best goal possible. The add package also provides for the additional personnel (1.0 FTE) and supplies needed to support such an increase in acquisition activities.

Technology/Automation Services

Technology is clearly in the forefront of the Library's plans for the future. The Library Long Range Plan, the Library Automation Plan, and the county's Strategic Plan for Information Technology all point toward the Library being a leader in access to electronic information in the community. Currently, the entire technology add package has been transferred to the planned G.O. bond. This decision will clearly be revisited once polling and other information is known regarding whether there will be a library bond. Even if there is a bond on the ballot, there are necessary parts of this add package which are not capital items and would need to be funded in the base budget/levy funding stream. There may be other capital items in the Library's base budget which would be appropriate to transfer to the bond, and thereby provide funding for the non-capital items in the automation add package.

Based on information from the Library, and from county Dept. of Support Services (DSS) personnel who have been working with Library Automation Services, the most pressing needs are personal computers for public access at Central Library and support staff. Central has been designed for PC's,

not "dumb terminals" and these machines are needed to provide the on-line access which is a cornerstone of the improved services at Central.

Inadequate support staff is an issue throughout Multnomah County, but it is especially acute at the Library. Not only is support needed for employees, but as the Library makes so much technology (the quantity of which is rapidly increasing, and planned to continue to increase) available to their patrons, technical support staff is a vital service to those citizens who use library computers or dial in from outside. Automation Services staff have been working closely with DSS staff to implement efficiencies provided by the RESULTS initiative, but the measures are simply not enough to keep up with the exploding workload.

There are other elements of the bond package, which essentially funds the entire automation plan, and of the add package as originally proposed. When final decisions are made regarding the levy/bond issues, the Library must carefully review their technology funding decisions. If necessary, because a bond is not put on the ballot, or if it fails to get voter approval, tradeoffs should be made in other areas to fund at least one additional support person and the PC's for Central. Care should be taken to continue toward the goals put forth in the Library Long Range Plan and the Library Automation Plan.

Parkrose School and Northwest Branch

Although these are two separate add packages, they have many similar elements, and raise similar concerns. Again, they are both projects that would definitely be beneficial for the communities in which they are located. They both, at this time, appear to provide opportunities for partnerships and to demonstrate new ways of providing service that will either serve as future models, or teach us valuable lessons about the approaches used. However, they both also appear to be premature absent the Branch Plan. The county must take care to provide its resources where they are most needed, rather than most desired. Need can definitely be shaped by opportunity - and it may be that each of these projects provides an opportunity that should not be passed up. Since the Branch Plan will be completed by July, the final decisions about when and how to proceed on these projects will probably be most effectively made with that in hand, so the comparative benefits of meeting other needs the plan describes (if any) and the opportunities these projects present can be considered together.

Early Childhood Resources

This add package was presented to the Wellness committee, for consideration within the Wellness add package context. It provides for library services to children in in-home daycare, in addition to licensed daycare centers, which receive these services currently. Although this project would provide real benefits to the children in this kind of daycare, given the other new services under consideration, the Library would not fund this project within their levy/constraint budget.

It does however, appear to meet the goals of wellness projects - to support "the preservation of each child's (prenatal to 18) potential for physical, social, emotional, cognitive and cultural development", and the Library requests General Fund resources from the "Wellness" funding stream to provide these services in FY 1996-97.

Summary

Given the issues still outstanding in terms of the Library's funding levels, it is difficult to provide any "Budget Office Recommendations." I have tried to raise issues or concerns that should be considered when making the final decision about what will be funded in the levy/constraint budget, and to frame those issues for discussion with the Chair. I will continue to work closely with Library Administration personnel to develop their "final" budget, and will prepare a supplemental memo outlining the final significant changes and add packages, as well as the other elements listed in the outline of the department memo that are not found here.

Attachment:

Library Budget Document, Department Section

cc: Beverly Stein, County Chair
Ginnie Cooper, Library Director
Bill Farver, Executive Assistant
Jeanne Goodrich, Library Deputy Director
Becky Cobb, Acting Library Support Services Manager



MULTNOMAH COUNTY, OREGON

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TO: Barry Crook
 FROM: Chris Tebben *CT*
 DATE: February 29, 1996
 SUBJECT: Juvenile Justice Budget Request

I have reviewed the budget request submitted by Juvenile Justice. This memo outlines the major issues and decisions related to DJJS's budget request to be reviewed with the Chair's Office prior to the BCC approving the budget.

Constraint

The Department's constraint is \$15,943,479. The constraint calculation was based on the 1995-96 general fund constraint of \$14,674,426, adjusted upwards by 2% for inflation. The base constraint was increased by \$975,565 to annualize the operations of the sex offender unit and to include the \$400,000 for community programs that was not reflected in the department's 1995-96 adopted budget. The department's budget exceeds the constraint by \$3,332 based on an agreement between the Budget Office and DJJS. We agreed that the department could reflect the increase in the USDA meal reimbursement (\$3,332), which is a revenue to the General Fund, to offset the higher cost of meals served.

Budget Summary	1994-95	1995-96	1996-97	Difference
	<u>Actual</u>	<u>Adopted Budget</u>	<u>Proposed Budget</u>	
Staffing FTE	177.29	223.27	225.30	2.03
Total Costs	\$15,437,013	\$18,606,875	\$19,575,034	\$968,159
Program Revenues	\$4,155,826	\$5,507,210	\$5,514,896	\$7,686
General Fund Support	\$11,281,187	\$13,099,665	\$14,060,138	\$960,473

Significant Changes

- The detention facility's capacity will increase by 63 beds, bringing the total capacity to 191. One 16-bed unit will remain vacant, two units will be operated by the Oregon Youth Authority and one unit will house the residential sex offender program.
- The residential sex offender program will begin its first full year of operation.

- DJJS covered the PC Flat Fee within constraint, at a cost of \$155,190.
- Staffing increased by a net of 2 FTE's. Staffing increases were due to the annualization of the sex offender program which increased staffing by 5 FTE's, and the conversion of on-call staff in detention to 3 permanent FTE's. The reductions were: elimination of a Counteract counselor because grant funds expired (CFS is requesting continuation through an add package), the Detention Reform Expeditor, and four positions cut in order to meet constraint (Street Law, GRIT counselor, Admissions Groupworker and Measure 11 Pretrial Supervisor).
- In order to meet constraint, DJJS cut approximately \$300,000 from its current service level budget, which grows by more than the 3.1% inflation rate. The reductions include: the PIC Youth Employment program (\$39,131), the Street Law Program (\$51,328), a vacant counselor position for the GRIT program (\$43,462), on-call coverage for suicide watch (\$18,730), on-call coverage in detention to cover benefit holidays (\$24,780), an Admissions groupworker (\$43,030), the Measure 11 pretrial supervisor (\$42,343), and flexible funds (\$42,830). The department has add packages seeking restoration for the flexible funds and the Admissions groupworker.

Issues for Discussion

1. Detention Reform Initiative/Expeditor (\$75,382)

Many of the major elements of the Detention Reform Initiative were implemented this year, including community detention programs and the Risk Assessment Instrument (RAI). In 1996-97, the department will have over 100 community detention slots available, reducing the demand for detention beds. The detention alternatives have expanded our capacity to assure court appearances for lower risk offenders at a much lower cost than detention; a 16-bed detention unit costs approximately \$600,000 to operate, compared with approximately \$750,000 for the entire system of detention alternatives providing 100 slots per day.

The chart below shows the capacity of detention and community slots:

PROJECTED DETENTION / SUPERVISION CAPACITY IN 1996-97
(from the DJJS Issue Paper #2)

USE OF BEDS/SLOTS	Average Length of Stay by Use	Multnomah County	Other Counties [contracts]	State	TOTAL BEDS
SECURE BEDS:					
General detention	5 - 6	41	30	-	71
Ballot Measure 11	31*	25	-	-	25
Assessment [AITP]	30	16	-	32	48
Parole Violators	16	16	-	-	16
Sex Offender Trtmt**	45 - 60	15	-	-	15
Vacant Unit	-	-	16	-	16
Total Secure Beds	-	113	46	32	191
COMMUNITY SLOTS:					
Comm. Det. Monitoring		80			80
Day Reporting		21			21
Shelter Beds ***		1+			1+
Total Community Slots		102+			102+
TOTAL BEDS & SLOTS		215	-	-	293

* average for all referrals; average for youth remaining in detention entire time until trial is 100 days

** opens July 1996

*** 430 nights of shelter stay are budgeted

The Casey Foundation's financial support of the Detention Reform Initiative will end in September 1997. Upon its expiration the County will be responsible for funding the aspects of the Detention Reform Initiative that it chooses to maintain. This will entail a large financial commitment, since Casey currently funds the project at \$750,000 per year. As one of its Action Plans, DJJS will evaluate the Detention Reform Initiative to identify the successful program elements and support the transition planning process. This information will be essential for the Board's decision in the 1997-98 budget process regarding the County's future support of detention reform. It is the department's understanding that the Board has committed to continue the elements of Detention Reform that are demonstrated to be effective; they would like to confirm their understanding of the Board's intent.

DJJS is asking the Board to begin the transition process this year by assuming responsibility for the Expeditor position. The Expeditor is one of the most critical elements of Detention Reform, responsible for managing the capacity of the system by determining the placement of youths in detention or other alternatives. When staff feel that the RAI score is based on incomplete or misleading information they appeal to the Expeditor, who determines whether the RAI score should be recalculated based on additional information. The Expeditor is the gatekeeper for the detention and community slots to maintain the system, so that detention is consistently used for individuals at the same risk level.

The Casey funds that supported the Expeditor during the current year's budget were used to annualize the detention alternative programs in the 1996-97 budget. The department feels that the Expeditor is critical to the ongoing operation of detention reform and wants to transition this to County funding to ensure that this function continues. This would also demonstrate the County's commitment to Detention Reform for the Casey Foundation.

The Casey Foundation has indicated that it would be willing to reprogram funds underspent in 1995-96 (allowing the department to exceed its annual \$750,000 spending limit in 1996-97) to support several one-time-only projects if the County funds the Expeditor position. The most critical of these projects is the design of an interim data collection system that will provide data for the evaluation study during 1996-97. Without this system, the department will be unable to evaluate the Initiative. A smaller amount (\$20,000) would be used to hire consultants to address minority overrepresentation issues and assist in the design of the case classification instrument.

One alternative to this add package is to continue the Expeditor position with Casey funds and to ask the department to bring another aspect of the Casey budget as an add package, deferring the continuation decision of all aspects of the Detention Reform Initiative until the evaluation is completed. If this add package is not funded, the department has indicated that it must decide whether to eliminate the Expeditor or to reallocate Casey funds to cover this. The department has indicated that both the Expeditor and the data collection system development are its highest priorities within the Casey budget. In order to maintain these functions within the current budget, DJJS would either eliminate project coordination or reduce detention alternative slots, which would restrict the system's capacity to supervise lower risk youth in the community and increase the need for detention beds.

2. Implications of Measure 11/Senate Bill 1 (discussion item only - no decision required)

A growing number of youth charged with Measure 11 offenses have had stipulated pleas that remand them to adult court for reduced sentences. For example, a youth charged with Robbery II might plead guilty to Robbery III. The youth is remanded to the adult court and charged as an adult, but for a lesser sentence than the Measure 11 crime would have required. These youth are currently serving their sentences at MacLaren.

Under 1145, most of these youth would probably be returned to the County, but would be the charge of the adult jail and probation system. Juvenile Justice, the Sheriff and the DA met to discuss how to handle juveniles who are sentenced to adult jails or probation caseloads. They considered the possibility of constructing a unit within the new jail to house sentenced youth who have been remanded to the adult system, so that they would not mix with the general population of the adult offenders. They anticipate a population of about 25 youth per year in this category.

They also discussed whether they should build sufficient capacity in the unit to house some preadjudicated Measure 11 offenders. Juvenile detention is an expensive resource; it costs roughly 60% more to house an individual in detention compared with adult jail. Currently, Measure 11 youth are detained at the Juvenile Detention Home unless they present extreme behavior problems. If the number of Measure 11 youth in detention continues to grow, the County may wish to consider housing some of the 16-17 year-olds charged with Measure 11 offenses in this dedicated unit.

The Board will be presented with this issue in the coming year as they consider the jail bond. We should not make a decision of this significance based solely on economic costs and benefits. One consideration in this decision is the desirability of housing preadjudicated youth with sentenced youth. Another issue is the degree to which youth would be separated from adult inmates. I would be concerned about the influence of sentenced adult offenders on preadjudicated youth. The availability of educational programs is also an important consideration; DJJS believes that ESD would be responsible for providing school programs, but we would need to verify this since these youth are adults under the law.

3. Case Classification (discussion item only - no decision required)

The department's development of a case classification tool extends its efforts to make decisions based on data, rather than subjectivity. Building on the model of the Risk Assessment Instrument, the Case Classification Tool will provide probation counselors with an objective assessment of the risks and needs of individual youth so that they can make more consistent decisions about program placements and levels of supervision. If the department can establish a valid classification instrument, it may also help to reduce recidivism by targeting probation resources more effectively.

By providing counselors with more objective criteria for decision-making, the classification tool can help to reduce bias. It cannot completely eliminate subjectivity, however. The classification tool will look at many factors that determine an individual's risk or need, such as the presence of a caring adult. However, some of these factors require subjective determinations, and these may be influenced by cultural differences. It is important to understand that there is still a potential for bias. The department will need to provide ongoing training and a forum for discussing these issues.

The tool will initially be used by counselors for placement and supervision decisions. Ultimately, the tool may also be used by adjudication counselors in their reports to the court.

The case classification tool has been developed through an extremely collaborative process. The department has worked closely with Jim Carlson, who has been providing technical consultation. The policy group includes representatives from SCF, community non-profit agencies, Citizen's Crime Commission, DA's Office, defense bar, the Judiciary, Family Centers and the Commission on Children & Families. DJJS will need funding in 1997-98 to validate the case classification tool. At this time there is no estimate of the cost of the validation study.

4. Building Capacity to Automate Work Systems and Evaluate Outcomes (\$64,000)

The department is requesting \$64,000 to provide assistance in the development of three projects: automating the case classification system; providing an automated system for providers and internal programs to collect outcome data; and coordinating the planning of the CFS integrated client tracking system, statewide Juvenile Justice Information System, and the criminal justice public safety systems.

In order to automate the case classification system, the department will need technical assistance in developing models for the system. To accomplish this, the department is requesting \$34,000 for consultation. An additional \$18,000 is requested to contract for the development of a system for collecting outcome data from contractors and DJJS programs. This system would support the department's effort to incorporate outcome measures in all contracts.

One of the department's Action Plans is to work closely with the information system development efforts underway in CFS, public safety, and statewide juvenile justice. This

coordination is critical since DJJS' data and information needs overlap with all of these agencies. The department is requesting \$12,000 to backfill the Data Services Manager's time on application development within the department. This coordination role is critical and likely to require a great deal of her time.

This add package is still somewhat preliminary; because these processes are all early in the planning stages, the cost calculations are very rough. I was unable to discuss this add package with the Data Services Manager because she is on vacation, but based on my experiences in working with the DJJS data systems and my knowledge of the classification project I am inclined to support this request. I would like to follow up on discussing the specifics of this proposal when she returns from vacation, and to explore whether some of the carryover from the DJJS information systems project could be applied toward this project. The availability of these funds is uncertain, since the County is being asked to contribute part of them toward the development of the statewide Juvenile Justice Information System.

If this package is funded, I recommend that the Chair fund it on a one-time-only basis because these costs are not ongoing in nature. However, the department expects that some of these planning processes will extend beyond the 1996-97 fiscal year and advises that they may need to bring a follow-up request in 1997-98.

5. Other Add Packages

Detention Computer Education Program (\$46,147)

The average stay in detention is increasing as detention becomes a multi-purpose facility. In the past, most of the facility's beds were for pre-adjudicated youth who stayed an average of seven days. With the development of treatment programs and the advent of Measure 11, many youth are spending much longer periods in detention. . An analysis of Measure 11 youth in detention on January 1 revealed that 45% had been in detention for over 100 days.

As youth stay longer in detention, the department must develop appropriate programs for them. One of the greatest needs is filling the program gaps in the periods where there are no classes. Currently there are no classes in detention on evenings, weekends, or in the summer. ESD is responsible for providing instruction during the school year, but they are unable to fund classes during these other periods because of budget limitations.

The detention computer education program add package is a high priority for DJJS, which has already dedicated a great deal of staff time in creating a computer lab. I recommend that the Chair support this add package. However, I recommend contracting for the service with ESD, rather than creating a staff position. ESD staff would be better able to link the programming in the detention lab with school programs, which would improve the transition of youths back into school. An ESD contractor would also have access to a broader array of resources for computer-assisted learning, and they would have support and supervision resources that would not be available to DJJS staff.

The department considered the alternative of contracting with ESD but feels that it would be less desirable. First, they want to ensure that the program coordinator will have LAN administration skills as well as education skills. The computers are Macintoshes (which are compatible with the schools) and therefore cannot be maintained by the Information Services staff who operate in a DOS environment. DJJS is also concerned that a contractor would not work as closely with the detention groupworkers as a staff member would. Additionally, the department feels that an ESD contractor would have coordination problems. The position is needed to fill the gaps in summer, evenings and weekends - times when ESD supervision would not be available, since this type of position is usually supervised by school principals.

Given the diverse uses of detention and the wide variation in length of stay, it will be challenging to develop programs and activities that are meaningful for all youth in detention. There is high turnover in detention; over 3,700 youth are admitted to the facility each year. The coordinator will need to develop activities that are appropriate for youth with 3-7 day stays as well as youth staying for 100 days.

I have some concerns that the computer lab administration function will overwhelm the program development function. It will be important to maintain a balance between these

functions; otherwise, unstructured computer lab use may be more entertaining than educational. It seems that we the desired functions for the coordinator require two very different skill sets.

The above issues raise the question of whether this add package is sufficient to achieve the desired outcomes. I suggest that we consider the option of increasing the add package to fund 2 positions (or contract equivalents): one to perform LAN administration and upkeep, and one to develop educational programs.

The Wellness Planning Team mentioned that Christie funding might be available to support this program. Christie Funds support education programs in residential mental health facilities during weekends and summer. It may be possible to obtain support from this source to offset the costs; the department should continue to explore this option.

Community Service and Payback programs (\$91,248)

Currently there are long waiting lists for the Community Service and Payback programs. The waiting list for community service, which is a court-ordered sanction program, is over three weeks. The Payback program, which is a restitution program, has a waiting list of several months. The long wait for these programs threatens the effectiveness of the sanction because the sanction becomes disconnected from the crime. The waiting list also delays restitution to victims.

The community service program is one of the only sanctions available to the Court. It is important to maintain sufficient capacity and to ensure that the program's effectiveness is not compromised by long waits. I recommend that the Chair fund this add package.

The Wellness Planning Team identified a related systems issue that should be addressed: the disparity in sentences between the community service program and the family centers' diversion community service programs. Frequently, youth who perform community service through the family centers have longer requirements than youth who go through the DJJS community service program. Over time, youth may opt out of diversion because they can get a lighter sentence through the court process. The length of the community service is determined through the courts and hearings officers; therefore, DJJS should work with them to educate them about the discrepancy and work to get more uniform service assignments. Ideally, these programs should be part of a continuum of community service and sanctions.

The options for resolving this are to reduce the community service assignments at the family centers or to increase them for the DJJS community service program. If we lengthen the DJJS community service assignments, we will need to provide more resources to run the programs; otherwise they will have to serve fewer youth.

Flexible Funds (\$42,830)

In order to meet constraint, the department cut the flexible funding pool by \$42,850. DJJS based its decision on the fact that year-to-date usage had been lower than expected, and the department hoped that the cut could be made without denying funds to youth in need. However, a major reason for the lower usage was that flexible funds were a new resource that became available several months into the fiscal year and staff did not initially make full use of them. As the year progressed and awareness grew, counseling staff made more requests for flexible funding. Also, the average cost of services purchased rose as counselors began to draw on flex funds to provide more expensive services such as A&D or sex offender treatment.

If this add package is not funded, the flexible funds program will remain intact next year but there will be less money available. Based on the average expenditure of \$1,200, this would eliminate funding for 35 youths. Because the program is new, we do not have evaluation data to fully assess the impact on the youths who would be denied flexible funding. I support this add package because I believe that the impact would probably be significant; however, I would prefer to make my recommendation based on more data. I recommend that the department develop a simple database for tracking flexible fund expenditures and information about the youths served so that in the future we can provide a more complete analysis of the impact of funding changes.

The Wellness Planning Team reviewed this add package and discussed the importance of developing consistent criteria for awarding flexible funding. There are several pools of flexible funds available to serve children in Multnomah County, including DJJS, OYA, Services to Children & Families, Level 7 and Children's Capitation. In many cases children are clients of

multiple agencies. As we expand the use of flexible funds, we should identify the various flex fund pools and compare the criteria used for disbursing funds in order to avoid redundancy and to prevent any populations from falling through the cracks. DJJS has already started this effort by including OYA on the Flex Funds Committee, and jointly determining which funding stream to use for each child. This effort should be expanded to include other flex fund sources.

Training (\$60,000)

The department increased its discretionary support for training by \$23,436 (although this was offset by a reduction of \$30,000 in grant funds supporting travel and training). The total department budget for training is \$56,265; \$43,665 of this total is available for general departmental training needs, and the remainder is related to the Casey grant. At the department's all-staff retreat last fall, staff repeatedly identified training as an urgent need. In past years the department cut training in order to meet constraint, leaving an insufficient training budget. Much of the money that is budgeted for training covers mandatory trainings. In order to comply with the consent decree, the department must meet minimum training levels for all detention staff.

The department is seeking funding to facilitate conflict resolution and team-building in workgroups. Conflict is surfacing in many workgroups as they start to perform more team-based work. The department is embarking on major organizational restructuring projects which involve reorganizing employees' work; these efforts would benefit from the involvement of a neutral facilitator. Employees are also being asked to work in teams with staff from other work units. Improving employees' communication and problem-solving skills is critical for success, since work groups operated in isolation in the past. Finally, the request would fund an all-staff work session, to continue to unite employees around the department's vision. As a 24-hour operation, this is much more expensive for DJJS, which must backfill groupworkers with on-call staff, and pay overtime to employees who are off their shifts.

I support the department's request for training funds. I checked with the RESULTS training coordinator to ensure that the department's request would not duplicate available training resources. She said that the types of facilitation and training the department proposes would not be covered by the County's training funds.

Admissions Groupworker (\$45,384)

In order to reach constraint, one Groupworker was cut from Admissions in Detention. Admissions is responsible for operating the controls within the detention facility, supervising visiting, admitting youth to the facility and screening them, and escorting youth to preliminary hearings. This position was cut because it was not a post position. Some of the responsibilities for this position could potentially be spread to other Admissions staff.

The functions that will be compromised by the elimination of this position are the "floating" functions that cannot be carried out by an individual at a post, such as escorting youth or supervising visits. Visitation hours are currently in the early evenings Tuesday through Thursday and in the late afternoons and early evenings on Saturday and Sunday.

I recommend that the Chair support this add package. If it is not funded, visitation and other important functions would probably be compromised. The ability of the remaining Admissions staff to absorb the work of the eliminated position will be limited; their workload is increasing already because of the expansion of the detention facility (because of added monitors to watch and more youth entering and leaving the facility).

Office Support (\$29,482)

The North District Office and the Central probation unit currently have no clerical support. The requested OA2 would support 13 counselors and their supervisor by performing routine tasks, increasing the counseling staff's time available for direct services. DJJS has examined the department's pool of support staff and was unable to reallocate staff without cutting another function. It is a bad use of County resources for the counseling staff to perform basic clerical tasks. I support the department's request for office support.

COLA for Contractors (\$62,920)

All contracts supported by the General Fund received a 2% COLA, but contracts funded with state money did not receive a COLA. The state has not paid a COLA for the last 3 years, straining our contractors' ability to cover their increasing personnel costs. It is likely that a third year without a COLA will result in service reductions for some or all of these contracts.

The department's analysis raises the issue of equity between county operations and our contracted providers. We rely on contractors to provide many of our services, but they do not receive the resources to cover inflation. If we are going to rely on contractors to serve our clients, we should fund those services at their actual costs.

I agree that it is unfair to treat our contractors differently than we treat our own staff. However, this issue should be addressed on a countywide level rather than a department level. The cost would be significantly higher if we provided a COLA for all County contractors; a very rough calculation suggests that the cost would be at least \$1 million.

A larger question is whether it is the County's role to provide a COLA for state-funded services when the State fails to do so. It may be unwise to assume the State's responsibility for these costs, particularly when the County is primarily acting as a financial agent for the State with little discretion about programmatic content.

GRIT Office Relocation (\$25,000)

The GRIT probation office is currently located in the King Neighborhood Facility in NE Portland. The King facility also houses an OYA parole unit and the City of Portland's Neighborhood Mediation Project, Office of Neighborhood Associations and Youth Gang Outreach Project. Office space has become inadequate as these programs have grown. Counselors' desks line both walls of a corridor, which precludes confidential exchanges between counselors, youth and families and hinders counseling efforts. DJJS moved into the King facility in 1985. Since then, the staff has grown from 3 FTE's to 10, yet they remain in the original 800 square feet of office space.

The existing space is reducing the office's ability to serve its customers, and a new space would remedy this problem. However, moving the GRIT team into a stand-alone location seems contrary to the County's growing emphasis on service integration. Moving to a new site would improve counselors' ability to serve their clients but lose the connections that occur when programs are sited together. The department has discussed the possibility of securing space with OYA's NE Parole Office. I recommend that the department pursue its move in conjunction with OYA and explore the possibility of including the Youth Gang Outreach Project as well.

PAX (\$117,000)

The federal grant supporting the PAX program expires at the end of this school year. The PAX program is a program for Portland high school students who are engaged in violent behavior or weapons offenses. The students complete a 45-90 day program, then transition into an alternative school program. In the absence of the PAX program, these students would be suspended or expelled. This program started in September, 1995.

The total cost of continuing the PAX program is \$344,453. The DJJS request would fund one-third of the total cost; the City and Portland Public Schools would each fund one-third as well. If any partner does not support the program, then it cannot continue.

The program serves 60 youth per year. Approximately 40% of the students in PAX are in the juvenile justice system. The program is relatively expensive - \$5,700 per child for a 45 day program. We do not have evaluation data to support the program's effectiveness because the program has only been operating for 5 months. It would be worth exploring whether the program could be operated at a lower staffing configuration than it currently operates. If the only alternative for these youth is expulsion, it may be worth spending \$5,700 to keep them in school but we should first explore whether we could do it more economically.

I was surprised that DJJS ranked this as its lowest priority, given the close fit with the department's strategies and the Urgent Benchmarks. The department gave it a low ranking because of uncertainty about whether the other partners would provide their share of the funding.

There is also a PAX program for middle school students. Funding for that program is scheduled to expire in 1997-98. The total program cost for this is \$359,000; it is not known what contribution the County would be asked to make.

Performance Measurement & Evaluation

The department's evaluation efforts are in the beginning stages. Current efforts are focused on incorporating outcome measures into contracts, which were previously monitored only for fiscal measures. By 1996-97 the department will have outcome evaluations in all of its Class 2 contracts (>\$25,000). The department is planning to contract for an evaluation of the sex offender unit when the unit comes online. The department also has an Action Plan to evaluate the effectiveness of the Detention Reform Initiative by the Spring of 1997.

The department held a Key Results training for its large management team in August, 1995. The training was presented by the Chair's Office and the Budget & Quality Office. The session provided a vision of the role of performance measurement, trained staff in developing outcome measures, and introduced staff to the Key Results evaluation tool designed by the Auditor's Office. Each division reviewed its Key Results to identify possible improvements. Staff are working to develop new Key Results which will appear in the 1996-97 budget.

Public safety outcomes are particularly difficult to measure. Often data must be obtained from multiple agencies, and information systems are frequently incompatible. There are no common identifiers, which would facilitate comparing data from different sources. One action plan for Juvenile Justice next year is to collaborate in the planning and development of several information systems projects: the CFS integrated client tracking system, a statewide Juvenile Justice Information System, and public safety information systems development. This collaboration should be a high priority; if successful, it will improve future evaluation and analysis by developing compatible systems. The department has also been working with OYA and other counties to develop a common definition of recidivism. This is a critical first step to provide a foundation for outcome measurement and evaluation.

Grants Development Efforts

There is no systematic grant development or planning effort underway. Given that a significant source of the department's external funds is expiring in 1997, I would encourage the department to engage in some more proactive grant planning with the assistance of the County's grant development specialist.

RESULTS Efforts

DJJS has made significant progress in implementing RESULTS concepts. Employees have many new opportunities to participate in decision-making on a wide range of issues. The department is involving employees in cross-departmental teams and actively identifying and responding to employee priorities.

The department held a two-day all-staff work session in November 1995 to address the issues raised in the Marylhurst Climate Study and identify new departmental strategies. The session brought staff together from different work units to produce action plans and strategies for improving departmental services. The RESULTS Steering Committee subsequently prioritized and extended the session's action plans and is forming workgroups to implement them. The session was planned by a diverse cross-departmental team of line staff and managers. Staff evaluated the work session very favorably.

The department is incorporating diverse teams into many aspects of organizational decision-making. A team of 17 line staff, supervisors and managers prioritized the department's budget decisions for the 1996-97 budget. The team voted on all add and cut packages and used a consensus model of decision-making. They communicated issues and priorities between other line staff and the Budget Team. The department also developed a "Large Management Team", comprised of exempt staff, lead workers and other line staff. The team advises management on department direction and assists in policy development. The Detention Reform Team is leading the implementation of the Detention Reform Initiative.

cc. Beverly Stein, County Chair
Bill Farver, Executive Assistant
Elyse Clawson, Director, Department of Juvenile Justice Services
Joanne Fuller, Deputy Director
Meganne Steele, Policy and Budget Manager
Marie Eighmey, Fiscal Specialist Supervisor
Dave Warren, Principal Budget Analyst
DJJS Budget Team



MULTNOMAH COUNTY, OREGON

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To: Barry Crook, Budget & Quality Manager
 From: Keri Hardwick, Budget Analyst
 Date: March 5, 1996
 Subject: Support Services Department 1996-97 Budget Request

Funding Overview:

The department's original constraint figure was \$6,024,419, the General Fund request (including cash transfers) is \$6,294,790. Several adjustments were made to these numbers (see detail below), resulting in the request being \$25 under constraint.

Calculated Constraint	\$6,024,419	\$6,154,312	Budget Request
Plus: Transfer of Administrative Positions from DES to DSS Department Admin.	\$191,000	\$140,477	Plus: Cash transfer to Federal/State fund (Emergency Management).
Less: Transfer constraint to DCC because of transfer of responsibility for probation fee tracking.	(\$61,642)	(\$141,039)	Less: Portion of Director's Office charged to DSS dedicated funds. This amount is not recovered via indirect cost recovery.
Revised Constraint:	\$6,153,777	\$6,153,751	Revised Budget Request

The department's overall costs and staffing are as follows:

	1994-95 <u>Actual</u>	1995-96 <u>Current Estimate</u>	1995-96 <u>Adopted Budget</u>	1996-97 <u>Proposed Budget</u>	<u>Difference</u>
Staffing FTE	160.40	not available	167.03	164.50	(2.53)
Departmental Costs	33,785,232	not available	39,323,270	38,307,293	(1,015,977)

Cost breakdown:

	1995-96 <u>Adopted Budget</u>	1996-97 <u>Proposed Budget</u>	<u>Difference</u>
General Fund	\$5,875,751	\$6,154,312	\$278,561
Insurance Fund: Operations	2,016,299	2,179,387	163,088
Claims/ins pymts	19,348,040	19,371,240*	23,200
Federal/State Fund	197,387	204,810	7,423
Telephone Fund	3,161,335	3,800,355	639,020
Data Processing Fund	<u>8,724,458</u>	<u>6,597,189</u>	<u>(2,127,269)</u>
Total	\$39,323,270	\$38,307,293	(\$1,015,977)

* estimate based on last years numbers. Exact figures will be calculated when proposed budget is known.

There are external or service reimbursement revenues to cover the expenditures not in, or transferred from, the General Fund. The indirect cost recovery is intended to help fund the General Fund central support services, although it is not considered a program revenue for DSS.

Issues, Opportunities and Add Packages:

The budget process was especially challenging for the divisions of DSS this year. Although they now officially form a "department", they do not yet have a common mission or set of goals (or, at this time, a department director and administrative staff). The efforts of the division directors to approach the distribution of constraint resources and prioritization of add packages from a more departmental perspective should be recognized and commended.

The Department of Support Services is still struggling with the major issues that led to its formation in November, 1995. Since a critical reason for a new department director is the expertise and perspective that person will bring to the organization, it would be premature to make significant decisions about DSS operations at this time. Yet, DSS can not become paralyzed waiting for the "solution." It will be some time before necessary changes are even identified, and an even longer time before these changes become a part of the organizational culture.

The budget request presented is the department's attempt to strike a balance between these competing needs. There are four areas where significant changes in the base budget or add packages are found:

- Providing mandated services;
- Additional central services required because other County programs are expanding;
- Implementing strategic planning efforts that have been completed; and
- Department infrastructure.

Providing Mandated Services

Throughout the county, many functions exist to meet legal requirements or administrative requirements of funding agencies. This is especially true in DSS. There are a multitude of federal and state laws which guide every aspect of DSS operations. Additionally, the Board of County Commissioners makes policy or legislative decisions which have programmatic implications for DSS. There are three add packages which are the result of these type of policy decisions:

1. Hearings Officer for Merit System Council (\$15,000; 0.00 FTE; Department Rank 1)

Under the County Charter, the Merit System Council is given responsibility for hearing appeals from classified employees on certain personnel actions. MCC 3.10.030 (D) requires that the county provide “. . . sufficient staff, office space, supplies and equipment. . .” This requirement is met by the Employee Services division of DSS.

This add package requests \$15,000 for the Hearings Officer for the Merit System Council. Because the volume of appeals to the Merit Council dramatically increased, in October, 1995, a hearings officer function was added to keep the response to reasonable time frames. It is believed that there will be sufficient resources to accommodate this function within the existing 1995-96 budget. Because of the constraint limitation, it was not possible to fund the hearings officer for 1996-97.

