



# MULTNOMAH COUNTY, OREGON

## BOARD OF COMMISSIONERS

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

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

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

## MARCH 30 & APRIL 1, 1999

## BOARD MEETINGS

### FASTLOOK AGENDA ITEMS OF INTEREST

Pg 2	9:30 a.m. Tuesday Community Justice Briefing
Pg 2	10:30 a.m. Tuesday Briefing on Divergence Between Economic Growth and Social Conditions
Pg 3	9:30 a.m. Thursday DCFS RESULTS Presentation
Pg 3	9:50 a.m. Thursday April Alcohol Awareness Month Proclamation
Pg 4	10:10 a.m. Thursday Resolution Confirming Interim Designees
Pg 4	10:15 a.m. Thursday Legislative Agenda Public Safety Discussion
*	<b>Please Note: Jail Site Resolution Rescheduled to May 6, 1999</b>

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

Thursday, 9:30 AM, (LIVE) Channel 30  
Friday, 10:00 PM, Channel 30  
Sunday, 1:00 PM, Channel 30  
Produced through Multnomah Community Television

Tuesday, March 30, 1999 - 9:30 AM  
Multnomah County Courthouse, Boardroom 602  
1021 SW Fourth Avenue, Portland

## **BOARD BRIEFINGS**

- B-1 Community Justice - Building a Safe and Healthy Community. Presented by Dennis Maloney, Director, Deschutes County Community Justice Center and Scott Johnson, Director, Deschutes County Commission on Children and Families. 1 HOUR REQUESTED.
- B-2 What's Causing the Divergence Between Economic Growth and Our Social Condition? Presented by Gerald Kissler, The Agility Group, Karmen Fore, OSU, and Jim Carlson, Evaluation and Research Unit, Multnomah County Support Services Department. 1.5 HOURS REQUESTED.
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Thursday, April 1, 1999 - 9:30 AM  
Multnomah County Courthouse, Boardroom 602  
1021 SW Fourth Avenue, Portland

## **REGULAR MEETING**

### **CONSENT CALENDAR**

#### **SHERIFF'S OFFICE**

- C-1 Amendment 2 to Intergovernmental Agreement 800897 with the Oregon Department of Corrections, Increasing the Per Diem Prison Bed Rental Rate to House County SB 1145 Offenders

#### **DISTRICT ATTORNEY'S OFFICE**

- C-2 Amendment 2 to Intergovernmental Agreement 500257 with the Portland Police Bureau, Providing Continued Funding of 2 FTE Deputy District Attorneys from the Local Law Enforcement Block Grant

#### **DEPARTMENT OF HEALTH**

- C-3 Intergovernmental Revenue Agreement 9910547 with the Port of Portland, Providing Mosquito Control Services on Government Island

**DEPARTMENT OF JUVENILE AND ADULT COMMUNITY JUSTICE**

- C-4 Budget Modification DCJ 6 Reappropriating \$224,642 State of Oregon Diversion Plan Revenue Carried Forward from Fiscal Year 1997-98

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

- C-5 ORDER Authorizing the Execution of Deed D991616 Upon Complete Performance of a Contract with Elizabeth Hepburn
- C-6 ORDER Authorizing Private Sale of Certain Tax Foreclosed Property to Baron Equities and Resources, Inc., Including Direction to Tax Title for Publication of Notice Pursuant to ORS 275.225

**REGULAR AGENDA**

**PUBLIC COMMENT**

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

**DEPARTMENT OF COMMUNITY AND FAMILY SERVICES**

- R-2 Results from RESULTS: A Family Resource Center Survey. Presented by Kathleen Saadat and Others. 15 MINUTES REQUESTED.

**SHERIFF'S OFFICE**

- R-3 Retail Malt Beverage Liquor License Renewal for CORBETT STATION, 2605 NE CORBETT HILL ROAD, CORBETT

**DEPARTMENT OF SUPPORT SERVICES**

- R-4 Budget Modification 99COLA Authorizing Additional Expenditures in Compliance with AFSCME Local 88 and Local 86 Contracts and Equivalent Non-Represented Staff and Making Transfers from Various Contingency Accounts

**NON-DEPARTMENTAL**

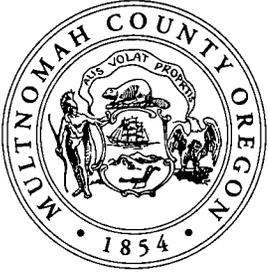
- R-5 PROCLAMATION Proclaiming April, 1999 as ALCOHOL AWARENESS MONTH

- R-6 RESOLUTION Declaring Multnomah County's Support for the Pacific Coastal Salmon Recovery Initiative and Directing Communication with Members of the U.S. Senate and House of Representatives
- R-7 RESOLUTION Confirming the Interim Designation of Certain Multnomah County Elected Officials in the Event of a Vacancy
- R-8 1999 Legislative Agenda - Public Safety. Presented by Gina Mattioda, Susan Lee, Elyse Clawson, Dan Noelle, Dave Warren and Other Invited Guests. 1 HOUR REQUESTED.

**COMMISSIONER COMMENT/LEGISLATIVE ISSUES**

- R-9 Opportunity (as Time Allows) for Commissioners to Provide Informational Comments to Board and Public on Non-Agenda Items of Interest or to Discuss Legislative Issues.





## Beverly Stein, Multnomah County Chair

Room 1515, Portland Building  
1120 S.W. Fifth Avenue  
Portland, Oregon 97204

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### STAFF SUPPLEMENTAL MEMORANDUM

TO : Board of County Commissioners

FROM : Carol M. Ford

DATE : March 19, 1999

RE : *Community Justice – Building a Safe and Healthy Community.*  
Dennis Maloney, Director, Deschutes County Community Justice Center  
and Scott Johnson, Director, Deschutes County Commission on Children  
and Families

#### I. Recommendation/Action Requested:

During the Public Safety Plan discussions, the Board has expressed an interest in looking at different public safety system models. Dennis Maloney and Scott Johnson have developed a Community Justice model for Deschutes County that is based on an essential premise that the justice system and citizens work together to address public safety and restore victims and communities to the fullest extent possible.

Mr. Maloney and Mr. Johnson will present the Deschutes County model:  
*Community Justice: Building a Safe and Healthy Community.*

#### II. Background/Analysis:

Historically, corrections resources across the nation have been targeted toward the offender (e.g. funds to do something to the offender: “lock them up” or for the offender: “rehabilitate them”). Victims of crime and local communities have often been unrepresented, or at best, passive participants in the system.



**III. Financial Impact:** N/A

**IV. Legal Issues:** N/A

**V. Controversial Issues:** N/A

**VI. Link to Current County Policies:**  
County's Long Term Benchmark: Reduce Crime

**VII. Citizen Participation:** N/A

**VIII. Other Government Participation:**  
Invitations to attend the presentation have been sent to Portland City Council, Gresham City Council, Local Public Safety Coordinating Council, Commission on Children, Families and Community and the Portland-Multnomah Progress Board.

Attachments:  
Dennis Maloney bio  
Scott Johnson bio

**Multnomah County Chair Beverly Stein  
would like to invite you to attend two special  
presentations to the Board of County Commissioners**

**March 30, 1999  
9:30 to 12:00**

**Multnomah County Courthouse, Boardroom 602  
1021 SW Fourth Avenue, Portland**

**9:30 – 10:30 a.m.**

***Community Justice  
- Building a Safe and Healthy Community***

**Dennis Maloney, Director, Deschutes County Community Justice &  
Scott Johnson, Deschutes Commission on Children and Families**

Mr. Maloney and Mr. Johnson will present the Deschutes Community Justice model that is based on an essential premise that the justice system and citizens work together to address public safety and restore victims and communities to the fullest extent possible. Historically, corrections resources across the nation have been targeted toward the offender (e.g. to do something to the offender - "lock them up" or for the offender - "rehabilitate them"). Victims of crime and local communities have often been unrepresented, or at best, passive participants in the system.

**10:30 – 12:00**

***What's Causing the Divergence Between  
Economic Growth and Our Social Condition?***

**Gerald Kissler, The Agility Group & Karmen Fore, OSU**

During a time in the late 1990s when there has been remarkable economic prosperity for the nation, there has also been a widespread feeling that personal lives and "well-being" have not benefited proportionately. Mr. Kissler and Ms. Fore have studied the cause of this growing split between economic growth and social conditions and what would have the biggest impact on improving the well being of citizens. Mr. Kissler and Ms. Fore will discuss what is happening in the state of Oregon and focus specifically on Multnomah County trends.

For meeting information, contact Board Clerk Deb Bogstad, 248-3277.

**BUILDING COMMUNITY JUSTICE**  
Multnomah County Department of Community Justice  
March 1999

*Community justice is built on the inclusion of our community stakeholders in the development, delivery, and evaluation of justice services.*

Community Justice is a philosophical approach to justice services that is beginning to underlay the supervision, services, and sanctions provided by the Department of Community Justice. This approach involves listening to the community to determine their criminal justice and public safety concerns and tailoring responses to address those concerns. The supervision and rehabilitation of offenders focuses on increasing their connection to a community that is caring and supportive of all of its members. Interventions and supportive services can be designed to connect them to the community while holding them accountable to their victims and the community for their actions. The Department recognizes that it cannot succeed without the support and participation of the communities it serves. We seek to strengthen our role as a partner with citizens, crime victims, schools, civic groups, and other organizations in building healthy communities by solving community problems. At its core, community justice expands justice's traditional focus on the offender to recognize the roles of the victim and the community in the system. Toward that goal, our Department is engaged in many activities, including:

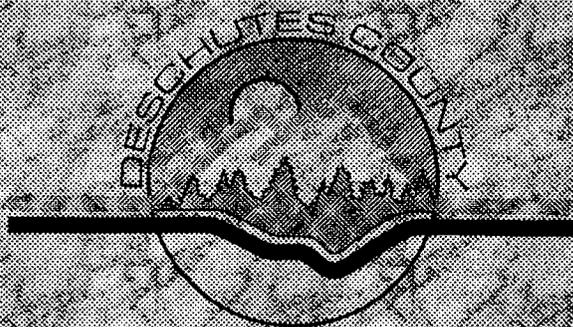
- **Volunteer Program:** Provides opportunities for citizens to participate in juvenile and adult community corrections activities.
- **Conversation Groups with Families and Youth:** Since February 1997, the Department has held a series of conversation groups with youth and families about their perceptions of services provided by the Department, schools and other issues that concern them. These groups are a hands-on way for the Department staff to hear feedback about our services and for families and youth to be heard in a way that rarely happens. The services of juvenile justice have been significantly changed by these conversations and they continue to evolve as we talk with more community members about their needs.
- **Student Attendance Initiative:** This program involves home outreach and services for youth who are identified by schools as having truancy problems. Services are provided to 130 schools for youth in 4<sup>th</sup> through 9<sup>th</sup> grade. This is a collaborative effort between Portland Public Schools, Multnomah Education Service District, Volunteers of America and the Family Centers.
- **Community Court:** A pilot project in Northeast Portland designed to build linkages between the courts and the community. The Community Court focuses on quality of life crimes. The Court's primary sentence is community service. A Citizen Advisory Board establishes policies and priorities. Operations involve the collaboration of the District Attorney's Office, the Circuit Court, the Metropolitan Public Defender, our Department, and other public and private agencies. Other communities in the County have begun exploring the possibility of establishing a community court.

- **Safety Action Teams:** The Department helps staff these community policing initiatives in two neighborhoods. The teams help integrate law enforcement and community corrections with neighborhood, school, business, and social service agencies.
- **Peninsula Office:** This Adult Community Justice field office in North Portland is piloting several strategies that increase the involvement of citizens and neighborhood groups in our operations. Each PO is assigned to a specific neighborhood to supervise that neighborhood's offenders and to serve as a resource at neighborhood association meetings. An emphasis on visiting offenders in their homes presents many opportunities for staff to discuss their work with interested citizens. A unique feature of this office is its Citizens Advisory Board, formed to mediate issues, discuss service priorities, and evaluate our responsiveness. The office makes its meeting room available for a variety of community groups.
- **Victim Services:** Assists crime victims after adjudication in such matters as court process, parole and probation operations, restitution, and resource referrals.
- **Victim/Offender Mediation:** Through a contract with Resolutions NW, young offenders and their victims can enter into victim/offender mediation. The process offers closure for the victim, along with negotiated settlements and consequences, and forces youth to confront the impact of their behavior on a personal level.
- **Victim Impact Panels:** Youth are often mandated to attend a presentation by a panel of victims who discuss the impact that crime has had on them. These panels usually include representatives of the insurance industry who can discuss the impact that crime has on all people's interest rates as well as individual victims.
- **Project Payback:** Youth who are required to pay restitution, but who are unemployed, are referred to Project Payback. This program develops contracts with organizations to do clean-up or basic landscaping. The youth work under Department supervision and the victim receives payment for the hours worked.
- **Community Services and the Forest Project:** Juvenile and adult offenders are afforded an opportunity to give something back to the community by completing work assignments and special projects.
- **Neighborhood Meetings:** Staff regularly attend various meetings to tackle community problems with those most impacted.

Our partnership-building parallels similar efforts throughout the County and around the country. Community justice concepts are also being implemented in such Countywide initiatives as the community policing, community prosecution, Caring Communities, SUN Community Schools, and other collaborative efforts. These efforts are reflected in our designation as both a Community Justice Site and a Weed and Seed Site by the U.S. Department of Justice. The Weed and Seed program supports the enhancement of public safety by building healthy, empowered communities. These designations have leveraged grant funding and technical assistance for several multi-agency programs.

# “Community Justice” Briefing Packet

*Building a Safe and Healthy Community  
in Deschutes County Oregon*



*"In nature, nothing grows from the top down."*

Chandler Center, Bend Oregon 1997

For more information,  
contact Deschutes County at:

County Commissioners  
Nancy Schlangen, Chair  
1170 N.W. Harriman  
Bend, OR 97701  
Ph: (541) 388-6673; Fax: 385-1742

Department of Community Justice  
Dennis Maloney, Director  
Community Justice Center  
63333 Hwy. 20  
Bend, OR 97701  
Ph: (541) 388-6673; Fax: 383-1525  
[www.deschutes.org](http://www.deschutes.org) (community justice link)

County Commission on Children and Families  
Jim Diegel, Chair and Scott Johnson, Director  
1029 N.W. 14<sup>th</sup>  
Bend, OR 97701  
Ph: (541) 385-1717; Fax: 385-1742  
[www.deschutes.org](http://www.deschutes.org) (CCF link)

# “Community Justice” Briefing Packet

## Table of Contents

- A. *“What is Community Justice”*
- B. County Resolutions
- C. Citizen Surveys - Listening to the Public
- D. Getting Results for Community Stakeholders
- E. Budget Principles - Citizen Review
- F. The Community Youth Investment Project
- G. Media Coverage - Editorials & Articles
- H. The Ad Club’s *“Get Help - Help Out”* Campaign

*“Heroes are not giant statues framed against a red sky.  
They are people who say this is my community  
and it’s my responsibility to make it better. ”*

Governor Tom McCall

# What is Community Justice?

Historically, corrections resources in Deschutes County and all across the country have been targeted toward the offender (e.g. funds are utilized to do something to the offender: "lock them up" - or - for the offender: "rehabilitate them").

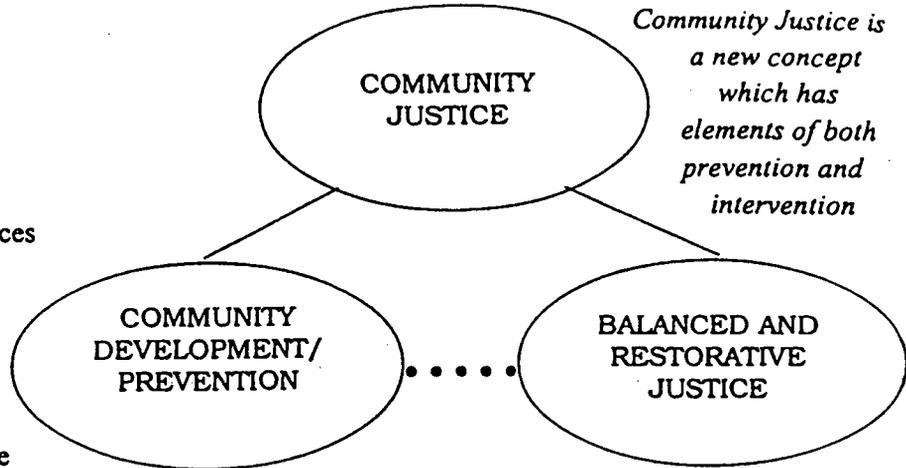
Victims of crime and our local communities have often been unrepresented, or at best, passive participants in the system. Traditional retributive justice focuses on public vengeance, deterrence and punishment and actively promotes competition between advocates of rehabilitation and advocates of punishment.

The model of "Community Justice" presents an opportunity to literally change the way we do business in the criminal justice system. Under Community Justice, our communities ... including individual victims ... are the ultimate customers and true partners of the justice system while offenders are expected to repair the harm they've caused. This effort is based on an essential premise that the justice system and citizens must work together to address public safety and to restore victims and communities to the fullest extent possible.

We must act appropriately whenever a crime is committed. However, we must work just as diligently in the areas of community development and crime prevention to create societal conditions that reduce the likelihood of crime occurring in the first place! By working together, we can solve crime related problems and increase community safety and livability for all our citizens.

Community Justice seeks to:

- ☞ Prevent crime
- ☞ Attend to the needs of the victim
- ☞ Hold offenders accountable
- ☞ Operate cost-effective correction systems
- ☞ Build communities



Community Justice is both *proactive* and *repairative*. Proactive practices include developing and using community resources for crime prevention and early intervention. Balanced and restorative justice principles including offender accountability, community protection, and competency development (rehabilitation) are used to engage the offender while repairing damage to victims and communities when crime does occur.

Examples of programs that reflect Community Justice principles and are underway in Deschutes County include:

- redistributed caseloads to allow the majority of community officers to work in neighborhoods on crime prevention and community development
- tailored 8, 30, and 120 day detention programs for serious, violent and chronic offenders
- Neighborhood Safety Teams to reduce the threat of crime by addressing public safety needs identified by neighborhood residents
- victim-offender mediation program on a voluntary basis to address the needs of the victim
- merchant accountability boards to provide business representatives input on sanctions in cases of shoplifting
- restorative community work service program that seeks to promote a bond between the offender and his or her community by designing and completing meaningful work service projects
- working with the faith community to develop a post-release support network

For more information on Community Justice, please call 385-1721. ☐

**COMMUNITY JUSTICE RESOLUTION  
RESOLUTION NO. 96-122**

Whereas, the citizens of Deschutes County should be entitled to the highest level of public safety, and

Whereas, increasing rates of juvenile and adult crime pose a threat to our citizens being and feeling safe, and

Whereas, a comprehensive crime reduction strategy requires a balanced emphasis on crime prevention, early intervention and effective corrections efforts, and

Whereas, the participation and restoration of victims should be a central responsibility of the criminal justice system, and

Whereas, Community Justice embodies a philosophy that engages the community to lead all crime prevention and crime reduction strategies,

Now, therefore, the Deschutes County Board of Commissioners adopts Community Justice as the central mission and purpose of the county's community corrections efforts. Furthermore, the County hereby creates a Department of Community Justice to replace the Department of Community Corrections.

BE IT RESOLVED that the Department of Community Justice shall work in partnership with the County's citizenry to carry out effective crime prevention, crime control and crime reduction initiatives.

BE IT FURTHER RESOLVED that the County shall construct a Community Justice Center to provide facilities and programs for victims of crime to be restored, for offenders to be held accountable and to gain the competencies to become responsible and productive citizens, and for the community to have access to an organizational center for a broad range of crime fighting efforts.

DATED THIS 25th day of September 1996, by the Deschutes County Board of Commissioners.

ATTEST:

Anita Matchie  
Recording Secretary

Nancy Pope Schlagen  
Nancy Pope Schlagen, Chair

Robert L. Nipper  
Robert L. Nipper, Commissioner

Linda L. Swearingen  
Linda L. Swearingen, Commissioner

# VICTIMS FIRST RESOLUTION RESOLUTION NO. 98-074

Whereas, victims of crime suffer physical, emotional and financial loss, and often suffer personal trauma in association with their loss, and

Whereas, victims of crime should be treated as the primary customer of our Community Justice system, and

Whereas, the Victim Assistance Program, operated through the District Attorney's Office, serves as a vigilant ombudsman for victims by providing a full continuum of supportive services delivered by volunteers and professionals, and

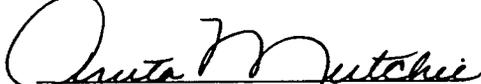
Whereas, this Board of Commissioners has previously declared the Department of Community Justice has a responsibility to ensure the participation and restoration of victims, said responsibility having been decreed in the Community Justice Resolution No. 96-122, and

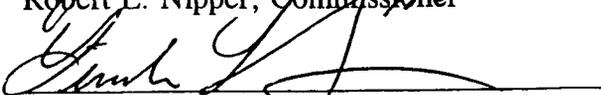
Whereas, this Board of County Commissioners declares offenders who are responsible for causing loss and traumatization should pay to defray the costs of victim assistance services,

NOW THEREFORE, BE IT RESOLVED that the Board of Commissioners hereby authorizes the District Attorney and the Department of Community Justice to impose a separate fee for services to be used for the exclusive purpose of supporting the Victim Assistance Program. Said fees shall be imposed for all cases under the jurisdiction of the District Attorney and the Community Justice Department. Furthermore, the Department of Community Justice shall recommend to the Court that said fees be a condition of Court-ordered probation cases. This Board of Commissioners hereby establishes a minimum fee of \$15 to be imposed for misdemeanor cases and a minimum fee of \$25 to be imposed for felony cases during the 1998-99 fiscal year, said fees to be of primary importance in collection.

DATED this 17th day of June, 1998 by the Deschutes County Board of Commissioners.

ATTEST:

  
Anita M. Mutchie  
Recording Secretary

  
Nancy Pope Schlangen, Chair  
  
Robert L. Nipper, Commissioner  
  
Linda L. Swearingen, Commissioner

## COMMUNITY JUSTICE CENTER FACILITY DEDICATION RESOLUTION

WHEREAS, the health and safety of our children, youth, and families is the paramount priority of government and;

WHEREAS, the very best way to reduce society's ills is to prevent them from happening in the first place and;

WHEREAS, we must stand ready and be sufficiently prepared to confront those who would violate the community's peace and;

WHEREAS, this great state and this great nation will only be made stronger if local citizens first take responsibility for the safety and well-being of their community and;

WHEREAS, the citizens of this county have demonstrated their strong sense of stewardship by contributing their time, energy, and hard-earned tax dollars to support public safety efforts;

AND WHEREAS, the Community Justice Center serves as a place for the community to organize crime prevention strategies, attend to the needs of victims, constructively supervise offenders, and add to the overall health of children and families.

NOW THEREFORE, be it resolved that this Board of Commissioners hereby dedicates this Community Justice Center in honor of those citizens who invested time to study the issue and evaluate the personal costs, then chose to finance, construct, and operate these facilities.

Be it further resolved that all who work here will do so with respect and appreciation for our public. For without them, these facilities would not stand.

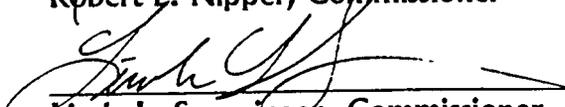
DATED THIS 24<sup>th</sup> day of June 1998, by the Deschutes County Board of Commissioners.

ATTEST:

  
Recording Secretary

  
Nancy Bope Schlangen, Chair

  
Robert L. Nipper, Commissioner

  
Linda L. Swearingen, Commissioner

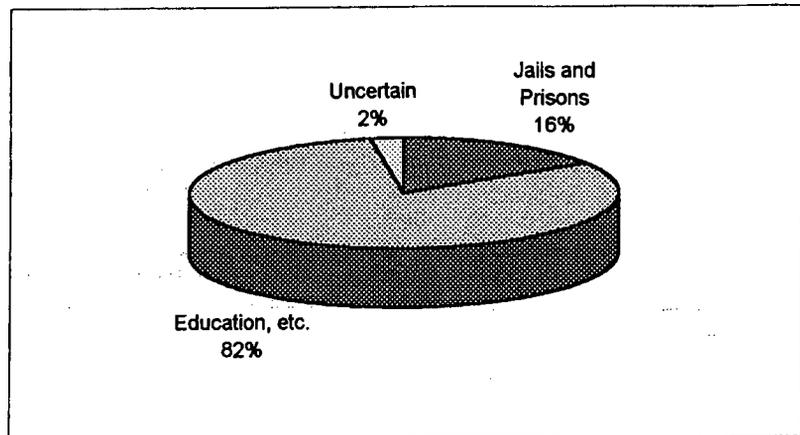
## C. Citizen Surveys - Listening to the Public

**Finding:** While not designed as a research instrument with statistical validity, this survey and sample indicates a high level of support for community-based justice initiatives, offender accountability, restitution, and mediation.

### 1. Use of Tax Dollars

To reduce crime, should we spend more money on jails and prisons, or spend more money on education, job training and community programs?

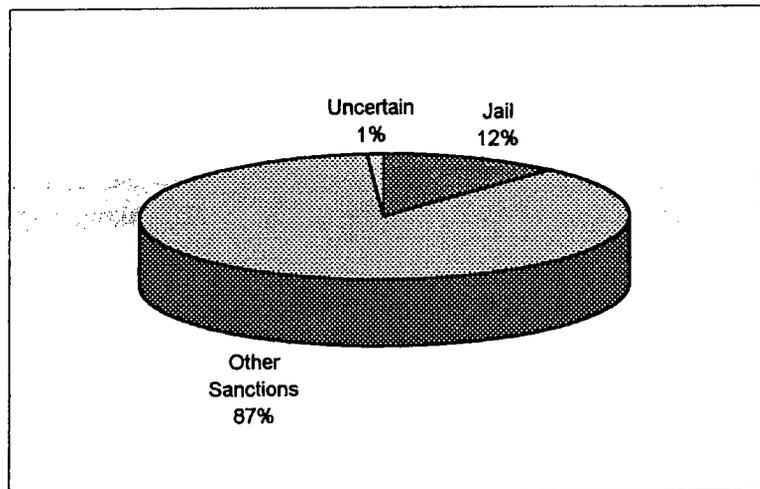
	Responses
Jails and Prisons	62.50
Education, etc.	318.00
Uncertain	9.50
<b>Total Responses</b>	<b>390.00</b>



### 2. Sanctions

For non-violent offenders, do you favor jail sentences or alternative sanctions such as restitution, community service, work programs, victim-offender mediation?

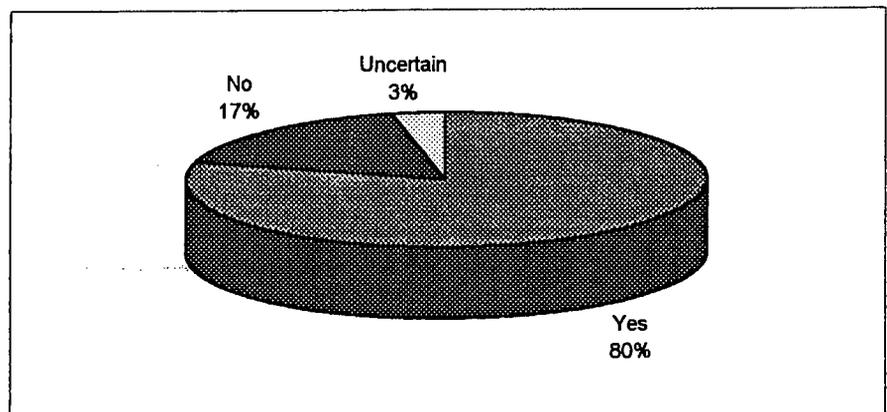
	Responses
Jail	47.0
Other Sanctions	339.0
Uncertain	4.0
<b>Total Responses</b>	<b>390.0</b>



### 3. Mandatory Program

Do you favor the use of mandatory programs such as drug and alcohol treatment even if such programs are expensive?

	Responses
Yes	309.5
No	67.5
Uncertain	13.0
<b>Total Responses</b>	<b>390.0</b>

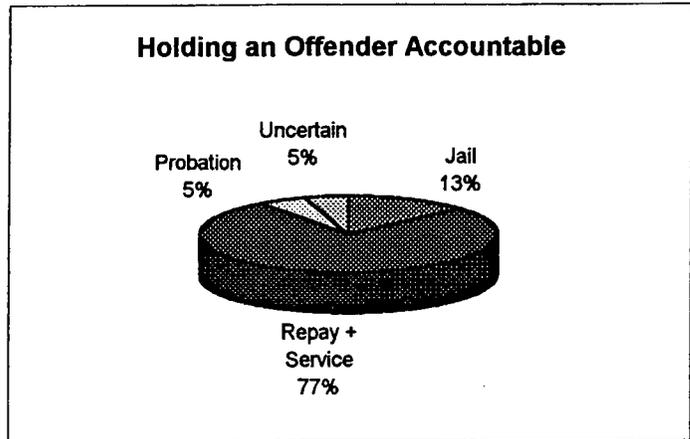


## C. Citizen Surveys - Listening to the Public

### 4. Offender Accountability

Suppose your home was burglarized and \$1,000 worth of property was stolen. The individual responsible for the burglary has one previous conviction for a similar offense. Would you prefer that:

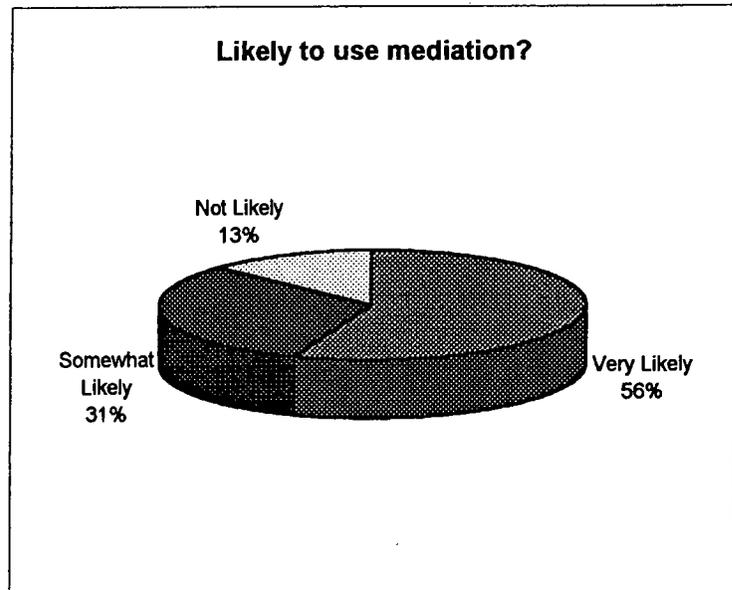
A. The person be sentenced to four months in jail?	51.5
B. The person repay you the the \$1,000 and perform 80 hours of community service?	299.5
C. The person be placed on probation for three years?	21.0
D. Undecided	18.0
<b>Total</b>	<b>390.0</b>



### 5. Victim Offender Mediation

The Deschutes County Juvenile Department has a program which allows victims of crime to meet with the person who committed the crime. Such a meeting is held in the presence of a trained mediator, and seeks to let an offender know how his victim was impacted by the crime, and work out a plan for repayment of losses. If you were a victim of a non-violent crime, how likely would you be to participate in this program?

	Responses
Very Likely	217.5
Somewhat Likely	122.5
Not Likely	50.0



*Special thanks to Lois Mae Benson and members of the Deschutes County Justice Evaluation Coalition for distribution of this survey to the public in Bend and Redmond. This survey was circulated by Coalition members in local neighborhoods via phone and in person. For additional information, contact Deb Galvin, Deschutes County Community Justice Department.*

Source: Deschutes County Community Justice Department, September, 1997.

## Community Justice in Deschutes County Oregon

### D. Getting Results for Community Stakeholders ...

Thanks to the combined efforts of local citizens, elected officials, governments and business, Deschutes County can measure success in a number of ways:

Laws and Policies - Since '93, the County has worked with three Legislatures and two Governors to pass laws related to community justice and community governance.

HB 2003 and 2473 created a Commission on Children and Families of lay citizens. These laws also established the Presiding Circuit Court Judge and the County Commissioners as a four member Governing Body on matters related to children and families.

The Oregon Legislature and Governor passed HB 3737, the County's Youth Investment Project. Enacted as a six-year pilot, the law holds high-risk youth accountable at the local level. The County will reduce use of state facilities, effectively manage youth locally and reinvest savings in crime prevention.

The County Commissioners have also set policy through County Resolutions. Examples (attached) include community justice, victim services, and dedication of the new Community Justice Center.

National Development Site - The County has been selected by the United State Dept. of Justice, National Institute of Corrections as a national program development site.

Public Safety Council - This Council of public safety officials works with the

community to address community justice and community policing priorities.

Taxpayer investment in Safety Campus - A multi-use public safety campus has been constructed, resulting in improved services, facilities and capacity. The campus includes an \$8.2 million juvenile community justice center with an expanded secure and co-location of more than a dozen public agencies and non-profits projects.

Comprehensive Plan - The community has created a four-year Comprehensive Plan for children and families. The plan includes priorities related to a variety of topics including justice, family violence, early childhood, youth development and parenting.

Emphasis on Victims Services - Victims are a primary customer of the system. The community is supporting three new programs: a Victim Assistance Program, Merchant Accountability Board and Victim Offender Mediation Program.

VOMP allows victims of crime to confront offenders and arrange a formal restitution schedule and community work service. VOMP has a collection rate of 87%. MAB causes immediate accountability for shoplifters, bad check writers and minor offenders. MAB's restitution rate: 90%.

Community Restitution - Offenders "pay back" the community for the harm they have caused. Youth Investment Project youth have contributed 1,602 hours of community

restitution in the first six months of the project. In 1996, 1,753 adult and juvenile offenders completed 88,240 hours of community restitution.

A Habitat for Humanity House - Young people in the Youth Investment Project will work with a low-income family and break ground on a house in August 1998. Brooks Resources, a local business, has donated \$30,000 for building supplies.

Less use of State juvenile facilities - Through the Youth Investment Project, we have reduced our use of Oregon Youth Authority (state) "discretionary" beds by more than 50%. Seven youth have been transferred from state facilities to the County.

Greater local juvenile bed capacity - We are experiencing a 320% increase in local bed capacity through taxpayer and County financing. Total beds have increased from 10 beds to 42 beds.

Innovative Family Court Model - This court, intervention and prevention program is unique nationally. The program links family cases under a single judge and uses a "family advocate" to coordinate services.

Community Dispute Resolution - This year old program provides an early intervention alternative to resolve disputes. The program reduces the need for more costly public services. It operates with 44 trained mediators. Mediated cases to date: 52.

Receiving generous community support - More than \$275,000 in financial and in kind support has been donated by local businesses. Leaders include Jeld Wen Corp (funding a cognitive training program for offenders), the Ad Club of Central Oregon (an awareness

and service campaign), and the Downtowners Association (downtown beautification).

"Conversations" with the community - In three years, community partners have conducted 8 forums with more than 1,200 citizens in attendance. Topics: victims services, a "youth summit", neighborhood safety, juvenile crime prevention, legislation, "lighted schools", and domestic violence.

Consultation with experts - Forums and planning sessions have included participation of dozens of outside experts, researchers and practitioners.

Community Surveys and Interviews - We have invited citizen input on the direction and focus of our community justice and juvenile crime prevention efforts. Survey results are being used in policy, planning and priority setting (see attached example).

"Reinvestment Plan" - The community has established a road map for reinvesting savings earned from managing high risk youth. This coming year, an estimated \$ 320,000 will be reinvested in screening of kindergarten children, parent training, supervised after school activities and home visiting for at risk families with young children.

The Kemple Clinic - The community has opened a clinic providing free dental services for at-risk children in our community;

Dexter House - A community-policing and social service project in operation and increasing neighborhood safety and livability.

Funded juvenile crime intervention services - Increased County funding of juvenile intervention by \$ 1.2 million.