This funding will only be used if the workload remains at these unusually high levels. The Merit System Council is being reviewed as part of the larger stakeholder committee review of the recruitment and selection process. It is important that as this review takes place, discussions encompass not only the effects of the Merit Council process on the hiring/selection process, but also on cost effective government operations. Not only does the county pay for the hearings officer, but an Employee Services staff member spends considerable time as staff to the Council, and County Counsel (or a contracted attorney) represents the County in each action. Review of the most efficient and effective ways to provide an appeal process, and to conduct matters such that the need for an appeal process is eliminated, must be considered.

I recommend funding this add package on a one time only basis, with clear direction that this funding is for a hearings officer if appeals to the Council continue at these unusually high levels. The Hearings Officer should not be considered the replacement for the Council's role in hearing appeals.

2. MBE/WBE Contracting (\$78,417; 0.50 FTE; Department Rank 4)

The Board of County Commissioners passed Resolution 93-301 in September, 1993. In this resolution, the BCC affirmed its commitment to “promoting diversity in all facets of community life” and its belief that by cooperation with the City of Portland on the issue of contractor diversity “the joint goal of diversifying contract participation and increasing economic benefits for all citizens can more readily be achieved.” The BCC resolved to participate in certain programs with the City at that time. Since 1993, the County and City have been working together to determine the best methods for combining efforts, maximizing resources spent and increasing opportunity in the public contracting process.

City and County purchasing staff did an extensive analysis of the options for these services in November, 1995. A copy of that analysis is attached to the add package, and the figures used here are from that analysis. As this add package is intended to put in place a commitment the BCC made several years ago, the real decision point is whether the County wants to pursue each of the individual activities contained in the package. The analysis clearly shows that if we do, the alternatives included in the add package are the best way to pursue them. The program would consist of four elements:

- EEO Certification: the County would contract with the City to perform EEO certification of the County's contractors. This will cost approximately \$17,000. If the County creates its own certification program, the costs are estimated at approximately

\$95,000. For cost, efficiency, and in the interest of making things easier for the contractors, it makes sense to have one certification program.

- Outreach: a portion of the program would be expanded outreach efforts, made possible by the other items in the add package, and using existing resources. There are no additional costs for this area of the program.
- Prequalification of Construction Contractors: the County has already made some internal adjustments based on the City/County study. No further action is recommended by the study.
- Workforce Training and Hiring: the BCC has adopted "fair contracting initiatives," and in doing so directed the County to explore ways to become involved in the City's workforce training and hiring process. These requirements are proposed to go into effect for construction contracts over \$100,000 (same requirement as the City). Again the alternative proposed (\$22,600 for workforce training, \$15,000 for financial support to the recruitment resource clearinghouse) makes the most sense if we want to be involved in the program.
- Coordinate efforts of County departments with City and County efforts in place. This portion of the add package provides 0.50 FTE (23,817) in Purchasing to educate and monitor the efforts of County programs which use contractors subject to these provisions, and to provide a County contact point for inter-jurisdictional efforts.

I recommend funding, on an on-going basis, the portions of the add package for which the Chair and BCC want to pursue the activity listed.

3. Cultural Diversity Conference (\$7,395; 0.00 FTE, Department Rank 5)

The recruitment and training of a culturally diverse workforce is one of Multnomah County's Urgent benchmarks. The Cultural Diversity Conference is an annual event, sponsored by the Countywide Cultural Diversity Committee and the department Cultural Diversity committees. For the past two years, the conference has been funded by charging department attendees "tuition", which was paid from the department budgets. This method is problematic in several areas:

- No other Countywide conferences or forums charge attendees, although organizational costs are incurred. "Charging" for the diversity conference is seen to give it different stature than these other conferences, and to create a disincentive to attendance.
- As attendance is not fixed, the revenues available for the conference fluctuate with attendance.
- Processing hundreds of journal vouchers to effect these charges is time consuming, expensive and the work involved does not justify the small benefits gained by charging departments.

The major expense created by this conference is certainly not the \$7,395 it costs to plan and implement it - it is the hundreds of hours of employee time. Because the benefits of the conference justify that investment, they also justify this addition of the planning money. I recommend funding this add package on an on-going basis. It may be of interest to more specifically account for the costs incurred centrally for planning and producing all such countywide events.

Additional central services required because other County programs are expanding:

Just as DSS services must expand to meet external requirements, so must other County programs. Examples of these requirements include the transfer of responsibility for a function from the State to the County, a new function required of County programs, or legislative action which increases the size of current County efforts.

Programs also expand for other reasons, including policy choices made by the BCC, funding opportunities, and increases in the population served. But no matter what the reason for the expansion, the capacity to provide central support services must also proportionately increase. Similarly, if the County were in a period of service contraction, support services should proportionately decrease. However, at this time, the County is in an expansion phase. We currently expect an increase of over 350 employees over the next three years as a result of the jail levy, the library levy and SB 1145 requirements. Major capital projects and acquisitions are planned for the proceeds of bond issues and State funding under 1145.

These plans will have a significant impact on the DSS work load in the next three years, beginning immediately. The impacted programs will vary as efforts are "ramped up." For example, Employee Services will have more significant problems in order to hire the new employees, Payroll will be impacted once they are in the workforce. Until the levies and bonds are approved by the voters, and the specific changes in scope of work are detailed, DSS will not recommend changes to its programs. Jail construction projects, however, are already funded by the state and work will commence whether the bonds pass or not. The 1145 proceeds are not enough to complete the needed facilities, but they will create a major capital project for the County. Facilities has added sufficient "infrastructure" into the project estimates to absorb this increased work. However, Purchasing does not currently have adequate resources to deal with this magnitude of capital projects, and poses a real "bottleneck" problem for the construction efforts. *An add package is requested (\$49,388) to add one FTE and related materials and supplies in Purchasing to be dedicated to the bond and 1145 construction projects.* It is recommended that this person be funded from the project proceeds and, therefore, must be dedicated to those projects. When those projects end, this position would be eliminated, unless subsequent capital projects have been funded, and would fund such services.

I recommend funding this add package from bond and 1145 proceeds. I also recommend an Action Plan item for the Department Administration to study the impact these expansion efforts will have on DSS, and to recommend a strategy for dealing with them beginning in FY 1997-98.

Another important factor to consider with the expansion of county programs, especially the increased levies, is the additional indirect that will be recovered. As was stated earlier, one of the reasons for recovering indirect costs is to fund central General Fund services. We should use this funding source to make increases needed in DSS operations.

Implementing Strategic Planning Efforts

In FY 1995-96 two major strategic planning efforts for Multnomah County were completed, and their plans published and distributed. The *RESULTS Roadmap* and the *Strategic Plan for Information Technology* (a.k.a. the *SPIT Plan*) provide the County with clear goals for the future. While the development of each these plans was a significant effort, the majority of the work will

be in implementing them. It is critical for these plans to be part of the County's decision making and day-to-day work processes - not just part of each employees "Read Me" file.

DSS divisions have a unique role with respect to the implementation efforts. Not only must the programs of DSS work toward the goals of the RESULTS plan, but several divisions have significant responsibility for assisting county programs to achieve those goals.

- The Training program in Employee Services has created a Training Plan which supports the RESULTS initiative. FY 1996-97 will be the first full year of implementation of the plan. Shery Stump has created a detailed analysis of the changes in the Training Program budget from "95-96 before the RESULTS training add package" to the Adopted 95-96 budget and then to the 96-97 Request, which can provide more detail about the transition if it is desired.
- Several members of DSS are on the RESULTS Core Team, which will continue to coordinate and guide implementation of the *Roadmap*.
- The Budget & Quality Office works with departments to implement and improve performance measurement, a key element of the RESULTS initiative.
- In FY 1995-96, the Information Services Division was transferred to the newly created Department of Support Services. This allows for improved communication and consistency of direction between the Executive, Legislative and support functions in the County. A new Manager of Information Technology was hired to provide leadership in the implementation of the recommendations included in the Plan.

There are several significant changes and add packages in ISD as a result of these two efforts. We know from a preliminary review of the other departments' budgets that IT issues account for many changes and add packages. The ISD changes and add packages are listed here to begin to provide the Chair with an understanding of these issues and the "new" role of ISD. However, a more comprehensive analysis of the countywide IT picture should be prepared and reviewed before specific decisions relating to any one department's needs are made.

1. Significant Changes in ISD base budget:

- The funding called "DPMC allocation" or "special appropriation" or "new development" money has not been budgeted. In FY 1995-96 this accounted for \$1.4 M and 5.00 FTE. In the discussions of the "flat fee" a plan for the expenditure of these funds on capital was developed. If that plan is approved and it is determined that the best place to budget for those expenditures is ISD, it will be added back in. The entire add package for the "flat fee" program, including capital and the "regular" portions of it, has not yet been prepared. This will be prepared - the departments (including DSS) have budgeted the "regular" flat fee in their base budgets or in add packages, and those revenue figures needed to be known before the add package could be completed.
- The wide area network, a key technological component of the county's strategic plans, has been substantially "built" in FY 1995-96. In FY 1996-97 on-going support and maintenance, along with continued expansion to more county offices, is a new part of the scope of ISD's services, an increase of 2.00 FTE and approximately \$120,000.
- A project was begun in FY 1995-96 to shift from a "traditional" mainframe to an "enterprise server" which will provide the needed functionality of the current mainframe, but will also position the county to use the "mainframe" in the distributed computing model. This transition will continue in FY 1996-97.

2. Add Packages for New Central IT Services:

IT Planning and Research (\$96,014; 1.00 FTE, Department Rank 2)

This add package provides for a person and related materials and equipment to provide central coordination of IT planning and research efforts throughout the County, to provide a research resource to the departments, to develop an inventory of existing applications; and to continue work on standards and other policies.

This is the beginning of the development of the "policy" or "management support" side of ISD. As computing resources are spread throughout the county, coordination of these efforts becomes critical. This person should help departments work together who are pursuing similar projects, help to educate departments about potential uses of technologies which they may not be aware of, and should help to reduce redundancy in research and development efforts. They will serve somewhat of a "clearinghouse" function.

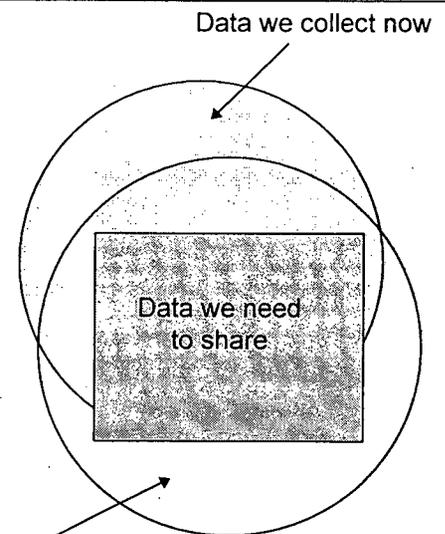
Providing this sort of function was seen as critical by SPIT in order to achieve our goals. However, this is the beginning of an entirely new role for ISD. In this time of transition, both in this area, and in many of the changes described above, the operating departments and the Information Services Division will have many "cultural" hurdles to clear. We do not have a good funding mechanism in place for the ISD organization which is now emerging. Although this type of service is more analogous to the "support services" in the General Fund than to the "computer shop" funded by the DP Fund, the indirect cost recovery system does not appear to be the best model for recovering these costs either. I recommend funding this add package. I also recommend adding an Action Plan item for the Support Services Department Administration to work with ISD and the other departments to determine an appropriate funding mechanism for the "new" ISD - for the comprehensive organization, not just the part created by this add package.

Countywide Data Management (\$224,562; 3.00 FTE; Department Rank 7)

This add package provides services identified as critical by both SPIT and RESULTS. One of the policies which will be adopted by the BCC on March 7 is "Multnomah County recognizes that data is a corporate asset and must be treated as such." Because of this policy, one of the priority objectives of the SPIT Plan is to:

Identify the following data in Multnomah County operations:

- Data currently collected by the work unit
- Data currently needed by the work unit to serve its customers, by customers and service partners from the work unit, by customers and service partners about the work unit or its customers and to measure the performance of the work unit
- Of the needed data, what elements are necessary to share among work units, among customers, among other partners in providing service?



One of the 1996-97 Goals of the *RESULTS Roadmap* is to

Systematically identify data collected and needed, including:

- benchmarks
- performance measurement
- customer satisfaction

It is clear that in order to move to an environment of data sharing, and data-driven decision making, we must focus on our data even more than on our equipment. The simple fact is that we do not know the size, scope or gaps in our data collection and management efforts, and in order to achieve our goals we must develop those answers. Work has begun between agencies in the criminal justice area for this identification work, but for the majority of the county this will be a major undertaking. There is no capacity to absorb such a project within current resources. Further analysis of the comprehensive IT picture in the 1996-97 budget, including levy and bond technology projects, will give more definition to the best way to approach this project for 1996-97.

Although the department has ranked this add package relatively low, from a county-wide perspective, if we are committed to achieving the goals of RESULTS and SPIT, funding increased and coordinated efforts in this area should be the top priority for central service changes for 1996-97. I defer recommendation on the specifics of an add package until the more comprehensive IT review is completed within the next few weeks.

Countywide GIS Coordination (\$262,738, 3.00 FTE, Department Rank 8)

This is another add package where the department rank is not reflective of the perspective of other county agencies. A countywide GIS study committee has been in place since August, 1995, and this is their recommendation on how to proceed within Multnomah County.

The question that always seems to arise when GIS is discussed is "doesn't Metro do GIS? Can't we just buy maps from them?" The answer is yes - Metro does do GIS, as do Multnomah County, the City of Portland, and many, many jurisdictions nationwide. It is critical to understand that a GIS is not simply a computer mapping tool. It is a way to link data by geographic reference. It is a "layered" system, where each layer can be thought of as a specific database. The end product can combine different layers to analyze or show the data needed. Metro maintains certain databases, and when we need maps or other display of this data we get it from them. There is no change to this arrangement proposed.

This add package will provide, in a coordinated manner countywide, the education and organization for county programs to understand what GIS can do for them, to build their own "layers", and to combine those with existing ones to get the data they need. Some of the planned uses are fairly traditional, such as those in Transportation and Land Use Planning. Others are emerging uses of the technology, such as being able to combine demographic data and service district information to graphically show whether we are reaching the populations we desire to serve with, for example, the family service centers. This add package does not build databases, does not purchase equipment, does not buy software. It is designed to provide

information, education and coordination. I know DES has addressed GIS in an Issue and Opportunity paper, and that it was a subject of discussion in the Wellness committee.

Again, I recommend funding efforts in this area, but defer recommendation on the specific package until the comprehensive IT review is completed later this month.

Department Infrastructure

The department was created in FY 1995-96 and its structure and role will continue to evolve over the next few years. The Operating Council, also formed in FY 1995-96, is evolving to serve as the primary communication conduit between the departments and the DSS services. This relationship is also in its infancy and will continue to be developed and clarified, as will the issues of centralized vs. decentralized services in the RESULTS environment, the ability of General Fund services to meet increasing customer demands while subject to a constrained budget, and appropriate funding mechanisms.

Although the primary focus of the department is to provide services to the other county departments, we must also recognize that this is a department with over 160 employees and operational needs similar to any of the county's other departments. Just as we ask the other departments to refocus their efforts based on the goals of the RESULTS initiative and the SPIT process, we must also refocus and support these changes in DSS. There are certain expectations of a "department" in Multnomah County, and DSS should meet these expectations as well as any department in the county. In fact, because DSS is so visible to the other departments, it should serve as an example, not as an afterthought.

Several significant changes (not already mentioned) in the 1996-97 budget request reflect the changing DSS organization:

- The Purchasing and Central Stores programs have been reorganized (no FTE or \$ change) into the Purchasing, Materials Management and Contracts Administration programs to more accurately reflect reporting relationships and different programs responsibilities.
- The Information Management and Word Processing programs have been moved into the Department Director's Office because they provide services to the entire department. 1.00 FTE Word Processing Operator has been moved to Information Management, the department's internal technical support unit, as a reflection of the changing use of technology in the department. The current budget request is structured with the idea that the remaining 2.00 FTE Word Processing Operators, together with the 0.50 FTE Administrative Secretary in the Director's Office program, will provide adequate support staff to the Director and meet the word processing needs of the department. It is believed that a continued shift of routine word processing work back to the documents' originators will mean a decrease in special word processing projects requiring a specially trained W.P. Operator. This issue will require continued study.
- Another change in clerical staffing is the elimination of 0.50 FTE in Labor Relations, based on the idea that Budget & Quality and Labor Relations could share Budget's Office Assistant. It is my understanding, however, that placing the cut in Labor Relations is meant as a budget "placeholder" subject to further review. Although ratios of professional to clerical staff are not necessarily reflective of needs, it appears that this would leave Budget and Labor Relations with a shortage of clerical staff as compared to the other divisions in the department. I recommend an Action Plan item for the Director's Office to study the clerical staff needs of the

department, including the word processing and administrative secretary functions in his or her own office, and to organize the clerical staff according to the results of this study and projected future needs.

- The probation fee collection activity was transferred from Treasury to the Department of Community Corrections. It is believed that because the P.O.'s have more interaction with their clients, if they collect the fees the collection rate will increase.
- Risk Management added 0.50 Office Assistant (Insurance Fund) to meet their increasing clerical needs.

There are two add packages concerned with department infrastructure:

1. Data Analyst for Support Services Department (\$50,242, 1.00 FTE, Department Rank 3)
This add package is a further recognition of the changing nature of computing in Multnomah County. Because databases are being converted to the local level, the support must also be found there. It would seem apparent, then, that costs should be decreasing at the central level because support for mainframe programs will be decreasing. In theory, this is true. However, prior to the upcoming 1996-97 budget, General Fund programs have not accounted for their ISD DP costs in the program - all G.F. payments to ISD were in one special appropriation. Because of this, we do not know what such savings will be, and can not use them in 1996-97 to fund this add package. In 1997-98 these savings should be identifiable and available.

There is no question that the services listed in this add package are critical to department operations. However, I am troubled by a trend that seems to be emerging in this year's budget requests of putting all new technical support positions into add packages, rather than building them into base budgets. Once again, a more substantial analysis of IT items in the requests is completed, I can't give much solid data. It does appear in the instance of DSS that this service must happen regardless of whether the add package is funded. It simply can not continue to be an "add-on" to people who have full time jobs. Therefore, something will have to go - and it seems that is what should be on the add package.

However, this department is in such a state of transition that what appears on an "add package" and what is in the "base budget" is merely an academic exercise - the point being that the total is what is needed. I recommend funding this add package on a one-time only basis, and to use savings resulting from reduced use of ISD mainframe services to fund it in future years. If these savings do not materialize as projected, this position should be built into the department's base budget as a necessary cost of doing business in the future.

2. Facilitators for Stakeholder Review Teams (\$16,400, 0.00 FTE, Department Rank 6)
employee Services began two critical process reviews in 1995-96 that will continue into 1996-97. The Exempt Total Compensation and Performance Management Stakeholder Team (quite possibly the longest committee name ever) and the Recruitment and Selection Stakeholders Team are each reviewing areas of the Employee Services operations that the division and the Operating Council have identified as needing improvements. Because these are areas in which all participants have tightly-held interests and differing points of view, outside facilitation was suggested as a tool to achieve the best results from these processes. Due to the constraint, the funding for these facilitators is not available in 1996-97 in Employee Services' budget. Using outside facilitation makes sense in these areas and I recommend funding the add package with two comments:

- Teams involving customers in service review are a critical element of the RESULTS initiative. The county must not let this become a “make-work” program for meeting facilitators, and strive to only employ outside assistance because the subject matter is particularly contentious, and not because the sponsoring agency does not “have the time” to facilitate. If this is to become our new way of doing business, we must make the time.
- The division has asked for this add package as on-going funding. I recommend funding this on a one-time basis to both encourage these two teams to finish in FY 1996-97, and to reduce the likelihood of perpetual facilitation contracts discussed above.

Summary:

The development of a coordinated Department of Support Services, which is viewed as assisting departments to more readily provide their services, rather than a group of offices which are perceived as a bureaucratic obstacle, is an exciting prospect for the next few years. This will require patience, the willingness to change and changes in funding from the Chair, the County’s other elected officials, the operating departments and the DSS employees.

The changes proposed for the 1996-97 fiscal year begin this transition. All changes approved should be carefully evaluated, and we should not hesitate to make further adjustments in future years based on our experiences.

Summary of recommendations:

Fund on an on-going basis:

- Countywide data model development (Approx. \$250,000)
- Countywide GIS education and coordination (Approx. \$250,000)
- Desired MBE/WBE services (\$17,000 to \$78,417)
- IT policy and research function (\$96,014)
- Cultural diversity conference support (\$7,395)

Fund on a one-time only basis:

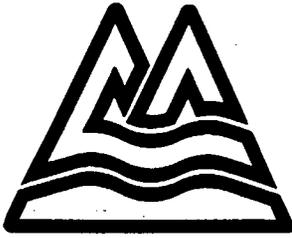
- Hearings Officer for Merit Council (\$15,000)
- Data Analyst for DSS (\$50,242)
- Stakeholder Team Facilitation (\$16,400)

Fund from bonds/1145 money:

- Purchasing person for construction projects (49,388)

Action Plan Items for DSS Department Administration:

- Review impact of expanded justice and library services on DSS, develop plan for accommodating this growth to be included in the department’s 1997-98 budget request.
- Work with ISD and Operating Council to develop appropriate funding mechanism for ISD which appropriately recovers costs from users, but does not create undesired incentives or disincentives to use of ISD services by December, 1997.
- Determine the distribution of clerical and secretarial staffing and services throughout the department which will meet user needs in the most cost effective way in time for the department’s 1997-98 budget request.



MULTNOMAH COUNTY, OREGON

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TO: Barry Crook, Budget & Quality Manager
 FROM: Karyne Dargan, Budget Analyst
 DATE: March 6, 1996
 SUBJECT: Department of Community Corrections 1996-97 Budget Request

This memo will serve as a summary for the purpose of discussing the Department of Community Corrections (DCC) budget request for fiscal year 1996-97

Budget Trends	1994-95	1995-96	1995-96	1996-97	Difference
	Actual	Current Estimate	Adopted Budget	Proposed Budget	
Staffing FTE	310.00	TBD	323.90	340.90	17.00
Departmental Costs	24,465,039	TBD	24,897,418	27,735,574	2,838,156
Program Revenues	20,513,293	TBD	18,948,560	21,239,235	2,290,675
General Fund Support	\$3,951,746	\$0	\$5,948,858	\$ 6,496,339	547,481

CONSTRAINT CALCULATION

The Department of Community Corrections General Fund Constraint is calculated as follows:

1995-96 Adopted Budget	\$6,307,318
Adjustments	
Probation Collection Fee Program	
transfer from Finance	61,642
Cap Lease Retirement	49,755
Cap Lease Retirement	<u>< 49,755 ></u>
	\$ 61,642
Total Adjustments	\$ 6,368,960
Inflationary Adjustment	<u>\$ 127,379</u>
Total General Fund Constraint, FY 1996-97	\$ 6,496,339
DCC General Fund Request	\$ 6,496,339
Difference	\$ -0-

SIGNIFICANT CHANGES

BY DIVISION:

Administration:

Overall increase of \$779,691

+4.00 FTE's to address Probation Fee Collections, payment for cost of Chair Staff Assistant, a data systems manager to implement SPIT plan, and a Community Relations Liaison (PPO transfer from Mid-County) to outreach to local communities on behalf of the department.
Includes PC Flat Fee (\$174,601)
Increase MIS LAN funding (\$127,188)
Increase training budget (\$68,800)

Diagnostics:

Overall increase \$160,253

+3.00 FTE's to address the increase in intakes due to a decrease in the number of clients that are cited and released.

Client Support & Treatment:

Overall increase \$252,645

+1.00 FTE (net increase) and reallocation of staff for caseloads at Women's Transitions Services
Added Anger Management/Cognitive Restructuring contract (\$100,770)
Reduce Detox/Residential contract (\$80,358)
Discontinue an Outpatient Treatment contract (\$67,419)
Increase Parole Subsidy Housing (\$60,000)

Sanction Programs:

Overall increase \$1,034,200

+3.00 FTE (net increase) to address Domestic Violence Urgent Benchmark
Increased rent for ICM (moved) (\$108,948)
Increased rent for Volunteer Unit expansion (\$63,815)
Increased funding for various items at Forest Project (\$64,966)
Expanded Domestic Violence program (\$270,000)
Grant for STOP program (\$357,000)

Integrated Service Districts:

Overall increase \$609,139

+6.00 FTE's (net increase) Peninsula Office scheduled to open Spring 96

Resources:

\$ 145,801 jail levy increase (1996-97=\$1,815,709, 1995-96=\$1,669,908)
\$1,998,010 State revenue increase
<\$ 70,522>City of Portland revenue decrease
<\$ 41,472>Conciliation Fees decrease
<\$ 178,000>Drug Diversion Fees decrease
\$ 357,045 New Drug Court Grant- US Dept. of Justice STOP
\$ 2,758,343 TOTAL SIGNIFICANT REVENUE CHANGES:

FTE's: The budget request contains a net increase of 17.00 FTE's. General Fund supported positions include 5.00 FTE's. Other Funds (state & federal, levy) supported positions included 12.00 FTE's. Additionally, many positions were reallocated and/or reclassified within the organization to address adjustments in programs, increasing workloads and department wide priorities.

PRIORITIZED ADD PACKAGES

1. **ADD MIS staff to address increase in data system needs and the addition of six new LAN's in FY 96/97.**
Cost = \$322,333 (General Fund cash transfer to the State and Federal Fund)
FTE's = 8.00 phased through the year

It is anticipated that the PC Flat fee will add six new LAN's to DCC in 96/97 and an additional five in 97/98. This program will LAN every current office in the Department. The existing and new LAN's need FTE support in order to run efficiently and effectively. DCC is requesting the addition of 5.00 FTE LAN Coordinators (Data Technicians) and 3.00 FTE Data Analysts to operate the LAN's and provide support and training to the rest of the Department. The 5.00 FTE will be located in each of the District Offices. 1.00 FTE Data Analyst would become the Departments Application Specialist and the other 2.00 FTE's would augment existing MIS staff in the Mead Building to centrally monitor all LAN's as well as assist with ongoing data bases and connectivity issues. These positions would be phased in throughout the year. DCC's CBAC supports this add package.

Budget Office Recommendation: The ISD, and SPIT recommend 1.00 FTE for each LAN, and an additional FTE for each 75 connections to the LAN. DCC will have two LAN's installed by the end of 95/96 without the recommended support staff. It is anticipated that a total of six LAN's will be installed by the end of FY 96/97. In order to comply with the recommendations of ISD and SPIT, DCC has requested the necessary staff to support their MIS requirements. If the number of anticipated LAN's for 96/97 changes, the staffing numbers should be adjusted accordingly. It is also recommended that DCC continue with the development and implementation of the department's information technology plan.

Recently, major advances have been made in hardware and software acquisition. Without the necessary ongoing support, much of the value of this investment will be lost. I recommend that this add package be considered for funding.

2. ADD Increase pass through payments to the Multnomah County Legal Aid Services (MCLAS) to provide victims of domestic violence with civil representation to increase the victim's ability to effectively separate from a perpetrator of domestic violence.

Cost = \$36,000 (General Fund cash transfer to State and Federal Fund)

FTE's = 0.00

The MCLAS has provided representation for low-income women seeking other civil remedies to increase their safety. This coordinated response requires support for women and children seeking safety through civil action (such as restraining orders, divorce, custody, visitation, and child support). In particular, low-income women have fewer resources to provide themselves with effective legal representations in such cases. Perpetrators of domestic violence frequently use civil court proceedings and child custody issues to continue harassment or contact with the victim. Legal representation can provide a more effective and timely means of separation in these cases, and thus can prevent continued violence.

In the past year, MCLAS has received a 40% cut in Federal Aid, which has meant a decrease in staff available to provide legal representation to battered women. Currently, they have one full-time attorney funded through a separate Federal grant (Byrne funds) and associated support staff. In addition, they provide legal assistance through a hotline which operates one afternoon each week. There are few other alternatives for battered women to obtain free or low-cost representation in civil suits. MCLAS is the only agency providing assistance in divorce, custody, visitation and child support, and is an essential component in a coordinated response. DCCBAC believes that this is an important add package, but is not sure that DCC is the appropriate department to fund it. They recommended that the BOC review this issue.

Budget Office Recommendations: Funding consideration for this add package should be viewed in light of the county-wide policy and precedent by backfilling federally funded programs with General Fund dollars. However, this is somewhat of a unique situation in that this add package was presented to the Family Violence Intervention Steering Committee which ranked it third among its six packages. This ranking was in recognition that the services provided by MCLAS fulfills a critical component in addressing domestic violence and that the loss of federally funded dollars would essentially eliminate the service. Although funding for MCLAS has never previously been included in DCC's budget and is a departure from their current structure, this package was included by DCC as a result of the recommendations by the Family Violence Intervention Steering Committee and a recognition that legal representation for victims of domestic violence is critical component in Multnomah County meeting its urgent benchmark. However, the Budget Office concurs with the DCC CBAC in that this package may find a closer nexus in CFS.

As a result of last minute reconfiguration of DCC's budget concerning the Chair's staff assistant position, enough funding was released in the constraint to fund this package. If the Chair is interested in pursuing this package it should be funded within existing constraint figures.

3. **ADD Reduce recidivism (prevent future domestic violence) of offenders convicted of domestic violence through increased Probation and Parole supervision.**
Cost = \$301,916 (General Fund cash transfer to State and Federal Fund)
FTE's = 6.00

The Department of Community Corrections supervises over 800 offenders who have been convicted of domestic violence. Currently most of the offenders are carried in the general case load. Because, in general, misdemeanor assailants are not considered to be at high risk for repeat assaults, supervision of these offenders is often at the lowest level. Unfortunately, domestic violence assailants very frequently re-offend.

Community Corrections currently has a Domestic Violence Reduction Unit which provides supervision services to offenders in the Deferred Sentencing Program, those who have been dropped from the program and/or those who have violated restraining orders. These staff receive special training, and have a commitment to provide victims with information, referrals, and support, as well as to give a strong message to the offender that re-offenses will receive consequences.

This add package would not bring new cases to DCC. It would allow the program to expand the concentrated efforts around Domestic Violence. The program currently handles around 200 cases. With the increased staffing that was added in 1995-96, DCC hopes to expand caseloads to 400 (by June 30, 1996). This add package would allow the Domestic Violence program to transfer all (837) current cases to the Domestic Violence Unit, allowing the DV specialists to handle all DV cases and to provide more time for other Probation Office Units to address caseloads.

Budget Office Recommendations: Domestic violence has been designated an urgent benchmark by Multnomah County and the State of Oregon. Effective intervention in domestic violence requires a coordinated response, which supports women and children seeking safety and provides a strong law enforcement response. This package was also presented to the Family Violence Intervention Steering Committee which ranked it fourth amongst its six packages. The cost of the current program is \$455,441 per year. To expand the program to fully supervise all DV offenders requires an additional \$301,916. This cost would continue into future fiscal years. The DCC is currently researching the data to determine the effectiveness of the program (i.e. data regarding those who relapse into their former pattern of behavior with supervision vs. those who do without supervision).

The Chair should note that 6.00 FTE were added through new staff and a reallocation of existing staff to the Domestic Violence program in 1995-96. The General Fund is supporting approximately 66% of the program and State funds support approximately 33%. In 1994-95 the General Fund to State support ratio was approximately 50%.

4. **ADD Office Assistant II's to each of the five work units to provide clerical support to the Parole/Probation Officers and Corrections Technicians.**
Cost = \$ 183,342 (General Fund cash transfer to State and Federal Fund)
FTE's = 5.00

DCC is requesting five Office Assistant II's be added to their existing complement of support staff. One FTE will be placed in an office which currently has no clerical support (1 FTE for Forest Project, located in MCCH). The other four FTE's will enhance the clerical support functions in existing offices (1 FTE for Alternative Community Service, 1 FTE for Intensive Case Management, 1 FTE for Pre-Trial Services, and 1 FTE to address expanded services at Women's Transitions Services).

Current staffing levels are as follows:

<u>UNIT</u>	<u>TOTAL CURRENT STAFF</u>	<u>CURRENT SUPPORT STAFF</u>	<u>REQUESTED ADDITION</u>
Pretrial	21.00 FTE	2.00 FTE	1.00 FTE
ICM	14.00 FTE	2.00 FTE	1.00 FTE
ACS	9.00 FTE	2.00 FTE	1.00 FTE
Forest Camp	8.00 FTE	0.00 FTE	1.00 FTE
WTS	17.50 FTE	2.00 FTE	1.00 FTE

Due to the current staffing levels in all of these units, non-clerical staff are having to spend part of their time performing routine clerical functions. Adding these OA II positions would allow the Probation/Parole Officers (PO's), Corrections Technicians and Supervisors/Managers to work on their caseloads instead of having to help with clerical work. DCC has established a Workload Equity Committee to evaluate what is considered an "equitable" caseload for PO's and CT's and to determine appropriate support staff ratios.

Budget Office Recommendations: We recognize that appropriate Manager/PO to clerical support staffing ratios can impact a departments efficiency and effectiveness and the department of Community Corrections has raised this issue. I would recommend that this issue be reviewed once the evaluation from the Workload Equity Committee is complete. If the Chair is interested in addressing DCC's staffing ratio levels, phased funding or partial funding for the highest priority unit could be considered.

5. **ADD Pilot program to provide services for African-American male parolees who are at a high risk to re-offend or violate the conditions of their parole.**
Cost = \$93,071 (General Fund cash transfer to State and Federal Fund)
FTE's = 1.00

This pilot program will operate in the Northeast District where the majority of the Multnomah County African-American's reside. This program will serve approximately 140 offenders. MCDCC supervises more than 11,000 offenders on parole and probation of which, 25% are African-Americans. This is in a community where only six percent of the general population is African-American. The disparity in incarceration rates by race is also evident in a higher rate of re-offending and of parole revocation of African-Americans. With a prevalent number of socio-economic factors contributing to the over representation of African-Americans in the criminal justice system, traditional forms of parole/probation supervision interventions have proven to be ineffective.