## Community Justice in Deschutes County Oregon

### E. Budget Principles - Citizen Review

It is the policy of Deschutes County that the lay citizens on the Commission on Children and Families shall have budget authority for county services benefiting children and families. The Commission is expected to make recommendations to the Governing Body and help ensure that departments manage resources consistent with the Comprehensive Plan and County Policy. In 1998, the Commission asked the Community Justice Dept. to prepare a budget based on the following guidelines:

1. **Assure public safety.** Allocate resources in a way that allows you to manage offenders and manage their risk to the community. Give particular attention to efforts that demonstrate accountability, responsibility, and skill development in offenders. This will assure longer term return on budget investments.
2. **Incorporate contemporary research** about cost effective interventions. Challenge standing practices and current efforts. Are they defensible and can their effectiveness be measured?
3. **Bolster services to crime victims.** Make certain that victim needs are addressed throughout the department programs. Involve the victim whenever appropriate in considering dispositions.
4. **Focus on restoration.** Define accountability as the fulfillment of offender obligations to victims and the community. Operate programs that increase the likelihood that restitution requirements will be met. Complete community service projects with an emphasis on projects that build a sense of community and reduce crime.
5. **Cause citizen participation and volunteerism to flourish.** Deploy staff in a manner that stimulates volunteer involvement. Reduce dependence on professional delivery of services whenever opportunities exist. Creatively manage the new facility. Assist and support community-based organizations and projects whenever possible by providing space and department resources.
6. **Redeploy resources to prevention.** Remediate crime problems in the most cost-effective manner so that department resources can be redeployed toward crime prevention. View the department's role as including prevention investments as a first order of business. Include any redeployed resources with the new community reinvestment fund. Spend money on reactive measures only when absolutely necessary.

**COMMISSION ON CHILDREN & FAMILIES**  
OF DESCHUTES COUNTY

Committed to the development of healthy children, strong families and supportive communities

ROSIE BAREIS COMMUNITY CAMPUS, 1029 NORTHWEST 14TH STREET, BEND, OREGON 97701 PHONE: 541/385-1717 FAX: 541/385-1742

# F. Deschutes County's Community Youth Investment Project

## Executive Summary

### **HB 3737 ... A New Oregon Law**

HB 3737 is new juvenile crime legislation passed by the 1997 Oregon legislature and signed into law by Governor John Kitzhaber. This six year demonstration project extends from July, 1997 through June, 2003.

The project will hold youth more accountable at the community level. The law provides incentives for Deschutes County to use fewer state "close custody" beds for adjudicated youth by allowing the county to invest any savings of state funds in crime prevention.

The County will use county, community and state resources to develop *local* facilities and programs that address public safety and prevent juvenile crime. The County will work to (1) expand local options for at risk youth, (2) increase resources for earlier intervention and prevention and (3) reduce the long term cost to the state for the cost of crime.

The law also represents an attempt to address Governor Kitzhaber's concern that juvenile crime is having an increasingly negative impact on Oregon's future. In addition to the human impact of crime, costs of close custody services for juveniles are projected to increase from \$ 200 million to as much as \$ 700 million by 2005. The Governor has asked county governments to expand their efforts on this issue.

The project is being implemented in collaboration with the Oregon Youth Authority and the Central / Eastern Oregon Juvenile Justice Consortium (CEOJJC), an association of 17 rural Oregon counties.

### **Building on a Foundation of Service ... Related Law and Efforts**

Deschutes County operates under an Oregon Law applicable only to this county (Chapter 675 1993 session and Chapter 161 1995 Session). The law requires collaboration with the courts and greater citizen responsibility. It also provides the legal standing to increase local responsibility for state and federal resources related to children and families.

In 1996, the County invoked this law to become a "Chemical Dependency Organization". As a C.D.O., the County has assumed managed care responsibilities for Oregon Health Plan members (Deschutes County residents) in need of alcohol and drug services. Following the success of the C.D.O., local officials have applied similar concepts to the issue of juvenile crime.

### **... A New Community Justice Model**

In 1996, the County adopted a new "Community Justice" model, the first of its kind in the nation. The Deschutes County Community Justice Department is working with neighborhoods and communities to prevent crime, help victims, hold offenders more accountable, and operate a cost-effective corrections system.

**Community Justice emphasizes public safety, prevention and community responsibility. It is unique in its insistence that offenders pay back the victim and the community for their offenses.**

The Community Justice Department has received a technical assistance grant from the National Institute of Corrections to advance this new model. Because of the close connection between community justice and the Community Youth Investment Project, this technical assistance is expected to be very helpful with community involvement and service design.

## Community Support and Guidance

Two 1996 community forums led to development of the Community Youth Investment concept.

**A Youth Summit**, held at a local church in the Spring of 1996, was attended by 150 people including 45 local youth. Those in attendance challenged the community and local officials to improve supports to youth and to hold young people and their parents more accountable for their actions.

The youth, as well as the adults in attendance, prioritized a reduction in the rate of growth in prison costs. Those in attendance did not want prison growth to occur at the expense of resources for education and youth services.

That same fall, sixty local stakeholders attended a **Leaders Forum** and produced the *Deschutes County Community Justice Continuum*, a continuum of needed services spanning ages of youth and levels of intervention. Support for the legislative concept was also solidified at that time.

Stephen Tikin, Presiding Judge of the Circuit Court, attended the session and challenged the community to provide the court with *local* options that are in the best interest of youth offenders and the long term safety of the community.

The service continuum and priorities developed at the fall forum were then incorporated into the *1997-2001 Community Comprehensive Plan*.

The policy concept was shared with Senator Neil Bryant, a local legislator, and became the basis of HB 3737. Reps. Ben Westlund and Dennis Luke then helped guide the bill through the legislative process.

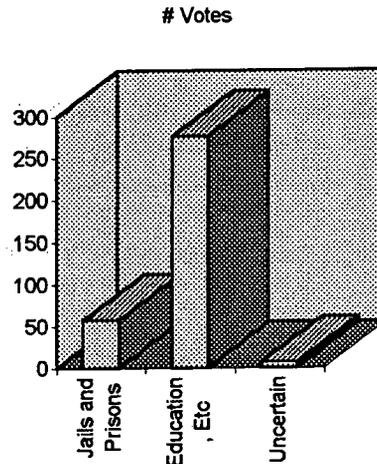
A community survey was also distributed in 1996. Though not a formal research tool, the

survey provided further assurance of public support. A listing of questions and responses is available in the Project Implementation Plan. As an example, a question contained in that survey and illustrated in Table No. 1 reads:

*To reduce crime, should we spend more money on jails and prisons, or spend more money on education, job training and community programs?*

Table No. 1 - Use of Tax Dollars

Response Options	# Votes	% Total
Jails and Prisons	62.50	16%
Education, Etc.	318.00	82%
Uncertain	9.50	2%
Total Responses	390.00	100%



## Phasing In Local Responsibility ...

The state has more than 1,000 close custody beds for adjudicated youth, including 23 "discretionary beds" for Deschutes County.

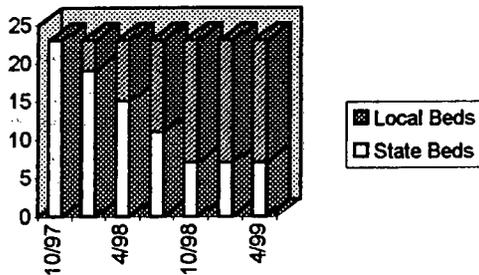
In January, 1998 Deschutes County will begin to reduce its use of state beds.

Table No. 2 on the following page illustrates the projected shift in management of the discretionary beds assigned to Deschutes County: It is important to note that the actual number of slots may be adjusted by the County and the Oregon Youth Authority as the project is implemented.

**Table No. 2 - Slot Management in 1997-99**

	10/97	1/98	4/98	7/98	10/98	1/99	4/99
State	23	19	15	11	7	7	7
Local	0	4	8	12	16	16	16
Total	23	23	23	23	23	23	23

*Note: # of beds may vary based on population & arrest rate.*



### Public Safety Programs for Youth

Deschutes County voters approved an \$ 8 million bond measure in 1994 for construction of a new 65 bed Juvenile Resource Center. Local and state funds will be used to open this facility in July, 1998.

This center will house both secure and community-based services for HB 3737 youth as well as other juveniles. A full range of public safety services and graduated sanctions will be in place.

Services will include an intensive 120 day Youth Accountability Program, a 30 day program, an 8 day program, victim services, community restitution, education and skill building, family services, health services, aftercare and, in time, independent living.

### Financial Planning

On average, each close custody bed costs Oregon taxpayers more than \$ 118 per day or \$ 43,000 per year.

Under HB 3737, as the County uses fewer beds, it will receive the "savings" for local programs. Project funds will be used to serve at risk, adjudicated youth who would otherwise

be committed to state custody.

Any funds that are not needed to serve these youth will be reinvested in prevention and earlier intervention programs that benefit local youth and prevent crime. The county will receive \$ 835,000 in 1997-99 and more in future biennia after the Resource Center is open and phase-in is completed. Table No. 3 illustrates the estimated resources for the project.

**Table No. 3 - Estimated Revenues 1997-99**

Start Up	Jan-June 98	Jul-Dec 98	Jan-June 99
\$ 50,000	\$ 128,602	\$ 305,823	\$ 344,216

*Final amounts tied to actual slots managed*

### Earned Flexibility & Reinvestment

This legislation provides a unique incentive based model. Managing the bed "cap" at the local level carries both incentives and risk.

Much like managed care, providing necessary services at or below the negotiated cap resources will allow the county to reinvest any savings in prevention and early intervention services.

**If the county uses state bed space in excess of the bed cap, it will pay for those beds out of local resources. The county earns the flexibility to reinvest funds to benefit local children and families by successfully assuming a state responsibility and containing costs.**

### Leadership & Responsibility

A number of local groups will play critical roles in the success of this project. The Governing Board approving the plan and related policies includes the Presiding Judge of the Circuit Court and a three member Board of County Commissioners. The Commissioners will also approve all budgets and contracts.

An *all lay* Commission on Children & Families has approved the Implementation Plan and will oversee the project budget, including any reinvestment dollars. A Professional Advisory Council of agency directors will assist them in meeting these responsibilities.

The Public Safety Council plays a critical role in addressing public safety through law enforcement, court and community justice efforts. The Council approved the Plan and is committed to prevention investments and neighborhood safety.

The Court System in Deschutes County will be instrumental in considering referral of youth to the Community Youth Investment Project when the local option is in the best interest of the youth and the community.

The County Community Justice Department will manage project youth, provide public safety and other community justice programs, and operate the Juvenile Resource Center.

### **An Independent Evaluation**

To ensure objectivity in the evaluation, the Institute on Violence and Destructive Behavior at the University of Oregon will evaluate the project.

**The final, independent evaluation of the demonstration is due by October, 2003.**

The evaluation will measure the effectiveness of the project, including the County's ability to reduce its use of state beds, effectively serve project youth, reinvest funds in successful projects, increase community involvement and maintain public safety.

Additional information on the evaluation methodology will be available in the first quarter of 1998.

### **Looking to the Future**

Under Oregon Law, this demonstration will expire in the summer of 2003. However, the Oregon Youth Authority and the County may agree to continue the project indefinitely if it is successful.

### **Endorsements**

It is critical to the success of the Community Youth Investment Project that key local officials and organizations are committed to the project's success. Project supporters include:

Central Oregon legislators: Bryant, Westlund, and Luke  
Deschutes County Board of Commissioners  
Deschutes County Judges  
Deschutes County Local Public Safety Council  
Deschutes County Commission on Children & Families  
Police Departments, Cities of Bend and Redmond  
Deschutes County Professional Advisory Council  
Deschutes County Sheriff  
Deschutes County District Attorney  
Bend La Pine and Redmond School Districts  
Association of Oregon Counties  
Central / Eastern Oregon Juvenile Consortium and the  
Central Oregon Community Health Council

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### **To Receive Additional Information ...**

#### **Local Coordination**

An Implementation Plan has been developed for this project. To request a copy of the Implementation Plan or the 1997-2001 Comprehensive Community Plan, please contact:

Scott Johnson, Project Coordinator  
(541) 317-5153.  
Dennis Maloney, Director, Deschutes County  
Community Justice Department  
(541) 388-6673.

#### **State Coordination**

Inquiries related to state support and involvement in this project can be directed to:

Brad Mulvihill, Central / Eastern Area  
Coordinator, OYA (541) 388-6045.

# Editorial

An Independent Newspaper

Betsy McCool, Chairwoman

Gordon R. Black, Publisher

John Costa, Editor in Chief

Doug Bates, Associate Editor

John Henrikson, Editorial Page Editor

## Helping youth close to home

**I**t is a coincidence, albeit a happy one, that the extension of a promising Deschutes County juvenile intervention and treatment program comes at a time of heightened awareness about troubled youth.

Even if the recent Springfield shootings never happened, the Community Youth Investment Project would be an effort worthy of support and further study.

Last Friday, the legislative Emergency Board approved a \$328,000 grant to continue the program created by the 1996 Legislature.

Under this experimental program, some juvenile offenders will serve out their sentences under the custody of Deschutes County, rather than the state. After one year, there are seven in the program — a number that will double once the new juvenile facility opens this year.

The youth get the kind of intensive individual attention that they would be unlikely to receive at a large state-run institution like MacLaren or Hillcrest. They get counseling and substance abuse treatment, learn in a "court school" program and perform community service. It makes sense that the county would have more of a stake in taking care of its own, and heading off youth violators before they become career criminals.

The added bonus: the county can do it cheaper. The county expects to

save about \$100,000 in the program's first full year. As part of the program, the state allows the county to channel the money into early intervention. Very early intervention.

The extra money will go into the countywide expansion of the First Step program, a kindergarten-level intervention strategy that began in Redmond last year. First Step identifies children who are at risk for behavioral problems and singles them out for special help.

The targeted, early and intensive approach of First Step promises to make it more effective than broader-based intervention programs in later grades.

Those very strengths of the program also make it controversial. But this form of "tracking" students need not stigmatize or label them, if it is done carefully, in cooperation with their family and with the best interest of the child in mind.

Following the Springfield tragedy, Gov. John Kitzhaber noted the futility of spending billions on youth jails and boot camps, when we spend comparatively little on intervention aimed at finding and healing the Kip Kinkels of the world early enough to do any good.

He is right. The truth is we need both intervention and corrections. The aptly-named "youth investment" program does both, and tries to do them better.

# THE BULLETIN Editorial

An Independent Newspaper

Betsy McCool, Chairwoman

John Costa, Editor in Chief

Gordon R. Black, Publisher

Rick Attig, Executive Editor

John Henrikson, Editorial Page Editor

## *Turning troublesome kids around*

July 6, 1997

**D**eschutes County has won permission, and funding, from the Oregon Legislature to embark on a bold experiment - a test of the philosophy that it is possible to intercede in the lives of troubled, troublesome kids, and direct them away from lives of crime.

Lawmakers have approved more than \$ 800,000 for a pilot program in Deschutes County designed to show that community-based crime prevention programs can reduce juvenile crime and keep kids out of prison.

This is something of a daring experiment. While the nation is turning to ever-harsher punishment for juveniles, Deschutes County is saying that early intervention, drug and alcohol treatment and other services will do more to reduce crime.

While the Clinton administration is encouraging states and local governments to increase penalties on youth offenders and try more of them as adults, Deschutes County is insisting that it's possible to catch more of these kids earlier, and deter them from crime.

The dangerous, most violent youths in Deschutes County still will be punished harshly for their crimes. Many still will be sent to state facilities - prisons - for their crimes. And Deschutes County soon will bring on line a 65-bed detention center - a hammer that will be used to back up the other juvenile crime services. This program will not compromise the safety of Deschutes County citizens.

It will, though, be a highly important experiment for Deschutes County and other jurisdictions struggling to contain juvenile crime. As we wrote in an earlier editorial urging the Legislature to fund this program, it's time for a real-life test of the philosophy that there are more effective ways to reduce juvenile crime than continually building new prison cells.

Oregon already spends some \$ 200 million a year to incarcerate juveniles, and that figure is expected to climb rapidly in the next few years. Now Deschutes County has a chance to show whether there are other, better ways to attack the problem.

# *A new approach to juvenile crime*

**Bend Bulletin Editorial  
May 11, 1997**

**P**eople talk a good game about juvenile crime prevention. Everyone agrees that it makes sense to try to intercede before troubled kids turn to crime.

But no local government in Oregon, until now, has had the guts to promise that if it were given some of the money spent on jail cells for kids, it would direct it into crime prevention, cut crime and reduce the demand for prison space.

That is Deschutes County's pledge to the Oregon Youth Authority, to the Legislature, and to the citizens of Central Oregon. A coalition of local juvenile authorities, police, prosecutors and child and family advocates is determined to show that local, community-based crime prevention programs can keep kids out of prison.

Deschutes County has asked the state to cap the number of slots - at 28 beds - that the state now provides for youths from this country at its "close-custody", or youth prison, facilities. The money that the state would have budgeted for anticipated growth in the number of young prisoners from Deschutes County would be given not to the prison facilities, but to the county for use in community crime prevention programs.

In effect, Deschutes County is asking for permission to use state prison funds to prevent crime, and expensive incarceration, similar to the way a health maintenance organization uses preventive care to reduce serious illness and cut overall health care costs.

There are risks in the proposed deal, especially for Deschutes County. It has agreed to pay the costs if it exceeds the cap and has to send more young criminals to state facilities. If the community programs fail to prevent serious crime and reduce the number of dangerous

young offenders, then Deschutes County would be on the hook for the additional costs.

This is a bold plan. It seeks to do what many people say is necessary to reduce juvenile crime, but is largely untested because nobody has had the courage and confidence to commit to its success.

The plan still needs get-off-the-ground funding from the Legislature, and it took months of lobbying by the Deschutes County Commission on Children & Families and many others to get the Senate Judiciary Committee to agree to the concept. The plan, known in the Legislature as Senate Bill 242, now sits before the Ways and Means Committee awaiting a decision on the \$ 780,000 needed to launch the proposal for 1997-99.

Gov. John Kitzhaber has offered his conditional support for the idea. It is backed by the entire Central Oregon legislative. Local judges, prosecutors and police all have endorsed the proposal.

Our view is that this is a highly important experiment for Deschutes County, and for the remainder of Oregon. Deschutes County is the right place to try this innovative community-based plan - our region has widely respected juvenile and community corrections services. A large local juvenile jail also is under construction.

Finally, it's time that somebody attempt to walk the walk about juvenile crime prevention. Oregon already spends some \$ 200 million a year to incarcerate juveniles, and that figure is expected to climb rapidly in future years.

Oregonians have a great stake in finding out whether there are other, better ways to combat juvenile crime. Deschutes County stands willing and able to try another way.



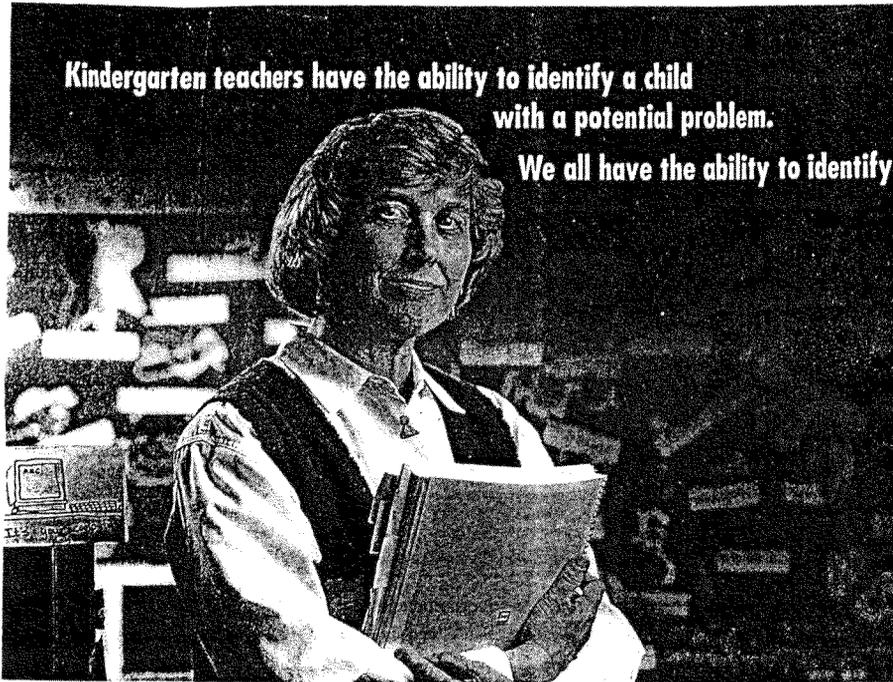
**"Get Help or Help Out"**  
Services and Information

**Warmline - 389-5468**  
*Family Resource Center*

**Internet - "www.colink.org"**  
*Answer Link - COCAAN*

## H. "Get Help or Help Out"

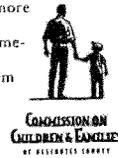
A comprehensive media campaign for our Children and Families to broaden awareness of critical services and family activities that are available in our community and to recruit new volunteers to help families in need. The campaign is a joint effort of the Ad Club, the Commission on Children and Families and the Family Resource Center. We are grateful for the support of the many organizations within the community who leveraged over \$200,000 worth of radio, newsprint and television segments that highlight a number of important issues facing our children and families in Central Oregon.



**Kindergarten teachers have the ability to identify a child with a potential problem.**  
**We all have the ability to identify a potential solution.**

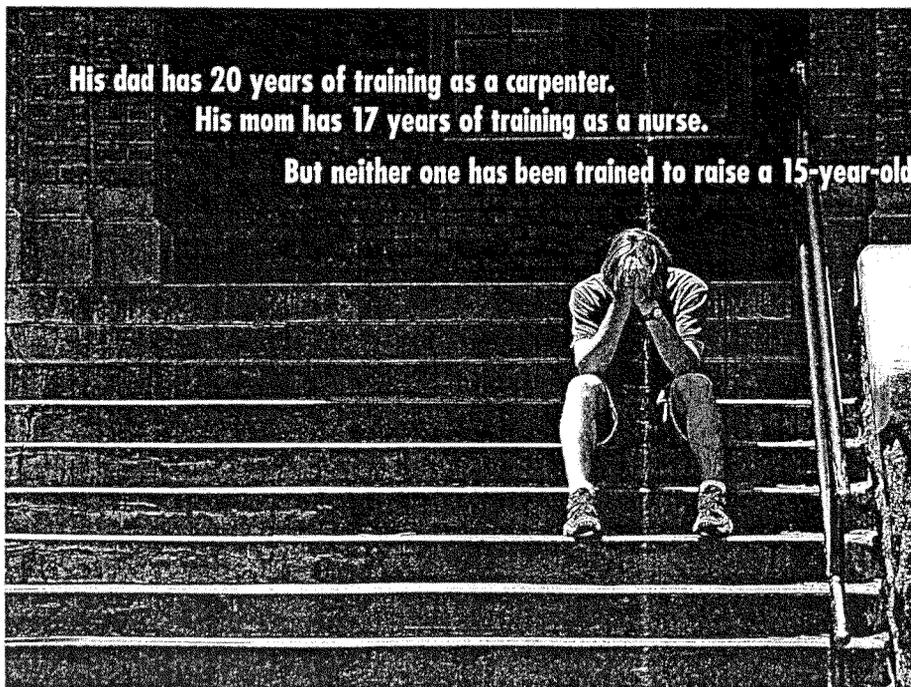
Young children need nurturing parents and healthy relationships with friends to grow. Without them, they tend to withdraw or act out aggressively. If not recognized and dealt with, such behavior can lead to learning difficulties, alcohol and drug use, and delinquency throughout high school — if they make it that far.

It's up to all of us to support children, as well as parents, who need help. Look into programs like "First Step" or call the Family Resource Center Warmline at 389-5468 or visit [www.colink.org](http://www.colink.org) for more ideas. If we don't help, somebody's child with a problem will eventually become everybody's problem.



**> GET HELP. OR HELP OUT. <**

**ad club** Brought to you by the Ad Club of Central Oregon, Books Resources and the Department of Human Resources Community Partnership Team.



**His dad has 20 years of training as a carpenter.**  
**His mom has 17 years of training as a nurse.**  
**But neither one has been trained to raise a 15-year-old with a drug problem.**

Raising a child is the most challenging thing a person will ever do. Yet it's the one thing for which few of us ever seek help. Because we're too proud to admit that we need it. Or we simply don't know it's available.

Deschutes County provides a variety of family education and support services. They can help keep kids in school. Prevent drug and alcohol abuse. And avoid teen pregnancy, domestic violence and criminal behavior.

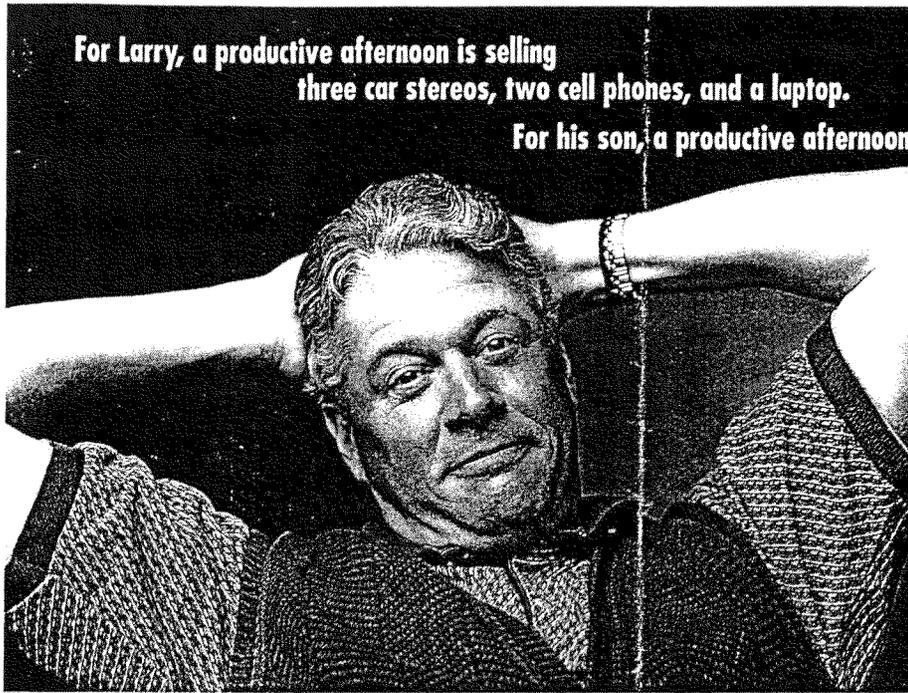
To learn more, call the Family Resource Center Warmline at 389-5468 or visit [www.colink.org](http://www.colink.org).

Because even the most experienced parents don't have all the answers.



**> GET HELP. OR HELP OUT. <**

**ad club** Brought to you by the Ad Club of Central Oregon, Books Resources and the Department of Human Resources Community Partnership Team.



For Larry, a productive afternoon is selling  
 three car stereos, two cell phones, and a laptop.  
 For his son, a productive afternoon is stealing them.

It's alarming how many of us are too busy making ends meet to notice the forces that keep pulling them apart. Deschutes County has the state's fastest growing youth population. But our law enforcement capabilities simply can't keep up.

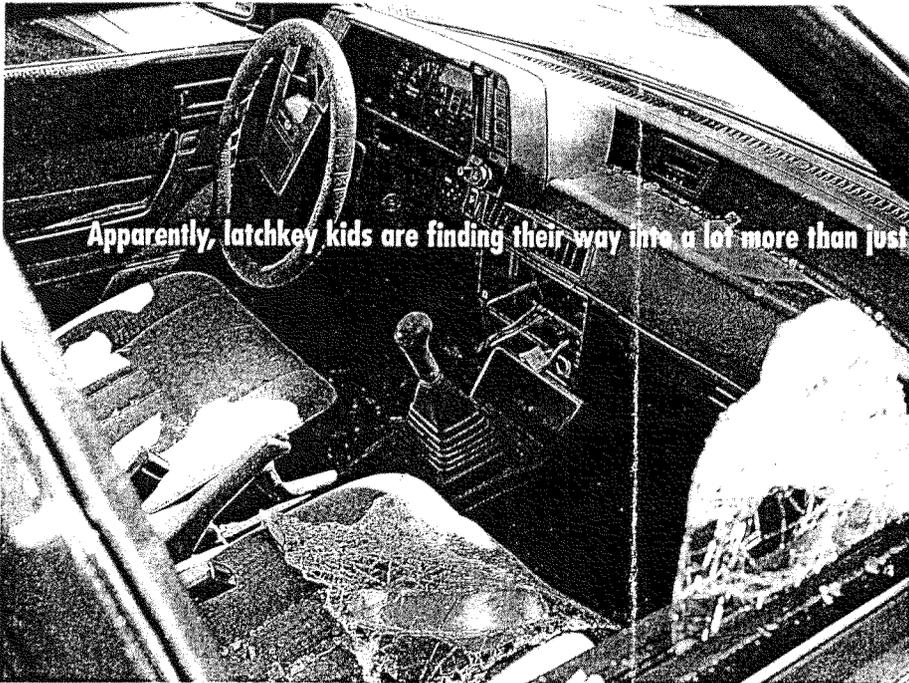
Fortunately, the Community Justice program offers effective alternatives to locking up juvenile criminals. By supporting programs like the Boys and Girls Clubs and SOAR, you can help prevent the growth of crime here.

So do something productive for your community this afternoon. Call the Family Resource Center Community Warmline at 389-5468 or visit [www.colink.org](http://www.colink.org).



> GET HELP. OR HELP OUT. <

**ad club** Brought to you by the Ad Club of Central Oregon, Brooks Resources and the Department of Human Resources Committee Partnership Team



Apparently, latchkey kids are finding their way into a lot more than just their homes.

With more households in which both parents work – or the only parent works – Deschutes County naturally has more kids running around without adult supervision. So it's no wonder the afternoon hours are when teenagers are most likely to get involved in criminal or sexual activity.

To help keep latchkey kids from getting locked up, encourage them to join in after-school sports, music or drama. Support programs like Big Brothers/Big Sisters and Parks & Recreation. Or call the Family Resource Center Warmline at 389-5468 or visit [www.colink.org](http://www.colink.org) for more ideas. You could be the key to preventing a lot of problems in the future.



> GET HELP. OR HELP OUT. <

**ad club** Brought to you by the Ad Club of Central Oregon, Brooks Resources and the Department of Human Resources Committee Partnership Team

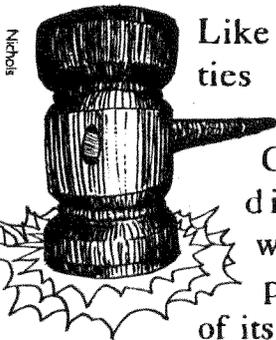
*Special Thanks to the Creative Professionals of Central Oregon for their innovative work on this ad campaign*

Ad Club of Central Oregon ● Spark Boemi ● Rene Bristow and Cam Davis, The Mandala Agency ● Paul Evers ● Kevin Archer and Julie Gilchrist, The Ralston Group ● Mike Houska, DogLeg Studios ● Meagan Houska, Deschutes County ● Susan Shaughnessy ● Bad Animals ● Pinnacle Post ● Vaughn Communicatins ● REX ● Michelle Marquis ● KTVZ Z21 ● FOX 39KPTV ● KLRR, KBND, KTWS ● KRCO, KIJK ● The Bend Bulletin ● CBN Newspapers ● Brooks Resources ● The State of Oregon DHR CPT

# Justice and the Community

by Dennis Maloney

Like most counties in Oregon, Deschutes County was dissatisfied with the poor performance of its criminal justice system. There were three



critical flaws that were apparent. First, the system virtually ignored the crime victim. While most people, when confronting the scene of a crime, would attend to the victim first, then try to discern what damage has been done to the surrounding community, and finally proceed to call the police so that the offender could be apprehended, our criminal justice system appears to adhere to the reverse protocol. We appoint government-financed legal services for the offender, provide counseling and therapeutic interventions, and even upon incarceration provide extensive educational and vocational services. All the while, crime victims languish to deal with their trauma through their own means. Many in the public even perceive us to be offender advocates at the expense of victim and community needs.

A second critical flaw of the system has to do with the over-dependence we have placed on incarceration as the preferred, and in many cases the only, means to supposedly hold offenders accountable for their behavior. While there certainly are offenders who require secure prisons for lengthy periods of time, the vast amount of victimization involves property loss at the hands of offenders with no demonstrated tendency toward violence.

Early results of this approach are very encouraging.

These crimes include such acts as theft, burglary, vandalism and passing bad checks, and account for up to 90 percent of all crimes committed. In these cases, it

may be far more satisfactory and certainly less costly to hold the offender directly accountable to the victim and the community. This can be accomplished by allowing the victim to determine an appropriate level of restitution, identifying a meaningful amount of community service, and with the aid of a trained mediator, arranging for the victim to express face to face to the offender the trauma they suffered as a result of the crime.

This brings us to a third shortcoming of the criminal justice system: an absence of any visible commitment to crime prevention. We have a system with the most comprehensive information available about the whereabouts, timing, frequency and consistent patterns of criminal activity. Yet if we weigh the criminal justice system's dedication of resources to preventing crime it is woefully inadequate. Just as the system, in large part,



In fact, if the criminal justice system reserved prison space for dangerous person-to-person offenders and those chronic, unstoppable property offenders, we could take the savings and provide

ignores its responsibility to crime victims, so too the system avoids a genuine crime prevention discussion. The system seems content to just plod along managing the movement of offenders, too often relying on unimaginative, yet very expensive, responses. This is terribly short-sighted.

extensive and much-needed treatment service for victims. We could also finance viable crime prevention strategies, the very best way to prevent victimization.

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These are just a few examples of efforts undertaken since the community justice initiative was launched. Central to this philosophy is the active participation of citizens in all aspects of the justice system. This citizen participation serves to expand the sense of responsibility for safer communities far beyond justice system professionals. With this new sense of ownership and responsibility, citizens willingly bring energy and resources never before made available through tax-supported means. Armed with a new philosophy and equipped with citizen-provided leadership and resources, the future looks brighter and safer for those places in pursuit of community justice.

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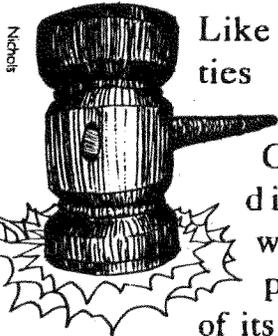
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# Justice and the Community

by Dennis Maloney

Like most counties in Oregon, Deschutes County was dissatisfied with the poor performance of its criminal justice system. There were three



critical flaws that were apparent. First, the system virtually ignored the crime victim. While most people, when confronting the scene of a crime, would attend to the victim first, then try to discern what damage has been done to the surrounding community, and finally proceed to call the police so that the offender could be apprehended, our criminal justice system appears to adhere to the reverse protocol. We appoint government-financed legal services for the offender, provide counseling and therapeutic interventions, and even upon incarceration provide extensive educational and vocational services. All the while, crime victims languish to deal with their trauma through their own means. Many in the public even perceive us to be offender advocates at the expense of victim and community needs.

A second critical flaw of the system has to do with the over-dependence we have placed on incarceration as the preferred, and in many cases the only, means to supposedly hold offenders accountable for their behavior. While there certainly are offenders who require secure prisons for lengthy periods of time, the vast amount of victimization involves property loss at the hands of offenders with no demonstrated tendency toward violence.

Early results of this approach are very encouraging.

These crimes include such acts as theft, burglary, vandalism and passing bad checks, and account for up to 90 percent of all crimes committed. In these cases, it

may be far more satisfactory and certainly less costly to hold the offender directly accountable to the victim and the community. This can be accomplished by allowing the victim to determine an appropriate level of restitution, identifying a meaningful amount of community service, and with the aid of a trained mediator, arranging for the victim to express face to face to the offender the trauma they suffered as a result of the crime.

This brings us to a third shortcoming of the criminal justice system: an absence of any visible commitment to crime prevention. We have a system with the most comprehensive information available about the whereabouts, timing, frequency and consistent patterns of criminal activity. Yet if we weigh the criminal justice system's dedication of resources to preventing crime it is woefully inadequate. Just as the system, in large part,



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# Forum looks at juvenile justice

By Jason Eck  
The Bulletin

Citizens will have the opportunity to learn and ask questions about the county's latest plans for juvenile justice at a community forum Monday.

The forum will begin at 2 p.m. in the Deschutes County Board of Commissioners hearing room, 1130 NW Harriman St.

The meeting comes a week after county officials sent a plan to Gov. John Kitzhaber detailing current strategies for curbing juvenile crime. Kitzhaber asked all counties to submit such a plan.

In the report, officials request a waiver from the state that would allow the county to direct resources toward earlier intervention to get

at the root causes of juvenile crime.

Kitzhaber's plan focuses on high-risk, multi-risk adolescents who are already in the system or in imminent danger of coming into the system.

Scott Johnson, director of the Commission on Children and Families of Deschutes County, said the community identified children 11 and under and their families as the group for the county to direct resources.

The idea is in direct response to citizen comments received at a forum in January.