This add package is tied to the following Key Results: 1) Increase the average time between release and re-offense; 2) Increase percent of positive closures and 3) Reduce technical violations.

Budget Office Recommendations: This add package represents a new and enhanced level of service that is not currently being provided by DCC. DCC argues that this package will provide a beneficial culturally beneficial service to a target population. The research that has been performed by DCC indicates that African-American felons in Oregon for the year of 1992 reoffended at a rate of 31% as compared to the 19% for Caucasians. The Parole revocation rate was 55% for African-Americans compared with 41% for Caucasians. These statistics support DCC's position that traditional forms of parole/probation supervision are ineffective with this target group. DCC has responded to issue by developing a creative and non-traditional pilot program. Although, this package is lower on DCC prioritized list, if funds are available, this pilot program merits funding consideration.

6. **ADD a Circulating Assistance Team (CAT) to provide the continued delivery of services during times of staff shortages.**
Cost = \$145,125 (General Fund cash transfer to State and Federal Fund)
FTE's = 3.00

Mid-County/East District is unique in the variety of programs and units within the district and the nature of the challenges associated with having many of these programs independently sited and running twenty-four hours per day. Coverage issues at the Forest Camp and the Work Release Center are complex given the nature of their 24-hour per day operations. Coverage issues at the Gresham field office are challenging due to the small number of staff located on-site and the

outposting in the community policing office. Coverage issues at the Volunteer Misdemeanor Unit and Centralized Casebank present the difficulty of staffing with a high client volume. The Mid-County field office is the administrative center for the district and houses the district's sex offender team. When turnover occurs it takes approximately three to four months to complete the hiring process. This is mainly a result of the background and psychological examinations that are required. Furthermore, it takes time to train people to fill the vacant positions. CAT would help alleviate that problem as trained staff could step in and take over caseloads.

Staff coverage, particularly in the 24 hour sites, is currently being provided using on-call workers, out of class workers, and permanent employees at overtime rates.

Budget Office Recommendations: Preliminary analysis by DCC indicates that this proposal would not provide any cost savings, but rather the benefit lies in addressing vacancy rate, caseloads and staff morale issues. It is recommended that the Department work on bringing staffing levels up to the full complement. Because the department developed a similar program (TUT) at their North District Office within existing staffing levels, the Budget Office would be interested in reviewing an evaluation of the success of that program prior to recommending funding for this package.

ISSUES AND OPPORTUNITIES

1. Implementation of SB 1145: SB 1145 restructured the Community Corrections Act to give counties more responsibility, authority and resources. It broadened the scope of planning under the Act. The Local Public Safety Coordinating Council (LPSCC) replaced the Community Corrections Advisory Committee and includes representatives of local governments, law enforcement, adult and juvenile corrections, the courts, prosecution and defense, public and private service agencies and advocacy and civic organizations. LPSCC is responsible for developing and recommending a plan that allocates state and local corrections funds.

New responsibilities under SB 1145 include carrying out the sentences of felons sentenced to 12 months or less. Prior to SB 1145, offenders serving less than 12 months in state prison received little programming before they were returned to the community. State funding will support the construction and expansion of a range of local sentencing resources, including jails, to meet the needs of the target population consistent with public safety. Preliminary planning for the necessary programs and facilities was a collaborative endeavor that resulted in a construction proposal which was approved and funded by the Legislature. In 1996-97, program development will continue. DCC intends to build or lease two facilities that provide work release and residential substance abuse/mental health treatment for the SB 1145 population. DCC is also intending to expand other sanction options, including the Day Reporting Center and Intensive Case Management.

2. 80-20 State Funding Allocation: The State Community Corrections Allocation formula will change effective January 1, 1997. In past years, the allocation was based 100% on workload. Multnomah County had the largest number of cases, and therefore, received the largest share of the allocation. Other jurisdictions have indicated the lack of "fairness" in this allocation method, and lobbied to have the formula changed. On January 1, 1997 the allocation will change to 80% workload, 20% population. Since Multnomah County has approximately 40% of the workload, but only 25% of the population, this change in allocation will negatively affect Multnomah County. In FY 1996-97 the State restored DCC to full funding with a "hold harmless" fund. This was a one time adjustment to give counties time to adjust to the new funding structure. In subsequent fiscal years, Multnomah County could potentially face a \$1.6 million dollar reduction in funding. DCC will continue its efforts to try to modify and/or reverse this allocation formula change.

3. Unified Substance Abuse Strategy: As a result of the high percentage of offender population with substance abuse problems, LPSCC chartered a committee to make recommendations for improving a system-wide response to offender treatment needs. The committee made recommendations regarding: 1) system design; 2) data collection, research, evaluation, and planning; and 3) quality treatment, training and wrap-around services (i.e. housing, mental health, child care).

The Target Cities grant enabled the County to implement a central intake program and a standard assessment instrument for use by public and private agencies throughout the county. These initiatives allow DCC to do a better job of client treatment matching, assuring that our treatment resources are used as cost effectively as possible.

One of the biggest challenges facing the county in addressing the treatment needs of offenders is adapting to an era of managed care. The Oregon Health Plan covers outpatient treatment for eligible offenders, but many offenders are neither eligible for coverage nor able to pay for the cost of their treatment. Multnomah County must ensure that the eligible clients are enrolled in the Oregon Health Plan. Furthermore, Multnomah County needs to continue funding contracted services for uninsured offenders and the working poor.

Substance abuse treatment providers recognized the need for wrap-around services. Wrap-around services allow the clients to remain in and treatment and enable clients to contribute to their communities long after they complete treatment. Wrap around services are not covered by the Oregon Health Plan. DCC's funding provides a very limited amount of these services. DCC is working to gain consensus with their partner agencies regarding priorities for new or enhanced funding targeting these services. The potential magnitude of financing a unified substance abuse plan is unknown at this time. However, Local Public Safety Coordinating Council will be reviewing this issue and developing their recommendations.

DEPARTMENTAL STATUS UPDATES:

Results Efforts/Status of Implementation: In 1995-96, the DCC RESULTS Committee focused on the data and recommendations that followed from a staff survey prepared by a local consultant in May 1995. The Committee sponsored a series of dialogues co-hosted by the Director. These dialogues offered all staff an opportunity to engage in discussion on topics of interest throughout the Department. topics included trust, communication and feedback, hiring and promotional policies, the role of the supervisor, working with our community, special issues for remote offices and others. Several dialogues led to the formation of work groups chartered by the RESULTS Committee to further explore high priority issues and make recommendations for improving policy or procedures.

The work of the RESULTS Committee and their training coordinator also led to the establishment of a training curriculum in support of one of the goals of their RESULTS Campaign: developing our organization to provide quality service for multiple constituencies. In 1995-96, all staff participated in training that targeted such areas as communication and facilitation skills, CQI tools and conflict resolution skills. In 1996-97, DCC will continue to apply these skills and tools in teams that offer staff and supervisors new opportunities for organizing, prioritizing, processing and evaluating their work. Teams have been formed in specialized areas (sex offenders, gangs) and in crossfunctional areas (information services, community relations).

The RESULTS Campaign has helped DCC focus on its relationship with the community and its customers. The Community Relations Team includes a speakers' bureau, a public information/education program, a neighborhood livability projects initiative, and a crime victim's program. The newest office, located in the Peninsula area, is piloting strategies which hold DCC and its offenders accountable to the neighborhoods in which they live and work. These initiatives are based on the realization that a community involved in community corrections is the Department's best resource for enhancing public safety and promoting positive changes in offender behavior.

Grants Efforts: The Department of Community Corrections currently operates the following grants:

	<u>Award Amt</u>	<u>Match</u>	<u>Period</u>
* Drug Court Improvement & Enhancement Initiative	\$512,055		9/95-3/97
* STOP II	\$125,000	\$41,000	7/95-6/96
* Domestic Violence Reduction Grant	\$ 35,418	\$72,382	7/95-6/96
* DUII Prevention Program	\$ 63,985	\$62,378	10/95-9/96

Much of DCC's grants efforts have centered around building a network at BJA, and at the State and Local level. These networks have provided information about potential grant opportunities.

Use of Performance Measurements: Performance measurements as principally taken two forms in the DCC: 1) Evaluation Briefs and 2) Evaluation Reports.

Evaluation briefs focused on comparing two groups (i.e. program participants vs. non-participants, program successes vs. program termination's) in terms of recidivism.

Evaluation reports generally had a higher level of analysis of outcome variables (typically assessing outcomes by age, race, sex, or offender type). Other more extensive evaluations are contracted out (i.e. Outcome Evaluation of the Literacy Program for Adult Offenders and the 1994 study of MC's implementation of structured sanctions). Furthermore, DCC participates in national and state level evaluations which have been conducted in partnership with federal authorities and the State Department of Corrections (i.e. structured sanctions and racial disparities in parole revocations).

On an ongoing basis DCC also performs process evaluation of their contractors. Information is collected on individuals clients served at intake and exit from the system, and utilization is monitored monthly to ensure resources are being used effectively.

DCC is planning to enhance its MIS capabilities in FY 96-97, including a database to allow evaluation of internal programs with increased sophistication. Other plans include participating in a joint study involving the MCSO and the Program Office for Mental and Emotional Disturbances to evaluate a pilot project to divert the mentally ill from jails. Additionally DCC also plan to continue collaborating with a variety of contacts with other agencies. Participating in these studies as a local site is a cost effective way of evaluating DCC's efforts but in getting comparable data from other jurisdictions.



MULTNOMAH COUNTY, OREGON

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TO: Barry Crook, Budget & Quality Manager
 FROM: Karyne Dargan, Budget Analyst
 DATE: March 14, 1996
 SUBJECT: **MCSO 1996-97 Budget Request**

This memo will serve as a summary for the purpose of discussing the Sheriff's Office budget request for fiscal year 1996-97

Budget Trends	1994-95 Actual	1995-96 Current Estimate	1995-96 Adopted Budget	1996-97 Proposed Budget	Difference
Staffing FTE		TBD	745.06	781.73	36.67
Departmental Costs	\$56,721,866	TBD	\$57,227,997	\$64,851,258	\$7,623,261
Program Revenues	\$14,682,990	TBD	\$19,177,005	\$22,485,440	\$3,308,435
General Fund Support	\$42,038,876	\$0	\$38,050,992	\$42,365,818	\$3,314,826

CONSTRAINT CALCULATION

The Sheriff's Office General Fund Constraint is calculated as follows:

1995-96 Adopted Budget		\$41,552,295
Adjustments		
Indirect	< 31,603>	
Indirect	22,646	
Carryovers	< 42,222>	
Cap Lease Retirement	< 510,330>	
Cap Lease Retirement	<u>544,330</u>	
	< 17,179>	
Total Adjustments		\$41,535,116
Inflationary Adjustment		<u>\$ 830,702</u>
Total General Fund Constraint, FY 1996-97		\$42,365,818
MCSO General Fund Request		\$42,365,818
Difference		\$ -0-

SIGNIFICANT CHANGES

RESOURCES:

- * Jail Levy increase: \$2,210,093 (95-96 = \$13,953,361; 96-97=\$16,163,454)
- * PUC contract revenue increase: \$119,208
- * Fines/Forfeitures increase: \$30,000
- * DUII grant: \$97,000

SERVICE LEVELS:

- * Full year operation of Work Crew Annex: FTE's = 16.35; Cost: \$1,007,643
- * Full year operation of Work in Lieu of Jail Program: FTE's = 0; Cost: \$99,584
- * Increased DUII enforcement through a grant from ODOT: : FTE's = 0; Cost: \$98,717
- * Increased Motor Carrier Safety Inspection through Grant from ODOT: FTE's = 0; Cost \$131,336
- * Establishment of an East County Patrol Post : FTE's = 2; Cost \$131,326
- * Establishment of a Special Operation Unit : FTE's = 1.16; Cost \$64,488
- * Increased in services in River Patrol and Civil Process: : FTE's = 6.24; Cost \$449,155

ORGANIZATIONAL CHANGES:

- * Reorganized from 3 branches to 5 divisions
- * Converted positions of Chief Deputy, Captain, and Corrections Major to Commander
- * Replace Law Enforcement Deputies with Corrections Officers in Court Guards Unit
- * Deleted Corrections Scheduling Unit and reassigned function to Facility Lieutenants
- * Deleted the matrix portion of the Classification Unit and assigned function to Corrections Records and Warrants.
- * Reorganized the Law Enforcement Division into the Operations, Investigations, River Patrol and Court and Facility Security Sections.

FTE's:

The budget request contains a net increase of 36.67 FTE's which are supported by other funds (levy). The General Fund supported positions are decreasing by 8.50 FTE's. This is mainly result of transferring those positions to other funds and attrition. Additionally, many positions were reallocated and/or reclassified within the organization to address adjustments in programs, increasing workloads and department wide priorities and the reorganization of the Law Enforcement Division.

ADD PACKAGES

1. **RESTORE additional funds, for specific increases beyond the General Fund constraint, including the PC Flat Fee.
General Fund Cost = \$334,506**

The Sheriff asserts that some operational items could not be included within their budget constraint. A 2% COLA adjustment was insufficient to meet a 3.1% COLA of \$942,528 on employee wages. Part of the Sheriff's rationale in determining which items would be included in this add package is tied to his issue with the nature of internal services reimbursements and how they limit the ability of an agency manager to control costs. The limitation results in lack of information in making decisions based on agency policy and priorities, and makes it difficult to challenge internal services provider to control costs. In order for the Sheriff to continue law enforcement and corrections services at an effective level, the following funding is requested:

1. Food Services COLA - contractually obligated to Aramark Services to provide a 4.5% COLA on inmate food.	\$119,891
2. Additional costs for BOEC and radio access fees.	\$ 49,422
3. MCSO portion of joint agency Juvenile Fingerprinting contract	\$ 18,385
4. Computer Flat Fee	\$146,808
TOTAL	\$334,506

The MCSO CBAC also ranked this package as priority # 1.

Budget Office Recommendation: In order to make a recommendation, some components of this add package need to be addressed separately. The Chair should note that certain General Fund savings were realized as a result of shifting 3.00 Correction Deputy Court Guards (\$146,000) and a Corrections Sergeant (\$73,000) from the General Fund to the levy budget, moving the Volunteer Coordinator from the General Fund to the Inmate Welfare Fund (\$58,000), and creating new positions in the levy which would have previously been part of the General Fund. Further, General Fund savings were realized as a result of the Sheriff's reorganization of the Law Enforcement Division. This includes reducing Court Guard positions from 25.00 to 18.00 FTE's as a result of organizational efficiencies and hiring new Court Guard positions at the beginning step vs. paying top step (\$166,000). Although these changes have "freed-up" additional General Fund dollars, the Sheriff has allocated these funds to other programs where services were not adequate to meet needs (newly created East District Patrol and Special Operations Unit, and enhanced River Patrol) as part of the approved Law Enforcement Reorganization.

1. **Food Service COLA (\$119,891), BOEC and radio access fees (\$49,422).** These components are on-going operational costs and requirements that should be included as part of the constraint budget. This recommendation is made in light of the knowledge that the Sheriff's levy budget, if approved by the voters, will provide for new and enhanced service levels. Some items that were previously funded by the General Fund, will be transferred to levy budget. This has the effect of "freeing" up General Fund dollars within the constraint figure that were previously allocated to items such as salaries and materials. Those "freed-up" General Fund dollars should pay for expenses such as COLA's prior to enhancing service levels.

2. **MCSO portion of Joint Agency Juvenile Fingerprinting Contract (\$18,385).** This is a contract with other Multnomah County law enforcement agencies. This is a new requirement from the State and the law requires that the arresting agency bear the cost of fingerprinting juveniles. In a joint meeting with other law enforcement agencies, it was collectively decided to use the Portland Police Bureau to provide juvenile fingerprinting services. Multnomah County's portion of the contract is \$18,385 or 4%. State mandated programs should receive funding priority within the constraint over discretionary programs. Consideration could then be given to the discretionary item which was not able to be funded.

3. **Computer Flat Fee (\$146,808).** The Sheriff's Office was only one of two departments that did not include the computer fee within its constraint configuration. Essentially, the \$146,808 would purchase over \$200,000 (estimated 35 replacement PC's and 50 new PC's) in value which would be received in year 1. Many departments made significant sacrifices to incorporate this fee within their bottom line, including RIF's, and reductions of service levels. Those efforts should not go unrecognized. However, it is in the County's and the Department's best interests to provide funding for this component of add package #1. For the PC's that are included in the levy budget, the flat fee has also been budgeted.

2. **ADD 2.00 FTE Data Analyst positions to the Computer Unit.**
General Fund Cost = \$109,596

Since it is the Department's intention to create and enhance its internal and external data sharing capabilities, and to have all facilities connected to the County's Wide Area Network upgrading or installing Sheriff's Office networks at all the facilities has been identified as a priority. The two Data Analysts will support and maintain the networks and the Justice Center, Restitution Center, Close Street Supervision and Hassalo Warehouse.

The MCSO currently has 1.00 FTE Data Technician and 1.00 FTE Data Analyst to support the current LAN's and to provide support to PC users. The MCSO CBAC ranked this add package as priority #3.

Budget Office Recommendations: The ISD, and SPIT recommends 1.00 FTE for each LAN, and an additional FTE for each 75 connections to the LAN, if there is a LAN Administrator. If there isn't, the standard is 1.00 FTE Data Analyst for every 47 PC's. The Sheriff currently with 220 PC's, is in need of 100 new PC's and 35 replacement PC's. It is anticipated that 2 LAN's will be installed by the end of FY 96/97 which creates the need to connect 70 PC's to the LAN's. In order to

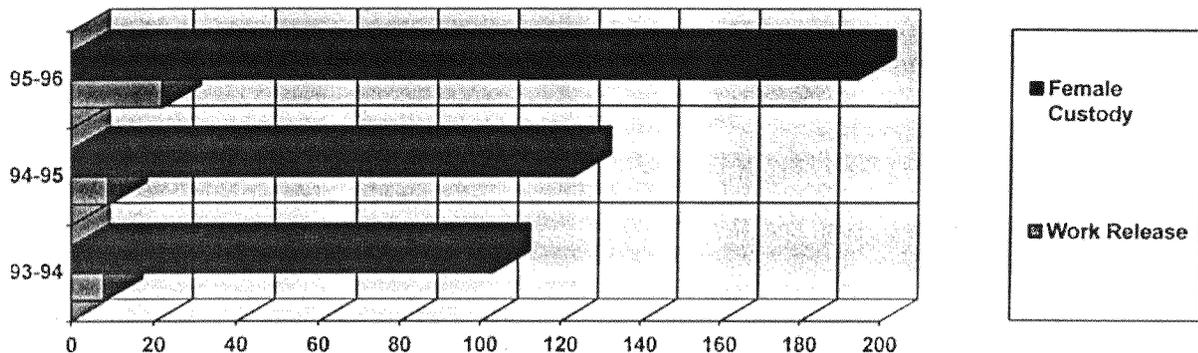
comply with the recommendations of ISD and SPIT, MCSO has requested the necessary staff to support their MIS requirements.

The Levy budget request includes funding for an Information Systems Manager and a Data Analyst to provide overall support to the MCSO's MIS operations and to provide LAN support at the Inverness Jail and the new 210 bed facility.

Recently, major advances have been made in hardware and software acquisition recently. Without the necessary ongoing support, much of the value of this investment will be lost. If the number of anticipated LAN's for 96/97 changes, the staffing numbers should be adjusted accordingly. I recommend that this add package be considered for funding.

**3. ADD 2.82 FTE's to support the conversion of MCRC from an all male facility to a coed facility.
Cost = \$130,781**

The need for female work release beds within Multnomah County has steadily increased. Within the past two years there has been a significant increase for female clients awaiting intake into the YWCA (MCSO contract female work release program \$197,000). This is due primarily to a 50% increase in female population in the jails since 1990-91.



In FY 1993-94, the Sheriff's Office contracted with the Volunteers of America (VOA) for 9 and the YWCA for 15 female work release beds. In June 1994, the VOA discontinued their contract leaving the Sheriff's Office with 15 beds. The Sheriff's Office has been unable to find an additional contractor and increased contract beds with the YWCA is not a possibility.

In September 1995, the Sheriff's Office made some minor structural modification to the Restitution Center. These modifications enabled the Sheriff's Office to start a pilot program to house 10 female inmates at the Restitution Center. This is the first time the Sheriff's Office has maintained a coed facility in its correctional system. Since then an additional 8 have been added to the facility.

Although the program has been successful, the pilot project was funded out of the baseline and is not included in the 1995-96 budget request. This add package will increase the staff at MCRC to continue its operation as a coed facility and increase the number of female work release beds to 40. Not funding this package would result in placing the inmates into more expensive facilities such as MCIJ.

FACILITY	COST PER BED DAY
MCIJ	\$64.69
MCRC	\$53.22
YWCA	\$35.98

One alternative to this add package includes continuing on with the status quo, which would result in an increased waiting list and delaying the implementation of court sentences. A second alternative would include a search for a new contractor. However, searches to date have not proved fruitful and there is the possibility that there is not another contractor interested in providing this service. Or lastly, the Sheriff's Office could negotiate with the YWCA to review the possibility of expanding the current contract to create more work release beds. The MCSO CBAC ranked this add package as priority #2.

Budget Office Recommendations: The County is required by Federal Consent Decree to provide equal services for the male and the females inmates. This includes the work release program. The Sheriff's levy budget for 96-97 includes 8.28 FTE's to address the expansion at MCRC. It appears that that it is less expensive to contract out this service with the YWCA. However, the YWCA is not interested, at this time, in expanding their program to increase the number of work release beds and there are no other interested contractors at this time.

The next most cost effective option is to provide this service in-house. The 1993-94 budget included funds for the VOA contract (\$105,000). VOA terminated its services in 1993-94 and the savings were used to meet constraint in the 1994-95 budget. During the course of 1994-95 the MCSO was unsuccessful in finding any contractor to provide female work release beds. It wasn't until September, 1995-96 that the MCSO started its pilot project at MCRC. The pilot program is funded from the base budget.

If the Chair is interested in funding this expansion of service levels, it should be funded from the levy as this service should be considered part of the overall MCRC expansion. Or the other alternative is that the MCSO should fund this program within constraint.

**4. ADD 2.04 FTE's to continue operation of a temporary holding facility at Gresham.
Cost = \$144,971**

In August 1995, the MCSO entered into a 90 day intergovernmental agreement with the City of Gresham to provide a temporary hold facility in the Gresham City Police Administration Building. This agreement allows police agencies in the East County area to transfer custody of arrested persons to MCSO at the temporary hold in lieu of the police officers taking the prisoners to the MCDC located in downtown Portland. Gresham agreed to supply the facility and surveillance equipment, while the Sheriff's Office provides an X-Image identification station and corrections and transport personnel during the hours of operation. No other agency contributes revenue to offset the costs of this operation.

The primary purpose of the Gresham Temporary Hold (GTH) is to increase the effectiveness of police officers in East Multnomah County by decreasing the time expended transporting and booking arrestees into MCDC. The center will be operated for 8 hours, 4 days per week, during the busiest times for police officers and the downtown booking facility.

An evaluation was conducted for the period of August 1, 1995-November 1, 1995. The following figures highlight the results:

The average number of weekly arrestees held at GTH is 13. Gresham provided 77% of the arrestees or 135 of the 176 total. MCSO brought in 19 arrestees (11%), Troutdale 10 (6%), Fairview accounted for 4 (2.3%), and the Oregon State Police and ROCN 2 (1.1%).

It is clear that facility expenditures exceed the actual cost efficiencies to the participating agencies by more than three to one. Therefore, the determination whether to continue operation of the GTH is a policy decision rather than an issue of cost effectiveness and efficiency.

Agency	Min. saved per Booking	No. of Bookings	Hrs. of Patrol Time Saved	Mileage Savings @ 20 mi. avg. rd-trip (\$0.20)	Salary Savings	3-mo. Period cost Savings
Gresham	70	135	157.5	\$540	\$3,623	\$4,163
Troutdale	95	10	15.8	\$40	\$364	\$404
Fairview	70	4	4.7	\$16	\$107	\$123
MCSO	45	19	14.3	\$76	\$431	\$507
Total Savings				\$672	\$4,525	\$5,197

The MCSO has been exploring the means of spreading the costs of the GTH to participating agencies but it does not seem likely that the other agencies will be receptive to a fee or other direct expenditure to offset the benefits their agency receives. The MCSO CBAC recommended that this add-package be placed as priority #5, instead of priority #4 as ranked by the MCSO.

Budget Office Recommendations: The Sheriff will be bringing a budget modification before the BCC at the end of this month requesting monies from contingencies (\$67,129) to pay for the operation of the GTH for the period from August, 1995 through the end of the fiscal year. As part of that BudMod, the Budget Office will be recommending funding through the end of the fiscal year with the thought of allowing those agencies time to prepare to contribute to the cost of the GTH or for the termination of the program. One of the requirements for continued funding in the 1996-97 fiscal year should be predicated upon participating agencies providing funding commensurate with the benefit received and the cost of providing the service. If agreements cannot be reached, the determination to continue the GTH will be based on the placement of these benefits and costs within the priorities of the MCSO and Multnomah County. As the economic costs exceed the economic benefits, from the Budget Office perspective, I do not recommend funding for this package.

5. **ADD 2.00 FTE to conduct process and outcome evaluation of Class II contracts and other programs.**
General Fund Cost = \$105,215

This add package would provide the resources to monitor contracts, to develop and track process and outcome measures and conduct evaluations of all class II contracts as well as selected other programs. The MCSO currently contracts for services with over 140 providers. This unit is also responsible for conducting a minimal number of program evaluations as well as provide management assistance and coordination of the Program Key Results. The current Planning and Research Unit staff is not able to monitor or evaluate contracts in conjunction with other work related to planning and management decision support. The MCSO CBAC ranked this add package as priority #4.

Budget Office Recommendations: This unit currently has 5.00 FTE's assigned to it, including and Administrative Analyst that was included in 1995-96 to address such issues. Currently, 3.00 of the 5.00 FTE's are filled. The unit is in the process of hiring the Administrative Analyst. The last position remains vacant. The Budget Office recognizes the importance of having the appropriate amount of staff resources to conduct evaluation and provide management the data to make effective decisions. However, it appears that some of the work *not* currently being performed by this unit could be accomplished by filling the two vacant positions.

ISSUES AND OPPORTUNITIES

1. Implementation SB1145: SB 1145 restructured the Community Corrections Act to give counties more responsibility, authority and resources. It broadened the scope of planning under the Act. The Local Public Safety Coordinating Council (LPSCC) replaced the Community Corrections Advisory Committee. It includes representatives of local governments, law enforcement, adult and juvenile corrections, the courts, prosecution and defense, public and private service agencies and advocacy and civic organizations. LPSCC is responsible for developing and recommending a plan that allocates state and local corrections funds.

New responsibilities under SB 1145 include carrying out the sentences of felons sentenced to 12 months or less. Prior to SB 1145, offenders serving less than 12 months in state prison received little programming before they were returned to the community. State funding will support the construction and expansion of a range of local sentencing resources, including jails, to meet the needs of the target population consistent with public safety. Preliminary planning for the necessary programs and facilities was a collaborative endeavor that resulted in a construction proposal which was approved and funded by the Legislature. In 1996-97, program development will continue. However, until a jail facility is completed, it is the intention of the MCSO to contract back with the State for the required number of beds (\$52/day).

2. Jail Accreditation: The MCSO is no longer pursuing formal accreditation with the American Correctional Association. An internal auditing process has been developed to ensure continued safe and humane operation of the facilities. The philosophy behind the process is to provide a non-judgmental, impartial, objective assessment of the agency's operations so that staff and management can identify areas needing improved efficiency and to assure compliance in establishing standards.

The Inspections Unit will be responsible for conducting audits and assigning auditing to teams. The Inspections Unit will also be responsible for tracking and reporting the results of audits to the Inspector.

Audit team members will be selected by their respective Division Commanders for the division to be audited. Audit team members will report to the Inspections Unit during the auditing process. Upon findings of noncompliance, Facility Commanders or Unit Managers will respond to their Division Commander with compliance action plans. In turn, Division commanders will report on the resolution of any noncompliance audits to the inspector.

The Inspector will compile and submit audit reports and compliance plans on all audits to the Sheriff and the Jail Oversight Committee.

3. Reorganization of the Law Enforcement Division: As part of the general agency reorganization, a substantial reorganization will be made in the Law Enforcement Division. It is anticipated that this reorganization will be completed by the end of Fiscal Year 1997-98, and will be accomplished by reassigning some deputies to law enforcement operations and through attrition of retired law enforcement deputies and sergeants.

During FY 1996-97, the general focus of the reorganization will center on the replacement of Deputy Sheriffs in Court Guards and increasing staffing in River Patrol, East county Patrol and Civil Process/Extradition's. The reorganizational goals for 1996-97 are to examine the resources of the Law Enforcement Division to match needed services at the most appropriate level and will include:

1. Replacing Court Guards and Transport Units with Corrections Officers. This will be accomplished by a combination of transferring of deputies to law enforcement needs in the agency and transition of deputies who are retiring. Five deputy sheriffs will remain assigned to the Court Services Unit in order to assist in court house and juvenile detention center security, and to make arrests of defendants ordered taken into custody. Total deputy reductions by the end of this transition are expected to be 16 deputy sheriffs, 4 civil deputy sheriffs and 4 sergeant positions.
2. Reorganizing the Civil Process Unit to respond to increasing officer safety risks with better trained deputy sheriffs. Currently, the Civil Process Unit is completely staffed by civil deputy sheriffs. These deputies are uniformed in a similar manner to deputy sheriffs and drive marked patrol cars. They are often mistaken for deputy sheriffs. While each civil

deputy performs their duties in an exemplary manner, they are not trained in handling the dangerous situations they may encounter if mistaken as deputy sheriffs. In addition, they are not "peace officers" and do not have arrest authority.

In reorganizing the Civil Process Unit, the management of the unit will be under a law enforcement sergeant. A total of twelve civil deputies and eight deputy sheriffs will staff the unit. Civil deputies continue serving notice civil process and transporting allegedly mentally ill persons to family services court for hearings. The deputy sheriffs will serve execution process and perform prisoner extradition.

3. Increasing staffing in East County Patrol. East county Patrol is currently staffed at two districts. This will provide a better measure of security for the residents of East Multnomah County. Additional staffing will also reduce response times to high priority calls. This post was added to address officer and public safety issues in East County as a result of population increases.
4. Increasing staffing in River Patrol. One of the fastest growing responsibilities of the Sheriff's Office is in providing law enforcement services to the waterways in Multnomah County. Recreational boating, increased living in houseboat marinas, and increases in commercial boating traffic have increased the need and frequency of river patrol.

4. Agency Challenge to Innovation and Fiscal Accountability: The MCSO believes that a continuing examination of agency accountability, innovation and cost effectiveness is a critical element to the provision of public service to Multnomah County. To that end, the Sheriff has challenged all employees of the MCSO to examine the manner in which they do business with an eye toward finding better and more cost effective practices while maintaining a high quality of output.

Budget and expenditure reporting is being restructured to push accountability to the lowest levels of the organization. Whenever possible, cost per unit criteria is used to measure expenditure and performance goals. New programs are measured by cost behavior and cost per unit impacts.

Internal service reimbursements will be closely monitored for opportunities to increase efficiency. This will include cost comparison with private vendors to ensure that services are provided in the most cost effective manner possible. It is the intention of the Sheriff's Office to lower administrative costs whenever possible and challenge those programs viewed to lack efficiency and cost effectiveness in order to avoid the reduction of direct services to the public.

BUDGET OFFICE CONCERNS

1. Elimination of Scheduling Unit. In December, 1994, the Auditor's Office released a report on *Corrections Overtime, Improve Scheduling Practices*, which examined the overtime spending that supplemented the full-time salaries of those staff who operate the jails. As a result of this report, in 1995-96 the BOC provided \$363,292 from GF contingencies to form a Scheduling Unit to implement recommendations found in the audit report. In the 1996-97 budget, the Sheriff's Office has eliminated the Scheduling unit. After one year of operation, the MCSO has identified three primary outcomes for the effective management of overtime and personnel scheduling.

1. The need for facility commanders to be part of the decision making process on filling vacancies and overtime;
2. The need for good information as to the causes of overtime;
3. The correct staffing configuration to collect and provide management information on scheduling and overtime.

What appears to be clear is that the Scheduling Unit did not meet the performance outcome of reducing overtime. With approximately 66% of the year expended, the Sheriff's overtime budget is 87% expended. At this current rate, the MCSO is sure to overspend this line item by the end of the year. Restructuring the Scheduling Unit might have mitigated some those factors, however, the Sheriff has eliminated this unit in order to meet the 1996-97 constraint. The Sheriff has not approved increases in overtime for the 1996-97 budget request. This reflects his commitment to resolve this issue.

Without the Scheduling Unit, the responsibility of scheduling employees in the facilities will fall, as before, to the facility commanders. It is hoped that this task will be less time consuming due to the development of a scheduling software which is

currently in beta testing in the Auditor's Office. This software will provide scheduling through a default schedule. It is hoped that it will reduce much of the scheduling process to clerical entry with staffing decisions made by facility commanders.

2. **Downsizing and Restructuring of the Matrix Unit:** In the 1996-97 budget, the Sheriff eliminated the Matrix unit, thereby saving (\$185,235) which was subsequently used to meet constraint. 1.5 FTE's (Sheriff's Operating Technicians) were then added to replace what was currently done by 5.00 FTE's This restructuring is planned to achieve the goal of the MCSO to eliminate the unsupervised release of inmates due to overcrowding. It is expected that the successful passage of the new levy, and SB1145 monies will help accomplish this goal. The Sheriff has indicated that the elimination of matrixing is not within the ability of 1996-97, it will most likely occur the following fiscal year.

A RESULTS steering committee has been charged with finding alternatives to the matrix staffing. These suggestions, combined with some reorganizational opportunities are expected to restructure the matrix release process into a more manageable operation than it is currently.

DEPARTMENTAL STATUS UPDATES:

Results Efforts/Status of Implementation: MCSO has been active in both RESULTS training and in implementation of type four work-teams since July, 1995. In July, a work group of MCSO and other County employees was commissioned to participate in a fact-finding and problem solving process for the agency's Corrections Facilities Division. This work group was initially broken into five work-teams and charged with providing recommendations on solving current corrections housing and operational deficiencies. More than forty employees are participating in this effort, and remain active in the planning process for design and construction of the Inverness addition, Court House Jail remodel, Booking floor remodel and new jail planning.