"The idea here is to find some balance between strategies to work with high-risk kids and to identify kids at much younger ages," Johnson said.

9/18/98

In the letter to Phil Lemman, director of the Criminal Justice Commission, local officials explain a waiver would also give the county flexibility to follow current plans and address issues raised at community forums. They say it also would help maintain current juvenile justice practices.

Dennis Maloney, Deschutes County community justice director, said starting over with a new county plan at this point would be unfair to the public.

"We're in the midst of a plan that everyone has been working on," he said.

Kitzhaber is expected to ask the 1999 Legislature for \$30 million to implement juvenile justice programs for individual counties.

Report on 9/21/98 Juvenile Crime Forum

Local Bulletin 9/22/98

## County targets juvenile crime

By Jason Eck  
The Bulletin

Deschutes County juvenile officials presented the county's plan for addressing juvenile justice issues and introduced new programs already in place at a public forum Monday.

The county sent a preliminary plan to Gov. John Kitzhaber Sept. 15 seeking a waiver to further develop a local plan to focus new resources on early intervention. The governor is expected to ask next year's Legislature for \$30 million to fund juvenile programs statewide.

"Our vision in this county on how that money should be spent may differ from how the governor believes it should be spent," said Deschutes County Circuit Judge

Stephen Tiktin, the presiding judge for the 11th Judicial District. Kitzhaber's plan focuses on youth already in the system or in imminent danger of entering the system.

One issue of concern to the county is the formula used to determine when dollars are returned to counties when they keep a young offender out of a state juvenile facility. For each juvenile, the county receives \$45,000 — the cost to house the youth for a year — to reinvest in local programs.

There is a catch, however. State bed space correlates to arrest rates.

Local officials are happy about fewer arrests, but they believe bed space should be strictly reliant on population figures.

Some of those saved dollars al-

ready are being spent on Youth Investment Project programs focused on early intervention. First Step, a program to screen kindergartners to spot children who need more support, is being put in place across the county. The Safe Schools Alliance instituted this year takes a much stricter stand against misbehavior. Students are removed from school and turned over to juvenile authorities for certain misbehavior.

Plans are being developed to open a family foster care center, and The Dexter House, a neighborhood-based project to help families, opened earlier this year. Other programs, including parent training and education and after-school activities, also will be identified this fall to help at-risk kids.

# THE NORTHWEST

## Accountability, not punishment, modeled in new juvenile center

■ Health care, an alternative school and community service are among what's available in the Deschutes County facility

By GORDON GREGORY

Correspondent, *The Oregonian*

BEND — Bob LeCombe, Deschutes County juvenile justice director, had to argue like crazy with his boss to get a few strands of barbed wire placed atop the fence of the outdoor recreation center for Deschutes County's new juvenile center, an \$8 million facility that opens this week.

It is the only barbed wire on the grounds and the sole sign that youths are incarcerated inside.

Despite the four pods of cells, electrically operated steel doors and video monitoring, this is not just another juvenile jail.

The cells are not the working part of this complex. There will be a free dental, vision and limited health clinic open to any young person with more medical need than money.

There will be an alternative school for youths too rowdy or risky for the regular classroom, but who have not committed serious crimes. There will be beds available for children in need of a temporary shelter from their own homes.

There will also be a host of non-profit community service groups to give young people a chance for productive involvement with their community.

The community dispute resolution program will be here, as will a program called Opportunities Unlimited, designed to help people realize how their thinking patterns contribute to their problems. That program is being funded in part by a \$35,000 grant from an Oregon development firm.

The large two-story facility, which will have a "Welcome" sign above its main entrance, represents a new way of looking at youth crime.

Like many other jurisdictions in Oregon and across the nation, Deschutes County is trying to shift some of its crime resources away from simply punishing offenders.

"It's a 180-degree turn from what has been practiced," said Dennis Maloney, LeCombe's boss.

on making offenders accountable for their actions.

"Prisons have been looked at for too long as the solution to crime," he said.

Kids kicked out of the Bend-La Pine School District for aggressive behavior, for example, can be ordered by the court to attend the alternative school here. Instead of simply being left to roam their neighborhoods, they will have to be in a classroom. If they ignore that court order, they could be ordered into a work program or community service. Should the youth refuse that order, the county now has plenty of beds in the detention center, something lacking in the existing detention center.

Students who do well in the alternative school, which will be run by the school district, can rejoin their former classmates.

"They'll earn their way back to the regular school," he said.

Maloney thinks doing time does little good for the inmate or for the community.

"Lying around in your cell doesn't make you accountable to anyone," he said.

The concept of accountability is used in both adult and juvenile corrections divisions in Deschutes County. But this new building has allowed the county to expand and consolidate many of the elements of the juvenile program under a single roof, making the approach more evident. The new structure appears to have given Maloney and his colleagues some license to try a variety of approaches.

Even simple things, such as piping classical music into the detention cells — Maloney thinks it will have a civilizing influence — are evidence the county isn't afraid to break tradition in its efforts to tackle what has been a largely intractable problem of youth crime.

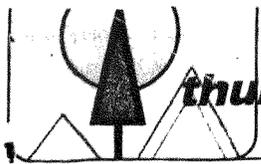
There is no better example of this than the clinic, which is equipped with donated supplies and staffed by volunteers. Maloney said that providing health care to children who can't afford it and whose families do not qualify for the Oregon Health Plan could make a dent in crime.

School surveys have found that two top reasons children miss class are toothaches and head lice. Maloney said one of the factors thought most responsible for kids' drooping

tween dropping out of school and juvenile crime.

Filling a child's cavity might mean he or she misses fewer school days and is therefore less likely to become a dropout, and, ultimately, less likely to need one of the beds in the detention area.

"The best cell is an empty cell," Maloney said.



Thursday

# THE BULLETIN

94th Year

28 Pages, 4 Sections

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## Starr rejects deals with Lewinsky, Clinton lav

Combined wire reports

WASHINGTON — Independent counsel Kenneth W. Starr has rejected a proposed cooperation agreement from Monica S. Lewinsky's lawyers and gave them until the end of the week to make the former White House intern available for questioning or let her face possible prosecution, sources close to the investigation confirmed today.

Starr also turned down "executive privilege" requests by President Clinton's aides and lawyers to limit the scope of his questioning. Prosecutors decided a written

statement from Lewinsky was not solid enough to form the basis of an agreement because it contained inconsistencies and contradictions. Lewinsky acknowledged having a sexual relationship with President Clinton in the statement, the sources said, but she gave a muddled account of whether she was urged to lie about that relationship to lawyers in the Paula Jones sexual harassment suit.

Lewinsky's lawyer, William Ginsburg, submitted the statement — a "proffer" spelling out what she would testify to if given an immunity deal or plea bargain — on

Monday.

It was the first time in protracted talks between the two sides that any proposed statement has been put in writing.

Starr's office "is not interested in the offer at this time," one source said.

The prosecutor's office also sent a letter Wednesday to the White House indicating it would not agree to limit the scope of questioning of White House aides brought before the grand jury, individuals familiar with the letter said.

The move sets up a possible legal confrontation between the two

sides. White House lawyers had asked Starr to negotiate certain limits to the questions so they could preserve a claim of executive privilege and not be forced to divulge confidential communications they had with the president or his lawyers about Lewinsky.

The sources said Starr's letter left Clinton aides convinced that there is no more room left for good-will negotiating.

The first confrontation was expected to come as early as today when deputy chief of staff John Podesta, one of the aides White House lawyers were concerned

about in the executive privilege debate, was scheduled to testify before the grand jury.

Starr is investigating whether Clinton and close friend Vernon E. Jordan Jr. urged the 24-year-old Lewinsky to conceal a sexual relationship with the president in a sworn affidavit last month, lining up a public relations job for her in New York as an inducement to keep quiet.

In her statement, sources said, Lewinsky asserted that she was not urged to lie to Jones' lawyers, for example, but said she was told to tell a certain version of events —

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## Big tax cut is possible for county

By Barney Lertan  
The Bulletin

Deschutes County residents will see about a 9 percent cut in their property taxes next fall, if other governments follow the county's lead in returning unintentionally collected dollars.

For the owner of a \$100,000 home in Bend, taxes for 1998-99 would be about \$130 lower than they would have been otherwise, county Finance Director Marty Wynne estimated.

The actual amount of the tax cut hinges on whether 40 taxing districts agree to levy 13.5 percent less taxes than authorized.

State legal experts have prevented any quicker solution, so the county is vowing to collect less property tax money than authorized in 1998-99, in order to credit taxpayers — with earned interest — for an unintentional overcharge this year.

The tax-cut benefit could be trimmed by increases in property values, which Measure 50 caps at 3 percent a year, Wynne said.

**Late realization**  
It took until late last year for state and county officials to figure out that Measure 50 and its tax-limit predecessor, Measure 47, failed to remove an expired sheriff's levy from its calculations.

The sheriff's department passed a new one-year levy — outside Measure 50's limits — and got none of the supposedly expired funds, which instead were divided among all other county governments and schools, to the tune of \$4.2 million.

Commissioners unanimously adopted a resolution Wednesday that lays out what they plan to do, and what they hope to persuade almost 40 other taxing districts to do as well.

So far, they said, all local governments have indicated that they, too, will set aside the added dollars for return to taxpayers until lawmakers consider a permanent fix next year.

School districts, however, must hold off, pending a state commitment to fill the gap from its basic school support fund.

One admitted imperfection to the temporary solution: If property is sold this year, the tax cut would benefit the new owner, not the one who paid the added tax.



Bulletin/Dean Guernsey

The 3737 Project is giving troubled kids a chance to learn responsibility and how to fit in with life on the outside.

## Youths trade trouble for training

**Offenders return to help community**

By Rebecca Christie  
The Bulletin

Robert went to Hillcrest the first time for robbery, when he was 15. He mugged somebody he'd just seen coming out of a store. When the man lied and said he didn't have any money, Robert pulled a knife and asked again.

He got the money, but he also got caught and earned a trip to the Hillcrest Youth Correctional Facility for seven months. Four months after his release, he returned for another 15-month term.

Now 17, Robert is back in Deschutes County learning a new set of ropes. Instead of smoking pot and running from police, he spends his days volunteering for Habitat for Humanity and other

community groups. He spends his nights locked up in the county's juvenile detention center.

Robert is one of four convicted teen-agers — two girls and two boys — handpicked to turn over a new leaf. On Jan. 5, they became the first class in a program designed for some of the county's most troubled youth.

"When you're there, you don't learn anything," Robert said of his time at Hillcrest, outside Salem, and brief visits to its counterpart, the MacLaren Youth Correctional Facility in Woodburn. "What you need to learn is be part of your community. This gives you a little taste of it."

The new program is known as the 3737 Project, named for the state bill creating its funding. The state is paying \$830,000 over the next two years to treat locally some of the juvenile offenders who otherwise would be incarcerated in state institutions.

If local programs can reform troubled teens using less money than Hillcrest and MacLaren, Deschutes County will keep the difference and reinvest it in prevention programs. In the process, the county can work one-on-one with youth to teach them how to live when they get out.

"Institutions create institutional behavior, which creates model prisoners, not model citizens," said Don Minney, who manages the Deschutes Juvenile Detention Center. "To get them to be better members of the community is not easy. It can be accomplished, though."

The new program is aimed at the kids with the lowest success rate in the system.

Only a fraction of Deschutes County's juvenile offenders are sent to the state training schools. For those who go, detention can become a way of life. The 3737 program is an attempt to treat

them on their own turf and reintroduce them to the communities they were sent away from.

"We know, we've been through it. They can't tell us a bunch of B.S.," said probation officer Dave Holstine. "At Hillcrest, it can take them a few months just to find out what we already know."

Families also can get involved in treatment, and the students have the opportunity to set up a support system for when they get out on their own.

"I want to live on my own, but it's kind of scary," Robert said. On the Habitat crew, he is learning how to wire a house among other skills. He also is completing his education.

Three of the first four teens are in drug and alcohol treatment. The boys are working on high school equivalency degrees and the girls are pursuing college-level studies.

See PROJECT, Page A-2

## Ma uni for

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## Ruling throws fairgrounds for a loop



## TODAY IN HISTORY

**Today's highlight in history:**  
On Feb. 5, 1631, the founder of Rhode Island, Roger Williams, and his wife arrived in Boston from England.

**On this date:**  
In 1783, Sweden recognized the independence of the United States.  
In 1881, Phoenix, Ariz., was incorporated.

In 1917, Congress passed, over President Wilson's veto, a law severely curtailing the immigration of Asians.

In 1917, Mexico's constitution was adopted.

In 1958, Gamel Abdel Nasser was formally nominated to become the first president of the new United Arab Republic.

In 1962, French President

Charles De Gaulle called for Algeria's independence.

In 1994, white separatist Byron De La Beckwith was convicted in Jackson, Miss., of the 1963 murder of civil rights leader Medgar Evers.

**Ten years ago:** The Arizona House impeached Gov. Evan Mecham, setting the stage for his conviction in the state Senate. A pair of indictments were unsealed in Florida, accusing Panama's military leader, Gen. Manuel Antonio Noriega, of bribery and drug trafficking.

**Five years ago:** Federal judge Kimba Wood, President Clinton's expected choice for attorney general, withdrew from consideration, saying her baby sitter had been an illegal alien for seven years.

U.S. 26	No adverse conditions.	San Diego	57	39	.71
Warm Springs	Cloudy, icy spots.	San Francisco	83	52	.05
Government Camp	Closed to oversized mobile home traffic.	Seattle	80	52	.20
Ochoco Summit	No report available.	Spokane	51	43	.10
U.S. 97	No adverse conditions.	Tampa-St. Petersburg	53	32	.08
Chermut	Cloudy, icy spots.	Tucson	62	50	....
U.S. 68	Snow. Packed snow. Carry traction devices.	Washington, D.C.	57	40	.71
Willamette Pass	Cloudy, icy spots.	Yakima	40	38	1.84
U.S. 398/Ore. 31	Cloudy, icy spots.		47	34	.02

For additional road information, call 388-4638 or 1-800-977-8388.

## Air quality

Air quality for the 24-hour period ending at 8 a.m. today was good, with a particulate reading of 50. The air pollution index is scaled from zero to 500. A reading of zero to 50 is defined as good; 51 to 100 is moderate; 101 to 199 is unhealthy; 200 to 299 is very unhealthy; and 300 to 500 is considered hazardous.

## The Old-timer Sez:

"My old wiper blades got so noisy they drown out the radio. They even play in stereo."

## LOTTERY RESULTS

### The Associated Press

**MEGABUCKS** — Nobody won the \$2 million jackpot in Wednesday night's drawing, pushing the jackpot to an estimated \$2.25 million for Saturday's drawing.

Wednesday's numbers: 5-15-16-21-34-37.

**POWERBALL** — Nobody won the \$21.5 million jackpot in Wednesday night's drawing, pushing the jackpot to an estimated \$26 million for Saturday's drawing.

Wednesday's numbers: 8-12-21-25-30; Powerball 20.

# Project: Kids learn that somebody cares

(Continued from Page A-1)

The other boy in the program is 16. He was sent to MacLaren for car theft.

The two girls are 18, both back from Hillcrest. One went for multiple drug offenses; the other, who asked that her real name not be used, had a slew of probation violations.

"Kathy" said the 3737 program and her visit to Hillcrest have opened her eyes. Before going, she had been in the local detention center many times, each time breaking her promise to come clean.

She restored her relationship with her family, saying they are her central motivation to change her ways. The service crews have shown her another side of the com-

munity, and gotten through in ways previous punishment failed.

"Knowing that somebody actually cares," has made the difference, Kathy said. "People were there for me, I just didn't see it. ... You just can't give up on people. I know a lot of people who wanted to give up on me."

Once the juvenile detention center moves to its new building, the 3737 Project will be able to treat up to 12 kids.

The program takes about 120 days to complete, but graduation depends on how well the teens participate. And all the while they face being sent back to the state institutions.

So far, things have run pretty smoothly. All four have been doing

community service and have cooperated with treatment programs.

Nothing is mandatory.

"They all do it because it impresses the powers that be and they're able to move on," said Tom Del Nero, who designs individual programs for participants.

Their plans are heavy on education and community service, as well as life skills.

Outside activities often fit in. One boy goes to church with his mother every weekend and one girl goes on outings with a volunteer mentor.

There also are fun excursions to expose the teens to cultural and outdoor activities they otherwise might not see.

"We don't do a lot of sitting

around for two hours in groups saying, 'Why did you do that?' or 'How do you feel about that?'" Del Nero said.

"Groups have their place, but action has a much bigger place."

When Robert talks about his past, he says he never considered the consequences of his actions. He said he didn't see running from police as postponing the inevitable.

The 3737 program focuses on good behavior, not backslides. The hope is that the teens will learn to make good choices and accept the responsibility that comes with independence.

"The message is, you will be held accountable, and with accountability comes freedom," Minney said.

# Fairgrounds: Ruling spells out conditions

(Continued from Page A-1)

He said there's also a need to clarify Green's condition prohibiting camping on the site, unless "related to fairgrounds events."

Green also required aerial photos of every tree before any grading takes place, showing the diameter of each and which trees must be preserved or replaced.

"Every indication we get from (the fairgrounds) architect is that they are going to replace far more than they take, in terms of the trees," Quitmeier said.

County Commissioner Bob Nipper wondered aloud about Green's ability to rule on such complex matters. Colleague Linda Swearingin said, "I think she exceeded the scope of her authority."

Quitmeier agreed, adding, "Karen does a poor job of clarifying these conditions to where they are understandable to everybody."

But Green faces tough issues. "We have to, to a large extent, rethink from the ground up what the impacts and the code criteria that apply to this should be."

# White House searching for new intern director

The Times-Post Wire Service

WASHINGTON — Job alert! Get those resumes out! One of the most interesting jobs in all of government is opening up soon at the White House. Maria Westfried, director of the White House intern program, is leaving and the Clintonites are looking for a replacement. The directorship pay is \$35,000 a year.

Sources insist the opening is not a result of unprecedented publicity about the program. Seems Chief of Staff Erskine B. Bowles and administration office chief Vir-

ginia Apuzzo have been sending out long memos for months about how to "enhance the quality of the intern experience." They've set up a "working group" to deal with the problem.

Senior aides have interviewed and talked with current and former interns about how to improve the quality of the program and make the experience more beneficial. Apparently there had been complaints for some time that there was too much scut work. Some interns who exhibit initiative and drive, appear to do better than others.

Everett applauded Koop's decision but said his subcommittee would continue to look at how the former surgeon general got the waiver in the first place. Earlier, he suggested that Koop received the waiver in exchange for his support of Clinton on issues such as tobacco and health care.

Koop — who was appointed to office by President Reagan — called such allegations unfounded.

# Clinton OKs panel to fix 2000 glitch

WASHINGTON — As the Federal Aviation Administration was criticized for being too slow to rid its computers of the "year 2000" glitch, the White House created a council to help federal agencies do just that by the turn of the century.

President Clinton issued an executive order Wednesday setting up

an agreement Wednesday to donate \$100 million to the University of Southern California to establish an institute to turn raw scientific discoveries into useful products — and is poised to give another \$100 million for a similar institute at the University of California, Los Angeles.

The gifts will make the 72-year-old Mann — the son of an immigrant grocer who opened a lemonade stand at age 5 — one of the largest donors ever to higher education in the United States.

"Most of the Nobel prizes go to scientists in this country, yet all of the products are coming out of Japan and Germany," he said in explaining the purpose of the Alfred E. Mann Institute for Biomedical Engineering. "I want to create a bridge between academia and the industry."

—From wire reports

# Counsel: Starr shows he's playing hardball

(Continued from Page A-1)

Lewinsky gave the three-page talking points document to Tripp on Jan. 14 in anticipation of Tripp's own deposition in the Jones case. One page of the document that has surfaced publicly urged Tripp to change the story she had already told a reporter about seeing another White House aide outside the Oval Office, her makeup smeared and clothing askew and asserting that the president had just made a pass at her.

Individuals who have spoken to Tripp — who went to prosecutors last month with her tape recordings — have said the other pages of the talking points discuss how Tripp should deny any sexual knowledge that Lewinsky had any sexual relationship with the president.

New details also emerged Wednesday about Lewinsky's three dozen visits to the White House after she left her job there in April 1996 for a position in the Pentagon press office.

A source with knowledge of Secret Service entry and exit logs said she visited the White House 10 to 12 times in the latter half of last year. Six to eight of those visits were in late October, November and December, a period when she was worried about having to testify in the Jones suit and was seeking to find a job in New York.

During his own Jan. 17 deposi-

tion with Jones' lawyers, Clinton denied having a sexual relationship of any nature with Lewinsky, sources said. He also denied being alone with her during her visits to the White House or meeting with her any time after Christmas. Sources have told the Washington Post that Clinton and Lewinsky met on Dec. 28 at the White House.

Starr's decision to reject the proffer may reflect confidence in the rest of the case he is building. In recent days, his office has moved to find witnesses who may have seen Clinton and Lewinsky together, including White House valets and Secret Service agents.

Starr is continuing to investigate whether any Secret Service agents may have seen Clinton alone with Lewinsky. Starr's office this week questioned a Justice Department lawyer, who had told colleagues that he was aware of an agent who reportedly had said he guarded the door of the White House movie theater last summer while Clinton was inside alone with a young woman.

Starr has been negotiating with the Secret Service over obtaining testimony from agents, something the agency has resisted out of concern for its traditional policy of absolute confidentiality.

Writers from The Washington Post and The Associated Press contributed to this story.

# Justice and prayer join together

## **Community will pray for healing**

**By Rebecca Merritt  
The Bulletin**

A new way to help prevent crime involves an old idea: prayer.

In what might be a first for Deschutes County, churches of various denominations are coming together to pray for community healing in January. The month of prayer, organized by Ecumenical Ministries of Central Oregon, will be one of the first steps in connecting the faith community with the county's Community Justice department.

"For anyone who prays in whatever name they call God, this is a call," said Faith Holly Hall, secretary of EMCO.

The call to the faith community was put out by Dennis Maloney, Community Justice director, who has set up a restorative justice program. Maloney

said he is asking from all religious groups – fundamental and ecumenical.

The idea is that offenders need a chance for forgiveness and healing. Those who realize what they did was wrong need somewhere to turn for spiritual guidance.

"While there is a place for accountability and retribution, there also needs to be a place for earned redemption in the community," Maloney said.

"Clearly there's a major role for the faith community. Virtually every religious organization allows for the redemption of the sinner."

To help instill that message several programs are planned for January. Most notably, Arun Ghandi, the grandson of Mahatma Ghandi, will speak at Bend High School Jan. 26. He will open a three-month program called "A Season for Nonviolence."

On Jan. 10, the Christian Science Church is

offering a talk by Ben Wiscoll called "Love's Restorative Justice" at 3 p.m. at the Environmental Center.

This month will close with a music program, "Raising Our Voices in harmony – Uniting our Community in an Ecumenical Musical Celebration," Feb. 1 at the Church of Jesus Christ of Latter-day Saints in Bend.

Maloney said he hopes the month's events will bring attention to the new relationship being established between the county and churches. He would like to set up a program that provides ministerial services to the county's jail inmates.

"More people in our system are seeking help than we've been able to help," he said. "The interest of the faith community and Community Justice is so mutual I don't know why we hadn't thought of it earlier."

Maloney said restorative justice will not take attention away from crime victims. The

department's philosophy is to first tend to the victim's needs, then allow for redemption of offenders if they seek it.

Restorative justice is already being tested at the First Assembly of God Church. Maloney approached the church about working with trouble youth about four months ago. Now youth pastor, Tim Bach, has seen his youth group expand to about 150 people. He works with teens with drug addictions and other problems, educating them about life choices and Christianity.

Teens have brought in liquor, bongs and other drug paraphernalia and destroyed them. They now spend much of their free time attending youth church services.

"At this point it has been miraculous," Bach said. "They just swallow it up. It's so real."

**January 1, 1998**

Thursday, November 27, 1997

# Offenders offer helping hands

By Jeff Nielson  
The Bulletin

Adele Preston, a spry 86-year-old widow, doesn't care that the dozen or so young men who spent three Saturdays cleaning pine needles from her yard — 1,400 pounds in all — had been in trouble with the law.

"Oh, those boys worked so hard and so fast," said Preston, who's been unable to keep up with maintenance around her tidy single-wide trailer and large lot since her husband died. "They're all little gentlemen. I didn't hear one cuss word."

"God bless 'em. I'm a mother, a grandmother and a great-grandmother and I know kids. They're good kids."

It might seem like an unlikely alliance, but non-violent teen-age offenders who've been sentenced to community service have hooked up with Interfaith Volunteers, a non-denominational group that provides help to the elderly and disabled.

Nearly 70 trained volunteers from the non-profit organization are serving people in Bend, Sunriver and LaPine.

The contact has been a learning experience for both youngsters and seniors.

"You feel good when you leave at the end of the day," said Daniel Robison, a 15-year-old sophomore at Mountain View High School who declined to talk about why he had been assigned to a work crew.

"You're helping out the older people."

Crews not only raked up pine needles for Donna Edgar of Bend, but also picked up trash to be hauled to the dump.

"They were quite thorough," she said. "We were very pleased. I saw nothing but good behavior."

Not all seniors have been as accommodating as Preston, who

served cookies, doughnuts and watermelon to her young workers. Some are fearful that they might become crime victims themselves, said Wilma Hens, Interfaith Volunteers coordinator.

*'They're all little gentlemen. I didn't hear one cuss word.'*

But the teen-agers are carefully screened, and not one person has turned down the help, she said. No problems have occurred since

the program began in August, she added.

"We tell them who's coming, and it's good for seniors to understand that offenders can turn their lives around," she said.

Kris Rongen, the Deschutes County Community Justice corps manager who wields a shovel or rake himself when he goes out with the work crews, said the contact with seniors and the disabled provides a lesson the young of-



Bulletin/Dean Guernsey

## Teen offenders spruced up the yard for Adele Preston

enders can't learn elsewhere.

"We want to do meaningful service, and I think the kids learn something by helping those who can't do these projects themselves," he said. "We're trying to

give back to the community."

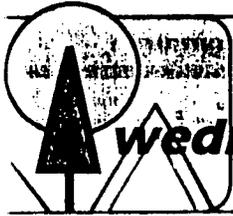
Preston will gladly accept the help anytime.

"They're going to be wonderful men some day," she said. "They just need love and prayer."

# Holiday kicks off the season of sharing

Today marks the first day in a month-long season of gift-giving, holiday merry-making and general goodwill. It also kicks off

Christmas Baskets. Any additional donations of money or non-perish-



Wednesday

# THE BULLETIN

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24 Pages, 4 Sections

Bend, Deschutes County, Oregon, September 3, 1997 Copyright © 1997 The Bulletin

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No

## Driving nails may beat filling jails

By Steve Lundgren  
The Bulletin

Young troublemakers could work off their debt to society and learn some valuable jobs skills under an agreement between Deschutes County juvenile authorities and Habitat for Humanity.

The plan is to have teen-agers who have been sentenced to community service build a house from start to finish. The home then would be sold to a low-income family.

Dennis Maloney, director of the Deschutes County Community Justice Department, believes the project could move community service from what some see as meaningless labor to a positive time in kids' lives.

"My prediction is that these kids may be very marketable to

small businesses because they stuck with a project from start to finish," Maloney said.

Organizers hope to get the project going in January, provided a lot in Bend can be found for the house. After that, crews of about 14 teen-agers will work until the job is done.

Habitat for Humanity is a non-profit organization that uses volunteer labor, and often donated materials, to build low-income houses. The individual or family who buys the house also contributes 500 hours of labor in return for an affordable purchase price.

Adult probationers have worked on Habitat homes in the past, but this will be the first time in Central Oregon, and possibly in the United States, that a crew of juvenile offenders will build an entire

house.

"As near as I can tell, we're breaking some ground," said Chuck Tucker, director of Habitat for Humanity in Bend. "I haven't heard of it being done elsewhere."

Currently, juvenile delinquents do such jobs as picking up litter. While that may serve a purpose to the community, Maloney said kids have trouble seeing the value in it. That leaves them with a bad taste for community service.

Under the county's newly adopted "restorative justice" doctrine, the point of community service is for offenders to provide a benefit to the community while gaining something positive themselves.

"The value is very clear, I think, because they (will) get immediate feedback," Maloney said.

Maloney hopes the value is clear to the Oregon Legislature, as well.

Lawmakers funded a test program for juvenile criminals in Deschutes County this past session under Senate Bill 242. That law enabled the county to keep money it would have spent incarcerating kids in state juvenile prisons for local programs designed to keep kids from getting in deeper trouble.

Tucker said the kids will work with a couple of experienced adult carpenters who will teach them the necessary skills. In the process, he hopes some of the teens may find direction for their lives.

"A kid might find something he especially enjoys," Tucker said. "I think the skills that could be gained by these young people could be very valuable."

# ***Turning troublesome kids around***

**Bend Bulletin Editorial  
July 6, 1997**

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**D**eschutes County has won permission, and funding, from the Oregon Legislature to embark on a bold experiment - a test of the philosophy that it is possible to intercede in the lives of troubled, troublesome kids, and direct them away from lives of crime.

Lawmakers have approved more than \$ 800,000 for a pilot program in Deschutes County designed to show that community-based crime prevention programs can reduce juvenile crime and keep kids out of prison.

This is something of a daring experiment. While the nation is turning to ever-harsher punishment for juveniles, Deschutes County is saying that early intervention, drug and alcohol treatment and other services will do more to reduce crime.

While the Clinton administration is encouraging states and local governments to increase penalties on youth offenders and try more of them as adults, Deschutes County is insisting that it's possible to catch more of these kids earlier, and deter them from crime.

The dangerous, most violent youths in Deschutes County still will be punished harshly for their crimes. Many still will be sent to state facilities - prisons - for their crimes. And Deschutes County soon will bring on line a 65-bed detention center - a hammer that will be used to back up the other juvenile crime services. This program will not compromise the safety of Deschutes County citizens.

It will, though, be a highly important experiment for Deschutes County and other jurisdictions struggling to contain juvenile crime. As we wrote in an earlier editorial urging the Legislature to fund this program, it's time for a real-life test of the philosophy that there are more effective ways to reduce juvenile crime than continually building new prison cells.

Oregon already spends some \$ 200 million a year to incarcerate juveniles, and that figure is expected to climb rapidly in the next few years. Now Deschutes County has a chance to show whether there are other, better ways to attack the problem.

# ***A new approach to juvenile crime***

**Bend Bulletin Editorial  
May 11, 1997**

**P**eople talk a good game about juvenile crime prevention. Everyone agrees that it makes sense to try to intercede before troubled kids turn to crime.

But no local government in Oregon, until now, has had the guts to promise that if it were given some of the money spent on jail cells for kids, it would direct it into crime prevention, cut crime and reduce the demand for prison space.

That is Deschutes County's pledge to the Oregon Youth Authority, to the Legislature, and to the citizens of Central Oregon. A coalition of local juvenile authorities, police, prosecutors and child and family advocates is determined to show that local, community-based crime prevention programs can keep kids out of prison.

Deschutes County has asked the state to cap the number of slots - at 28 beds - that the state now provides for youths from this country at its "close-custody", or youth prison, facilities. The money that the state would have budgeted for anticipated growth in the number of young prisoners from Deschutes County would be given not to the prison facilities, but to the county for use in community crime prevention programs.

In effect, Deschutes County is asking for permission to use state prison funds to prevent crime, and expensive incarceration, similar to the way a health maintenance organization uses preventive care to reduce serious illness and cut overall health care costs.

There are risks in the proposed deal, especially for Deschutes County. It has agreed to pay the costs if it exceeds the cap and has to send more young criminals to state facilities. If the community programs fail to prevent serious crime and reduce the number of dangerous

young offenders, then Deschutes County would be on the hook for the additional costs.

This is a bold plan. It seeks to do what many people say is necessary to reduce juvenile crime, but is largely untested because nobody has had the courage and confidence to commit to its success.

The plan still needs get-off-the-ground funding from the Legislature, and it took months of lobbying by the Deschutes County Commission on Children & Families and many others to get the Senate Judiciary Committee to agree to the concept. The plan, known in the Legislature as Senate Bill 242, now sits before the Ways and Means Committee awaiting a decision on the \$ 780,000 needed to launch the proposal for 1997-99.

Gov. John Kitzhaber has offered his conditional support for the idea. It is backed by the entire Central Oregon legislative. Local judges, prosecutors and police all have endorsed the proposal.

Our view is that this is a highly important experiment for Deschutes County, and for the remainder of Oregon. Deschutes County is the right place to try this innovative community-based plan - our region has widely respected juvenile and community corrections services. A large local juvenile jail also is under construction.

Finally, it's time that somebody attempt to walk the walk about juvenile crime prevention. Oregon already spends some \$ 200 million a year to incarcerate juveniles, and that figure is expected to climb rapidly in future years.

Oregonians have a great stake in finding out whether there are other, better ways to combat juvenile crime. Deschutes County stands willing and able to try another way.

# **Welcome to the Community Justice Workshop . . .**

**This workshop is designed to guide you and your community members to build a safer, healthier community. A key requirement is participation. Everybody's perspective is not only valued, but essential to make the workshop productive. So speak up and state your perspective – a fundamental first step in this process.**

## ***The Value of Participation***

***Participation denied breeds apathy.***

***Apathy breeds suspicion.***

***Suspicion breeds cynicism.***

***Cynicism prevails.***

***Conversely, participation builds investment.***

***Investment builds a sense of ownership.***

***A sense of ownership builds a sense of personal responsibility.***

***A sense of personal responsibility for the well-being of the  
community prevails.***

# ***Community Justice Workshop***

***Protecting what we cherish***

***Overcoming threats to our  
community's safety***

***Building a safer place***

***Name*** \_\_\_\_\_

# Defining Our Community

## kə-mū'nə-tē

Where is it?

When and why did people start congregating as residents there?

How many people live there?

Can you sketch a map defining your community geographically?  
Is it defined by roadways, rivers, school catchment areas?

On the map, identify key community assets. Where do people gather and enjoy each other's company? Are there places or buildings that have significantly historical meaning in the community?

Are there areas of your community that give rise to major concern? These might include places where drug sales are concentrated, places that are dangerous for children, and places that people tend to avoid.



## **A** Sense of Community

*What do you cherish most about your community?*

*If you have lived in different places what is it about this community that is different?*

*If you have been here for a long time, what are some time-honored traditions that cause you to be proud of your community?*



## *Protecting Assets*

List some strategies that could be carried out to protect what we already cherish. What can we do to assure that upcoming generations and newcomers share in our sense of community?

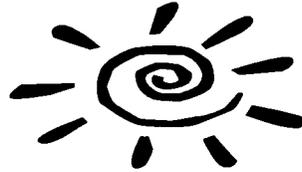


## *Addressing Concerns*

List those current problems in the community that are of most serious concern.

Now, let's prioritize this list. Which problems cast the longest shadow on our community's quality of life? What are the three most critical problems that we need to address?

Developing a **Deeper**  
**Understanding** About Problems  
in our Community



What are the root causes of this particular problem?

Who has the most influence over the root causes of this problem?

What would it take to get the community mobilized to take action about this problem?



**Taking Action to Build A  
Safer Community**

**A  $\Rightarrow$  B**

Describe a condition of concern as it exists now. We'll regard this a Condition A.

Describe a desired condition that we need and want to exist in the community. This is Condition B.

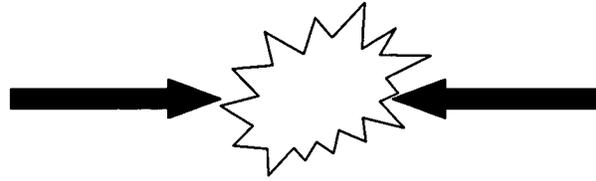
What strategies can we deploy to help us move from where we are to where we need and want to be?