A work team was organized to examine the Equipment Unit's warehouse needs. A work-team of line employees, working with the new manager of the unit, has been successful in securing a warehouse site and reorganizing the unit to provide for current efficiencies as well as planning for the addition of a substantial increases in inmate population due to SB 1145 and the Sheriff's order to reduce matrixing.

In November 1995, members of the executive team met with an organization specialist to decide what activities and characteristics should be the focus of agency attention. This team produced a vision for MCSO which is now the framework for strategic planning for future operations.

A mission writing team of nine MCSO line employees has completed the Mission Statement for the agency.

RESULTS training for all employees at the rank of Unit Manager or above has been provided. One employee was trained in Process Mapping.

Future projects include establishing a work-team of corrections employees to assess and evaluate corrections operations within the agency. A work-team of thirteen to fifteen employees is being tasked with this effort.

Grants Efforts: The MCSO currently operates the following grants:

	<u>Award Amt</u>	<u>Match</u>
* DUII	\$ 97,000	\$70,000
* PUC/HAZMAT	\$119,208	\$10,295
* Housing Authority of Portland Grant	\$251,915	\$10,274

Much of MCSO's grant efforts have centered around building a network at the State and Local level. These networks have provided information about potential grants. The MCSO will be seeking a policy discussion with the Chair's Office regarding the direction of the grants program.

Use of Performance Measurements: The Sheriff's Offices monitors its performance on a cost per unit basis. Program analysis is based not only on the success of the programs impact on the community but also the programs impact on the cost per unit of production. The Sheriff's Office is committed to providing the service at the lowest cost while maintaining the highest quality of output. MCSO will continue to challenge itself in maintaining its cost effectiveness to the public.

Vision

By 2015, the projected population of Multnomah County will exceed 750,000 and the annual tourist population to the Columbia Gorge will surpass 12 million. Public safety issues associated with this growth will require the Sheriff's Office to house more prisoners, serve more legal papers and reconfigure enforcement efforts.

The Sheriff's office will assume a leadership role in establishing an efficient public safety continuum involving all local governments, various public safety agencies including the courts, the district attorney, community corrections and the community. The goal will be to form an integrated system which works together to provide public safety and to eliminate duplication of efforts. Improvements in technology will allow for a uniform tracking of a person's criminal history. The Sheriff's Office will be part of an integrated criminal justice computer system linked throughout the western states. It will provide instantaneous identification of anyone brought into the system through voice prints, fingerprints and retinal identification.

The Sheriff's Office will also strive to maintain a culturally diverse work force and to provide in-service training to all of its employees. Training will cover a wide range of topics including dispute resolution, officer safety, and professional development.

Corrections

By the year 2000, Multnomah County will have added 655 new jail beds to its system. That is approximately a 50% expansion of jail capacity. To operate these beds, approximately 300 new corrections deputies will be hired and trained. In addition, mandatory intensive alcohol and drug treatment will be part of the jail programming. With this dramatic increase in inmates, we anticipate adding 14 work crews which will allow us to provide work experience for the offender and service to the community.

The implementation of SB 1145 will transfer responsibility of felons sentenced to 12 months or less to the County. The transfer will take place in January, 1998. Multnomah County is expecting a daily impact of almost 500 offenders. In addition, the projected population growth in Multnomah County is expected to add 4,000 inmates to the system because of increased criminal activity.

As a part of cost containment, Corrections Officers will assume greater responsibility for addressing the needs of inmates including handling of inmate grievances, dispute resolution, recreational and other day to day activities. With this expansion of responsibilities, the Sheriff's Office will be able to a more cost-effective delivery of corrections services.

The Sheriff's Office will continue to provide work experience to inmates including work release for qualified prisoners. Other programs geared to help the offender transition back into the community include alcohol and drug rehabilitation, GED programs, job readiness and placements, and family skills. These programs will help the offender reintegrate into the community with enough skills to reduce recidivism.

The additional jail beds will also allow the Sheriff to end early or matrix releases. In 1995, 3700 offenders were released back into the community without supervision. To successfully work with the sentenced inmates under SB 1145 and to improve the community's perception of safety, matrix releases must be completely stopped. Other tools which the Sheriff's Office will use to manage offenders include pre-trial supervision programs such as electronic monitoring, low, medium and high supervision, pre-trial work release and day reporting centers. These efforts will ensure that all pre-trial offenders are supervised and that only those offenders who are dangerous and unable to maintain a satisfactory presence in the community will be placed in jail.

The contract with the Federal Marshall to rent jail beds will end in 2006. At the conclusion of that contract, 100 beds will be available for local use. Discussion with the Federal Marshall about other kinds of partnerships will continue. We need to make certain that future contracts do not reduce our ability to protect the public safety of Multnomah County.

As the need for additional jail beds continues, the MCSO will consolidate many of its jail services on a single, large parcel of land. This will allow for internal and infrastructure efficiencies resulting in cost savings. Technological advances will allow for many inmate functions to occur within the jail, reducing the need for prisoner transport. Through interactive video, inmates will confer with their attorneys, and participate in trials without leaving the jail. Prisoner movement, within the institutions and between institutions, will use bar code electronics so that all movement will be accurately tracked and recorded at minimal cost.

Law Enforcement

The role of the Law Enforcement Division will focus primarily on services to citizens residing or recreating in unincorporated Multnomah County. Priority will be given to increasing patrol efforts in east Multnomah County and on the navigable waterways. Enhanced patrol efforts on the waterways will also include an emphasis on education. Law Enforcement will also begin to handle the more serious and dangerous civil processes with a focus on domestic violence issues including serving restraining orders. The Sheriff's Office will continue its involvement in multi-agency task forces to prevent and enforce the law including drug investigations and stings. Our Hazardous Material team will continue to work throughout the Metro region without regard to county boundaries.

The Law Enforcement Division will encourage more involvement by all staff in setting policy and direction. The many talents and abilities of individual members will be the division's strongest asset. The newly reorganized Law Enforcement Division will encourage creative and innovative problem solving. More personnel will be providing direct service like patrol to the citizens of Multnomah County.

Department Services

The Sheriff's Office offers the following services:

- Intensive enforcement programs to assist in empowering the residents of high risk neighborhoods to deal with crime and other social problems.
 - Corrections programs such as work release and out-of-custody supervision and for pre-trial and sentenced offenders in Multnomah County.
 - In-jail alcohol and drug intervention services.
 - Patrol services to rural areas of unincorporated Multnomah County.
 - Narcotics education and intervention through the D.A.R.E. Program and narcotics enforcement through the Special Investigation Unit.
 - Civil process service and civil court enforcement of "execution process."
 - Water safety education and patrol of 97 miles of waterways within the boundaries of Multnomah County.
 - Transportation of prisoners both inter and intra-state to be held accountable for crimes committed in Multnomah County.
 - Transportation of prisoners to court and security of the court rooms.
 - Secure incarceration for 1,490 inmates.
 - Local policy discretion regarding the corrections system is significantly limited by a federal consent decree, Jordan v. Multnomah County.
 - Local policy discretion regarding the service of Civil Process is significantly limited by the Oregon Rules of Civil Procedure, and Oregon Revised Statutes Chapters 21,24,29,105, and 107.
 - Local policy discretion regarding the D.A.R.E. Program is significantly limited by franchise requirements of D.A.R.E. America.
- Recent Accomplishments
- Developed and implemented an on-line Inmate Accounting System.
 - Booked 40,700 inmates during calendar year 1995, an 8.7% increase over 1994.

- Established the Sheriff's Advisory Committee, a group of volunteer citizens from business, education, and politics to advise the Sheriff on matters relating to the Sheriff's Office.
- Established the Sheriff's Jail Oversight Committee, a group of volunteer citizens to review jail operations for efficiencies, and conformance to 36 primary accreditation standards.
- Designated agency commanders as liaison to the Hispanic, African American, Asian, and the gay and lesbian communities.
- Expanded Inverness Jail by 50 beds by adding 5 beds to each dormitory, an impact of 18,250 bed days in the system.
- Converted a warehouse on the Inverness Jail campus into a housing facility for inmate work crews. This created an additional 36 beds in the jail system, an impact of 13,140 bed days.
- Concluded negotiations with the State of Oregon for the construction of an additional 330 beds at the Inverness Jail to house inmates sentenced to 12 month or less, returning to local control through SB 1145.
- Reorganized the Sheriff's Office into five divisions to create a greater measure of accountability.
- Created work teams to evaluate operations in Facility Corrections Division and to recommend cost effective facility designs.
- Opened Gresham Temporary Holding Facility to provide east county booking for agencies east of 162nd Ave., creating increased "on-the-street" coverage for law enforcement services.
- Implemented management training program designed to provide agency managers with current information on such items as fiscal management, personnel management, labor relations, and payroll.
- Hosted the National Sheriff's Association annual conference.

Staffing Changes

- Two Captains were reclassified to Commander.
- Two Chief Deputies were reclassified to Commander.
- One Corrections Major was reclassified to Commander.
- One Sheriff's Staff Assistant was reclassified to Administrative Secretary.
- One Word Processing Operator was reclassified to Computer Support Technician.
- One Senior Office Assistant was reclassified to Office Assistant 2
- One Sr. Fiscal Assistant was reclassified to Office Assistant 2.
- One Deputy Sheriff was reclassified to Sheriff's Executive Assistant
- Thirteen Deputy Sheriff's were reclassified to Corrections Officer.
- One Sergeant position was reclassified to Corrections Sergeant.
- Three Civil Deputies were reclassified to Corrections Officer.

- One Civil Process Supervisor was reclassified to Corrections Officer.

NEW POSITIONS IN LEVY INCREASE

- One Corrections Sergeant in Inspections/Internal Affairs
- One half FTE Background Investigator in Personnel Unit
- One half Office Assistant 2 in Personnel Unit
- One Information Systems Manager in Office Automation.
- One Deputy Sheriff in Detectives.
- One Facility Security Officer at Inverness Jail
- One Corrections Lieutenant at Inverness Jail.
- Two Corrections Officers for Inverness Jail.
- One Corrections Officer for Inverness Work Crews.
- Five Sheriff's Office Technicians for Corrections and Warrants Records.
- One Half Office Assistant 2 in Volunteer Programs Unit.
- 2.6 Corrections Officers in Classification.
- One Data Analyst in Office Automation.
- Two Corrections Counselors for Restitution Center.
- 1.3 Office Assistant 2 for Restitution Center.
- 6.28 Corrections Officers for Restitution Center.
- One Sheriff's Office Technician for Corrections Records MCRC expansion.
- One half Corrections Technician for Restitution Center.
- Three Corrections Deputies for Court Guards.



MULTNOMAH COUNTY, OREGON

BOARD OF COUNTY COMMISSIONERS

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TO: Barry Crook
FROM: Chris Tebben *CT*
DATE: March 22, 1996
SUBJECT: Community & Family Services Budget Request

I have reviewed the Department of Community & Family Services' 1996-97 budget request. This memo outlines the major issues and decisions related to the department's budget request that should be reviewed with the Chair's Office.

Constraint

The Department's budget meets its General Fund constraint requirement. The direct General Fund constraint is \$14,825,837. The constraint calculation was based on the 1995-96 direct general fund budget of \$15,031,349, minus \$665,500 for one-time-only or expiring funding for the Asian Center (\$160,000), Managed Care consultation (\$100,000) and the Crisis triage center development (\$400,000). The budget was then adjusted upwards by 2% for inflation. The base constraint was increased by \$172,671 to annualize the additions to the CARES program (\$35,077), Lane School Clinic (\$25,499), the STOP mental health diversion program (\$37,740) and mental health respite funds (\$74,355).

Budget Summary	1994-95 Actual	1995-96 Adopted Budget	1996-97 Proposed Budget	Difference
Staffing FTE	263.42	329.36	345.85	16.49
Total Costs	\$76,062,327	\$85,413,813	\$92,692,839	\$7,279,026
Program Revenues	\$62,430,991	\$69,392,095	\$76,729,589	\$7,337,494
General Fund Support	\$13,631,336	\$16,021,716	\$16,213,250	\$191,534

Significant Changes

- The Children's Capitation project is budgeted for a full year of operation, at a cost of \$11,582,600. The project has a staff of 25 FTE's, most of whom were reassigned from existing functions.
- Changes in level of services: Family Resource Center Coordinators were added in Beach and Marshall, while the Columbia Villa Coordinator was reduced by .5 FTE. The Department

received a \$1.9 million grant from HUD to fund supportive housing for homeless families. Acupuncture treatment serving 3,334 clients was eliminated in order to meet constraint. FEMA funding for emergency housing assistance decreased by \$136,954.

- Changes in scope of services: CFS is operating the Singles Homeless Assessment Center, a homeless shelter that serves 94 homeless people per night. The mental health crisis triage center is expected to begin operations in July.
- In order to meet constraint, CFS cut approximately \$700,000 from its current service level budget. Service reductions included elimination of the Acupuncture program (\$74,834), reduction of the Columbia Villa Coordinator by .5 FTE and the elimination of 2.5 FTE's in the DD program for which there was not sufficient revenue. The department determined that it could achieve cost savings for E-Holds (\$175,000) and the ADAPT program (\$88,631) without impacting services. The department cut the following positions to reach constraint: .5 FTE Columbia Villa Coordinator, a Program Administrator in DD, an Administrative Analyst in Behavioral Health, .25 FTE Office Assistant 2 in Department Management and .5 FTE Operations Administrator in Resource Management. The department has add packages seeking restoration for all of the positions, the Acupuncture program and Hooper services.
- Within constraint, CFS reallocated funding to add a grant writer, a Program Development Specialist to serve as a liaison to the MCCF, a senior Fiscal Specialist and mini-grants for innovative projects (\$50,000).
- Staffing increased by a net of 16.49 FTE's. Staffing increases included: the new positions described above, 8.5 FTE's for the SHAC, 3.5 FTE's for Children's Capitation, 1.0 Family Resource Center Coordinator (.5 each for Beach and Marshall), 2.5 FTE's in Community Action funded through HUD grants, .5 FTE Early Childhood Coordinator (jointly funded with ESD), .5 FTE for the annualization of the Mental Health Diversion program, a Case Manager in DD, and .5 FTE in Community Action & Development. The reductions included the positions described above and 1 FTE in Contracts eliminated earlier in the year.
- The Department reorganized, merging the Alcohol and Drug and mental health programs into the Behavioral Health program. Community Action and Community Development were merged into the Office of Community Action & Development. The Child Youth & Family Program was formed to address youth policies and programs.
- CFS covered the PC Flat Fee within constraint, at a cost of \$205,000.

Issues for Discussion

1. Local Mental Health/Alcohol and Drug Authority Role

The County's role as Local Mental Health/Alcohol & Drug Authority is changing through the advent of managed care. There are several different models that the County could pursue in the future as behavioral health reform transforms the industry.

Traditionally, the County's role as Local Authority for these services has entailed planning for and overseeing the system of publicly-funded mental health and chemical dependency services in Multnomah County. The County developed biennial plans for the local system and made budget recommendations to the State Department of Human Resources. We monitored services to ensure that they met quality standards and contracting with a panel of providers to deliver services. We were responsible for overseeing the entire continuum of mental health/A&D services, although many of these services were paid directly by the State. Our discretion was limited in the day-to-day management of the system since we could not set rates or influence utilization, but we had oversight for the shape of the larger system.

Our role as Local Alcohol & Drug Authority has evolved rapidly since the inclusion of chemical dependency services in the Oregon Health Plan (OHP) in 1995. The State chose to

deliver A&D services through the Prepaid Health Plans (PHP's) that provided medical services under the OHP. The State's decision to transfer responsibility for outpatient chemical dependency services to the private PHP's has had many implications for our ability to influence treatment in Multnomah County. In 1997, the State is expected to fold mental health into the Health Plan. The model that the State chooses will also have a significant impact on the County.

The department would like to inform the Board about the possible scenarios for future County involvement as Local Authority. CFS would like the Board to support the department in advocating for a wide scope of authority for local delivery of behavioral health services. Below I describe three models that illustrate possible roles for the County as Local Authority, then discuss the department's recommendation and its implications.

Model 1: County's Current Role as Alcohol & Drug Authority

In 1995, the State folded outpatient chemical dependency services into the Oregon Health Plan. The State vested responsibility for these services with the PHP's that provided medical services under the Health Plan. This decision removed outpatient services from the oversight of the County's Alcohol & Drug program; instead, responsibility was devolved to multiple competing plans. The County's Alcohol & Drug program manages chemical dependency services for ODS and CareOregon but has no role in influencing outpatient services provided by other PHP's.

The State did not fold the full range of chemical dependency services into the Health Plan. The County retains responsibility for overseeing Residential, Detox and Prevention services and continues to exert its traditional role as Local Authority. However, we no longer have authority for the full continuum of treatment services; our scope is limited to certain services. Services are addressed through fragmented perspectives rather than a coordinated system.

This situation concerns CFS for several reasons. By devolving authority to the PHP's, the local treatment system may become fragmented. The department is no longer able to shape the entire continuum of care to ensure that the system effectively serves all populations. For example, CFS believes that the system should offer a diverse provider network. This enabled providers to address niche needs through differentiated services and resulted in greater client choice. Under the OHP, each plan may choose its own provider panel; the County has no role in influencing this choice. Many of the private plans have few providers, resulting in a "one size fits all" model that may not be responsive to many clients' needs.

Another concern under this system is that private plans may ultimately shift costs to the County. Private plans have an incentive to provide treatment if it will help them avoid greater treatment costs later; they also have a requirement to provide access to services for those who need it. However, the County has a greater interest in identifying and addressing treatment needs because of the potential that untreated conditions will lead to future costs in the criminal justice system or have other negative consequences for the community. Private plans have no incentive to consider broader social externalities; they will deliver care to the point that it maximizes their profits while the County is concerned with the broader social costs or benefits.

As the Public Safety Coordinating Council continues to design Multnomah County's public safety plan, these costs are a vital part of the calculus. For example, 50% of the 1145 offenders are estimated to have alcohol and drug treatment needs, while only 12.5% received treatment during the last year. Treatment has been clearly recognized as a much more cost-effective strategy for dealing with drug dependent offenders. To the extent that these needs affect criminal behavior, the County has an interest in ensuring that treatment is available to all who need it.

As mental health services were folded into the OHP for 25% of the enrollees, the State recognized the conflict between the traditional role of counties as Local Mental Health Authority and the decentralized model of PHP's developed in the medical phase of the Oregon Health Plan. The State adopted a compromise approach, that attempted to maintain a county role in the system, while being consistent with the first phase of the OHP. For the OHP mental health demonstration project, PHP's that provide medical care under the OHP are eligible to provide mental health services if they wish to. Other plans/providers that are not OHP plans and wish to

provide mental health services on a stand-alone basis must obtain the permission of the Local Mental Health Authority. In some counties, including Clackamas, none of the PHP's opted to participate for mental health services. In these regions, the county is receiving the capitation payment and managing the system of care for all OHP enrollees. The State contract requires PHP's to coordinate with the Local Mental Health Authority and stipulates that the LMHA has input in their performance. The specific nature of this relationship is not defined, leaving a question of whether the County role is as the authority or the advisor to the PHP.

Model 2: County Carve-out under Oregon Health Plan (Deschutes County model)

When chemical dependency services were folded into the Oregon Health Plan, the Legislature made an exception for Deschutes County, vesting sole responsibility for services with the County. Deschutes County's role for chemical dependency services is analogous to our current involvement in the children's capitation project: the County manages the entire system, subcontracting for services with a provider panel. Deschutes County has oversight of all aspects of services. Prepaid Health Plans do not participate in managing chemical dependency services to OHP enrollees, although they continue to deliver medical services under the Health Plan.

According to staff from the State Mental Health Division, the Deschutes County carve-out is a unique departure from the Oregon Health Plan. They wish to create a uniform framework across counties and do not plan to entertain other exceptions.

Model 3: Limited County Role as Local Authority for Health Plan Services (Washington County)

Washington County chose a different model for its participation under the Oregon Health Plan Mental Health Demonstration Project (25% Project). They are not participating in the capitated mental health demonstration project as a broker or provider of care. The capitated mental health services are being delivered exclusively through private PHP's; Washington County authorized Providence to provide mental health services on a stand-alone basis for individuals whose medical PHP's did not offer mental health services. The County retains its traditional role for the small proportion of Medicaid clients who continue to receive services on a Fee-For-Service basis, and for the mental health services outside of the Oregon Health Plan (primarily services funded by State General Fund). Their role regarding the Oregon Health Plan services is more limited. They sit on the Quality Assurance councils for the private PHP's, where their main role is monitoring the system. They have relatively little scope in influencing utilization or access issues.

Although we might be able to limit or even divest our role as Local Mental Health/A&D Authority, the County would remain responsible for paying mental health commitment costs, which is mandated by State statute. If we do not play a role in assuring access to mental health treatment, we may find ourselves with a rising number of commitments. As payer of last resort, we are responsible for hospitalization costs, which are roughly \$600 per day. This is the least desirable of all the models; since we are the payer of last resort, it is in our interests to play a role in overseeing the mental health system.

Discussion

Community and Family Services would like the Board's support to pursue an expanded role as Local Mental Health/Alcohol and Drug Authority, as described above in the Deschutes County Model. Such a role would maintain the long-standing State-County partnership while representing an increased level of County involvement from the likely trajectory under the Oregon Health Plan. In addition to the Board's policy support, the department would like its active support in advocating for this role with the Legislature and the Executive Branch of State government.

Expanding our role as Local Authority will give us more ability to shape the service system to meet our policy objectives, but it may also expose us to a higher level of financial risk. If the County successfully advocates for a carve-out model, we will be liable for managing the service system within the capitation payments received. If the capitation rates are inadequate or if utilization is not carefully managed, the County could be liable for millions of dollars. We may be able to mitigate this risk through risk models such as CFS has negotiated under the

children's capitation project. This concern would be particularly great if we were to negotiate to recover County responsibility for chemical dependency services, where we believe the current Health Plan rate is insufficient.

The department feels that a broad County role would also enable us to leverage blended funding streams to enhance treatment. Local government can act an umbrella for multiple public and private funding streams to develop a more diverse and holistic system. For example, under children's capitation, CFS is blending Medicaid funding with funding from the schools, SCF and private foundations to provide an enriched array of services and reach a broader population. There is no track record for similar efforts in the private sector, and it may not be viable for them to do so.

The State has not yet conclusively determined the scope of counties' authority under the Oregon Health Plan. There is ongoing discussion in the State DHR and OMAP regarding the proper scope. We have a brief window of time to attempt to participate in the debate over our role before a decision is made for mental health services in 1997. For chemical dependency services, the decision was made over a year ago. It would be difficult to persuade the State to retract authority from the PHP's and restore it to the County. This contradicts the current popular sentiment that favors privatization.

The decision about the scope of County's authority will have far-reaching consequences for the County. The impact will be felt most strongly by Community and Family Services, DCC, and the Sheriff's Office because of the link between mental health/substance abuse and criminal justice issues. We should begin a discussion of our desired role in the system that involves the Board, Community & Family Services and other County stakeholders. The County should formally address the question of its role in controlling the local system and implement a strategy to secure our chosen model; if we fail to do this, we may end up bearing responsibility for the system while lacking the authority to influence it.

2. Managed Care Infrastructure

*Related add packages: Client Payment & Billing System (\$200,000 OTO)
Managed Care System Development (\$50,000 OTO)*

CFS is rapidly expanding its involvement in managed care. In the current year, the department is providing chemical dependency services under the Oregon Health Plan and administering the children's capitation project. Next year, the department will be preparing for the inclusion of adult and children's mental health services in the Oregon Health Plan. Beyond the current planning efforts, CFS also plans to explore the applicability of managed care for other department services, including developmental disabilities and housing. Other initiatives such as federal block grants may also provide the department with an opportunity to deliver services through a managed care model.

CFS has begun to develop the organizational infrastructure needed to support its managed care efforts. The department reorganized to create the Behavioral Health Program, improving its ability to deliver behavioral health services through a managed care model. The reorganization included the development of specialized functions to support managed care, including an Access & Authorization unit and a Quality Improvement/Utilization Review unit. These units will create a base of expertise as the department expands its managed care efforts. CFS has begun to develop managed care expertise among its staff more generally, hiring a Behavioral Health Manager with extensive industry experience, and reassigning the lead planner from the Children's Capitation to oversee department-wide managed care planning efforts.

The department is pursuing an expansion of its role in managed care in order to have the opportunity to influence the direction of our service delivery systems. Under the old model for State-funded services, the County was responsible for the system but had no ability to control it. In addition to a system design/coordination role, the most likely role for the county under the reform initiatives is as the administrator of the system, managing financial performance and monitoring service quality and access.

The department needs to build the supporting infrastructure in order to fulfill these roles and limit County liability. Above all, CFS needs to be able to monitor client data in a real-time

and flexible manner. Under managed care, the County is financially liable if utilization is not carefully managed; we are also legally liable if we are not maintaining fair access to services or meeting quality standards. The County's current information systems are not sufficient to meet these needs. Another component of the infrastructure is access to technical assistance in specialized areas. For example, CFS needs to be able to draw on actuaries to analyze rates for negotiations; these types of services lie outside of our core expertise and are best sought on a limited basis.

If the Board supports the department's direction of expanding its involvement in managed care, then we should begin to develop the supporting infrastructure that will help improve service delivery and limit financial risk. One question is whether or how much the General Fund should support these managed care efforts. When the Oregon Health Plan was first implemented, the County funded the start-up and infrastructure development costs of CareOregon as a loan from the General Fund. This may be a useful model for funding some of the managed care infrastructure developments proposed in CFS. However, the situation is somewhat different because the CFS is attempting to build a *department-wide* base that will support many different managed care efforts. There is not a single project which could be identified for future cost recovery.

Client Payment & Billing System (\$200,000 OTO)

CFS is seeking \$200,000 in one-time-only funds to purchase a client tracking and billing system for managed care. The system would be used for claims processing, client intake and care authorization, treatment plans, and tracking service quality and utilization data. CFS believes that an in-house system is a vital component of the infrastructure needed for managed care. Under managed care, the department is responsible for monitoring cost, quality and access trends, and CFS needs timely access to data to support its needs. The system that the department is interested in purchasing would meet the full range of these needs. Many aspects of this system could have broader applications for other department services as well. The system would be compatible with the department's integrated system and may even serve as a platform for the integrated system.

The main alternative to developing an in-house system is contracting for these services. CFS is currently contracting with ODS for claims processing services in the Children's Capitation project; CareOregon also contracts with ODS. The advantage of contracting is that vendors have a great deal of industry expertise, whereas claims processing is not one of our core functions. The County's strategic information plan emphasizes that we should *buy* rather than *make* whenever possible. On the other hand, contracting can be an expensive option; contractors' fees include a profit margin as well as the core service cost. ODS charges 4% of all capitation revenues to provide claims processing for the capitation project and the Oregon Health Plan chemical dependency services. The department believes that it could perform claims processing internally for a much lower ongoing cost. In addition to cost, ODS does not provide the full range of data that CFS needs to manage the system. ODS can provide data on cost and access/utilization trends but it does not track quality. The department will not have direct access to the data, so it will be unable to perform ad hoc analysis. Similarly, this option does not provide a tool that staff can use for care authorization or treatment planning.

Another alternative is to develop a County-wide system to support these functions. Such a system could also support CareOregon and future managed care efforts in other departments, such as Aging Services. The advantage to this alternative is that it prevents the County from making redundant investments in information systems. This would also support the County's efforts to integrate data systems across departments. If we are going to develop the expertise and systems to perform claims processing, it makes sense to develop a capability that will serve all of our needs. One disadvantage is that each department has different needs, and it may not be possible to serve the full set of needs with one system. Managed care under CareOregon is dramatically different from managed care in the children's capitation project with regards to the number of providers, billable services and payment mechanisms. A second disadvantage is that such a system would probably be more expensive to develop and require a much longer time to

implement. There has been no discussion between CFS and CareOregon about this alternative, so there may be other issues that I have not identified.

I agree with the department that an in-house system would best meet its needs and should be a high priority for investment. However, I do not feel that the department has fully analyzed the likely ongoing costs or alternatives in this proposal. I am concerned that the ongoing costs of performing claims processing internally could actually be higher than contracting and that the costs of purchasing and adapting a system could also exceed their estimates. I believe that CFS needs to develop a more detailed estimate of what would be required to perform these functions, based on conversations with other organizations that do this internally. I spoke about this issue with CareOregon's financial manager in order to hear another perspective about the tradeoffs between contracting and providing the function directly. She felt that contracting might be more cost-effective because of the high level of expertise needed for managed care claims processing and the County's salary structure; however, CareOregon has also not analyzed this in depth. Since CareOregon's contract with ODS is scheduled to expire at the end of 1996-97, I recommend exploring the option of a common system.

I am concerned about developing a system before we fully know the extent and nature of our involvement in managed care. There is still a great deal of uncertainty about the shape of managed care in 1997-98 and beyond. The children's capitation project is a demonstration project, and it will end at the end of 1996-97. The current expectation is that these services will be folded into the Oregon Health Plan; however, in the last session of the Legislature, the timing of this appeared to be in question. If the Legislature delays folding mental health into the Oregon Health Plan, we don't know what sort of system there will be in the interim. According to CFS, the State is committed to managed care, and the department expects that the children's capitation project will be extended. However, there are no firm answers. It may be premature to purchase a system given the uncertainty about the configuration of managed care under the Oregon Health Plan in 1997 and beyond.

If this add package is funded, I recommend that it be done as a loan. This would be consistent with how the County handled infrastructure development for CareOregon. If this system will truly achieve ongoing savings in operating costs, then we could amortize the system development costs to the CFS managed care programs that use the system in the future.

Managed Care System Development (\$50,000 OTO)

CFS is requesting \$50,000 on a one-time-only basis to hire consultants to assist in preparing for the inclusion of mental health services in the Oregon Health Plan. Adult and children's mental health services are anticipated to be rolled into the Oregon Health Plan in July, 1997. The department is requesting the funds to hire consultants for trouble-shooting and technical assistance to the department in specialized areas, including rate negotiation, risk model development and clinical system development.

Despite the department's growing experience in managed care through the children's capitation project and OHP chemical dependency services, there are many aspects of managed care that are highly specialized. In particular, actuarial analysis is critical for understanding and negotiating the State's proposed rates. Without this kind of assistance, we are at a great disadvantage in our negotiations. Consultants served a critical support role for CFS in the children's capitation project. They worked closely in negotiating with the state, designing a risk model, negotiating rates, negotiating with ODS for the billing system and in developing a treatment model.

CFS anticipates spending this money both for the Oregon Health Plan development, and rate analysis for settling the risk model on the current children's capitation project. To the extent that this is supporting the capitation project I believe it is more appropriate to fund it as a loan. However, it is difficult to sort out how much of this request would be needed for the Oregon Health Plan versus capitation.

I strongly recommend funding this add package. If the County is going to participate in behavioral health reform through the Oregon Health Plan and other federal or state initiatives, this is an important investment for reducing our financial risk.

3. Partnership with Education

The historic separation of functions between the County and the Schools has grown increasingly blurred. Several of the County's Urgent Benchmarks require active partnership between the County and the schools in order to achieve them. We have also developed collaborative programs to address issues such as student violence or substance abuse. Increasingly, the County has viewed the schools as a focal point for delivering other County services to children and families. The chart below shows the extent of County support for the schools.

County Support of Schools

	1995-6 Amount	1996-7 Request	1996-7 Potential Adds
Health Department			
Violence Prevention	115,000	125,000	
School-based health clinics	3,000,000	3,200,000	482,000
School and community dental services	450,000	480,000	
Pregnancy Prevention			386,000
Juvenile Justice			
PAX (alternative school for kids with weapons in school)	34,000	11,000	117,000
Counteract (school based A&D)	62,000	0	0
Street Law (legal process education)	50,000	0	0
AYOS Genesis Alternative School	152,000	151,000	0
Save Our Youth	89,000	96,000	0
Sheriff			
School Resource Officers [Includes DARE in 1996-97]	146,000	169,000	0
DARE	190,000	0	0
Community and Family Services			
School based mental health	900,000	925,000	0
Touchstone (A&D involved families)	264,000	262,000	220,000
Partners	140,000	140,000	0
Family Resource Centers (Roosevelt, Marshall, Beach)	232,000	353,000	162,000
Head Start	188,000	207,000	108,000
Caring Communities	60,000	60,000	80,000
Counteract	0	0	290,000
Alternative Schools	50,000	50,000	0
Hispanic School Retention and Retrieval	100,000	100,000	170,000
Teen Parent Support	96,000	96,000	0
SKIP	32,000	32,000	0
Mt. Scott Summer Learning	6,000	6,000	0
Developmentally Delayed case management	0	0	359,000
Library			
Joint branch operation with Parkrose	0	220,000	0
MCCF			
School Liaison	40,000	62,000	0
Total	6,396,000	6,745,000	2,374,700

The schools' present fiscal crisis has prompted a widespread call for financial support. The County has over \$2.3 million in add package requests for programs that would impact the schools. These requests represent a significant (33%) expansion over our current level of support for the schools. While each proposal should be judged on its own merits, we should also consider the package as a whole so that we can understand the aggregate implications of our decisions.

As we approach this problem, there are several considerations that we should weigh. First, a healthy school system is essential for community well-being. We want to be responsive to the schools rather than drawing lines in the sand over funding responsibilities. On the other hand, we should be cautious about making ongoing funding commitments for services that are clearly outside the scope of County responsibility, such as classroom instruction. The same property tax limitation that places the schools in financial jeopardy limits our own ability to undertake new, expensive initiatives. This is particularly important as we may be facing another tax initiative on the November ballot. We do not want to commit to a high level of ongoing support that will compromise our ability to carry out our own mission.

Another thorny issue that has arisen around school support is the need to respond equitably to the needs of schools countywide. The plight of Portland Public Schools has been the most visible because of the magnitude of the reductions. Yet as a County government, we should provide support that benefits other County districts as well. Because of the disparate impact of equalization efforts, some of the districts are in much better financial condition than Portland; however, others are facing equally harmful reductions.

As we consider the various add packages that impact the schools, I recommend that we target our support toward programs that support the County's Benchmarks and mission. We should also consider funding packages on a one-time-only basis.

4. Other Add Packages

Staff Domestic Violence Training and Resources (\$5,000 OTO plus \$5,000 ongoing)

Community and Family Services has developed a department plan for responding to domestic violence. The first phase of the plan is to provide staff with training and resource information about domestic violence, and to train direct service staff in domestic violence assessment. The department is requesting \$10,000 in order to implement the first phase of the plan. Half of the department's request is for one-time-only funds.

The department's plan addresses domestic violence on several levels. First, it provides training and resources for CFS employees who are affected by domestic violence. If the department is to be a leader in convening community resources and planning around this issue, it is essential that it model good practices with its own employees. Second, the plan uses CFS direct service staff as natural helpers, leveraging the opportunities through their work with clients to identify potential abuse situations and connect victims with resources. Through this plan, the department will have a far-reaching impact at a low cost. Based on these strengths, I recommend funding this add package.

There are several issues that the department should consider as it implements this plan. First, the domestic violence system is extremely underfunded; I am concerned that we will be doing a lot of outreach but have very little support to offer to victims who are identified. Second, it is important that the department act judiciously in its use of staff as "eyes and ears". Misidentification of abuse situations could create problems for clients and legal issues for the County.

Domestic Violence Supportive Services (\$225,000)

The department is requesting \$225,000 for out-of-shelter services for victims of domestic violence. Currently, the County does not fund out-of-shelter services for victims. Services are delivered through shelters, which serve only 10% of the victims seeking services. There are some piecemeal out-of-shelter services provided by various shelters and agencies, but there is no comprehensive service delivery system outside of the shelters.

This proposal would begin to build a continuum of services for victims. It would expand victims' services through a lower cost model (approximately \$100 per victim compared with \$1,100 per victim for shelter services), while reaching populations that are not being served through shelters (either because of lack of capacity or because they do not need shelter). The development of supportive services will enable women to receive services while remaining within their home and community. This is particularly important for non-English-speaking women who may be reluctant to enter a shelter and lose their community supports. I recommend funding this add package at the requested level.

The Wellness Team reviewed this add package and discussed the possibility of siting these services at the Family Centers. Domestic violence services are currently provided through the shelter system, which does not operate on a geographic basis. Delivering these services through the Family Centers or other community-based sites may help to connect victims with other needed community supports and services. I discussed this issue with the Domestic Violence Coordinator, who proposed that there should be a broader planning process to examine the desirability of siting these services at Family Centers, Health Clinics, and Family Resource Centers. Regardless of where services are delivered, she recommended contracting with a domestic violence provider because of the many legal issues around domestic violence that require technical expertise. One possible model would be for a domestic violence agency to provide services at Family Centers and other sites through regular, scheduled staff visits. Staff at the sites would refer clients to the domestic violence services.

The Wellness Team also discussed possible linkages between domestic violence supportive services and the Family Advocates model for families affected by child abuse. I believe that it is important to coordinate services for families that are affected by both domestic abuse and child abuse. However, child abuse and domestic violence are distinct issues which require unique kinds of services. I discussed this issue with the DV Coordinator, who felt that child abuse providers and domestic violence providers each had different areas of expertise. Improved coordination is desirable for families with multiple abuse issues, but it is probably not effective to respond to both problems through a single program model. By siting both of these services at the Family Centers, we may be able to achieve coordination without compromising service effectiveness.

Crisis Response Services (\$400,000)

CFS is requesting \$400,000 in ongoing funding to support the crisis response system. The department received \$400,000 in one-time-only support this year for the initial development of the center and planned to find ongoing funding for the center from the following sources: reprogramming current mental health funding, savings in e-hold and commitment costs, contributions from police and sheriff, third party billings and business community fund-raising. CFS had worked closely with law enforcement and other stakeholders in designing the system and anticipated their support for the project, which has not materialized. The department did not pursue other fund-raising because it felt it would be difficult to attract support for the system when the system was not yet in place.

At the time of the RFP, CFS had identified \$2.7 million in secure funding for the project and committed to raise an additional 20%. The bidders were asked to identify funding sources, including private funds; however, the only significant funds identified were Medicaid and Medicare billings.

At this point, \$3.07 million in relatively secure funding has been identified. The total cost of the project is estimated to be \$5.6-\$5.9 million. The department estimates that client fees and third-party payments can provide an additional \$1.2-\$1.9 million in client fees and third-party payments. *The resulting gap in funding for the system is between \$600,000 - \$1.7 million.*

If this package is not funded and the requested City support (\$500,000) is not available, there will be severe consequences for the crisis system. Some reductions could be managed by scaling back the level of services, such as the number of stabilization beds. More likely, though, the department would need to limit the scope of the triage system to serve only adults. Only a very small portion of the crisis funds (\$124,000) support children's crisis care; yet the cost of children's crisis services is a much larger component of the system. Adults and children often

have different needs when in crisis, and the response must be able to reflect those needs. For example, mobile crisis response is especially important for children, since treatment is most often effective when it stabilizes them in their home. For adults this type of intervention may not be as appropriate. Therefore, the triage center may eliminate service to children and scale back some of the components of the system directed toward their needs.

Removing children's services from the crisis response system would significantly reduce the level of care available to them, even compared with the current quadrant system. The level of funding that is dedicated to children's crisis services is not adequate to provide stand-alone crisis care.

I believe that the integrity or even the existence of crisis triage could be threatened if it does not receive *at least* \$400,000 in additional support (from either the City or the County). There are several reasons that the County may not wish to provide ongoing funding at this level. This is a very large request in relation to the amount of ongoing funding available for countywide add packages. It is a substantial investment in crisis services at a time when the County is trying to emphasize early intervention. Funding for crisis services has traditionally been a State responsibility. Additionally, when the Board provided one-time-only funding last year, it understood that it would not be asked to provide ongoing funding to support the triage center. The department's decision to postpone fund-raising efforts is also a consideration. Finally, it is troubling that the law enforcement agencies that were enthusiastic supporters of the project have been unwilling to provide financial backing.

If the crisis triage center is a high priority for the Board, then I recommend that the County provide financial support, despite the issues I raised above. However, there are alternatives to fully funding the request with ongoing support. One option would be to fund some portion of the request with one-time-only funds and charge the department to conduct fund-raising during 1996-97. Another option would be to negotiate with the law enforcement agencies to reprogram some of their funding toward the center, since they will directly benefit from its existence.

Singles Homeless Assessment Center (\$139,660)

The Singles Homeless Assessment Center (SHAC) was added mid-year in 1995-96. The amount of funding identified when the shelter was added in 1995-96 was not sufficient to fully annualize the operations; therefore, the shelter is budgeted on a two-shift per day basis in the department's budget request. CFS is requesting \$139,660 in ongoing funding to fund the third shift so that the shelter can be open during the daytime.

It is possible to operate the shelter only in the evenings and nights, but this is undesirable for several reasons. First, many homeless persons have nowhere to go in the daytime. During the winter months, they are at risk of exposure if they spend their days outdoors. A second issue is that the assessment center is located inside the shelter. Closing the shelter during the daytime may interfere with the assessment center, although it may still be possible for assessment staff to serve the residents in daytime appointments.

I support this add package, although I have some reservations about the balance of funding responsibilities between the City and the County. The shelter was developed in close partnership between the City and the County. The City contributed \$100,000 to support shelter operations in 1995-96, and the County provided \$136,000 (reallocated from other Community Action uses). In 1996-97, the City has been asked to increase its support to \$150,000, and the County is providing \$99,882 in its base budget. If this add package is funded, total County support for the shelter will be \$239,542. I understood the agreement between the City and County involved a roughly equal partnership, in which case I would expect more City support to offset this request.

This add package highlights the need to present the full year cost of new programs when we begin them mid-year. This gap was not identified in the Board briefing or the budget modification. The Board was very supportive of this program and a presentation of the annualization costs probably would not have resulted in a different decision. However, I believe it is essential for departments to identify these kinds of issues in the budget modification process so that the organization can track the funding needs associated with these decisions.

Bridgeview Services for Homeless (\$175,000)

The Bridgeview Community provides transitional housing and supportive services to mentally ill homeless persons. The project is jointly funded by the City, the County and the federal government. CFS was recently informed that the federal funding would end during the current fiscal year. The department is requesting funding to backfill most of the federal reduction; the remainder would be replaced by billing Medicaid.

Bridgeview is a unique program, in that mental health treatment and supportive services are provided in a residence-based setting. Program clients reside in the Golden West Hotel, where 24-hour residential aides provide life skills training, counseling, meal assistance and other supports. Mental Health Services West operates a clinic on-site to provide mental health treatment.

The goal of the program is to provide supportive services that help to transition residents into permanent housing and ongoing community-based treatment. However, it appears that the "transition" function has been slipping in recent years, with residents spending longer periods in Bridgeview than intended. Based on outcome data for the program, only 38% of the Bridgeview residents in 1995 were newly housed, compared with 63% in 1992.

The federal funding supported treatment and supportive services (along with the County funds). If this reduction is not restored, it will not be possible to maintain the on-site clinical and supportive services at current levels. Reducing these services would restrict the program's ability to transition people to permanent housing. Instead, the program would simply provide a static housing function, with little or no turnover among residents.

Another alternative would be to end the Bridgeview program and use the funds that supported it to maintain the Golden West Hotel as alcohol and drug-free housing. This would create a gap in the service system for homeless persons with mental illnesses, but it would fill another critical need: the absence of A&D free housing. It would also maintain the SRO rooms, which are in short supply, as part of the City's low income housing stock.

Based on the link with several of the Urgent Benchmarks, this program appears to be a good candidate for restoration. It fills a unique gap in the service system for a population that has few alternatives. Many of the Bridgeview residents suffer from acute psychosis, and may become the County's responsibility through the commitment process if their needs are not addressed. On the other hand, backfilling federal funding reductions is problematic; the County can expect a growing demand for maintenance funding if the funding cuts being discussed in Congress materialize. Also, it appears that this program has been slipping in its achievement of the intended outcomes (transitioning residents to permanent housing and community treatment), and I am reluctant to support full restoration without addressing these issues. I recommend that the department return with a proposal for how best to configure these services in order to improve program outcomes, rather than automatically restoring funding at the current configuration.

Expand Jail Diversion (\$70,832-\$212,496)

The Mental Health Pre-Trial Diversion project began operating in February, 1996. The project will divert offenders charged with property crimes (Class C or lower) from the jails into mental health treatment.

This program is a promising strategy for addressing the treatment needs of at least some of the large number of offenders in the criminal justice system who have mental health problems. To the extent that the criminal behavior is a result of an offender's mental illness, addressing the mental health problems may reduce future recidivism.

Expanding the diversion program would either increase the number of offenders it could serve, or increase the level of services provided. There is insufficient data at this point to warrant a program capacity expansion. Because the program has only been operating for a month, there is no data or experience to suggest how much additional capacity (if any) is needed to serve the eligible population. Despite the large number of offenders with mental health problems, only a subset are eligible for participation in the diversion program, either because their offense is too serious or because they do not meet other program criteria.

Regardless of the number of offenders, there may be a need for more treatment resources or supportive services such as housing. Early findings suggest that a much lower proportion of inmates are Medicaid-eligible than expected. Additional funding may be needed for treatment if providers are not able to bill Medicaid.

It seems premature to expand the program's capacity before we have a few months of experience to indicate the level of need. However, providing for the mental health needs of offenders is one of the major issues in the county's public safety planning process, and the program is closely linked to several of the Urgent Benchmarks. I recommend deferring this add package until the Board's May budget hearings. At that point, the program will have several months of data on which to base their recommendations for program expansion, so that we can better estimate the capacity that is needed.

Emergency Housing Support (\$136,954)

FEMA is reducing its support for emergency assistance by \$136,954 in the current federal fiscal year (45%). Emergency assistance is used to provide emergency food assistance, rent assistance and housing vouchers. Community Action decided to maintain emergency food assistance at its 1995-96 level, so emergency housing will incur the full reduction. The department is requesting \$136,954 to fully backfill the FEMA reduction.

In 1995-96, Community Action budgeted \$625,000 for emergency housing; in 1996-97 the program will have \$468,000. The program wishes to maintain a minimum of \$600,000 for these services. Even at current funding levels, the need greatly exceeds available resources. The emergency housing funds, which are allocated on a monthly basis, are exhausted by the 10th of each month.

Emergency housing assistance is one of the main resources that Case Managers in the Community Action Centers have for assisting clients. Vouchers are especially critical for homeless families because of the lack of shelter space available to them. If this add package is not funded, the Community Action Program will cut another piece within the service system in order to bring this up to a minimum adequate level. However, the program already made a 5% reduction across the Community Action service system in order to reach constraint.

I question the desirability of backfilling federal reductions. The County cannot replace all of the funding that we may expect to lose if a federal budget is finally adopted. However, this service supports some of the most vulnerable people in our County, and I would rank this as a high priority for restoration among the backfill requests.

Constraint Cut Restorations

CFS needed to cut approximately \$700,000 to reach constraint. The department also reallocated funding within constraint through salary savings in order to support the following spending priorities for the department: the addition of a grants writer, a Program Development Specialist in the Child Youth & Family Program, a Senior Fiscal Specialist and an innovative projects mini-grants program. Each division was asked to find reductions in order to reach constraint. Three central functions were held harmless from reductions because they were considered essential to supporting other programs: the Contracts unit, Budget & Fiscal, and the MIS unit.

Managers agreed to balance the impact of the reductions between services and administration, and also to balance the impact on providers against the impact on the department. They made the following service reductions: elimination of the Acupuncture program (\$74,834) and the elimination of 2.5 FTE in the DD program for which there was not sufficient revenue. They also found reductions that could be achieved through cost savings without service impacts for E-Holds (\$175,000) and the ADAPT program (\$88,631). After they had made these reductions, they looked to internal positions and focused on administrative reductions. Based on these principles, they agreed that each program (division) should cut an exempt position.

The department worked hard to find cuts that would not compromise service delivery. However, focusing reductions exclusively on exempt staff may leave programs without the administrative support that is needed to manage them effectively, ultimately compromising the

quality of program services. A list of the restoration add packages follows, with a brief discussion of each.

- *Administrative Analyst (\$52,514)*
The Administrative Analyst supports the Behavioral Health Program Manager and Planning & Operations Manager. It is difficult to fully predict the impact if this cut is not restored, because the department only recently completed the reorganization that formed the Behavioral Health Program, and the Program Manager has been with the County for less than a month. However, this is the only support staff that these managers will have. This position is responsible for scheduling, correspondence, organizing, staffing meetings and other functions. The Behavioral Health Program probably couldn't have made an alternative reduction that would have less impact on direct service delivery. I recommend restoring this add package, because I believe that the lack of administrative support will reduce the effectiveness of Behavioral Health program management.
- *Operations Administrator (\$34,122)*
The Operations Administrator was reduced by .5 FTE, and the department is seeking full restoration. This position is responsible for administering personnel and payroll, facilities planning and management, new employee orientation and the department newsletter. Because the Contracts, MIS and Budget & Fiscal units were held harmless from the reductions, there were few other possibilities for cuts within the Resource Management section. If the scope of the reductions had included non-exempt staff, it may have been possible to cut a position with less impact. I have discussed this cut with the department's personnel analyst, who feels that this position's functions could not be assumed by anyone else. I recommend restoration of this position.
- *Columbia Villa Coordinator (\$26,406)*
The Columbia Villa Family Resource Center Coordinator was reduced by .5 FTE to meet constraint. The department is seeking funding to fully restore the position.

The Family Resource Centers are central to the department's relationship with the community and an integral component of our service system. I believe that the department could have made other reductions (administrative or service reductions) that would have less impact. I feel that it is a high priority to restore this position. However, I recommend that the department reexamine other possible cuts, looking at both exempt and non-exempt positions across all divisions, before seeking an add package to restore it. The Child Youth & Family Program is relatively small (18.9 FTE's), and there are not many alternative staffing cuts. Virtually any other cut within the Child Youth & Family Program would also have a service impact, but perhaps not as direct of an impact. If there are no acceptable reductions within the Child Youth & Family program, I recommend that CFS look throughout the department for a reduction that would have a lower impact.

- *Office Assistant 2 (\$10,000)*
This position was added recently to support the work being done by the Domestic Violence Benchmark Coordinator and the department's RESULTS and training efforts. The position was reduced from 1 FTE to .75 FTE. The position is responsible for coordinating department-wide mailings, and distributing materials to the Family Violence Intervention Steering Committee. CFS has indicated that the Chair's Office committed to support the Domestic Violence Coordinator with .5 FTE in order to fulfill the increased responsibilities associated with coordinating around the Benchmark; this cut may threaten that agreement.

Both the Domestic Violence Coordinator and the RESULTS Coordinator have many mass mailings and other tasks that require a higher level of clerical assistance. The department feels that these functions would be compromised by this reduction. It is hard for me to judge how much of an effect there would be. Because this position is quite new, reducing it may

have less of an impact than some of the other proposed reductions. I support the department's request for restoration, but I would prioritize this lower than some of the other positions cut to reach constraint.

- *Program Services Administrator (\$71,390)*

The department is seeking restoration for the Program Services Administrator, cut from the Developmental Disabilities program. This position is responsible for supervising 14 FTE's. Based on a conversation with the department's personnel analyst, I am very concerned that this cut would have a harmful impact on service delivery.

CFS feels that it could reassign supervision responsibilities within the DD program; however, there are only four other supervisors remaining. According to Personnel, DD's current supervision ratio is approximately 1:11, which is about average throughout the County. This cut would result in a ratio of 1:16. Although this is an administrative position, I believe that this reduction would directly impact service quality, and I recommend that this cut be restored.

- *Acupuncture Services (\$74,834)*

The Department eliminated Acupuncture services at Hooper Detox Center and Portland Addictions Acupuncture Center in order to meet constraint. The County has funded acupuncture services since 1988 to enhance the effectiveness of Detox programs. According to the original project evaluation, acupuncture increased client retention in Detox by 30-40%. Acupuncture decreases acting-out and attention-seeking behavior among Detox clients, and it also helps to reduce the craving.

If acupuncture is not restored, we may see higher attrition among detox clients. We have been able to leverage a modest investment of County general fund to serve a large number of clients (3,334 per year) through Oregon Health Plan billings. The Health Plan funds general acupuncture services, although it does not fund Detox acupuncture. Given our ability to leverage significant outside funds and the apparent enhancement of detox effectiveness, I support this add package.

- *Hooper Center (\$25,688)*

Building repair and maintenance costs for Hooper Detox Center rose by \$25,688 this year, a 33% increase over the previous year. A major factor for the increase was the installation of a new HVAC system, which requires much more frequent filter changes and maintenance. However, many other factors were also driving the cost increase, including growth in general maintenance. Community and Family Services is charged directly for Hooper's maintenance costs, which it had to cover within its constraint. In order to cover this cost growth within constraint, CFS reduced funding for Sobering & Detox services by the amount of the increase in maintenance costs. The department is seeking funding to restore this reduction.

Central City Concern has a lease with the County granting them rent-free use of the Hooper Detox Center as long as they continue to contract with the County for Sobering and Detox services. However, under the terms of the lease, Hooper is responsible for general maintenance costs. The County is responsible only for structural maintenance (such as foundation work) but we have been paying the entire repair and maintenance charge for years.

If this add package is not funded, and no other steps are taken, Hooper must find a way to cope with a \$25,000 reduction in services. It is difficult to reduce costs, since both Sobering and Detox are around-the-clock operations in which personnel is a major component of the costs. On the other hand, the reduction is less than one percent of their total contract, so I would expect that they could find a way to cover it.

I recommend funding this add package, but also addressing the root causes of this problem by restoring responsibility for general maintenance costs to Hooper. Under the current system, Hooper has no incentive to control maintenance costs, and much of the maintenance is for breakage or other controllable costs. Because Hooper is probably not able to absorb these added costs under their existing allocation, I recommend that we revise their contract to transfer the funding for their current year's share of maintenance costs. This funding would be a permanent addition to their contract; however, if costs rose in the future, Hooper would be responsible for covering them.

Performance Measurement & Evaluation

Community and Family Services dedicated a great deal of effort to reviewing and improving its Key Results during the current year. The department held a Key Results training for its exempt staff, presented by the Chair, the Budget & Quality Office and the Auditor's Office. The session focused on a number of performance measurement issues including data availability, information systems gaps, the relationship between Benchmarks and Key Results, and identifying outcomes for assessment functions and other programs where outcomes are not easily measured. The department held an all day follow-up session for the TAG team and invited Jim Carlson and me to participate. In the session, managers reviewed current Key Results, identified measures where there were ongoing data availability problems, and developed and critiqued new Key Results. The group also developed a set of principles to guide its performance measurement efforts. The department's efforts will result an improved ability to report data for its Key Results.

Grants Development Efforts

There is no systematic grant development or planning effort currently underway. The department has added a grant writer by reallocating funding within constraint in order to take a more proactive approach to attracting grant funding as the future level of state and federal funding grows more uncertain.

RESULTS Efforts

Please refer to the department section of the narrative budget for an in-depth description of the current status of Community and Family Services' RESULTS efforts.

- cc. Beverly Stein, County Chair
- Bill Farver, Executive Assistant
- Lorenzo Poe, Director, Department of Community & Family Services
- Howard Klink, Deputy Director
- Susan Clark, Support Services Manager
- Kathy Tinkle, Administrative Services Officer
- Dave Warren, Principal Budget Analyst
- CFS TAG Team



MULTNOMAH COUNTY, OREGON

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TO: Barry Crook, Budget and Quality Manager
FROM: Wendy Byers, Health Department Budget Analyst
DATE: Thursday, May 16, 1996
RE: Analysis of Health Department Budget Request for FY 96-97

This memo provides an overview of significant changes, issues, and decisions related to the Multnomah County Health Department's budget request for fiscal year 1996-97.

Constraint Calculation

The 1996-97 General Fund constraint for the Health Department is \$28,500,864. Added to this is General Fund paid indirect of \$4,578,141, \$487,812 the Department's share of grant paid indirect, and \$2,211,762 in General Fund support to the Inverness fund. Additionally, the constraint was increased by \$603,393, over the current year, to reflect growth in program generated General Fund fees. The availability of General Fund fee increases to departments, however, is an issue that needs to be resolved. For fees tied to program expenditures every effort should be made to move as close to full cost recovery as possible, with the department's constraint being adjusted accordingly. For fees not tied to expenditures, for example, fees collected from inmates for medical services, a balance needs to be struck between providing an incentive for increased fee collection, while keeping the use of General Fund fee revenue at the discretion of the Board.

Department Budget Summary:

	1994-95 Actual	1995-96 Current Estimate	1995-96 Adopted Budget	1996-97 Proposed Budget	Difference
Staffing FTE		TBD	809.51	783.07	(26.44)
Departmental Costs		TBD	\$114,644,663	\$107,918,000	\$(6,726,663)
External Revenues		TBD	\$85,500,352	\$72,139,421	\$(13,360,931)
General Fund Support		TBD	\$29,144,311	\$35,778,579	\$6,634,268

Significant Changes

- ✓ **FTE** The base budget submittal contains a net decrease of 26.44 FTE when compared to the adopted budget. This budget includes staff moved from the Sheriff's office and the annualization of a school based health clinic position, bringing the actual reduction in staff closer to 29.44 FTE. Of the total decrease, the largest reduction, 15.45 FTE, came from the

Primary Care Division as a result of declining Medicaid fees, capitation, and grant revenues. In the Disease Control Division 7.75 FTE were cut from the HIV/Women's Project funded by the Center for Disease Control(CDC). In addition, 9.68 FTE funded by a National Institute of Drug Abuse(NIDA) grant were also cut. The NIDA and the CDC grants will end in August 1996. A three year Center for Substance Abuse Treatment(CSAT) continuation grant, received in the current budget year, added 7.00 FTE partially offsetting the other reductions. 6.61 FTE were cut from the Brentwood-Darlington health team. The federal grant funding the team will end in October 1996. Field Nursing added 3.70 FTE with Babies First and Oregon Commission of Children & Youth revenue. The Department has also created a Quality Office, adding 3.70 FTE.

- ✓ **Revenue** The budget reflects a net revenue reduction of \$6.7 million. The most significant change is a reduction in fee-for-service and capitated Medicaid/Title 19 revenue for CareOregon and the Primary Care clinics (see issues below).
- ✓ **Expense** Pass Through expenses reflect a net decrease of \$4.5 million. A reduction of \$6.7 million is attributable to CareOregon reducing claims and capitation expenses paid out to Primary Care, OHSU, and other service providers, to more closely reflect actual experience. Pass Through service increased slightly for other divisions. Other Material and Service expenses were reduced by \$2.8 million. A substantial portion of this is a reduction in supplies and pharmacy expenses that correspond to the reduction in services in Primary Care. The PC Flat fee was covered by the Department within constraint.
- ✓ **Structural** The Department made some changes to their organizational structure. The Planning and Development Program, along with the addition of new staff, create the new Quality Office. The new Quality Office, along with the Training and Development Program will report to the Department Director and appear in the Director's budget. HIV Services, the TB Clinic, Communicable Diseases, and Occupational Health make up the Disease Control Division. The programs that remained in the Specialty Services Division - School Based Clinics, Field Services, Teen Family Support, and the Parent/Child Center, are now renamed Neighborhood Health. The International Health Center is now part of the Primary Care Division and combined with the MidCounty Health Center. The Burnside Clinic will close, with staff and clients reassigned to the Westside Clinic.

Add Packages

1. **Primary Care - Restoration Add Package**

Cost: \$821,432 12.84 FTE

Medicaid fee-for-service (FFS) and capitated revenues continue to decline for the 1996-97 fiscal year. Medicaid revenue for primary and specialty care clinics dropped \$1.9 million. The decline in FFS revenue (\$1.6 million) is a result of open card clients being successfully moved into managed care plans under the Oregon Health Plan. Additionally, FFS reimbursements have been capped resulting in less revenue per visit for those remaining FFS/open-card clients. The remaining revenue reduction (\$300,000) is the result of reduced capitation rates for clients in managed care plans (CareOregon.)

In response to the revenue shortage, the Burnside Clinic will close and merge with the Westside clinic in the McCoy Building and the International Health Clinic will merge with the MidCounty Clinic. Clinics have cut the provider teams and/or reduced clinic hours. This represents cuts in service for approximately 5,000 clients, representing 15,000 Primary care visits. Nearly all Primary Care clients have an income below 200% of the poverty level. The typical client is a child under the age of four or a woman of child bearing age.

The Department is requesting \$821,432 to partially restore services cut in the proposed budget. This add package will restore 9.12 FTE of provider personnel and 3.72 FTE in clinic support staff. It will also partially restore professional services, clinic and pharmacy supplies. This will allow the Primary Care Division to restore 3,493 clients (10,480 visits).

Since the Primary Care Clinic is obligated to provide services for Medicaid capitation clients, it is the medically indigent, with no coverage, who will be hurt most by reducing clinic hours and services. It would be expected that the majority of these clients would seek urgency care through the more costly hospital emergency rooms, which would compromise continuity of care, management of chronic illnesses and the early treatment of acute illnesses. This add package would allow transition time for the Health Department to formulate a community-wide effort to provide affordable, accessible primary care to the medically indigent. Restoration funding will allow for adequate networking and strategic planning to proceed, while keeping service disruption to a minimum.

Budget Office recommendation: Evaluating this restoration add package requires that the larger revenue picture and demand for primary care services be considered. There were several optimistic assumptions made about budgeted revenue. If these assumptions prove too optimistic, the deficit for the Primary Care Division could expand. For example, the possible reform or elimination of the Federally Qualified Health Center (FQHC) and Family Planning Law would mean the additional loss of \$750,000 to \$1.2 million in Medicaid fees.

While federal and state revenue continues to decline, demand for services by the medically indigent continues to grow. The OHP screens out many clients who meet the 100% of poverty income requirement. For example, the OHP has now started charging a premium to some clients, with failure to pay resulting in exclusion from the plan for several years. The OHP has already seen a decline in enrollment over the past few months, since the premium was instituted. Surveys, for the State and Multnomah County, also indicate a decline in the number of employers offering health insurance. This has the potential to increase the pool of working poor who do not qualify for the OHP and have no other insurance coverage.

These trends will continue to place pressure on the County General Fund to support Primary Care services. A policy decision should be made regarding the type and level of services the County is willing and able to provide and to whom. Until the Department and the Board have determined the future of Primary Care, interim funding seems appropriate to minimize the impact on our clients.

2. School Based Health Centers (2 sites) - Wellness Add Package

Cost: \$482,774/\$713,594 annual 7.05 FTE

There are currently School Based Health Centers (SBHC) in seven County high schools, three middle schools, and one elementary school. The SBHC program is a key component in efforts to reduce the rates of teen pregnancy and to improve access to health care for children and adolescents. The clinics provide preventative health services, basic primary health care for acute and chronic conditions, age-appropriate family planning and mental health services. The Health Department has submitted a Wellness add package for two new SBHCs. The Portland Public Schools will determine one site, with the second site open for competitive bid to other school districts within the County. The bidding criteria typically includes the level of community and

schoolboard support, along with client need and the occupancy and related expenses covered by the school.

For 1996-97, the cost for two sites would be \$482,774 with a mid-year start date, annualizing to \$713,594 in the following year. It will provide 7.05 FTE in provider and support staff time, as well as the material and services for the sites. The schools will provide space, utilities, and janitorial services. The two sites will offer primary care services to an additional 1,000 clients.

A SBHC evaluation, conducted in 1994, assessed the effectiveness of the program in meeting two goals: first, to provide accessible general health care to adolescents, particularly those most in need of services; second, to contribute to a reduction in teen pregnancy by providing reproductive health services. A survey of parents, students, and school staff was used to assess their interests and perspectives. The evaluation revealed the SBHC are meeting their first goal of providing health services to those students most in need of services. Also, the majority of sexually active students seek their reproductive health care at the centers, and believe that the centers are helping them reduce their risk of pregnancy. Additionally, the survey reflected strong support for SBHC. Parents and school staff encouraged expanding services and hours.

Budget Office recommendation: While I agree that SBHCs provide a valuable and effective service to their clients, higher funding priority should be given to Primary Care and neighborhood health services. When comparing the cost of the other add packages along with the number of clients served, the SBHC's appear to be a more costly approach to serving the medically indigent. Further, the SBHC survey indicated that more than half of the students surveyed in the clinics had health insurance or other sources of medical care. Emphasis should be placed on developing the linkages between SBHC and private insurers, to help fund some of the services. This additional revenue could then be used to off set the cost of new and existing clinics.

3. Brentwood-Darlington Community Health Team - Wellness Add Package

Cost: \$194,198/\$274,795 annual 3.34 FTE

This health team serves families within the Brentwood-Darlington neighborhood. It offers home visits to all families with a pregnant woman or young child, and one stop shopping for neighborhood services including immunization, well child care, WIC, pregnancy tests, and initial prenatal visits. The Maternal Child Health Bureau Community Integrated Service System (CISS) grant currently funds this project. This grant will end in 1996 and the Health Department has submitted a Wellness add package to continue this project.

This add package will cost \$194,198 in 1996-97, with a cost of \$274,795 the following year. The difference in costs between years reflects the loss of grant funding in 1996-97; \$103,000 is expected next year, with federal funding ending in mid-October. This Add Package will serve a minimum of 450 clients. The Health Team is in the process of moving from the Family Center to the Lane Middle School SBHC. The Health team and the SBHC will realize cost savings by sharing clerical, Community Health Nurse, and Nurse Practitioner services. They will also share the cost of office material and service expenses. Additionally, the Health Team will save rent expense by using the space provided by the school. The add package total reflects these savings.

This project was developed based on community needs expressed in a neighborhood assessment done by Portland Impact in 1992. Residents identified the need for accessible preventive health care as a priority concern. The Health team has been well received by the neighborhood, and response to customer satisfaction surveys indicates a very high level of satisfaction with clinic

services. During the time the Health Team has been present in the neighborhood, postneonatal mortality has improved from 6.5 per 1,000 births to 3.53 per 1,000 births, compared to a state-wide average that started at 4.4 per 1,000 and dropped to 3.58 per 1,000.

Budget Office recommendation: This project should receive continued funding. The model of making health services a part of the neighborhood is worth continued support and could be used as a model for redesigning Primary Care services. In particular, the home visits provide a valuable opportunity for assessing other health concerns -- domestic violence, neglect, parenting skills -- which might not otherwise surface in a clinic setting. However, as with the SBHC, I would encourage a Department wide effort that would explore when and how our costs could be covered by the larger health care community.

4. **Teen Pregnancy Prevention - Wellness Add Package**

Cost: \$389,018 7.03 FTE

The Health Department began an Adolescent Pregnancy Prevention Initiative in 1994 with the goal of developing a comprehensive strategic plan for reducing early adolescent pregnancy. This also shifted the focus to offer early prevention to adolescents in order to strengthen their resiliency rather than waiting until sexual activity and pregnancy occurs.

The Health Department is requesting, as part of the Wellness Project, a three-pronged Teen Pregnancy Prevention add package to address the urgent benchmark of reducing teen pregnancy. The objectives of the proposal are:

- Increase the number of adolescents who delay initiation of sexual involvement.
- Put adolescent and young adult males back "into the picture" for shared responsibility.
- Reduce the number of rapid, repeat pregnancies among teen parents.

The add package would fund two existing programs: Students Today Aren't Ready for Sex (STARS) and Waiting for Your Next (WYN) and the development of a new program: Coaching Male Success.

Students Today Aren't Ready for Sex (STARS)

The request would expand the current postponing sexual involvement curriculum to all middle schools in Multnomah County. The expanded program would reach an additional 1,600 students. An extensive demonstration project was completed in August, showing positive changes in 6th grade student knowledge, perceptions, attitudes, and behaviors regarding the delay of early sexual involvement. More importantly, the program was at least as successful in reaching students with risk factors as those without risk factors. Students considered high risk showed parallel or proportionally greater improvements in outcome measures than students considered lower risk. For example, students with a history of physical abuse, a factor that increases the risk for teen pregnancy, achieve accelerated improvements in outcome measures, making them comparable to other students at follow-up.