# A Formula for Successful Planning

$$\frac{A}{KP(a)r} \rightarrow B$$

- A** describes conditions as they exist
- B** describes conditions as we want and need them to be
- articulates strategies that we will carry out to help us reach our goals
- KP** represents the key people who can influence this condition
- a** describes the specific action we want these key people to take to help our cause
- r** what are the resources we need to help us carry out our strategies

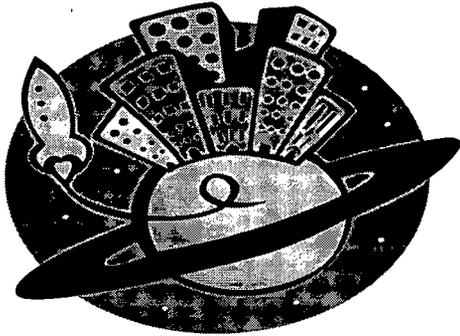
# Force Field Analysis



*What are the forces that can be predicted to restrain our efforts to affect this problem?*

*What driving forces do we have working in our favor to bring about positive movement with this problem?*

*What can we do to reduce or overcome the influence of these restraining forces and bolster the driving forces to help us accomplish our goals?*



## *"Place Odyssey 2001"*

*Imagine that it is December of the year 2001. Please complete the following sentence:*

\_\_\_\_\_ *is a place where* \_\_\_\_\_

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## *Indicators of Successful Efforts*

*List some indicators that will help us determine if we've been successful in realizing our goal to build a stronger, safer community.*

# First Steps



*We are going to take the following first steps to ensure that our plan becomes a reality.*

*I am prepared to make the following commitment to the community as my contribution to this effort.*

MEETING DATE: MAR 30 1999  
AGENDA NO: 0-2  
ESTIMATED START TIME: 10:30

(Above Space for Board Clerk's Use ONLY)

**AGENDA PLACEMENT FORM**

**SUBJECT:** "What's Causing the Divergence of Economic Growth and Our Social Conditions?": Gerald Kissler, The Agility Group, Karmen Fore, OSU and Jim Carlson, Multnomah County Evaluation and Research Unit

**BOARD BRIEFING:** DATE REQUESTED: March 30, 1999  
REQUESTED BY: Chair Stein  
AMOUNT OF TIME NEEDED: 1.5 Hours

**REGULAR MEETING:** DATE REQUESTED:  
AMOUNT OF TIME NEEDED:

**DEPARTMENT:** Non-Departmental **DIVISION:** Chair's Office

**CONTACT:** Carol M. Ford **TELEPHONE #:** 248-3956  
**BLDG/ROOM #:** 106/1515

**PERSON(S) MAKING PRESENTATION:** Jim Carlson, Gerald Kissler, and Karmen Fore

**ACTION REQUESTED:**

INFORMATIONAL ONLY  POLICY DIRECTION  APPROVAL  OTHER

**SUGGESTED AGENDA TITLE:**

**What's Causing the Divergence Between Economic Growth and Our Social Condition?**

Gerald Kissler, The Agility Group, Karmen Fore, OSU, and Jim Carlson, Evaluation and Research Unit, Dept. of Support Services

10:30 – 12:00

**SIGNATURES REQUIRED:**

**ELECTED OFFICIAL:** *Beverly Stein*  
**(OR) DEPARTMENT MANAGER:** \_\_\_\_\_

BOARD OF  
COUNTY COMMISSIONERS  
99 MAR 22 AM 11:49  
MULTNOMAH COUNTY  
OREGON

**ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES**  
Any Questions: Call the Board Clerk @ 248-3277

**Multnomah County Chair Beverly Stein  
would like to invite you to attend two special  
presentations to the Board of County Commissioners**

**March 30, 1999  
9:30 to 12:00**

**Multnomah County Courthouse, Boardroom 602  
1021 SW Fourth Avenue, Portland**

**9:30 – 10:30 a.m.**

***Community Justice  
- Building a Safe and Healthy Community***

**Dennis Maloney, Director, Deschutes County Community Justice &  
Scott Johnson, Deschutes Commission on Children and Families**

Mr. Maloney and Mr. Johnson will present the Deschutes Community Justice model that is based on an essential premise that the justice system and citizens work together to address public safety and restore victims and communities to the fullest extent possible. Historically, corrections resources across the nation have been targeted toward the offender (e.g. to do something to the offender - "lock them up" or for the offender - "rehabilitate them"). Victims of crime and local communities have often been unrepresented, or at best, passive participants in the system.

**10:30 – 12:00**

***What's Causing the Divergence Between  
Economic Growth and Our Social-Condition?***

**Gerald Kissler, The Agility Group & Karmen Fore, OSU**

During a time in the late 1990s when there has been remarkable economic prosperity for the nation, there has also been a widespread feeling that personal lives and "well-being" have not benefited proportionately. Mr. Kissler and Ms. Fore have studied the cause of this growing split between economic growth and social conditions and what would have the biggest impact on improving the well being of citizens. Mr. Kissler and Ms. Fore will discuss what is happening in the state of Oregon and focus specifically on Multnomah County trends.

For meeting information, contact Board Clerk Deb Bogstad, 248-3277.



## Beverly Stein, Multnomah County Chair

Room 1515, Portland Building  
1120 S.W. Fifth Avenue  
Portland, Oregon 97204

Phone: (503) 248-3308  
FAX: (503) 248-3093  
E-Mail: mult.chair@co.multnomah.or.us

### **STAFF SUPPLEMENTAL MEMORANDUM**

TO : Board of County Commissioners

FROM : Carol M. Ford

DATE : March 19, 1999

RE : *What's Causing the Divergence Between Economic Growth and Our Social Condition?*

Gerald Kissler, The Agility Group, and Karmen Fore, OSU

#### **I. Recommendation/Action Requested:**

As part of the ongoing research and analysis of the County's three long term benchmarks, Jim Carlson, Evaluation and Research Unit, Multnomah Dept. of Support Services contracted with Mr. Gerald Kissler to research the current trends in Multnomah County social and financial indicators.

In his recent work for the State of Oregon, "To Improve the Well Being of Oregonians: Increasing Financial and Social Capital for Economic Growth, Healthy Communities and Strong Families", Mr. Kissler looks at the seeming divergence between economic growth and social conditions in the state. On March 30, Mr. Kissler and Ms. Fore will focus on what is happening specifically in Multnomah County.

#### **II. Background/Analysis:**

During a time in the late 1990s when there has been remarkable economic prosperity for the nation, there has also been a widespread feeling that personal lives and "well-being" have not benefited proportionately. Mr. Kissler and Ms. Fore have studied the cause of this growing split between economic growth and social conditions and what would be the biggest impact on improving the well being of citizens.



**III. Financial Impact:** N/A

**IV. Legal Issues:** N/A

**V. Controversial Issues:** N/A

**VI. Link to Current County Policies:**

County's Three Long Term Benchmarks:

- Reduce Number of Children Living in Poverty
- Increase School Completion
- Reduce Crime

**VII. Citizen Participation:** N/A

**VIII. Other Government Participation:**

Invitations to attend the presentation have been sent to Portland City Council, Gresham City Council, Local Public Safety Coordinating Council, Commission on Children, Families and Community and the Portland-Multnomah Progress Board.

Attachments:

Gerald Kissler bio  
Karmen Fore Bio

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# GERALD R. KISSLER

## THE AGILITY GROUP

Jerry Kissler is the founder and President of The Agility Group - a management consulting firm specializing in strategy, leadership and change. He has a Ph.D. in Experimental Psychology (human learning and memory) from Washington State University. Dr. Kissler has had thirty years of government, corporate and university experience analyzing trends, developing strategies, and implementing change.

Jerry has had public policy experience in several different areas. For example, he chaired the Governor's Task Force on Access to Capital for High-Growth Companies in Oregon. Dr. Kissler led the regional meeting process and wrote two-thirds of the update of the state strategic plan (Oregon Shines II). He has also analyzed several of the Oregon Benchmarks and developed recommendations, which have led to changes in public policy on economic and social issues.

Dr. Kissler is also Associate Professor of Planning, Public Policy and Management at the University of Oregon. Professor Kissler has written articles on strategic planning, benchmarking, and leadership. Jerry has also written op-ed pieces and magazine articles on Oregon's changing economy and the increasing importance of higher education. Jerry has made numerous presentations to the Governor, committees of the State Legislature, civic groups, etc. For examples, see <http://darkwing.uoregon.edu/~jkissler/homepage/>

# WHAT'S CAUSING THE DIVERGENCE BETWEEN ECONOMIC GROWTH AND OUR SOCIAL CONDITIONS?

Gerald R. Kissler and Karmen N. Fore<sup>1</sup>

## Overview of Multnomah County's Well-Being

**Question:** If this is one of our longest periods of economic expansion on record, why don't we feel better about it? **Answer:** The breakdown of community and increasing stress on families have led to a downturn in our collective well-being. This paper summarizes the research that led to this conclusion and offers recommendations for increasing our well-being.

Figure 1 shows us that Multnomah's Gross County Product has increased by more than 30% since 1980 and will continue to increase over the next decade. However, our Well-Being Index, composed of economic and social factors, has not improved much since 1980 (see the bottom line in Figure 1).

## WHY DO WE NEED A SOCIAL INDEX?

Our collective well-being no longer tracks with economic growth. Therefore, we need a "Well-Being Index" that focuses on long-term social capital — much like economic indexes focus on financial capital (e.g., Dow Jones Industrial Average, GDP).

The concept of social capital, like Multnomah County's Youth Asset Survey, includes all of the positive assets in our children's lives. Social capital, rather than financial capital, is the key to understanding why our well-being has stagnated.

## WHY HAS THE WELL-BEING INDEX STAGNATED IN THE 1990s?

Some economic factors improved during a period of strong economic performance, while some social factors actually deteriorated.

### ◆ What's lifting the Well-Being Index?

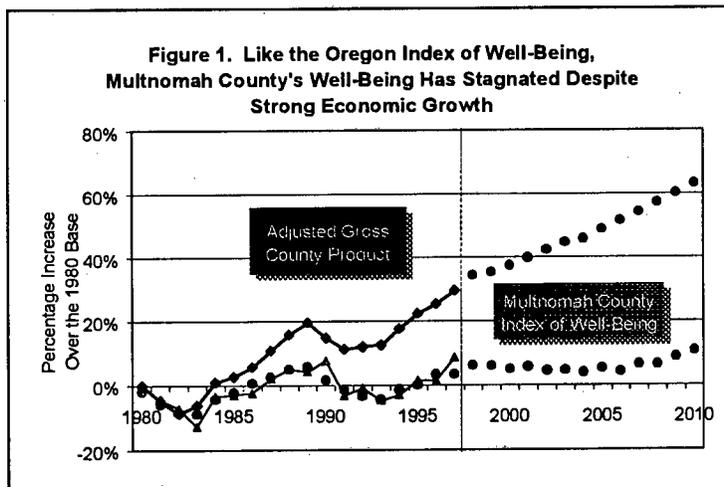
The availability of financial capital, as measured by economic growth, is important to the creation of good jobs

and a higher standard of living.

Unemployment declined as the economy grew in the 1990s. However, inflation-adjusted earnings have not increased much.

### ◆ What's dragging down the Well-Being Index?

Our state strategic plan, *Oregon Shines II*, listed two reasons: 1) more stress on families and 2) a fading sense of community. The result is less parental attention and adult supervision. After analyzing several variables we concluded that divorce rates, the percentage of births to



<sup>1</sup> The authors would like to thank University of Oregon Professors Jean Stockard, Robert O'Brien and Hill Walker for their path-breaking research and their counsel on our study.

unwed mothers, and cohort sizes (i.e., the number of adults per juvenile) were statistically the best indicators of parental attention and adult supervision.

### Parental Attention

We combined the first two factors (divorce rates and the percentage of births to unwed mothers) into an Index of Stress on Families. It is harder for single parents (many of whom are women struggling to make ends meet) to provide as much supervision, consistent discipline, or attention as two parents can provide. As indicated by the bottom line in Figure 2, our Index of Stress on Families doubled between 1965 and 1982 and increased by another 50% between 1982 and 1995.

The critical factor for children is not the absence of their parents' wedding certificate, but rather the lack of parental attention and adult supervision in their lives.

### Adult Supervision

There has been a loss of community during the second half of the 20<sup>th</sup> century. As an example, the percentage of American's who agree that most people can be trusted fell from 46% to 34% between 1972 and 1994. And, we are less likely to socialize with our neighbors. As a result, other adults are less likely to serve as mentors or look out for their neighbors children.

Less adult supervision, as measured by the cohort size (i.e., number of adults per juvenile), helped explain why the Oregon

Index of Well-Being has stagnated. While this factor was not a statistically significant predictor of overall well-being at the county level, it did help to explain differences in specific social problem indicators, such as the juvenile arrest rate.

The combination of increased stress on families, the decrease of parental attention and adult supervision (from parents, family members, and other adult mentors), and the fading sense of community during critical development periods puts more of our children at-risk. For example, the top line in Figure 2 is a prediction of rising juvenile arrest rates in Oregon over the next 10 to 15 years given today's level of stress of families.

Of course, these findings do not mean that all children whose parents never married or later divorced will become school dropouts, juvenile delinquents, drug addicts, etc. Nor are they the only ones who will

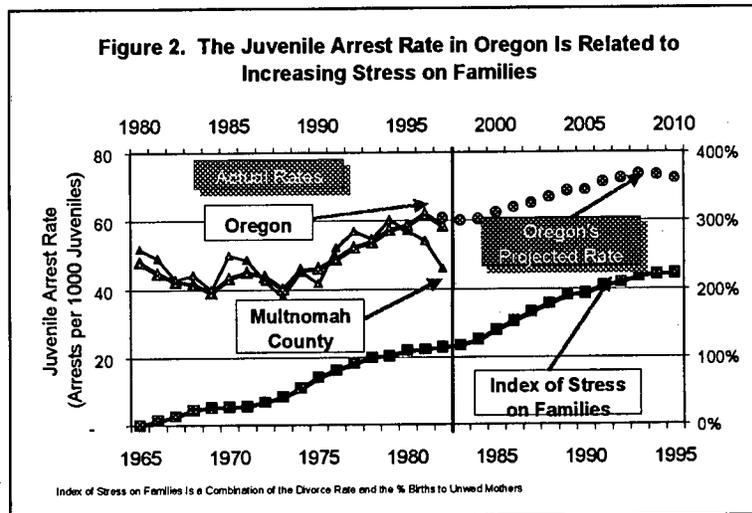
come into conflict with

the

authorities.

Rather, cohort size, births to unwed mothers, and divorce rates are general indicators of the amount of social capital available to our younger generation. When there is less social capital more

children will be at higher levels of risk. Therefore, policy leaders must strive to increase the sum of all positive assets in children's lives.



### A Look at Two Social Problem Indicators

The relationship between financial capital, social capital, and our collective well-being

become more vivid when we focus on particular social problem indicators, like juvenile arrests and drug-related arrests.

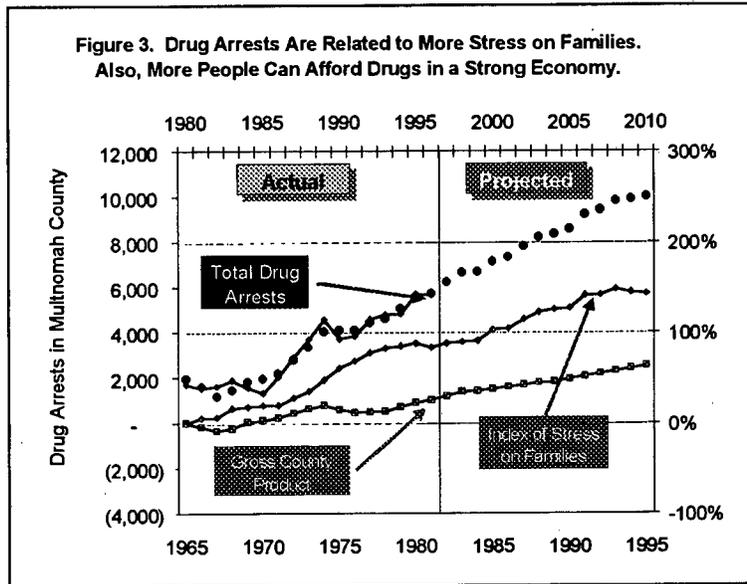
**JUVENILE ARRESTS**

Recent media coverage has hailed the reduction in violent crime. However, Oregon's total juvenile arrest rate has been rising (see top line in Figure 2).

From 1980 to 1995 Multnomah County's juvenile arrest rate tracked the statewide average. More recently, however, the County's juvenile arrest rate has been falling. We would expect less variability at the state level because the numbers are larger and local policy changes tend to cancel each other out. We were unable to determine from our data whether the reduction in juvenile arrest rates for Multnomah County was caused by a policy change, the national reduction in gang activity in urban areas, or other factors.

**TOTAL DRUG-RELATED ARRESTS**

The increasing number of drug-related arrests in Multnomah County is related to two factors (Figure 3). First, when the economy is strong, with more jobs and higher wages, more people tend to use drugs. Second, there has been more stress on families. Therefore, we forecast an increase from 6,000 drug-related arrests in Multnomah County to 10,000 by 2010.



**Conclusions**

**FINDINGS RELATED TO WELL-BEING**

The Stress on Families Index, a predictor of Multnomah County's Well-Being, doubled between 1965 and 1982 (see the bottom line in Figure 2). During this period the U.S. divorce rate doubled. Also, the percentage of all babies born to unwed mothers in Multnomah County increased from 11% to 22%. That figure reached 33% in 1995 (see Figure 4).

Because of decreased parental attention and adult supervision we forecast that crime and other social problems will continue to hold down the Well-Being Index.

**What Do We Know about Unwed Mothers and Biological Fathers?**

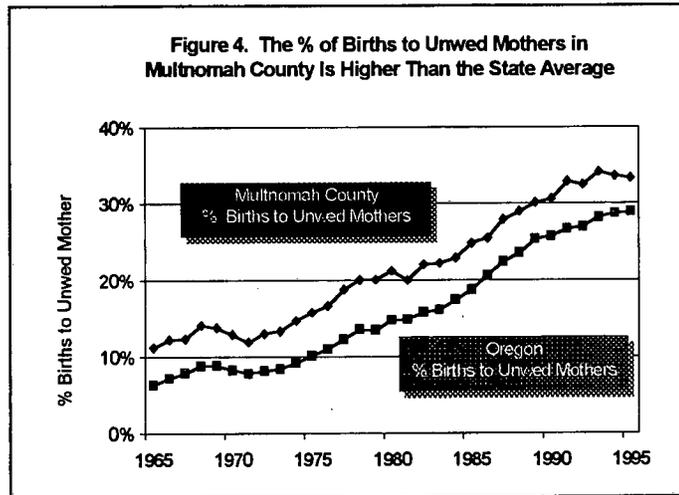
- 27% of Multnomah County's unwed mothers in 1997 were young (under 20). Recently there has been a slight drop in teen pregnancies statewide.

- Most of Oregon's unwed moms were 20 or older. This older group has doubled in the 1990s.

- In Multnomah County 26% of the older unwed moms had not completed high school. Only 12% of the married mothers had not completed high school.