Waiting for Your Next (WYN)

This project is a collaboration between teen parent service providers (Insights, Northeast YWCA, and Delauney) and the Health Department. It is a curriculum similar to STARS aimed at increasing the number of teen parents who delay a rapid, repeat pregnancy. This request will fund program evaluation and will expand the program by including the male partners in the training and increasing the number of sessions.

The STARS and WYN program costs are combined totaling \$256,744, for 4.63 FTE, professional services, and material and services.

Coaching Male Success

The add package funds development, implementation, and evaluation of a male responsibility program for adolescent males. Trained, older peers lead the young men through a shared responsibility curriculum aimed at changing attitudes, perceptions, and behaviors of young male athletes (10 to 19 years of age). It also provides pregnancy prevention education, referral, and support for school and community athletic coaches. This program will cost \$132,274 annually and serve 360 young men and train 42 coaches in the first year. After completing a program evaluation, about 500 young athletes and 65 coaches will participate in the program each year. The long-term goal is to incorporate the program into the community and school athletic programs.

Budget Office recommendation: It appears that the STARS program has been successfully designed, implemented and evaluated. Service expansion, including booster sessions, and continued program evaluation should be a high priority. Both the Coaching and WYN program are targeting populations that are more difficult to reach. The research with the STARS program indicates that it is more difficult to change the behaviors of young men and youth who are already sexually active. Funding for these programs should be short term and only at the level needed to evaluate the effectiveness of the programs. On-going funding and program expansion should be considered after outcomes are measured.

5. **Dental Equipment - One time only Add Package** Cost: \$92,000 one time only Capital

This is a \$92,000 one-time-only add package for capital purchases for the Dental Program. Existing equipment is more than twenty years old and is incurring high repair and maintenance costs. The Health Department Dental Division would like to replace six clinic operatories and purchase a panoramic x-ray for the Northeast clinic.

Budget Office recommendation: Full or partial funding is recommended. However, General Fund clients currently represent about 10% of the clients served in the dental clinics. Given this it seems unreasonable for the General Fund to bear the full cost of Capital replacement. The capitated rate for Medicaid clients should be sufficient to pay for the cost of providing services, which includes capital replacement. The number of private dental providers participating in the Oregon Health plan has continued to decline. As a result, the number of OHP clients that the Dental Division is seeing has increased. If the capitation rate is insufficient to cover the cost of services then the need for General Fund subsidies could grow.

Other Issues and Opportunities

1. Refugee Primary Care

Two significant program planning processes are occurring simultaneously at the International Health Clinic. The first is the structural merging of the entire clinic with the Mid-County Primary Health Care Center, thus making the International Clinic part of the Primary Care Division. It is anticipated that the merging of these clinics will result in approximately \$70,000 in savings for the

units and these savings are reflected in the budget. The second issue is the new fee for service reimbursement system for refugees that has been established with OMAP.

For 17 years the Health Department has been providing primary care for all new refugees to Multnomah County. For the last 10 years, the federal Refugee Early Employment Program (REEP) has provided full funding for refugee screening and primary care on a capitated basis. The REEP program, terminated in April 1995 and Multnomah County negotiated a new fee for service system for refugees with the Oregon Medical Assistance Programs (OMAP). Under this program, OMAP agreed to provide newly arriving refugees with a fee for service Medicaid card restricting their primary care to Multnomah County. The Health Department then agreed to provide primary care, orientation and facilitate patient access into the Oregon Health Plan (OHP). Refugees would subsequently select an OHP provider of their choice.

However, there have been problems with the implementation of this new system. The clinic continues to provide screening for all new refugees with a grant for \$0.5 million, but enrollment in the OHP has been problematic. Refugees are being enrolled by Adult and Family Services (AFS) like any other plan participant and given a choice of providers. Consequently, reimbursements to the Primary Care clinic, have been based on the capitated rate (\$13/mnth CareOregon clients or \$0 for other Health Plans), rather than the higher FQHC fee for service rate agreed upon by OMAP.

If the Health Department is unable to resolve this problem, within the next few months, the Department is recommending terminating its relationship with the State as the provider of refugee health services. The alternative is to supplement the clinic from the General Fund, which the Department does not support. Additionally, the Department may recommend discontinuing its refugee screening program.

2. Partnerships with Collaborative Community Service Projects

In 1991, the Partners for a Caring Community initiative was launched by the Leaders Roundtable, with the goal of ensuring every child's completion of school. The overarching strategy to achieve this is to establish effective collaborations that provide service support for families and children. The Health Department has taken a leadership role in both the design and implementation of Caring Community efforts in Multnomah County. The Director of Neighborhood Health has been a member of the Caring Community/District Coordinating Team's merger Committee, the Leaders Round Table Steering Committee, the Roosevelt Caring Community Committee and the Beach Integrated Service Site Committee.

The Community Health Field Nursing Staff and School Based Health Center Staff have taken active roles in developing partnerships and integrating health services into the Caring Community Projects. The Health Department has seen improved service to multi-problem families through the partnerships established with the schools, City, State and County (DCFS, Juvenile Justice, Community Corrections, Library) agencies and with numerous community providers.

In the upcoming year, the Department will be active in the Healthy Communities planning efforts, to assist in defining its role and its relationship with the Caring Community efforts.

3. Planning for Information Technology

The Health Department is struggling to keep abreast of changes in the application of information technology, both as a governmental agency, and as a medical practice. The Department is under intense pressure to implement current medical tools. This pressure is both external, from their health care partners, and internal, as work teams demand system improvements to support them in service delivery. Some of the issues are:

- conversion to an interconnected personal computer based hardware platform
- ways to support this hardware platform, including software, training, maintenance, and LAN support
- evaluation of the current health information system, to determine its remaining useful life
- preparation of the work force and installed hardware platform for current generation medical tools, including the electronic medical record, a lab charging system, and remote triage

This spring the Department will begin developing its first strategic, broad based IT plan. This planning process is expected to continue through the summer. The results of this plan will then guide their IT strategies through 1996-97 and beyond

4. CareOregon

Out of 20 OHP contractors, CareOregon is the third largest Oregon Health Plan participant, with a membership of approximately 24,000. Managed care experts advise that healthy plans achieve membership of 50,000-75,000 members within two to three years. This level of enrollment will best guarantee the long term financial solvency of the plan and its ability to assure quality services to members.

Since the statewide enrollment for OHP has reached its target (300,000), there is little hope of gaining the needed 25-50,000 additional members through new enrollees. Experts predict consolidation, mergers and acquisitions of the current 20 plans in the near future. Under the current structure of ownership by Multnomah County, d.b.a. CareOregon, CareOregon cannot enter into what may be necessary affiliations or mergers that will assure CareOregon's survival.

The CareOregon Advisory Board, with assistance from the County Counsel's office, is exploring possible alternatives, including:

- Remain as an administrative unit of Multnomah County, as a Medicaid "only" managed care plan. Membership is expected to continue a gradual decline from its current level of 24,000 members.
- Transfer administration of CareOregon to one of the other partners, Oregon Health Sciences University a "Public Corporation," or Oregon Primary Care Association, a private non-profit 501C-3 corporation.
- Create a new stand alone organization/administrative structure for CareOregon with the three collaborating partners (Multnomah County, OHSU, and Oregon Primary Care Assoc.). This structure would most likely be a non-profit corporation or a limited liability company. Both of these entities would be exempt from taxation allowing revenues to be directed to provision of health services for members.

These and other possible alternatives will be shared with the BCC when they are developed further.

5. Collaborative Activities with Major Health Providers

Multnomah County Health Department has taken an active role in pursuing and creating opportunities for collaboration with the larger health care community through its involvement with CareOregon and its participation in Leader's Roundtable/Caring Communities, and the emerging Healthy Communities Initiative. The Department is also a member of Oregon Health Systems in Collaboration (OHSIC), a coalition of major health providers whose mission is to pursue collaborative activities within the highly competitive local health care environment.

In the 1996-97 Fiscal Year, three major opportunities for collaborative action with other major health providers stand out:

- The National Association of City and County Health Officials (NACCHO) recently awarded the Health Department the nation's only grant for developing a joint public/private health data system. This will put the Department in a leadership role in helping health providers and other organizations assess community health status, set health goals, and track progress towards meeting these goals.
- In December 1995, the Department was a major partner with OHSIC and the Portland/Multnomah Progress Board in organizing the first Tri-County Healthy Communities Forum. The Forum emphasized development of multi-disciplinary, multi-sectoral collaborative approaches to improving the health of the communities that make up the Tri-County area. OHSIC is matching a three-year \$225,000 Kellogg Foundation Grant (\$450,000 total) to promote Healthy Communities projects and approaches. The Department continues to be a lead agency in this process, and has budgeted \$50,000 to develop a collaborative Healthy Communities support structure, and to nurture specific Healthy Communities projects.
- The Department is currently re-evaluating its approach to assuring community-wide access to primary care and other personal health services. A key element emerging from this is a set of strategies for working with other health providers to develop approaches that are beneficial to involved providers, and that result in measurable increases in the percentage of the County's population that has access to appropriate health services. This approach is based on finding cooperative alternatives and solutions within the context of the reforming local health care market.

The Department recommends pursuing the efforts and initiative presented above. These efforts are well aligned with the County and Department vision for the health of our communities, and defined health related benchmarks. They fit with the notion of catalytic approaches to addressing community problems. Further, they are low-cost approaches that have the potential to leverage financial and other resources for addressing important community health problems. However, this approach will not be without difficulties. The existence of various ongoing collaborative strategies demands that the Department develops effective methods of coordinating its efforts with other ongoing activities; and that the new strategies are helpful, unique, and not duplicative of existing community efforts.

Departmental Status Updates

- ✓ **RESULTS** 1995-96 has been a time of consolidating early gains achieved throughout the Health Department's RESULTS efforts, and taking significant steps to promote future

success of RESULTS within the Department. During the this current year, the Department has pursued two main RESULTS initiatives:

- Continued staff training, all staff has received a basic introduction to RESULTS principles.
- Restructuring of RESULTS steering committee, with a careful eye towards developing a membership that is representative of the organization in professional background, cultural diversity, and program/work sites. The committee is reviewing its charter and methods, and drafting new goals and objectives for the upcoming year.

For 1996-97 the Department has made a number of organizational changes, including creating a Quality/RESULTS Office. This office has explicitly been designed to integrate RESULTS and Quality Improvement efforts, and the Department's ongoing efforts to achieve cultural competence. This dual focus is intended to weave both active approaches to RESULTS and cultural diversity throughout the fabric of the Department.

- ✓ **Evaluation/Use of Measurements** The Health Department, as a direct service provider, has historically conducted process evaluations, that is, number of clients served and demographic data, as required by granting agencies. However, increasingly federal and state funders are requiring more sophisticated and rigorous evaluations of performance and outcome measures. In response, the Health Department and the Oregon Health Division have formed the Program Design and Evaluation Services work unit. The unit is comprised of fifteen staff, with varying professional backgrounds including both Masters and Ph.D. level researchers. The technical expertise of this group enables the Department to design and implement sophisticated evaluations that go beyond the scope of process evaluations.
- ✓ **Action Plans/Key Result** Unavailable at this time.



MULTNOMAH COUNTY, OREGON

BOARD OF COUNTY COMMISSIONERS

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BUDGET & QUALITY

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TO: Barry Crook, Budget and Quality Manager
FROM: Ching Hay, Budget Analyst *CH*
DATE: May 17, 1996
SUBJECT: Budget Analysis of Nondepartmental's 1996-97 Budget Request

Constraint

General Fund requests have gone up by 2% for most Nondepartmental organizations that we have control over. Some organizations in Nondepartmental such as the Boundary Commission, School Fund, Business Income Tax, etc. are budgeted based on projections or are required to be budgeted at certain levels by law.

Budget Summary	1994-95	1995-96	1996-97*	Difference
	<u>Actual</u>	<u>Adopted Budget</u>	<u>Requested Budget</u>	
Staffing FTE	61.47	65.76	69.23	3.47
Total Costs	32,520,279	34,096,952	33,136,310	(960,642)
Program Revenues	13,847,686	16,859,998	20,780,481	3,920,483
General Fund Support	18,672,593	17,236,954	12,355,829	(4,881,125)

* Special Appropriations is not included in 1996-97 figures.

Significant Changes

- New Impact funds of \$3,167,422 is being budgeted for the first time. These are funds from the State that will be used for planning, management, support services, and supervision of convicted felons sentenced to 12 months or less of incarceration.
- Special Appropriations is reduced by \$5,716,921 because it will be spread to all General Fund departments.
- BIT Pass Through has increased by \$494,344.
- Edgefield Bond Fund of \$292,000 for the Edgefield Children's Center Project is budgeted for the first time.

Add Packages

Citizen Involvement Committee

1. Status Quo and Computer Related (\$8,149)

Citizen Involvement Committee's 1st request is for \$5,932 to fund 12 instead of 11 months of an employee and part of the costs of a LAN Administrator. In addition, I am adding \$2,217 for the computer flat fee for 3 computers.

Citizen Involvement is expected to have a retirement and to hire a replacement employee. The main reason why this will not result in significant savings is due to pay increases granted to other CIC staff by the Executive Committee of the CIC. These increases are more than other employees in the County are getting.

The LAN Administrator is a new position that is being shared by several DES programs including DES Administration, Animal Control, Elections, etc. Cost is being allocated based on the number of computers.

Recommendation

CIC's supplies budget is small. I do not see room for substantial changes with the exception of printing. The printing amount of \$6,600 is mostly for the CONDUIT. Unless a decision is made to reduce or stop publishing the CONDUIT, I recommend extra funding for CIC's share of the LAN Administrator and computer flat fee for a total of \$4,733. I recommend one month of salary savings to cover the employee because it will probably take at least a month to find a replacement.

2. Increased Citizen Contact (\$10,700)

Citizen Involvement Committee's 2nd request is for \$10,700 (\$2,400 one-time). There are several components to this request.

- One component of this add package requests for \$1,200 to shift processing chores such as labeling and delivery of the CONDUIT to an outside agency. CIC staff have difficulty processing due to a variety of physical limitations. According to CIC, County mail can do these tasks but cannot guarantee expeditious handling due to other mail that is also being handled. CIC has determined that it is cheaper to do it outside.

Recommendation

CIC staff currently label and deliver to the Post Office. I believe that continuing with labeling should not be a problem. It takes about 4 hours for 3 people to do it each time. CIC may need assistance packing and delivering to the Post Office. However, County Mail Distribution should be able to do that for them. I therefore do not think it is necessary to contract this service out.

- Another component is \$4,800 for a professional services contract for a publications writer. This will free up about 320 hours of staff time for things like recruitments, going out to community groups, press releases, screening applications, placement interviews, orientation and coordinate and conduct training. It may be possible to reassign but may have to drop other priorities. CIC has not determined what will be dropped yet.

Recommendation

CIC has the opportunity to hire new staff next fiscal year and therefore the opportunity to reorganize. I recommend that CIC analyze what it's most urgent priorities are. Staff could then be reassigned based on those priorities. I feel that one of CIC's priorities should be the CONDUIT. I therefore recommend hiring staff that have publications and layout experience so that this service need not be contracted out.

- Another component is for \$2,300 for quarterly advertising in major print media for vacancies in Advisory Boards and Commissions. This is in addition to public service announcements and other 'free' sources. Free sources include neighborhood newspapers, the Oregonian, etc. These public announcements are not usually very visible in that they are mixed with other public service announcements. This request will ensure that more visible, highlighted, quarterly advertisements in a desired spot will inform readers of openings on Boards and Commissions.

Recommendation

There is a need to get more members of the public interested in opportunities to serve. According to CIC, 1 in 4 positions on County Boards and Commissions is vacant. However, I do not know how effective advertising will be. Because newspapers and neighborhood publications have been good about publishing public announcements, there is not really an urgent need to place ads. I tend to think it is lack of time that prevents more people from serving. If CIC wishes to pursue this, they could place an ad one time out of their current budget, conduct a survey of new recruits to see if they responded because of the ad, and then inform the County if it was very successful and deserved to be continued.

- Finally, it requests \$2,400 for one-time printing of 2,000 copies of Multnomah County Services Directory, the only general public access document to County services, offices and programs. This directory is sent to neighborhood coalitions, community groups, County offices, elected officials, non-profit groups, and anyone who works generally with the County. This directory is also a tool for recruitment in that it contains summary description of programs in County, how to access services, etc. CIC hands it out when it goes to neighborhood groups and it has been given to Mayors of 4 east county cities.

Recommendation

This has been done in house within budget previously. I think this should be printed annually so it can be updated. I recommend printing fewer copies because it will be done annually, and to reallocate current resources to print it.

3. Countywide CONDUIT Issue

Citizen Involvement Committee's 3rd request is for \$35,325 to distribute CONDUIT newsletters once a year to reach all households in Multnomah County, 320,000 households. The purpose of this is to provide one contact per fiscal year, offering each resident an opportunity to review and participate in County government. This issue will provide information on current County issues, services, opportunities for citizen involvement, how to access most used County services, upcoming County events. The Library sends out information about Library services and it has raised awareness of the Library.

Recommendation

This special CONDUIT issue has to contain things that are of interest to most of the public, not just users of County services or people active in the community. To help lower costs, I recommend that CIC look for advertising revenue. Perhaps a contractor paid on commission could look for ads to cover the cost of this publication.

County Counsel

1. New Copier (\$3,000)

County Counsel requests \$3,000 (\$1,366 GF and \$1,634 Insurance Fund) one-time for a new copy machine. Their current machine is unreliable and unsuitable for more sophisticated jobs. This \$3,000 and the credit of \$3,000 from the City contract will enable County Counsel to get a better copy machine. The County and the City of Portland have an intergovernmental agreement in which the City agreed to provide copiers and maintenance. In December 1990 County Counsel purchased a Canon NP3325 copier through the City contract. It has far outlived its useful life. It malfunctions so frequently that any modest copying project (more

than 25 pages or more than 10 copies) is sent out to a professional print shop. Originals and copies are frequently jammed or ripped in the machine. The machine is supposed to be able to continue a multi-page job when there is an interruption, but it seldom can. This requires a lot of sorting and figuring for support staff. The quality of the copies is also frequently inferior. Additionally, the present machine does not make two-sided copies.

Alternatives are to spend more through a State Contract or to continue using the old copy machine. County Counsel would like to get a similar copy machine as the Board Clerk's machine. Staff have used this machine and are impressed with it.

It is more convenient and efficient for County Counsel to have a copy machine than to share with other programs on the 15th floor. I recommend approval of one-time funds for this machine.

2. Restore Professional Services (GF \$4,453)

County Counsel had to find something to cut in order to finance the reclassification of a Assistant County Counsel I to Asst. County Counsel II. They have chosen to cut Professional Services mainly because this is a variable cost. Professional Services is used for codification services, temporary support staff, court fees, messenger service, etc. Outside legal service is needed when there is a conflict of interest or when the subject matter requires highly technical expertise (e.g. an engineer in a zoning enforcement case, an insurance law expert for CareOregon consultation.). They have budgeted \$3,607 for 1996-97. In 1994-95, they spent \$8,400 and in 1993-94, they spent \$5,500. It is impossible to predict what needs will arise for outside services in any given year.

Alternatives are to find other places to cut in the GF budget or to get by with current funding and hope to not exceed the budgeted amounts. Another alternative is to use salary savings but the only known vacancy at this time will occur in the Insurance fund. It will not help with this shortage in the General Fund.

Recommendation

Given their history, it is unlikely they will be able to get by with the reduced professional services allotment. The danger of underfunding this line item is that they will hesitate to use outside resources in situations where they should. This could have costly consequences to the County. I recommend restoring \$4,453 in Professional Services.

3. Technology Upgrades and Training (\$12,175)

County Counsel's 4th request is for \$12,175 (\$5,540 GF) for computer training and software.

- Training (\$3,875 of which \$1,765 is GF)

County Counsel has investigated computer training and found the most cost effective to be 28 1-day classes for \$3,875. This will be allocated on a priority basis determined by productivity criteria. The current training budget is only enough to cover continuing legal education to meet bar requirements.

Recommendation

I recommend approval so staff can be trained.

- Municipal Code Software (\$2,300 of which \$1,046 is GF)

County Counsel has done some investigation of Municipal Code software. It appears that the best deal may be to purchase the software to place the County Code on computer from the company now doing their semiannual printed code. County Counsel could purchase fewer hard copies of the Code if they had computer access to it. The computer version would be able to be immediately updated as each ordinance amending the Code is adopted. Somebody on County Counsel's staff will make the changes. Many municipalities are placing their codes on-line for access by public customers. Multnomah County's code will also be accessible to the public and to County departments on the internet. Having the Code on computer makes it easy to do keyword searches which will increase efficiency.

Recommendation

Some of the Budget Office's funds may be used for this purpose because Budget Office has budgeted \$20,000 to edit, maintain Administrative Procedures, etc. This will probably be carried over so I recommend one time move of General Fund from the Budget Office for this purpose.

- Legal Office Software (\$6,000 of which \$2,729 is GF)

There is software developed for law offices designed to perform myriad functions needed for an efficient law office. These functions include: calendaring and docketing, accounting and timekeeping (budgets; client information; time by lawyer, by case, or by client; case expenses), case management (tracking cases, exhibits, witnesses, dates, case notes, and citations). Once such systems are in place, case and client information will be more accessible and the procedures will be more efficient.

Recommendation

I recommend approval so the office can be operated more efficiently. One time cost is \$6,000 and future ongoing costs, if any, will be absorbed.

4. Law Library (\$5,474 Insurance Fund)

The purpose of this add package is to purchase needed resource materials and overdue updates to the hard copy library, as well as CD ROM libraries for insurance fund lawyers' use.

Due to budget constraints since Measure 5, County Counsel's legal research resources have diminished to the point of inadequacy. Reliance on the Courthouse library is very inefficient and frequently frustrating because of restricted hours. At the same time, a revolution in information technology has dramatically altered the legal research environment. Most comparable law offices have taken full advantage of this technology.

Requested items include:

PUBLICATION	AS PUBLISHED*	ANNUAL
Workers' Compensation Van Natta's (WCAB decisions)		\$300
Workers' Compensation CLE	\$95	
Rules of Practice	\$20	

PUBLICATION	AS PUBLISHED*	ANNUAL
Employment		
Lindemann & Kadue, Sexual Harassment in Employment Law - Supplement		\$50
McDonald & Kulick, Mental and Emotional Injuries in Employment Litigation Supplement		\$50
Oregon State Bar, Labor and Employment Law: Public Sector - Supplement		\$50
Schlei & Grossman, Employment Discrimination Law - Supplement		\$50
Silver, Public Employee Discharge & Discipline Supplement		\$50
Westman, Whistleblowing - Supplement		\$50
BOLI Opinions	\$450	
BOLI Updates		\$100
CLE, Appearing before BOLI	\$35	
Burgdorf, Disability Discrimination	\$195	
BNA, Employment Discrimination Reporter		\$767
General Litigation		
Oregon State Bar CLE's		
Civil Litigation Manual - update	\$50	
Damages 95 Supp	\$45	
Evidence 95 Supp	\$40	
Uniform Jury Instructions 96 Supp	\$15	
Multnomah Bar Association Publications	\$30	
Voir Dire In Multnomah County		
Oregon Rules of Court, Federal & State		\$210
Seven copies @ \$30 per copy		
Physician's Desk Reference		\$91
Diagnostic & Statistical Manual IV	\$51	
Courthouse Weekly News		\$40
CD ROM - Disability Law		\$2,640
TOTALS:	\$1,026	\$4,448
GRAND TOTALS:	\$5,474	

* These are publications that are published on an intermittent basis. However, every year there are publications which need to be purchased to keep lawyers current.

Recommendation

County Counsel has previously divided its Materials budget based on the number of FTE's in each fund. This is a step away from that approach in that it specifically targets the Insurance Fund for funding. Even though it appears to be legitimate in that lawyers in the Insurance Fund (Liability, Workers' Compensation) are the primary beneficiaries, due to difficulty in future years in calculating materials costs, I recommend continued splitting of costs and approval of this add package so County Counsel staff can conduct research more easily and efficiently. The cost to the General Fund is \$2,463.

Multnomah Commission on Children and Families

See Separate Memo

OSU Extension

1. Support Staff for 4-H Program (\$29,000)

This request is for support staff, a Secretary if funding from Portland Public Schools and USDA stops, or a Program Assistant if funding continues (job descriptions attached). The Program Assistant will work primarily with schools by meeting with principals of schools, share what Extension has to offer, how others have used Extension, etc. An annual investment of \$29,000 will provide 1 FTE of program support for delivery and outreach of the 4-H Youth Development Program. 4-H programs focus on working with schools, training teachers and volunteers in how to use hands-on experiential learning for the enhancement of the student, the classroom, and the community.

In 1994/95, 3,349 youth participated in 4-H youth educational programs led by 338 adult volunteers and teachers from throughout Portland and Multnomah County. The program overall increased by 38%. The mutual goal is to enhance the desire for learning within students and their families. Extension helps teachers and students:

- apply math and science to practical situations
- Direct own learning by planning and carrying out complex projects
- Deliberate on public issues by applying social sciences
- Understand positive health habits

With the reduction of school budgets, more school districts are looking for outside partners to help them with curriculum needs. Districts increasingly are looking more to Extension for help with program curriculum and teacher training focused to hands-on experiential learning. Portland Public Schools (PPS) in particular has been both a fiscal as well as program partner. Severe budget constraints have reduced that participation. At one time PPS funded \$32,000, now they are funding about \$26,000. However, Extension is quite hopeful of continued funding from PPS and USDA. Extension will know in the next few weeks if PPS will continue funding next year. If funds remain from PPS, this request will be used to focus more to east County and Sauvie Island, bringing more programs to those areas. If reduced, County funds will stabilize current operations. County funding is sought to stabilize Extension 4-H program support which enables full program delivery to schools and communities throughout the county.

Recommendation

Extension is quite confident that funding from PPS will continue. In spite of cuts to school budgets as a result of Measure 5, schools have prioritized, and in the case of PPS, they have determined that Extension is valuable and will probably fund again.

Extension has not sought additional funds from the City of Portland or other schools. I believe Extension should seek funds from schools for staff assistance because they are the primary beneficiaries. I do not recommend approval of this add package.

Strategic Investment Program

See Separate Memo

- c Bev Stein
- Bill Farver
- Dave Warren
- John Legry
- Sandra Duffy
- Paul Sunderland



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TO: Barry Crook
 FROM: Chris Tebben
 DATE: March 26, 1996
 SUBJECT: Multnomah Commission on Children & Families Budget Request

I have reviewed the Multnomah Commission on Children & Families' 1996-97 budget request. This memo outlines the major issues and decisions related to the Commission's budget request that should be reviewed with the Chair's Office.

Constraint

The Commission met its General Fund constraint requirement. The direct General Fund constraint is \$147,321. The constraint calculation was based on the 1995-96 direct general fund budget of \$98,869. The constraint was increased for the following amounts: \$19,379 to annualize MCCF's 1995-96 add package which restored a PDS, \$10,028 to annualize the School Liaison position and \$16,157 to annualized the PPGY Coordinator. The constraint was then adjusted upwards by 2% for inflation.

Budget Summary	1994-95	1995-96	1996-97	Difference
	Actual	Adopted Budget	Proposed Budget	
Staffing FTE	3.41	4.55	4.00	(0.55)
Total Costs	\$221,392	\$308,723	\$458,986	\$150,263
Program Revenues	\$216,673	\$209,854	\$311,665	\$101,811
General Fund Support	\$4,719	\$98,869	\$147,321	\$48,452

Significant Changes

- The MCCF eliminated a Staff Assistant position in order to reach constraint.
- The Commission covered the PC flat fee within constraint at a cost of \$2,956.
- The Commission's budget includes \$110,000 in Pass-Through for Transformational Planning efforts. The funding was provided through a reallocation of the Commission's state funding in the 1995-97 biennium.

Add Packages

1. Commission Staffing (\$198,319, of which \$15,000 is OTO)

The Commission is requesting \$198,319 to add three new positions: a Technical Planner/Evaluation Coordinator, a Communications/Outreach Coordinator and an Administrative Assistant. The add package would fund these positions, the associated infrastructure costs, one-time-only moving costs (since it would be necessary to move to a new location to accommodate the staff), and some basic infrastructure costs for the transfer of a Grant Coordinator position to the Commission.

This request represents a significant increase in County support for the Commission, and a new role for the County as the primary funder of the Commission's administrative expenses. It would more than double the amount of General Fund supporting the Commission. Combined with the transfer of a Grant Coordinator, it would double the staff.

The Commission's staffing request is driven by the loss of its two Staff Assistant positions that it had in the past. Although the Commission is currently staffed at the same level as last year, the current staffing configuration does not include any generalist staff positions to provide ongoing support to the Commission. Instead, the two Staff Assistant positions have been reclassified/eliminated to provide staffing for specific functions (PPGY Coordination and School Liaison) that were not performed in the past. One of the Staff Assistant positions was converted to the PPGY Coordinator in the 1995-96 budget to facilitate ongoing countywide planning for youth programs and policies. This position is at a higher salary, and the Commission had to cover the salary increase within constraint. The School Liaison position was created and transferred to the Commission without supporting infrastructure costs, which the Commission also had to cover within constraint. In order to fund these costs, the Commission eliminated the other Staff Assistant position in its 1996-97 budget request.

The requested positions would enable staff to support the direction the Commission set in its February, 1996 retreat. The Commission's action steps include:

- Build an effective comprehensive plan by implementing a community-wide planning system for children and families, coordinating planning efforts through the Wellness Team and community-based planning efforts.
- Advocate for the plan's implementation with funders, policy-makers, community groups and citizens.
- Distribute information about planning and funding through an on-line planning service and a newsletter.
- Conduct a public education campaign to change community norms that are barriers to a healthy community.
- Conduct data analysis and research on the condition of children and families, while further developing a profile of existing funding efforts.
- Convene a Funders Council to build a collective funding and implementation effort for the comprehensive plan.
- Build linkages with key planning and advisory boards.
- Convene an Evaluation Research Advisory Council to design program and system evaluations across the community.
- Develop mechanisms for generating and maintaining consumer involvement.

This plan represents a significant increase in workload for the Commission staff. The Technical Planner/Evaluation Coordinator would address this by helping to build the Commission's capacity in research/data analysis, as well as serving as a linkage with the Evaluation Council. The Communications/Outreach Coordinator would provide multi-media expertise and improve the Commission's outreach and public education efforts. An alternative to adding these positions would be to reassign the responsibilities of the existing staff. However, their responsibilities also support the Commission's action plan as well as County planning efforts. Reassigning them to perform these functions would result in gaps in our efforts to coordinate the Wellness Team and other community planning efforts.

This add package will cover many of the gaps needed to implement the Commission's direction as articulated in the February retreat. However, it does not provide the kind of general staff support capable of responding to a multitude of requests on an ad-hoc basis. As we continue to increase the role and responsibilities of the Commission, including some of the proposals arising from the Wellness process, Commission staff may once again be overloaded. The Commission is a logical focal point for coordinating planning and systemwide issues such as provider training. However, its capacity to take on these functions may be limited by the frequency of its meetings and the volume of its staff.

I recommend funding the Technical Planner and Communications Coordinator position but deferring the addition of an Administrative Assistant to next year. The Commission's current level of administrative support should be adequate for an office of 6 professional staff. Some of the planned functions for the Administrative Assistant would be covered by the MCCF Liaison position that CFS added to its budget, and it may be possible to coordinate more tasks between this position and the Commission. I recommend initiating a discussion of division of roles and responsibilities between Commission staff and CFS to highlight gaps that may be occurring and to avoid redundancy. This discussion should also consider the workload implications of exchanging Commission funding with General Fund.

Carol Wire and I discussed the alternative of funding only the Technical Planner and Communications Coordinator positions. She agreed that the MCCF Liaison in CFS could assume some of the reporting responsibilities she had envisioned for the Administrative Assistant. However, she felt that several other needed functions might not be covered if the Administrative Assistant is not funded: extra assistance for the Commission's biennial comprehensive planning effort, and preparation of the newsletter. The support for the comprehensive planning could be covered by providing a one-time-only allocation to cover 6 months of temporary assistance (roughly \$15,000 OTO). The newsletter would be more problematic. It is possible that newsletter development and writing could be picked up by other staff, including the Communications/Outreach coordinator. However, there is not sufficient administrative support to coordinate mailings and address list updates at the envisioned scale.

cc. Beverly Stein, County Chair
Bill Farver, Executive Assistant
Carol Wire, Director, Multnomah Commission on Children & Families
Dave Warren, Principal Budget Analyst



MULTNOMAH COUNTY, OREGON

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TO: Barry Crook, Budget and Quality Manager
FROM: Ching Hay, Budget Analyst *CH*
DATE: May 17, 1996
SUBJECT: Analysis of Aging Services Department's 1996-97 Budget Request

Constraint

The department's General Fund constraint is \$2,690,827. This is arrived at by taking the 1995-96 Adopted Budget figures, inflating it by 2%, and reducing Aging Services generated revenues that go to the General Fund. Their 1996-97 request, following the same formula, meets this constraint of \$2,690,827.

Budget Summary	1994-95	1995-96	1996-97	Difference
	Actual	Adopted Budget	Requested Budget	
Staffing FTE	163.74	179.70	198.40	18.70
Total Costs	15,581,754	16,297,033	17,644,392	1,348,827
Program Revenues	13,350,089	13,681,244	14,953,565	1,272,321
General Fund Support	2,231,665	2,615,789	2,690,827	75,038

Significant Changes

- The number of employees has increased by 18.70 FTE (attached), funded by increased Title XIX funds. Most of these positions are in the Long Term Care Services Division.
- ASD has budgeted \$150,756 for the County's computer flat fee.
- Federal funding, which provides about 70% of ASD's budget, was in a constant state of flux during the year. Some funds, including nutrition funds, were budgeted to September 30, 1996. However, these funds were reduced by about 6%.
- ASD received additional Medicaid funds through Senior and Disabled Services Division of the State of Oregon. These funds are for increased caseload growth in the Medicaid branches. That growth has exceeded 20% over the past three years in community-based care.
- ASD funding from the Federal Older American's Act (OAA) was reduced by about \$122,000. These funds are used for support services such as case management, and for congregate and home-delivered meals. USDA funds are also expected to be about \$55,000 less than the prior year. Congregate and home-delivered meals provided through Loaves and Fishes has been cut by \$118,728 due to cuts in OAA funding.

- State Oregon Project Independence funding amounts are known, and will increase by 4%. These funds are used for in-home services and case management in the District Centers.

ADD PACKAGES

1. Congregate and Home Delivered Meals (GF \$118,728)

Aging Services' first priority is to request \$118,728 to restore 34,000 congregate and home delivered meals for older persons in Multnomah County. The reductions in federal Older Americans Act Title III c-1 (congregate meals) and c-2 (home delivered meals) funds would eliminate about 1 month of meals. The State may allow the use of Oregon Project Independence (OPI) funds for home delivered meals. This will shift in-home services from 1 type (bathing, grooming/dressing, etc.) to another.

Congregate Meal programs provide vital nutritional service as well as social interaction. For many older people who have no families or who have outlived their families, this program provides the opportunity for social contact. Anyone above 60 is eligible for these meals. Congress may allow some cost sharing at some point, but current regulations do not allow charging for the meals. A sliding scale based on ability to pay cannot be required. Donations are encouraged. For those persons who can no longer prepare meals for themselves or cannot get out to the group meal programs, Home Delivered Meal program brings the meals to their home. Approximately 7,000 people are served annually.

Preventing the loss of 34,000 meals annually means preventing the need for higher level of care for some older people because some of them get their only meal of the day through the program. Going without the meal might result in malnutrition and lead them from independent to more expensive nursing home or hospital care.

One alternative is to absorb the loss in Older Americans Act funds by serving fewer meals. ASD, Loaves and Fishes, Advocates, and other affected parties (e.g. District Centers) will have to develop a strategy to deal with this.

Recommendation

Since the Federal Government has decided to cut funding for meal programs and support services for the elderly, Multnomah County must decide if it will replace these funds. The State has decided not to replace these funds. They may allow the use of OPI funds, but this has not been decided yet. Since resources are limited, it is important that we evaluate what needs are greatest and what investment into the community will provide the greatest return. In my opinion, providing for the community's basic needs (food & shelter) achieves both of the above. Providing meals for a population that otherwise might be malnourished prevents many greater problems such as illness, hospitalization, and the need to be in more expensive housing such as adult foster care. These problems are more expensive for the community to address. I therefore recommend that the County consider meal provision for the elderly a priority.

The way we provide meals may also have to be evaluated. Currently two out of every three meals are home delivered. Congregate meals are slightly less expensive to provide. Providing meals in a group setting also allows for community interaction and socialization. I believe it would be beneficial to conduct a survey to see if it is a viable option to provide more meals in a congregate setting and reduce the number of delivered meals provided.

It is also important to look for other sources of revenues for Aging Services. It would be useful to conduct a study to measure who would be willing/able to pay for meals should Congress allow payment.

2. East Multnomah County District Center (GF \$91,624)

Aging Services' 2nd priority is for \$91,624 to establish a ninth District Center in East Multnomah County starting July 1, 1996. \$36,419 is also being requested from the Cities of Gresham (\$31,919), Troutdale (\$1,500), Fairview (\$1,500), and Wood Village (\$1,500) which will provide base funding and service allocation required to divide the area East of 82nd Avenue and create the new district center. Gresham has committed \$10,000 so far, Fairview has committed \$1,500 and it is still too early to tell for the other 2 jurisdictions. Indications are that these jurisdictions are favorable to this plan. However, Aging Services intends to proceed even if some of these funds do not come through.

Operation of this district center will be contracted out. A possible site is the 501 Building (501 Hood) which is an office type building. Case management, Intake and Referral (I&R) and Outreach services could be provided.

Presently, ASD's District Center office located at 122nd and SE Division services the entire area east of 82nd Ave. Elderly who live east of 162nd Avenue to Bonneville, and south to Orient, are minimally served through the 122nd Avenue office. The sheer size of the area served by the current office requires that many elderly travel a significant distance to obtain service or case managers have to travel long distances to make home visits. This runs counter to the mission of ASD which is to provide easy access to services through neighborhood focal points.

The need for a new district center which can be a focal point is indicated by the population growth shown in the 1990 census. Between 1980 and 1990, the geographic area east of 82nd Avenue experienced a 32% increase in the population of persons 60 years of age and older. Thirty-four percent of the county's 102,243 elders now live east of 82nd Avenue compared to 26% in 1980. All indications are that this high rate of growth will continue into the next two decades based on the analysis of population of those who are 40-59 years old.

ASD has proposed that a measurement of the effectiveness of this district center will be through a survey of residents to measure increased awareness and familiarity about the County's senior service network. I recommend measurements to see if the percentage of population being served and who find the services easily accessible changes before and after the establishment of this center.

Unless new funds are found for East County, the result may be decreases in funding to other areas of the County. Other areas of the County do not show a decrease in service utilization. All district centers have full caseloads.

Recommendation

Combining the downtown and NW centers could save some money, but ASD says it would be difficult due to geography and differing customer profiles. Many downtown elderly live alone in single room occupancies, and rely on public transportation. The NW Center reaches out to Sauvie Island and other areas of NW Portland up to the County line. In addition, partnerships have been formed with East County Cities, and population statistics appear to show a need for this center. I therefore recommend approval of this add request.

3. Community Liaisons (GF \$69,439 1.5FTE)

Aging Services' 3rd priority is for \$ 69,439 to create three part-time (.5 FTE each) Community Liaison positions for Multi-Ethnic Programs in Multnomah County.

Over the past 9 years, Aging Services Department has tested a variety of strategies to increase access and to reduce barriers to services for ethnic minority older persons. One of the most successful is the Community Liaison program in which individuals from the ethnic community are hired to be the liaison between the agency and individuals. They function as bilingual and bi-cultural "ombudsmen" and assist people through the

"system". Community Liaisons go to the communities they come from, provide information to communities, and refer them to appropriate services. From ASD's perspective, the Liaisons serve as eyes and ears to the community and provide needed feedback on how their agency is perceived and experienced. Community Liaisons worked with seniors who helped set up the Asian Pacific group in SE Portland.

The effectiveness of this proposal will be measured through the increased percentage of ethnic minority older persons who are linked to ASD service system.

An alternative is to fill vacancies as they occur with bilingual and bi-cultural case managers and case aides. This would slowly improve service to those who seek the services, but not necessarily to those who need the service but are reluctant to approach the agency. Community Liaisons reach out into the communities to help those who are reluctant to access services on their own.

Recommendation

Another alternative is to coordinate with other departments who are interested in hiring multi-ethnic Community Liaisons or who currently employ bi-cultural and bilingual Community Liaisons. There are a few culturally-specific services in CFS. The Asian Center is meant to be an access point for the Asian Community into the County's service system. There are also some culturally-specific Family Resource Centers - such as the Hispanic focus at Villa de Clara Vista. They provide access/outreach as well as service coordination.

Multi-ethnic Community Liaisons should provide information and help various communities get access to all County services. I believe this would be a more efficient method for serving ethnic minorities in Multnomah County.

4. Senior Helpline (GF\$70,000 1FTE)

Aging Services' 4th priority is for \$70,000 to add 1 Intake & Referral (I&R) Specialist, upgrade 2 current positions, and add a second line to handle calls to ASD's daytime and after-hours Senior Helpline to meet the significant increase in the number of inquiries and referrals.

24-Hour Senior Helpline with daytime and after-hour response service seven-days a week is a service system that enables the public to have customer-friendly and easy access to services and information. The front desk receptionist answers the call during office hours, and Metro Crises answers in the evenings. The daytime service is designed to take calls from the public (such as elderly and their families, police, community agencies, and Gatekeepers), including those calls about elderly in potentially dangerous situations that require immediate follow-up by our Protective Service staff. The after-hour service, including weekends, responds to crisis situations that cannot wait until the next business day.

During the 6 years since Senior Helpline services began, the number of inquiries ASD receives has increased by 20%. The monthly number of inquiries now exceeds 800 calls. There is no particular peak time. This indicates recognition by the public and the senior advocates of the Senior Helpline as a reliable and responsive service. The volume of inquiries now exceeds the capacity of available staff to respond in a timely manner. A recent sampling indicated that 44% of daytime callers who needed information and assistance could not be helped at the time of their call because the phone line was busy or the I&R Specialist was already engaged with other callers.

The effectiveness of the increased capacity of Senior Helpline would be measured by a reduction in the number of callers who cannot be responded to at the time of their call, reducing the length of waiting time for responses, and continued high level of satisfaction by the public and other users of Senior Helpline.

No action by ASD to address the increased response time will likely result in increased complaints about responsiveness of this service.

Questions that should be answered before a decision is made are:

- **What percentage of calls are general information type questions that can be appropriately answered by a receptionist or an auto-attendant, and what percent has to be referred? Can a trained receptionist answer more questions? Aging Services has explored the use of an auto-attendant and they have made a conscious decision not to use it because it is confusing to some people, including some non-native English speaking customers.**
- **Can calls bypass the receptionist and be more efficiently dealt with by directly going to the I&R Specialist?**

5. Transportation (GF\$21,000 .5FTE)

Aging Services' 5th priority is for \$21,000 for 0.50 FTE to address problems with customer service in transportation service for the elderly. This position will initiate focused effort with Tri-Met, ASD, and senior advocates to address complaints about the quality of transportation service. This position will be responsible for following up on service quality issues, and dealing with Tri-Met to resolve both systemwide as well as problems that individuals may be having.

A reliable and responsive door-to-door transportation system is necessary to enable frail seniors to remain at home and independent. The Portland-Multnomah Commission on Aging (PMCoA), Multi-Ethnic Committee, and District Advisory Committees have consistently identified transportation as one of the critical priorities for maintaining quality of life for the elderly.

ASD client satisfaction survey of LIFT (door to door) users, and of former LIFT users found that only 68% felt that the overall quality of their rides was excellent or very good.

A community forum held in January, 1995 by the Multi-ethnic committee of PMCoA attended by more than 150 people raised a number of problems with the service. Although Tri-Met convened meetings to follow-up, there have been no noticeable improvements. Tri-Met has also appointed a community task force to address highly publicized criticisms about their customer service. The task force recommended that Tri-Met:

- 1) improve their driver training and
- 2) establish a regular forum for obtaining policy advice on customer service.

Recommendation

I do not believe it is appropriate for Multnomah County to hire an employee to change Tri-Met. Tri-Met needs to deal with its problems internally. In my opinion, it would be better to have Multnomah County establish a forum with Tri-Met to address this and other issues where Multnomah County and Tri-Met are serving the same customers. This forum could perhaps be led by an elected official to facilitate discussions with the Tri-Met board.

6. Housing Specialist (GF \$59,136 1FTE)

Aging Services' 6th priority is for \$ 59,136 to restore ASD's 1.0 FTE Housing Specialist lost due to reductions in federal Older Americans Act IIIb funding. Older Americans Act Title IIIb funds are earmarked for support services and advocacy. Aging Services has used these funds for case management, district centers, transportation, legal aid. The State has decided not to backfill the loss of these funds.

The Housing Specialist works with housing providers to encourage provision of specialized housing, coordinate training of housing providers to attain housing with trained staff for seniors with special needs. Continued advocacy is needed to ensure that special needs of seniors are addressed at critical decision points such as when available housing funds are allocated to prevent further erosion in the availability of affordable and safe housing, and to continue development of specialized housing for the elderly and people with disabilities. The loss of this position would disrupt the progress made on these issues through collaborative efforts with Community and Family Services, Housing Authority of Portland, Portland-Multnomah Commission

on Aging and others on projects that deal with people with Alzheimer's, alcohol and drug issues, and those who need assistance with daily living skills. ASD has worked closely on several joint projects with Community and Family Services Department, including Robert Wood Johnson Foundation Grant and Administration on Aging Discretionary Grant to train and involve residents and site managers. These projects have enhanced support services within participating senior apartment buildings. Support services include house-cleaning chores, ensuring that medications are taken appropriately.

An alternative is to eliminate the function of Housing Specialist in Aging Services Department. Individual seniors and agencies working with seniors will need to pick up the task on their own. Volunteer advocates can do some of the advocacy. However, they do not have the resources to do things such as data research and analysis.

The effectiveness of this add package would be measured by greater availability of specialized housing for older persons. I recommend another measure that would look for improved service delivery from housing providers. This could be measured by fewer occurrences of complaints by those referred to specialized housing. I also recommend a measure that would track the percentage of elderly with specialized housing needs versus those who obtain it.

Recommendation

I think it may be more effective to have a Housing Specialist for Multnomah County as a whole. This position could be funded by County Departments with housing interests. The types of service that a Housing Specialist could provide need not be specific to Aging Services. Relationships that a Housing Specialist would develop with housing providers in Multnomah County could benefit all consumers of Multnomah County services. If the focus of this position was to assist consumers in obtaining and remaining in appropriate housing, case managers would not have to spend their time searching for housing for their clients and would have more time available to devote to other tasks or increased caseloads.

Attention is often focused on obtaining housing. If the resident does not have the appropriate skills to maintain housing, however, all of the resources and energy that were expended to obtain housing will have been wasted. Furthermore, the relationships that Multnomah County is trying to establish with housing providers will be harmed if the people we are referring are not appropriate tenants. Therefore I also think it is important for the Housing Specialist to provide training in the area of average daily living skills to consumers we refer to housing providers. Training also needs to be given to the housing providers to help them better understand the needs of the residents Multnomah County is referring to them.

I believe it is difficult to determine the impact of the Housing Specialist on the availability of affordable housing for the elderly. I believe there are greater forces at work that determine the availability of such housing such as the law of supply and demand, government regulations, incentives, etc. Aging Services agrees that Senior Advocacy groups may have more clout and be better able to pick up the task of getting more affordable, specialized housing for the elderly. However, these groups may need assistance with data collection, etc.

ISSUES AND OPPORTUNITIES

Westside Collocation of Senior Services and Senior Activity Center.

The "inner" Westside (northwest and downtown Portland) is densely populated with the county's highest proportion of seniors who live alone, live in poverty, and live in an urban area devoid of natural gathering spaces. Many seniors, who are unable to drive, and who reside in small quarters with minimal or absent on-site space for socialization, are increasingly isolated. This project creates a single access site for senior

programs, case management and emergency services with an adjacent/attached large gathering space for meals, recreation, and other activities for senior citizens:

The vision is to design a place for older people that is an accessible place to turn for information, referrals, services, activities, job opportunities, and for care givers, families, and practitioners a resource that will support their efforts in caring for older relatives or clients.

The building housing ASD Westside Branch is for sale. Friendly House, Inc., a District Center operates on a month to month lease and wants to move. This is an opportunity to collocate the programs and include a meal site at a single location. Past experience has shown that no significant savings can be expected. One time moving and renovation costs and possible negotiations with the other collocating services will have a financial impact. One-time costs are estimated to be between \$60,000 to \$100,000 for renovation, wiring, furniture, ADA, etc. This could be rolled over into the leases and be paid by each of the sub-lessees and Title XIX would cover ASD West Branch lease costs. A study will have to be done to determine if rolling one-time costs into the lease would be financially beneficial.

This is consistent with ASD policy which provides for a neighborhood-based, single-entry service system for seniors. It is also consistent with the Portland/Multnomah County Benchmarks which address goals and benchmark measures for senior services.

In 1994, the PMCoA Task Force on Senior Centers recommended that this area have a high priority for senior center development. For two years, providers and consumer/senior representatives from the advisory committees of Aging Services, the District Centers, and the meal program have worked together to develop a plan to address the dual issues of fragmented services and lack of a senior center. Senior need assessment surveys have been conducted jointly with the service providers and ASD.

This project affects other county, governmental and service providers. There is some interest in collocation with a Northwest Portland Library and other programs serving families. The core senior service providers in the area along with a representative from Commissioner Saltzman's office have been working together to develop a plan for collocation of senior services along with the integration of space for a senior activity center. Facility Management personnel have attended two meetings on this project, and will become more involved as this project evolves.

Unmet Special Needs (Informational Only)

Domestic violence, mental illness, alcoholism, drug addiction, and homelessness are issues that affect populations across both age and family status. County policies and system wide planning to address these special needs should be developed in a way that provides services for people in all ages.

Because of a variety of constraints such as scarce resources and organizational barriers, the special needs of the elderly are often not addressed by county policy and programs intended to address critical needs of the family and the community as a whole. Aging Services Department and senior advocates need to participate to ensure that the special needs of the elderly members of the community are recognized and incorporated into the plans. When issues such as domestic violence and spousal abuse are addressed, older adults are often not included as a consideration in the planning. As a result, safe houses are not available to serve the battered wife who happens to be elderly. The elderly may have special needs that cannot be dealt with at the existing safe houses. When homelessness is addressed, appropriate planning for the homeless who happen to be frail older adults is not included. The consequences of these omissions and gaps are that case managers and various emergency responders spend much time searching for substitute placements and services within the system. For many homeless older adults, these placements are non-existent.

Portland/Multnomah Commission on Aging (PMCoA) has expressed concern over the limited inclusion of older adults in the county benchmarks. Older adult advocates attending public forums, as well as PMCoA, have shared the concern over inadequate system planning for the elderly as part of special needs populations such as homeless and abused.

ASD and senior advocates should and need to be included in system wide planning to make best uses of resources and to ensure that the special needs of older adults are included in county planning and programs. Inclusive system planning for the needs of citizens of all ages who are impacted by a specific situation such as domestic violence, mental illness, and homelessness would make better use of available funds. Department heads and Commissioners agreeing that older people should be included in County planning and programs would facilitate ASD being included in system-wide planning. If it is agreed that ASD should be included, operational issues can then be dealt with.

Aging Services has developed partnerships with other departments and systems in order to access critical expertise needed to address mental illness, domestic violence and other special situations affecting members of the community who also happen to be elderly. Partnerships were developed with Community and Family Services' Adult Mental Health Program and Alcohol and Drug Program and Multnomah County's Health Department to create Multi-disciplinary Teams to address the mental health and alcohol and drug issues of elderly clients. They are working with Portland Police Department, Multnomah County Sheriff's Department, and the District Attorney's office to improve the effectiveness of the response to domestic violence involving older adults. Our Intergenerational Program includes members from the Commission on Children and Families and staff from various departments of Community and Family Services and Portland Park Bureau. ASD's program addressing service needs of low income elderly in subsidized housing partners with Community and Family Service's Community Action Program and Community Development, as well as Portland Housing and Community Development, and Clackamas County.

These programs and others have profited from interagency and interdepartmental collaboration, and we need to build on these efforts to address the gaps in integration of older adults into program planning around issues that affect people of all ages in our communities.

Reduction in Federal Older Americans Act (OAA) Funds

Congress appears determined to cut funding for Nursing Home care (Medicaid), as well as Community Nutrition and Social services for Seniors (Older Americans Act). ASD projects a cut of 5 - 7% in OAA funds for FY96-97.

The immediate impact of these cuts on Multnomah County Seniors is the reduction in OAA funding for:

- Congregate and Home delivered meals. ASD estimates a cut of \$118,000 which results in 34,000 fewer meals.
- Social Services in the amount of about \$60,000. Rather than cut into Senior Center budgets or reduce door-to-door Transportation, ASD has cut a Housing Specialist position. This position has been involved in the issues of low-cost housing for the elderly, the development of specialized housing for special populations of elderly, and in the training of managers in apartment complexes in how to respond to the elderly.

Alternatives are:

- Cutting other priorities e.g. Senior Center services, Transportation Program Management, etc.
- Require clients to pay for meals on a sliding scale basis pending approval by Congress. It is currently not allowed.
- State could backfill these cuts or allow use of OPI funds.
- Fund the cuts with County General Funds.

Use of ASD funds for Computer Tax

Departments had to budget \$739 per personal computer (known as the PC flat fee) to fund current infrastructure needs and future replacements of personal computers. For ASD, the total impact of these funds is \$150,756. ASD has worked closely with SDSD to fund the purchase of 150 new computers, and four (soon

to be five) new networks in place. These computers make up about 75% of the computers in ASD. However, the PC tax was not anticipated as an immediate expense.

Aging Services is mandated to use State software at branches. Branches will not require much County standard software because they communicate mostly with the State. Standard software is therefore not needed on such a wide scale.

MIS staff has expanded by just one FTE. Thus, ASD cannot train staff in the use of computers, Windows operating system, State-required desktop software, and County-required standard software.

ASD would like to do the following:

- Fund 2 FTE Data Analyst positions. Had ASD not had to budget funds for PC replacement costs, the \$150,000 in funding could have been used for staff, and for additional training for Branch staff. For \$106,944, two MIS FTE could be added. They can support the 150 additional users ASD now has, in addition to working on migration plans, training, and programming for the department. ***ASD will produce a plan that addresses staffing, training, upgrading computers, and standardization issues.***

Performance Measurement and Evaluation

Aging Services conducts evaluation of contracts. It also evaluates using key results. Contract monitoring has shifted from 'units of service' approach to interviewing providers to determine values governing decision making for clients. Beyond providers, they also interview Advisory Board members, citizen advocates, and customers. Collection of data from different sources has helped ASD determine mismatches between the needs of the elderly and service delivery.

ASD has also conducted customer surveys of Adult Foster Homes. Opinions were solicited on dealings with ASD staff and residents. Barriers or helpful practices were elicited. Residents were surveyed focusing on how the residents experienced living in the foster home, whether they had control in deciding to live in one, and whether they got to choose their day to day activities.

The Meals program was also surveyed. An interesting result showed that Seniors participating in Congregate meals were more interested in socialization while those receiving home meals were more interested in food quality.

The department is making use of performance measurement and continues to review and improve on them as new ideas come up. They have also been updating statistics and using these measurements to help them plan more effective ways of conducting business.

Grant Development Efforts

Aging Services has a person that spends some time looking for grants. However, this is not her only responsibility. Besides this one position, no one else in ASD is actively involved in looking for grants. I recommend that Aging Services make use of Tom Darby, Multnomah County's Grant Development Specialist. ASD also looks for partnership opportunities with other agencies to increase effectiveness and create program innovations that benefit customers.

RESULTS Efforts

Aging Services Department Department-wide RESULTS Steering Committee met with the Management group during 1995-96, developing and adopting Results goals for ASD. The Committee identified the need to train Aging Services staff in the tools and concepts of Continuous Quality Improvement (CQI) and Total Quality Management (TQM). The Committee has held one all-day training for committee members and guests. They are also circulating a recommended reading list and other literature throughout Aging Services.

ASD's East Branch continued work begun in FY1995 in Total Quality Improvement. These skills are being used in developing plans and staffing for the split of the office into a Mid-County and East county branches. West branch developed an alternative method to track case status; their work was presented to the Board of County Commissioners. Central Business Services developed a resource guide of "how-to's" for managers and branch business services staff.

The Department also held an All-staff meeting on February 21st. This meeting included reports from each work unit regarding Results efforts, and celebrated the accomplishments of ASD.

For 1996-97, the ASD RESULTS Steering Committee will develop the Results Implementation plan for Aging Services Department. The Committee is also a problem-solving and resource group for work groups in the rest of the Department.



MULTNOMAH COUNTY, OREGON

BOARD OF COUNTY COMMISSIONERS
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TO: Barry Crook, Budget & Quality Manager
FROM: Keri Hardwick, Budget Analyst
DATE: May 19, 1996
SUBJECT: Department of Environmental Services budget analysis

We have already reviewed the Assessment and Taxation budget, in order to submit it to the Department of Revenue. However, there are several issues outstanding from that budget, as well as the rest of DES, that now need to be reviewed.

Budget Overview

	1994-95	1995-96	1995-96	1996-97	
	<u>Actual</u>	<u>Current</u>	<u>Adopted</u>	<u>Proposed</u>	<u>Difference</u>
		<u>Estimate</u>	<u>Budget</u>	<u>Budget</u>	
Staffing FTE	489.54	0.00	531.50	530.75	(0.75)
Departmental Costs	\$94,545,388	\$0	\$146,267,561	\$127,019,571	(\$19,247,990)
Program Revenues					
General Fund Support					

The budget submitted was within the constraint figure.

Issues & Opportunities:

1. Funding for Assessment & Taxation

This Issue and Opportunity does not require any action during the FY 1996-97 budget process. However, action will be necessary during FY 1996-97 to avoid a significant funding issue for FY 1997-98.

A&T collects over \$600 million in property taxes for approximately 68 jurisdictions. Under current statues, Multnomah County must pay 100% of A&T's costs, although we receive only about 14% of the revenue collected. Since 1989, part of the funding for Assessment and Taxation activities has come for the HB 2338 "grant" which is a program which re-distributes a fee on

delinquent property tax accounts and a property transaction fee collected by all the counties in Oregon. In FY 1994-95, Multnomah County collected \$3,567,440 and received \$2,518,630 from the State.

HB 2338 sunsets in the next legislative session. Additionally, the amount expected to be received in FY 1995-96 (approximately \$1.95 million) from the grant is significantly less than was received in FY 1994-95. As the grant funding is reduced, and costs continue to rise, the burden on the General Fund continues to increase. If the grant was to be abolished, and the County had to continue to send the fees which fund the program to Salem, the County would be faced with backfilling for the grant revenue, approximately a \$2 million gap. It is critical that the County take steps with the Assessors Association, and with AOC to strive for funding for Assessment and Taxation programs other than simply the counties' General Funds. There are three major alternatives, all of which require State legislative action. The State could:

- Continue the existing 2338 grant program.
- Eliminate the 2338 program, but allow the counties to continue to charge the fees, and to use these funds to pay for A&T activities.
- Eliminate the 2338 fees and re-distribution. Provide for funding A&T activities "off the top" of the property taxes collected by some kind of percentage or other allocation method. The remaining taxes collected would be distributed as per current methods to all jurisdictions. It would be in the County's' best interests if this funding mechanism also provided for recovery of extraordinary costs associated with implementing property tax legislation (for example, covering system change costs if a different method of determining the assessed value of a property became law). If such a method were in place today, it would require approximately 1.8% of the property taxes collected to pay for the "A&T Fund" activities of Multnomah County.

Regardless of the funding mechanism, the other change Multnomah County should continue to work for with the State is outcome based performance measurement, rather than a determination of "adequacy" based on a review of staffing and expenditure levels.

2. Countywide GIS

This I&O requests funding for an add package submitted by the Department of Support Services.

As was discussed in the Department of Support Services budget review, GIS is an important technology for the county to invest in. DES is the home of the more traditional uses of GIS. In the Issue and Opportunity, DES recognizes the critical need for a coordinated effort countywide with respect to GIS. Therefore, they have opted to offer support for the add package submitted by DSS, rather than submit their own add package around GIS. The Chair should both applaud this type of interdepartmental support for a single add package and recognize the need to move forward in the area of GIS by funding the add package from DSS.

3. Future of the Natural Areas Fund

This I&O request direction regarding how the department, or another party, should proceed with respect to the Natural Areas Fund - both in terms of the County's role in natural resource protection, and in terms of the requirements regarding the fund when property is sold.

In 1993, the BCC passed Resolution 93-338, which amended Resolution 90-57 to distribute proceeds of real property sales as follows:

- "Proceeds from the sale of undeveloped, unrestricted property (not including land swaps) and interest earnings on the deposited proceeds are to be credited equally to the Capital Improvement Fund and the Natural Areas Acquisition and Protection Fund."
- "Proceeds from the sale of developed, unrestricted property (not including land swaps) and interest earnings on the deposited proceeds are to be credited to the Capital Improvement Fund."

This Resolution also provided that "the Board will review the use of the funds deposited to the Capital Improvement Fund and the Natural Areas Acquisition and Protection Fund and the division of money between the funds in three years [from October, 1993] or upon establishment of a regional funding source for natural areas, whichever occurs first."

Such a funding source has been developed with the passage of the Greenspaces bond for Metro in 1995, and therefore this review must take place. The first question that must be answered is what role the Board of County Commissioners envision for the County with respect to natural areas acquisition and protection. The Metro bond does provide a significant amount of funding for such acquisition, and with the transfer of parks to Metro, it seems the County has entrusted the Metro Board with achieving the County's natural areas acquisition goals. However, the County still has responsibility for several programs which have a role in natural area *protection*: Land Use Planning, Transportation, Tax Title and Facilities and Property Management. Natural Areas Fund monies have been used in the past to fund activities in both L.U. Planning (Rural area plan development) and in Transportation (Johnson Creek watershed work). The BCC needs to determine what policy will be towards supporting such activities in the future.

There are several basic policy choices the BCC could make:

- Completely abdicate any role in natural areas acquisition or protection. To the extent that such activities make up the mandated functions of any county program, those needs should be met within the operating budgets of the programs. No "extra" activities, such as regional committee participation and the like would be undertaken by county programs. This position would be a significant departure from the historic position of the Board, but it is an option. The Natural Areas fund should be formally abolished entirely if this option is chosen.
- Formally relinquish all acquisition activities to Metro, but set policy guidelines regarding a continuing role in protection activities. The Natural Areas Fund provisions (both use and source of funds) could be modified to reflect this new role. Alternatively, the N.A.F. could be abolished completely, and other funding sources (such as the General Fund) could be used to pursue protection activities.
- Do not make any changes to current policy or the Natural Areas Fund structure.

If funding for the Natural Areas Fund is reduced, this brings up the question of what should happen to the proceeds of land sales which would have gone into it. Resolution 90-57 gives half the land sales proceeds to the CIP Fund. Because the county has significant space issues to deal with in the upcoming years, and because it would be imprudent to trade a very long term asset for operating funds, or even short term capital, I recommend that the County put 100% of such funds in the CIP Fund, or pursue the "investment pool" option explained below. It is even possible that such proceeds should be set aside for real property acquisition or development with a useful life of greater than, for example, 30 years.

DES has proposed using the proceeds which would have normally gone to the Natural Areas Fund to form an "investment pool", or a loan fund, for departments making major capital expenditures. Because these would be loans, the value of the fund would be constant or increasing over time. This could also provide funding for capital projects at a lower cost to the county than COP's or other debt instruments. This is an interesting idea and should be more fully developed if the Chair and BCC would like to proceed in this way.

4. Courthouse Space

This I&O requests direction from the Chair about how to proceed with respect to creating additional court space in future years.

The critical issue which must be decided during this budget session is determining what person or group has the responsibility for the Court space project. There are many areas for which Facilities is appropriate to coordinate efforts. However, there are also significant issues regarding the way Court services are delivered, and this is beyond the scope of FM's work. It also seems clear that no County agency has idle resources such that they could absorb a project of this magnitude.

The Chair should determine who (or what group) she wants to have these responsibilities, identify what she would like accomplished in FY 1996-97, and make sure there is adequate funding to pursue these outcomes to achieve the best results possible.

Add Packages:

Animal Control:

The Spay-Neuter Add Package in the original request has been withdrawn as an add and is now funded in the base budget.

1. Portland Parks Patrol (\$100,000 on-going, with same in revenue as prepared by the Department. \$ _____ on-going, _____ OTO, with same in revenue, as corrected. Commissioner Collier has requested that the Chair also consider the option of adding one officer at the County's expense. This option would cost \$40,720 + Motor Pool on going, _____ OTO, and would have no offsetting revenue) Dept. rank: 3 (with revenue from City)

These figures are still under review. If the Chair wishes to pursue this idea, we will finalize the numbers.

Because the need for enhanced parks patrol has resulted from the City's change in their code, the department's original submission was suggested with projected service reimbursement from the City. Commissioner Collier has met with the City and does not believe such funding is

forthcoming. She has therefore requested that we provide one officer at the County's expense. This officer (or, these officers) will provide patrol services to the three Portland parks which now have "off-leash" areas. The City believes such patrols are necessary to ensure the success of their "off-leash" areas.

I recommend funding this add package as a contingency set-aside, which will be inserted into the Animal Control budget only if an intergovernmental agreement can be reached with the City to fund such officers. County Animal Control should not provide enhanced services to three Portland parks beyond what is provided in, for example, Gresham Parks, or a greenspace in unincorporated Multnomah County. We would be setting a fiscally dangerous precedent by allowing other jurisdictions to codify increases in our General Fund services. The services currently provided are those that can be provided within the current Animal Control Field Services budget. If an increase in that budget is funded by the County's General Fund, services should increase proportionately throughout the County. If any jurisdiction wants enhanced services, it should pay for those increases.

An alternative of deputizing Park Rangers to patrol the off-leash areas will be made possible by the new Animal Control ordinance. Exercising this option will place the responsibility for patrolling the parks with the City. There are many logistical and cooperative questions to be worked out before this can happen. If this option is pursued, it will probably also require an intergovernmental agreement.

2. Increase Hours at Clackamas Outreach Center. (\$30,000 with same revenue) Dept. rank: 7

This program has been enormously successful. The County has the opportunity to increase hours at the Clackamas Center. Adoption rates have been so high at this location, that revenues from additional adoptions are expected to cover the costs of increasing the hours.

I recommend funding this add package, essentially a cost-revenue "wash", in order to continue the increases in adoption rates, to provide a positive "PR" opportunity for Animal Control, and to provide additional volunteer opportunities.

3. Animal Damage Control. (\$10,000 OTO) Dept. rank: 10 (tie)

It seems as though much more energy has been devoted to this subject than the expenditure would warrant. However, it is an issue which concisely raises a significant question regarding inter-jurisdictional responsibilities, and therefore should be carefully considered. The central question is: Does the Chair, and the BCC, agree or disagree with the following position?

Although wildlife is the responsibility of the Oregon Department of Fish and Wildlife, that agency has historically been unable to deal with problems within Multnomah County. Multnomah County Animal Control has taken the position that there are circumstances involving wild animals that demand governmental response and if the responsible agency will not respond, Animal Control will.

In considering a response to this statement, we should consider the stance we take with the City of Portland regarding the off-leash areas. I have advocated for taking the position with the City that

we provide a "base" level of leash enforcement throughout the County, and if they want an enhanced level they will have to pay for it - even if they believe this higher level should be within the base. It seems somewhat hypocritical for me to then suggest that the county take the opposite position with the State, and say "this enforcement is your responsibility, regardless of your funding issues." If the State is providing the same level of "basic" animal damage services to all counties (I do not know if this is true), and requiring counties to pay for services over and above that "base", we probably need to pay for service "enhancements" - even if we believe they should be part of basic service. There is also an issue of customer service - our citizens do not care which government is responsible - they just know "The Government" is responsible. If a relatively small expenditure can actually eliminate or reduce problems people are experiencing, it would be worthwhile from simply a customer satisfaction viewpoint.

If the Chair wishes to take action in this area, even though this responsibility lies with another agency, then this study seems to be a logical next step. There are numerous "stories" of wild animal damage, but little data describing or confirming the actual problem. In order to effectively resolve any problems which may exist, we must first know what those problems are. The idea of using an intern from a local university to perform such a study has surfaced since this add package was originally submitted. This idea should allow a lower cost, and provide an internship opportunity. If the add package is funded, this idea should be vigorously pursued.

4. Animal Control Vehicle Equipment (\$8,000 OTO) Dept. rank: 12

This add package requests one-time only funding for equipment which has worn out. The division is currently pursuing some used equipment, this option should continue to be explored. Given the lack of flexibility in the constraint budgets for DES General Fund programs because of A&T's funding reductions, it is not unreasonable that this expenditure is not in the base budget.

I recommend funding this one-time-only add package.

5. Additional Telephone Hours. (\$45,948 or \$76,581, on-going) Dept. rank: 14

This is an add package similar to the one that was funded last year, in that its goal is to increase citizen satisfaction with Animal Control services. There are two options presented: adding just Saturday telephone service, or Saturday and Sunday. If this add package is approved, 7 people will be answering phones on Saturday for 7-1/2 hours, between the hours of 9:30 and 5:00. Sundays would be the same as for Saturday.

In my opinion, although the concept behind this add package is good, there are still many unanswered questions about this particular solution.

- The customer service enhancements added last year have just been implemented, we do not yet know the impact these improvements have had on customer service perceptions.
- Animal Control has not provided any data to indicate that weekend phone service is the most pressing need for service enhancement.
- The narrative for this add package describes avoiding the "Monday morning rush" as a reason to fund this add package - but currently the division staffs fewer people on Monday to answer phones than on any other day.

- When the service enhancement package was added last year, the division's position was that Field Officer services were critical to improving customer service. One Field Officer has been eliminated from this year's budget - to meet a compelling need, but nonetheless, the division's position now seems to be that weekend phone service is more important than Field Officer services. They have indicated they are pursuing other alternatives for performing some of the duties which would have historically been the responsibility of a Field Officer, and these changes may mean the current Field Officer staffing is adequate. At this time, there is not enough experience or data to confirm or refute this position.

Animal Control will be hiring a new Director, and a new Operations Administrator, which will essentially function as a deputy, who will each bring expertise to their positions. In another year we will have a much more complete picture about the effectiveness of telephone service enhancements added in the FY 1995-96 budget. I recommend not pursuing further enhancements to Animal Control services until the new director can determine the necessity of, and most effective place for, such additions, and can describe the results of enhancements and program/responsibility changes already underway.

FREDS

6. Electronics Technicians. (\$64,000, with same in revenue) Dept. rank: 6

Although the Electronics program moved from the General Fund to the Fleet Fund for FY 1996-97, this is still presented as an add package, so that the county's internal customers could recognize that the Electronics budget was prepared within the 2% constraint. The primary purpose of this add package will allow the program to provide Electronics Tech services during the construction of the new jail facilities. Such involvement is critical to avoiding problems in the future like those we are experiencing in the Justice Center. The remainder of the add package will provide a budget for special services requested by county customers.

I recommend allowing FREDS to provide internal services, and recognize corresponding internal service revenue.

7. Records Archiving for the Clerk of the Board. (\$25,500 OTO) Dept. rank: 9

Archiving and microfilming County Records is an on-going need. This is a pilot project, which will allow the County to determine the relative value of professional archivist services, in a limited environment. The Clerk's records were selected because there are many records, taking up a lot of space; and because the Clerk has many records of historical significance, which are especially suited to the need for preservation and accessibility that archiving and microfilming will provide.

I recommend this project be funded, as a pilot for this kind of work.

Assessment & Taxation

There are two add packages for A&T that were either deferred to this meeting (LAN Support), or have come up in the interim (Video).

8. LAN Support. (\$62,405 on-going as submitted by department. Corrected figures: \$59,130 total, \$56,180 on-going, \$2,950 OTO) Dept. rank: 10 (tie)

This add package funds one Data Analyst for LAN support at A&T. As the division continues to rely on more "client-server" based technology, the need for support increases. However, with the major scope change that the system migration will entail, the entire A&T computer operation and support mechanism will need to be thoroughly reviewed. Further discussion of support personnel will be found in the "IT review" March 29. Recommend funding 100% OTO subject to the caveats that will be explained for all such technical personnel adds.

9. Video for BOE. (\$10,000 OTO) Dept. rank: 18

This became an add package because it was cut from the base budget in order to help fund the new Sr. Administrative Analyst position. The video approach should allow a more detailed description for people wishing to appeal their property values. My only question is regarding the number of copies. It seems like we should make a lot of copies, and make this available on a widespread basis (available for check-out in the Libraries, etc.). However, video reproduction costs are not great, and could probably be absorbed within current resources.

Facilities and Property Management

10. Snack bar renovations to McCoy for OIB. (\$38,315 OTO) Not ranked by dept.

This project has grown from a snack shop space, with estimated renovation costs of \$5,000 to a snack shop training center, with estimated renovation costs of \$38,315.

The department has prepared this add package at the request of the Chair's Office. Little background was provided as to the history of the project, the projections about revenue and expense from OIB, or policy desire on the part of the BCC to undertake such a project. So, there are several unanswered questions about this project at this time:

- Is whether the project is done a subject for discussion, or has the Chair or BCC committed to this project already?
- As was discussed in the e-mail between Chair Stein, Comm. Kelley and Comm. Collier, the County should be careful about setting precedent in this area. In that e-mail, it was suggested that the remodel be done for OIB, but that the costs of the remodel would be considered a long-term loan, not a gift. This is a good idea, unfortunately, we are prevented from making a loan to any private company, so this is not a viable solution.
- I have some concern about what putting in such a center would mean for the often-changing, yet ever-present, remodeling plans for the rest of the McCoy building.
- I also recall that APP had some very definite ideas about what should and should not be on the first floor of the McCoy - how does this fit with their ideas?

- If the OIB puts in a full training center, and uses a great deal of the space for training purposes, will they make sufficient profit to pay the operating costs of the space and pay back the "loan" for the remodel?
- As this add package is prepared, the extent of the County's General Fund involvement in this project is to remodel the space and then act as a landlord. We should charge fair market value for the space (or at least recover fully our costs), and should be sure not to carry any liability for the maintenance or continued upkeep of this space. If the Chair or BCC wishes to take a different position, this project should be coordinated by a department who will have programmatic oversight and accountability, and a different add package, for the on-going costs of the space, should be prepared. I would caution against entering into another "free rent" agreement. The County already spends over \$130,000 per year on such agreements with Hooper and Janus, not to mention over \$1 million for court space.

Transportation

11. COP's for Yeon Shops. (\$2 million, COP revenue in the same amount) Dept. rank 17

This add package is ranked low by the department because the primary costs for this project will ultimately be paid by the Road Fund. There will be some General Fund costs in future years because of the space occupied by Land Use Planning (and possibly Department Administration), but the majority of the COP payments will be made by the dedicated Transportation Funds.

It is clear from the space study that the current space is inadequate, and leads to inefficiencies. This project seems to be worthwhile from both customer service and internal efficiency viewpoints. As the division is willing to commit to making the payments, and has revenue to do so, I recommend the Chair include such COP's in her Proposed Budget.

Summary of recommendations:

Adds already funded for A&T:

	<u>Revenue</u>	<u>On-Going Amount</u>	<u>OTO Amount</u>
Migrate from mainframe	(carryover)\$195,312		\$195,312
Restore Prop. Appr. and M&S		\$57,326	
Add Pers. Prop. Tax Collector	45,982	45,982	
Add Sr. Admin Analyst		26,000	
Restore Admin Analyst OTO	(carryover)61,509		61,509
Increase BOE per diem		12,012	
Total	\$302,803	\$141,320	\$256,821

Adds to be funded:

General Fund:

	<u>Revenue</u>	<u>On-Going Amount</u>	<u>OTO Amount</u>
Clackamas Outreach Center	\$30,000	\$30,000	
A.C. Vehicle Equipment			\$8,000
Archive Clerk's records			25,500
A&T LAN Support			59,130
A&T Video			10,000
Total	\$30,000	\$30,000	\$102,630

Other Funds:

	<u>Revenue</u>	<u>On-Going Amount</u>	<u>OTO Amount</u>
Electronics Techs (Fleet Fund)	\$64,000	\$64,000	
OIB Snack Bar (CIP fund)			\$38,315
Yeon renovation/expansion	\$2,000,000		\$2,000,000

Do Not Fund:

- Additional phone hours at Animal Control

Funding/Amount Depends on Policy Decision:

- Parks Patrol
- Animal Damage Control



Multnomah County

MEMORANDUM

TO: Barry Crook, Budget & Quality Manager

FROM: Karyne Dargan, Budget Analyst

SUBJECT: District Attorney's 1996-97 Budget Request

DATE: May 21, 1996

This memo will serve as a summary for purposes of discussion of the District Attorney's Office budget request for fiscal year 1996-97.

Budget Trends	1994-95	1995-96	1995-96	1996-97	Difference
	Actual	Current Estimate	Adopted Budget	Proposed Budget	
Staffing FTE		TBD	190.66	197.58	6.92
Departmental Costs	\$13,315,764	TBD	\$14,174,501	\$13,199,578	(\$974,923)
Program Revenues	5,131,354	TBD	4,740,669	4,040,968	(699,701)
General Fund Support	\$8,184,410	\$0	\$9,433,832	\$9,158,610	(\$275,222)

CONSTRAINT CALCULATION

The District Attorney's General Fund Constraint is calculated as follows:

1995-96 Adopted Budget		\$10,231,004
Adjustments		
GF Indirect Fund 180	< 25,510 >	
GF Indirect Fund 180	39,292	
Americorps Match	35,068	
DDA PERS	< <u>218,792</u> >	
Total Adjustments		\$10,061,062
Inflationary Adjustment		<u>\$ 201,221</u>
Total General Fund Constraint, FY 1996-97		\$10,262,283
District Attorney General Fund Request		\$10,234,716
Under Constraint		\$ 27,567

SIGNIFICANT CHANGES

Resources:

Reduce Video Poker Revenue	\$<1,378,196>
Reduce BWC Forfeitures	< 112,684
FINVEST Grant expired	< 92,155>
Termination Parental Rights Contract	46,931
Forfeitures (indicates trend)	< 12,268>
CT's	29,348
	<u>\$<1,518,988></u>

Expenditures:

Reduce Video Poker Expenditures	\$<1,378,196>
Neighborhood DDA, staff	< 118,251>
ROCN DDA	< 94,161>
Reduce PC acquisition	< 90,000>
Americorps Program	152,468
	<u>\$<1,528,140></u>

FTE's: The budget request contains a net increase of 6.92 FTE's . The General Fund is being reduced by 1.45 FTE's, and the State and Federal Fund (Fund 156) is increasing 8.37 FTE's . Additionally, many positions were reallocated and/or reclassified within the organization to address adjustments in programs, increasing workloads and departmental wide priorities.

ADD PACKAGES

- 1. RESTORE DDA and Legal Assistant to the Neighborhood DA Project.
General Fund Cost = \$118,251**

In order for the DA to meet the constraint calculation, a DDA II , Legal Assistant and lease space costs were eliminated from base. This add package represents the DA's efforts to maintain current service levels. It has been over five years since the first DDA was located in the Lloyd District. Since the establishment of the Neighborhood DA program, a DDA has been located in each of the County's five service areas. There is a sixth DDA assigned to the Tri-Met transit district (reimbursed by Tri-Met).

The DDA's act as liaison between the District Attorney and residents, neighborhood organizations, and other public agencies to find strategies and programs that improve the quality of life in those areas. The American Prosecutors Research Institute has cited Multnomah County's Neighborhood DA program as a national model for involving prosecutors in the entire community policing effort and identified nine elements critical for the success of any community prosecution program. Those elements are as follows:

A proactive orientation; Involves problem solving, public safety and quality of life; Prosecutors interact directly with the communities that they serve, developing mechanisms for community feedback and methods of incorporating the community's input into the courtroom; Partnerships with law enforcement, other private and public agencies and the community; Long term strategy; Commitment of the policy makers; Incorporation of varied enforcement methods; Evaluation; Targeted area must be clearly defined.

Although this program appears to be accomplishing the above elements, there has been no documented review as to the relative success, effectiveness and efficiency of this community prosecution program in light of ever decreasing resources and other departmental mandates and requirements.

Elimination of one DDA and a legal assistant will likely eliminate services to one of the neighborhood areas and the difficulty in the decision is that there is no equitable way to reflect the reduction in service levels. It should be noted that this last DDA was only added in 1995-96 fiscal year, and the program operated successfully.

Budget Office Recommendation: Funding consideration of this add package should be viewed in light of the whole department, other DA add package requests addressing the department's ability to meet the ever increasing mandates required by the State of Oregon, and increasing complexity and numbers of cases. Alternatives might include *reducing* rather than eliminating services to an area or several areas. It is recommended that this package receive favorable funding consideration at least partially, if not wholly.

2. **RESTORE DDA IV to support activities of the Regional Organized Crime and Narcotics (ROCN) Task Force.**
General Fund Cost = \$74,841

Since 1991 the DA has been the recipient of a Financial Investigation Grant from the Bureau of Justice Assistance (BJA) funds have been used to employ a DDA III and a Financial Investigator who have been assigned to the ROCN Task Force to assist with the high level, more complex and financially involved narcotics cases. ROCN is a unique law enforcement project which was created through the sharing of the law enforcement resources of eight local jurisdictions. In addition to the local agencies, state and federal anti-drug agencies collaborate on drug investigations which require more resources than any one agency can provide. The grant is due to expire on June 30, 1996. According to the BJA, there will be no more grant monies available for this program. The DA is requesting that the General Fund partially backfill the grant monies to fund only the DDA IV.

This add package does not include the current position of Financial Investigator. The Senior DDA is key to the operation of ROCN and the DA's drug unit as it acts as a resource and liaison between federal and local drug prosecutions and forfeitures. The ROCN Task Force was the subject of an evaluation at the request of the Criminal Justice Services Division, Oregon Department of Administrative Services during the Fall/Winter of 1994-95. On January 10, 1996 the report, Evaluation of the Regional Organized Crime network (ROCN), was completed and submitted to the ROCN Board and its management team. The purpose of the evaluation was to determine the benefits from member agencies in terms of the advantages and disadvantages of their participation in the Task Force, ROCN's impact on mid-level narcotics enforcement in the region, techniques and approaches that would encourage cooperation with local, state and federal entities, and areas needing improvement in ROCN's operations and services to law enforcement, the criminal justice system and citizens served. Briefly, the results of the evaluation are as follows:

ROCN provided a mechanism for resources to handle long term complex organized criminal activities that are beyond a single agencies capabilities. ROCN provided training and experience in large narcotic cases for a growing number of pool officers who work in the region.

From 1987 to 1993 ROCN officers had investigated and arrested 265 significant, major mid-level drug traffickers and had seized over \$6MM in illicit narcotics. According to the State Medical examiner the arrest and convictions in one case alone resulted in a drop of drug related deaths the following year (59 deaths in 1990 vs. 18 in 1991).

The investigative activities of ROCN focuses on mid-level narcotics cases freeing up local narcotics officers to work local cases.

Budget Office Recommendations: Funding consideration for this add package should be viewed in light of the county-wide policy and precedent setting nature of backfilling grant funded programs with General Fund dollars after the grant expires. From the information submitted by the District Attorney, it is not clear that the other jurisdictions who participate in ROCN are also willing to contribute an equitable amount to the support this Task Force. Although the DA could argue the merits of continued funding for this Multnomah County created task force, another perspective could argue for consideration of funding add packages that address mandates and increased caseloads. I recommend that funding for add packages that address mandates and increased caseloads be given priority over this package.

3. **ADD Personal Computer Fee.**
General Fund Cost = \$156,556

In January, 1996, Multnomah County made a policy decision to implement an annual personal computer flat fee (\$739) to ensure that departments kept up with desktop computer technology. This fee would be assessed on 181 existing, 10 new, and a portion of 28 SED PC's at an approximate cost to the DA's General Fund budget of \$156,556.

The District Attorney, DACBAC and the Information Technology committee all concur that that the DA's Office is in need of and would benefit significantly from replacement and upgrading of old computers and the addition of new computers. However, the 2% constraint requirement compelled a number of difficult budgetary decisions. The DA is fundamentally opposed to making further cuts in programs, and was unable to find the resources within the existing constraint to fund the PC fee. The DA has also cut back to \$0 the amount budgeted in FY 96/97 for PC's. The department budget has no capacity to buy computers if this package is not funded.

Budget Office Recommendations: The District Attorney was only one of two departments that did not include the computer fee within its constraint configuration. Many departments made significant sacrifices to incorporate this fee within their bottom line, include RIF's, and reductions of service levels. Those efforts should not go unrecognized. However, the position of the DA is understandable in his reluctance to make further reductions to his programs. A majority of the DA's budget provides direct services and consists mainly of personnel.

The benefits the DA would receive from this package are numerous including unifying the user interface to software, conversion to Office Suites from the current seven year old DOS based system and providing email to all users on the network. This also includes all of the infrastructure development that the fee would support.

A recommendation is easier to make by not only viewing the department as a whole, but by reflecting what is in the best interests of the county in the short and long run. This recommendation is further enhanced by respecting the clearly articulated departmental priorities outlined by the District Attorney and understanding that diverse departmental priorities cannot always gel with countywide priorities. This add package should receive a favorable funding consideration.

4. **ADD 21 Personal Computers.**
General Fund Cost = \$62,336

This add package is being introduced at the behest of the DACBAC in the event (or as an alternative to) that PC fee does not get funded. If the flat fee does not get funded, there are 21 stations in the DA's office that do not currently have some type of PC. This add package would address the need for this tool to be provided in areas where there currently is none.

Budget Office Recommendations: Based upon the recommendation to fund the add package containing the computer fee, it is not necessary to recommend funding for this package. However, if we do not fund the computer fee package, this package should not be given consideration for funding either. The DA's Office has the challenge to make the trade-off's needed to make his office work.

5. **ADD DDA III to address increased workload at the Juvenile Trial Unit.**
General Fund Cost = \$75,189

The District Attorney's Office is experiencing an overall workload increase in its Juvenile Court Trial Section. The increases are the result of greater numbers and case complexity in the delinquency,

dependency and termination of parental rights caseload. This add package is directly related to the urgent benchmark for decreasing recidivistic delinquency by juveniles.

Delinquency⇒ overall case referral rate for delinquency cases is up by 5% and the number of cases filed has increased by 10%. There was a 47% increase in rape, sodomy and sex abuse charges issue in 1995. Furthermore, felony assaults, gun charges and robbery charges have also increased. Interestingly, Measure 11 caseloads have remained fairly consistent since its implementation April 1, 1995.

Dependency⇒ In 1994, 252 dependency cases were assigned to Attorneys. In 1995, 366 cases were assigned to Attorneys. Until recently many low level cases that came into the Juvenile Trial Unit were filed until the case came to trial, at which point was assigned to any available DA. The unit is currently changing this process by assigning the cases which are backlogged and by assigning DA's to cases as they are received.

Termination of Parental Rights ⇒ In 1994, 100 cases were issues. In 1995, 134 cases were issued. Trial hours also increased by 75 over the previous year.

Budget Office Recommendations: Adding an FTE is one way to address the effectiveness of the Juvenile Trial Section. An additional Attorney will likely affect the speed and numbers of juvenile delinquency and dependency cases processed. The District Attorney will be working on providing the Budget Office more quantitative data to assist in our understanding of the program and impacts of caseloads. In the current year, the DA shifted 2.00 FTE DDA's downtown from Delinquency, to cover Measure 11 cases. This was made with the assumption that juvenile caseloads would drop in a ratio similar to the increases in Measure 11 cases. What they found was juvenile cases at juvenile did not drop, but stayed even. This has resulted in an overall increase in caseloads. The DA should be challenged to develop other creative ways to address this issue in addition to funding another position, including changing legislative requirements, and reviewing how and what cases are processed. It is recommended that this add package be given favorable funding consideration.

6. **ADD 1.00 FTE Support Enforcement Agent, 0.5 Legal Intern, eliminate a 0.5 FTE OA II and additional office space for the Support Enforcement Divisions to address increases in caseloads.**
Total Cost = \$80,014 (GF=\$27,205, ST & FED Fund=\$52,809)

This add package reflects the District Attorney's desire for additional FTE's to address the increasing numbers of support cases referred to his office. In January 1995, Support Enforcement Division (SED) caseloads were 6,845. In January 1996 caseloads were 7,712. These numbers reflect an approximate 13% increase in caseloads. If this trend continues, it is anticipated that by July 1996 caseloads will reach 8,145. SED agents can effectively manage a 800-900 cases and still meet the mandated federal timelines. By July SED Agent caseloads will be 1,018. The addition of another SED Agent will bring those caseloads back down to 905.

Presently the Support Enforcement Division has a .50 FTE vacant Office Assistant II position and a .50 FTE Legal Intern (presently staffed). The DA would like to increase the .50 FTE Legal Intern to a full time position and reclassify the .50 FTE Office Assistant II positions to a full time Support Enforcement Agent. Furthermore, they currently do not have space of the OAI position. An office adjacent to the SED has recently become available which would provide enough space for future growth and storage.

Rationale behind increasing the .50 FTE legal intern to 1.00 FTE Legal Intern reflects the DA's recognition that Legal Interns can prosecute cases in court and are thereby a more economical solution than adding higher salaried DA's. Legal Interns help relieve the increased caseload demands on DA's in this division, thus allowing the DA's to carry more cases.

The Federal Government, under the Social Security Act, Section Title IVD, 45 CFR Chapter 301-395 contracts with each state under an approved plan to provide child support services. Multnomah County entered into a cooperative agreement with the State to provide child support services to those residents who are not receiving public assistance. A requirement of the 66% funding received by the Federal Government is that processing time lines and services be met and provided as mandated. Failure to meet these requirements could result in a Federal/State audit resulting in the imposition of penalties and potential loss of funding.

Budget Office Recommendations: Funding for portions of this add package appear to be justified based on the presentation of caseload statistics and the potential alternative of penalties and loss of funding. The OAI position was held vacant for a major portion of this year to determine if the position be best be used as an OAI or be reclassified to an SED agent. This analysis was done while adjustments in types of work handled by staff were made. The analysis supported a SED agent. The Budget Office is currently working with the District Attorney by reviewing the analysis to provide a better understanding of the programmatic implications of this package.

With regard to the lease space request, this unit is located in the Security Pacific Building. They currently lease 5,880 square feet and with this add package will increase the square footage by 1,052. Addition of this space will allow the unit to reorganize, and relieve currently crowded conditions while creating critical storage space. The District Attorney agrees, that the new lease space is more than is currently needed, but reducing the square footage amount was not an option for this particular space, which is adjacent to their current office.

7. **ADD .50 FTE Lead Legal Assistant and materials and supplies to the Support Enforcement Division of the District Attorney's Office to implement a new program entitled Parents Are Consistently There (PACT) to provide monitoring and counseling for child support offenders.**
Total Cost = \$36,538 (GF=\$12,438, ST & FED Fund=\$ 24,145)

The PACT program was initiated by a non-profit group called the Corrective Behavior Institute (CBI) aimed at increasing collections, answering many of the unresolved issues of parents who owe support and increasing awareness in the courts and community about child support. The .50 FTE is being requested to make referrals, oversee and monitor the program.

PACT is a program that has operated in Kern and Santa Clara counties in California and has produced favorable results there. After one year 2/3's of PACT graduates were in compliance with their orders to pay. Pay records showed \$53,000 in the first four months compared to \$5,000 in the previous year for the same group. The primary focus is to initiate child support payments by non-supporting parents. The program has been proven to be effective when sufficient numbers of referrals are generated. This means at least 40 individuals per session/ 4 sessions per month. In order to provide the numbers, MCDA and Clark County DA want to jointly participate in this program in an effort to improve enforcement outcomes. It is anticipated that Clark county will be signing an 18 month contract with CBI and an intergovernmental agreement would then be pursued between Clark and Multnomah Counties. Based upon statistics from Kern county, it is anticipated that collection from non-supporting parents will improve by 30% within the first year after completion of the program.

Federal monies are provided as part of a match for the SED funding formula. The entire program is 1/3 General Fund, 2/3's Federal Funds. Furthermore, General Fund is offset with incentive monies which the DA receives for being efficient, thus the actual cost to the General Fund is slightly less than 1/3. It is unlikely that this funding source will be eliminated, however, like anything else in the Federal Budget, it is subject to change.

Budget Office Recommendations: This add package represents a new and enhanced level of service that is not currently being provided by the DA. The DA could argue that this package would provide a beneficial

service to constituents, however, Multnomah County's general fund resources are insufficient to meet all of the creative and beneficial ideas coming from our County programs. Given the relatively small amount of GF requested, it is recommended that the DA absorb this program within the constraint number if he wishes to implement this program.

8. **ADD 1.00 FTE Legal Assistant and computer to address anticipated caseload demands from the increase in property crime activities and the passage of HB 3488.**
General Fund Cost = \$45,905

Property crimes such as auto theft, Theft I and burglary have increased to such a level that the legislature recently passed HB 3488. HB 3488 implements and enhances the sentences of defendants convicted of specific property crimes. This requires further investigation and documentation of the criminal history of the defendant for sentencing purposes.

The use of a Legal Assistant to assist Attorneys who are becoming more and more overburdened with increased caseloads is becoming more and more common. The DA recognizes advantage the Legal Assistant provide by initially reviewing less serious and complicated cases. This enables the Attorneys to focus more of their limited time to the more complicated, serious cases and to the trying of cases in court.

The implications from not addressing increased caseloads resulting from HB 3488 could mean a decrease in the percentage of successfully prosecuted property crimes and the perceived implication of no consequences for criminal activity.

Budget Office Recommendations: A special session of the legislature convened on February 1-2, 1996 and passed HB 3488. This law will become effective July 1, 1997. Although there is an increase in property related crime, this office believes that it is premature to add FTE's at this point until the full effect of the law on caseloads is better understood. The budget office recommends that the legislation be closely monitored and if necessary be addressed in FY 97-98 when the law becomes effective.

9. **ADD 1.00 FTE Legal Assistant and computer to address caseload demands from the increased criminal drug activity.**
General Fund Cost = \$45,905

The purpose of this add package is to address the growing caseload demands of the drug unit by using a Legal Assistant rather than Attorneys to review and issue the lower-end classified felony drug charges. The drug unit is an area that could effectively use Legal Assistants to support the Attorneys who are experiencing greater caseloads. The Drug Unit is one of the largest and busiest units in the District Attorney's office. In 1994 the Drug Unit had 990 Possession of a Controlled Substance (PCS) cases. In 1995, caseloads jumped by 265 to a total of 1,255.

There are currently 7.00 FTE DDA's and 3.00 FTE Legal Assistants assigned to this unit. Legal Assistants can take approximately 19% of the workload away from the DDA thus freeing them to pursue the more serious manufacturing drugs cases, delivery of controlled substance and possessions.

The implications of not addressing increased caseloads resulting from the increase in criminal drug activity could mean issuing fewer drug cases and the implication of no consequences for criminal activity.

Budget Office Recommendations: Caseloads are increasing as a result of an increased coordinated law enforcement effort between the FBI, Sheriff's Office, the City of Portland Police Bureau and the District Attorney's Office. These concentrated efforts have resulted in sweep arrests, which in turn result in increased caseloads for this unit. This package merits favorable funding consideration. However, given that GF resources are limited, funding for higher priority add package should be considered first.

10. **ADD 1.00 FTE Deputy District Attorney, 1.00 FTE DA Investigator and 1.00 FTE Office Assistant II, 3 PC's and materials and services to address caseload demands in the Domestic Violence Unit**
General Fund Cost = \$155,864

The purpose of this add package is to address the growing caseload demands in the Domestic Violence Unit. Domestic Violence has grown over the past years and more recently has come into the forefront of the public eye. Currently the DV unit acts only on cases where the victim wishes to prosecute and on cases where certain criteria are present (such as the presence of children and whether a weapon is used). These are the only cases followed-up on. The addition of these FTE's will enable this unit to follow up on more misdemeanors outside of the currently used criteria.

Budget Office Recommendations: A recommendation is easier to make by not only viewing the department, but by reflecting what is in the best interests of the County in the short and long run. This recommendation is further complicated by respecting the clearly articulated departmental priorities outlined by the District Attorney and understanding of the difficulty of aligning diverse departmental priorities with countywide priorities. Domestic violence has been designated an urgent benchmark by Multnomah County and the State of Oregon. Effective intervention in domestic violence requires a coordinated response, which supports women and children seeking safety and provides a strong law enforcement response. The Chair should note that over the past three fiscal years the DA has been addressing this urgent benchmark through the increase of staff. Caseloads for this section are no more difficult to handle with existing staff than for other sections within the DA's Office. The District Attorney views staff as a pool of resources to be allocated based on the fluid requirements of the department. The same standard would apply to the staff contained in this add package. There is the potential that at some later date, this staff could be reallocated to areas with more pressing needs within the department.

Fiscal Year	1993-94	1994-95	1995-96
FTE	7.00	7.50	10.5
Adopted Budget	\$432,387	\$436,218	\$607,950

ISSUES AND OPPORTUNITIES

1. **Continued Implementation of Ballot Measure 11:** Upon the passage of Ballot Measure 11 in November 1994, and upon the day the law went into effect (April 1, 1995), the District Attorney's Office has undergone a period of intense case management in order to ensure the smooth and evenhanded implementation of the law.

Since April 1, the office has been presented with 980 cases involving Ballot Measure 11 charges. Eighty-three percent of them involve adult cases with juveniles comprising the remainder. The office has indicted approximately 600 of those cases and has disposed of approximately one-half of them.

While the Ballot Measure is almost approaching its first anniversary, it is still too early to tell definitively what the total impact has been on the office. Early observations suggest that, as expected, the trial rate for these cases is higher than previously experienced. An increase in the trial rate requires more attorney time to be devoted to these prosecutions. In addition to the suspected increase in trial rate, the arrest-to-trial time may have been significantly increased. At the present, it is difficult to do a before-and-after comparison due to the 90-day stay imposed on Ballot Measure 11 cases last fall.

2. **Adequate Office Space:** In 1992, the District Attorney commissioned a space evaluation by a private consultant. The study, subsequently updated in August of 1994, determined that it would be in the best long-term interest of the County to refurbish space on the eighth floor of the County Courthouse into usable office space. The project is a four-phase project, with the third phase now being completed. The first three phases have been significantly funded by a combination of forfeiture money and capital improvement money

from the General Fund. The estimate of the cost of the final phase is approximately \$700,000. The office has requested funds from the FY 96-97 Capital Improvement Program to complete this addition, providing space for 46 employees.

3. Neighborhood DA Program and Community Court: The Neighborhood DA project is in its sixth year and has produced some outstanding street level approaches to alleviating the quality of life crime that plagues some of our neighborhoods. The original concept involved siting six Deputy District Attorneys in the six county service districts. To date there are five. A sixth is assigned, under contract, to the Tri Met transit district. Within the program, the DA is conducting an Americorp public service project which involves about 20 Americorp members doing anti-graffiti work, transit safety projects and commercial trespass enforcement. The DA is also examining the feasibility of establishing a community court. The goals for such a court would be straightforward: make justice constructive, visible and efficient and to make it responsive and meaningful to victims, defendants and the community.

The District Attorney cut a DDA, and Legal Assistant assigned to the Neighborhood DA Program in order to meet his constraint. Restoration of this funding is the DA's highest priority add package.

4. HB 3488 Property Crimes: A special session of the legislature convened February 1-2, 1996 and passed HB 3488. The law, effective July 1, 1997, enhances the penalties for property offenders who have a significant criminal history. There is an expectation that during the next 18 months defendants charged with property offenses (Theft II, Auto Theft, etc.) will have more of an incentive to contest the case. The office will monitor the effects of the law during the upcoming year.

The District Attorney's eighth add package requests additional funding to address property crime caseload relief.

5. 1993-96 Agreement between Multnomah County and the District Attorney and the Prosecuting Attorney's Association: This agreement expires in June, 1996 and negotiations for a new agreement will be starting shortly. It is anticipated that issues on the table will include COLA's, increasing salary ranges, and the DDA's decision to opt out of the Measure 8, 6% salary adjustment. Implications could mean a demand for additional General Fund contributions to the District Attorney's budget. The DA's base budget was reduced by \$218,792 to reflect the DDA's decision and this money has been moved into contingencies.

DEPARTMENTAL STATUS UPDATES:

Results Efforts/Status of Implementation: During 1996-97 the District Attorney's Office plans to build into the organization the capacity to carry out the administrative work necessary for TQM and CQI projects. By their very nature such projects require focused attention over time to monitor and manage many of the details necessary for success. The Office has had difficulty meeting this demand within its current work constraints. Projects anticipated to be studied using a TQM/CQI approach include backlog problems in a variety of operational units, use of paper and copying costs and reduction of duplicate data entry between agencies.

Grants Efforts: The general federal funding picture for FY 96/97 is undetermined at this time pending action on the Federal Crime Bill. The District Attorney's Office currently receives the following grants:

- 1) Americorps under the National and Community Trust Act (Corporation for national and Community Services). Application will be made to renew this grant for 96/97. (\$250,000)
- 2) Gang Organized Crime/Narcotics (ROCN) under Byrne Fund to fund a DDA. (\$250,000).
- 3) Regional Organized Crime/Narcotic (ROCN) under Byrne Fund to fund a DDA. (\$110,000).

- 4) Finvest under the Byrne Fund discretionary money. The Finvest grant created a financial investigation team which is attached to ROCN. This grant will not be renewed for the next year. (\$150,000).

Use of Performance Measurements: The District Attorney's Office uses statistical reports to monitor workload impacts throughout its operation. Reports include cases and charge disposition by unit, Measure 11 case issuing and disposition, domestic violence and drug case issuing and disposition. Through the use of customized reports throughout the organization, the District Attorney will continue to monitor and address workload impacts.