- Only 7% of the unwed mothers in Multnomah County had completed four or more years of college; whereas 33% of the married mothers had a college degree.

- Public assistance paid for 59% of the births to teen and older unwed mothers. In comparison, 18% of the married mothers' births were paid by public assistance.
- 58% of the older unwed mothers already had at least one child. 29% were having a second child. 29% were having their third, fourth... child.
- 24% of the unwed biological fathers had not completed high school, as compared with 9% in the general population.
- Only 5% of them had completed four or more years of college.



teenage pregnancy, academic failure, substance use, and juvenile arrests.

- Therefore, policy leaders in Multnomah County should discuss strategies for

increasing social capital (the sum of all positive assets in our children's lives) in 3 ways:

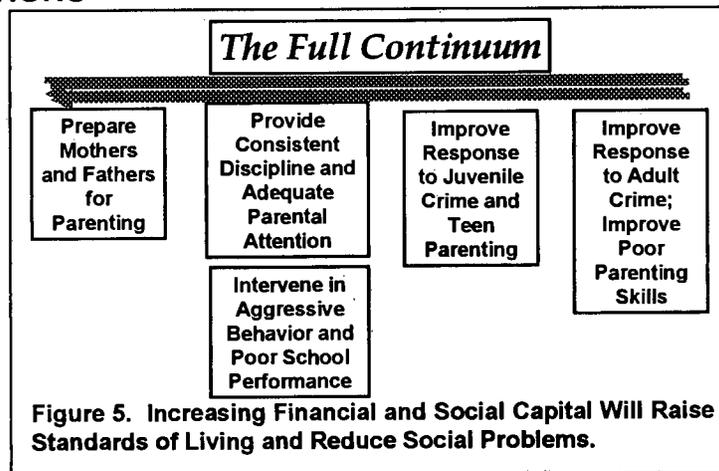
1. Discuss trends and human costs, and then determine whether Multnomah County should expand efforts to reduce the number of children born to unwed teenagers and increase the number of unwed fathers assuming responsibility for their children.

2. Encourage public/private partnerships to increase parental attention by focusing on early intervention, such as Healthy Start, Head Start, Birth to Three, the Relief Nursery, and First Steps.

3. Develop strategies to increase adult supervision of at-risk juveniles.

## RECOMMENDATIONS

- Society is in transition. The result is too many children receiving inconsistent discipline and insufficient attention; who are in homes plagued with substance



abuse and domestic violence; who are abused and neglected.

- Recognizing these trends, Multnomah County invests heavily to reduce social problems. Three-quarters of the County's General Fund is spent on three long-term benchmarks: 1) Reduce Children in Poverty, 2) Reduce Crime, and 3) Increase School Success.
- Improving parenting skills and family strengthening strategies have been shown to be effective in preventing delinquency,

Increasing the number of adult mentors and positive role models could change individual lives.

Prepared under contract with the Multnomah County Budget & Quality Division. Copy released April 14, 1999. For further information regarding this paper or other social investment research being carried out by Multnomah County, contact Jim Carlson, Manager Evaluation/Research Unit (503) 248-3575

# Multnomah County Benchmark Analysis



Prepared for Multnomah County  
Department of Support Services  
Evaluation/Research Unit

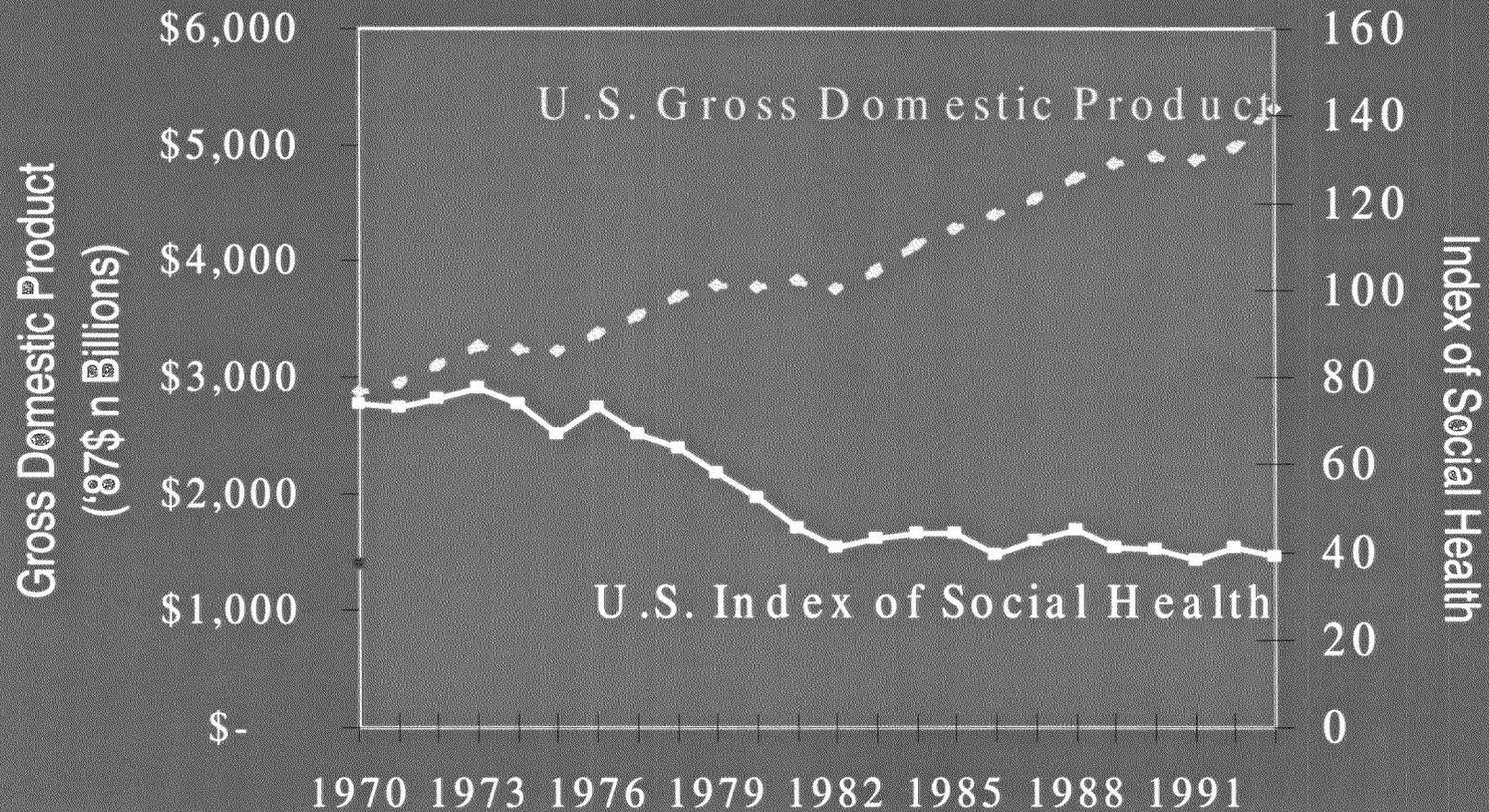
by Karmen Fore  
Jerry Kissler

# WHAT'S CAUSING THE DIVERGENCE BETWEEN ECONOMIC GROWTH AND OUR SOCIAL CONDITIONS?

If this is one of our longest periods of economic expansion on record, why don't we feel better about it?

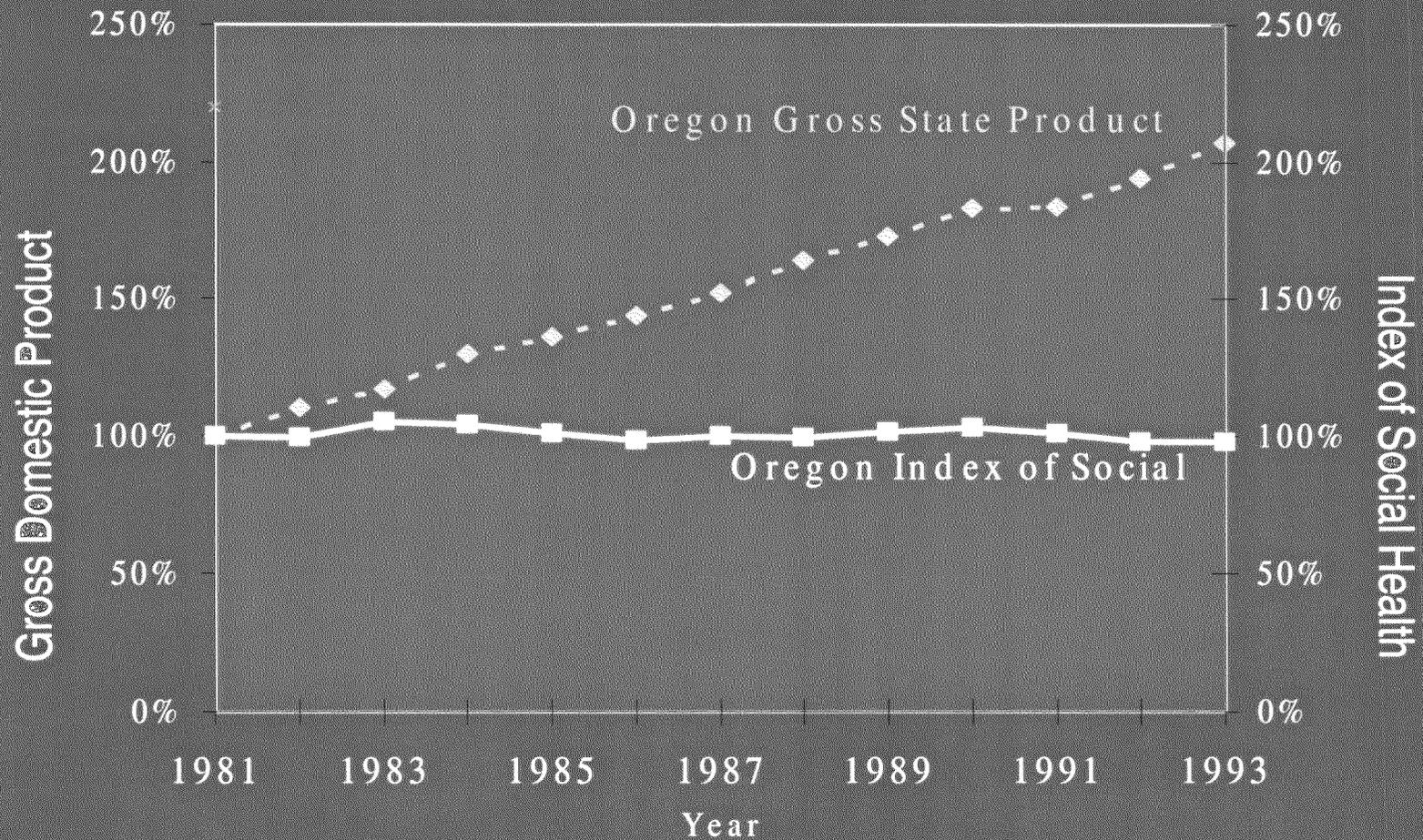
# FORDHAM STUDY

## U.S. DECLINE IN SOCIAL HEALTH

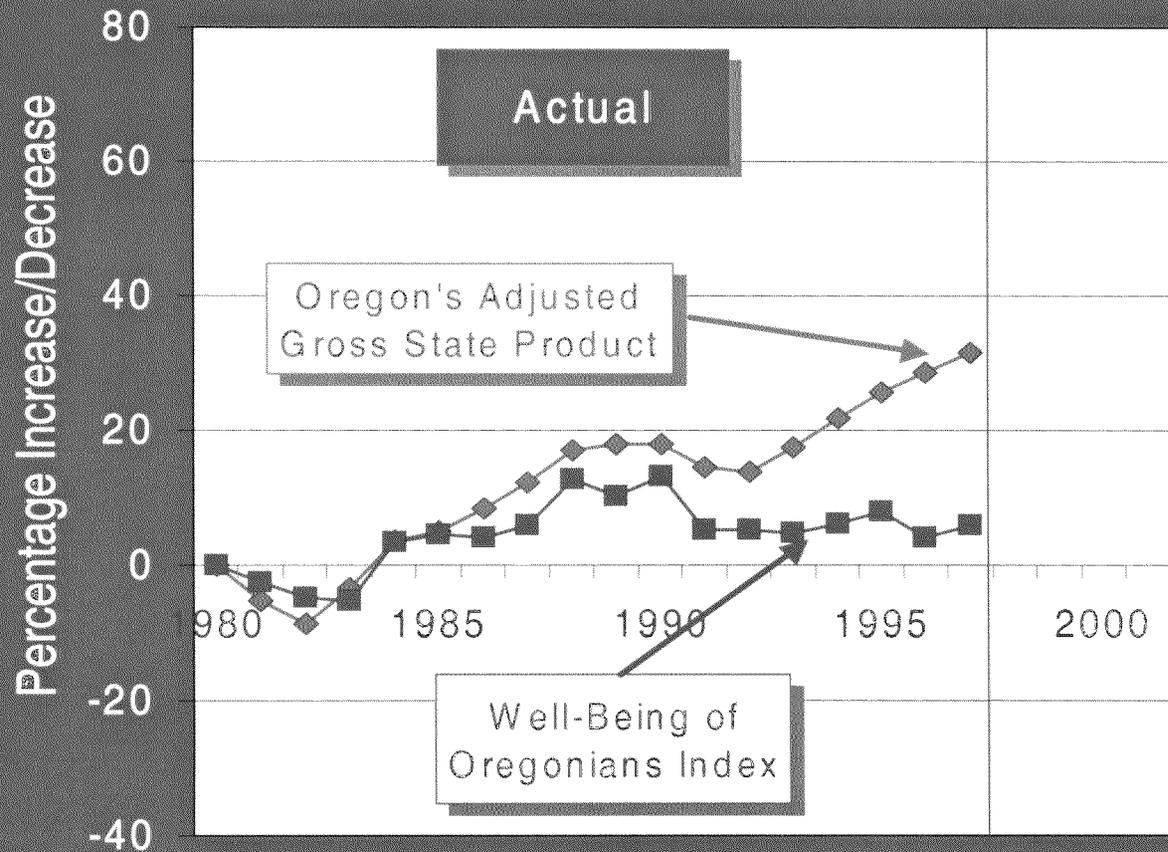


Source: Institute for Innovation in Social Policy

# OREGON'S SOCIAL HEALTH ALSO STAGNATED



# BUT OUR WELL-BEING HAS STAGNATED



## Factors in the Well-Being Index

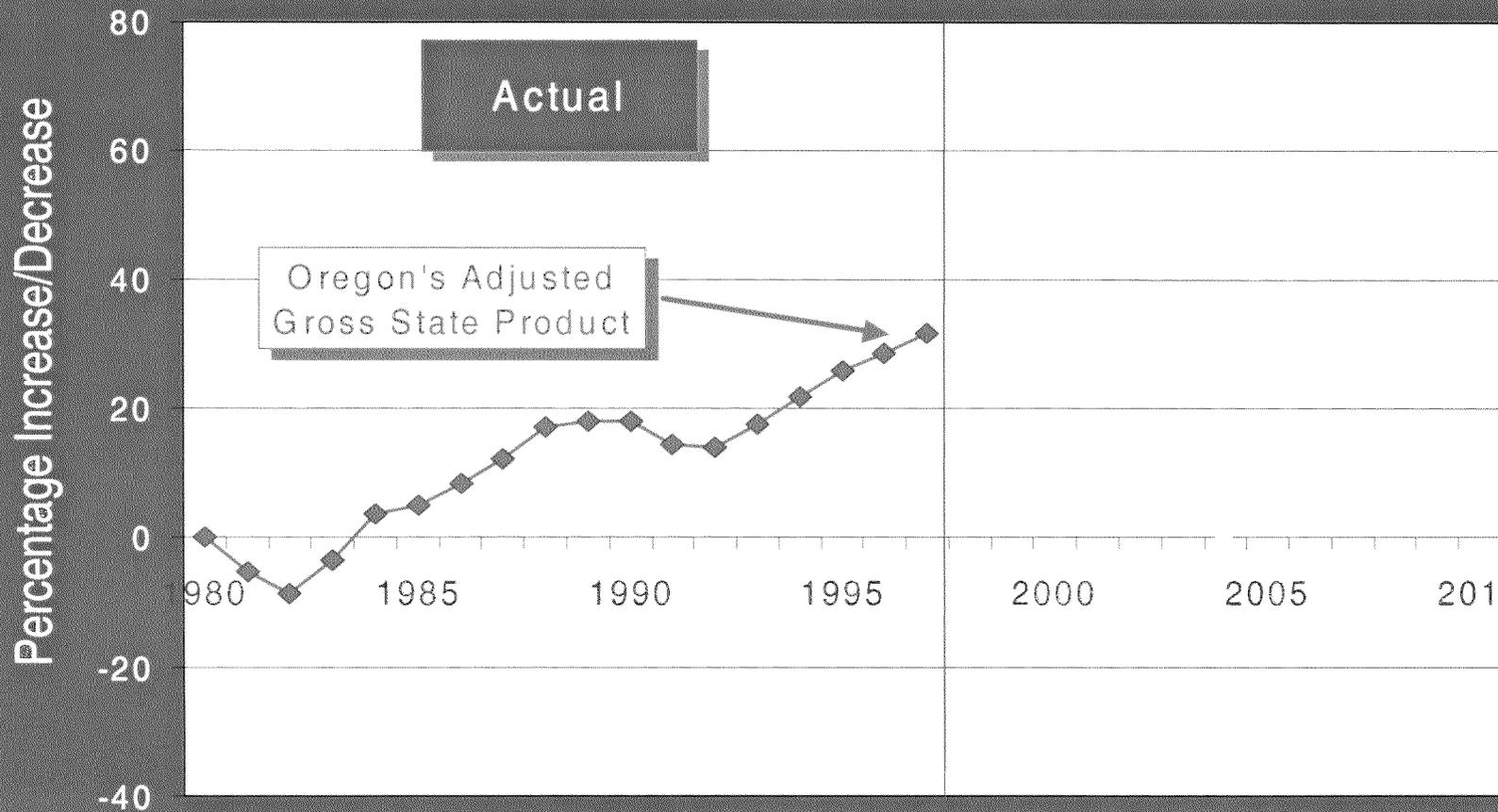
### ● Economic Factors

- » Unemployment Rate
- » Average Earnings
- » Poverty Rate

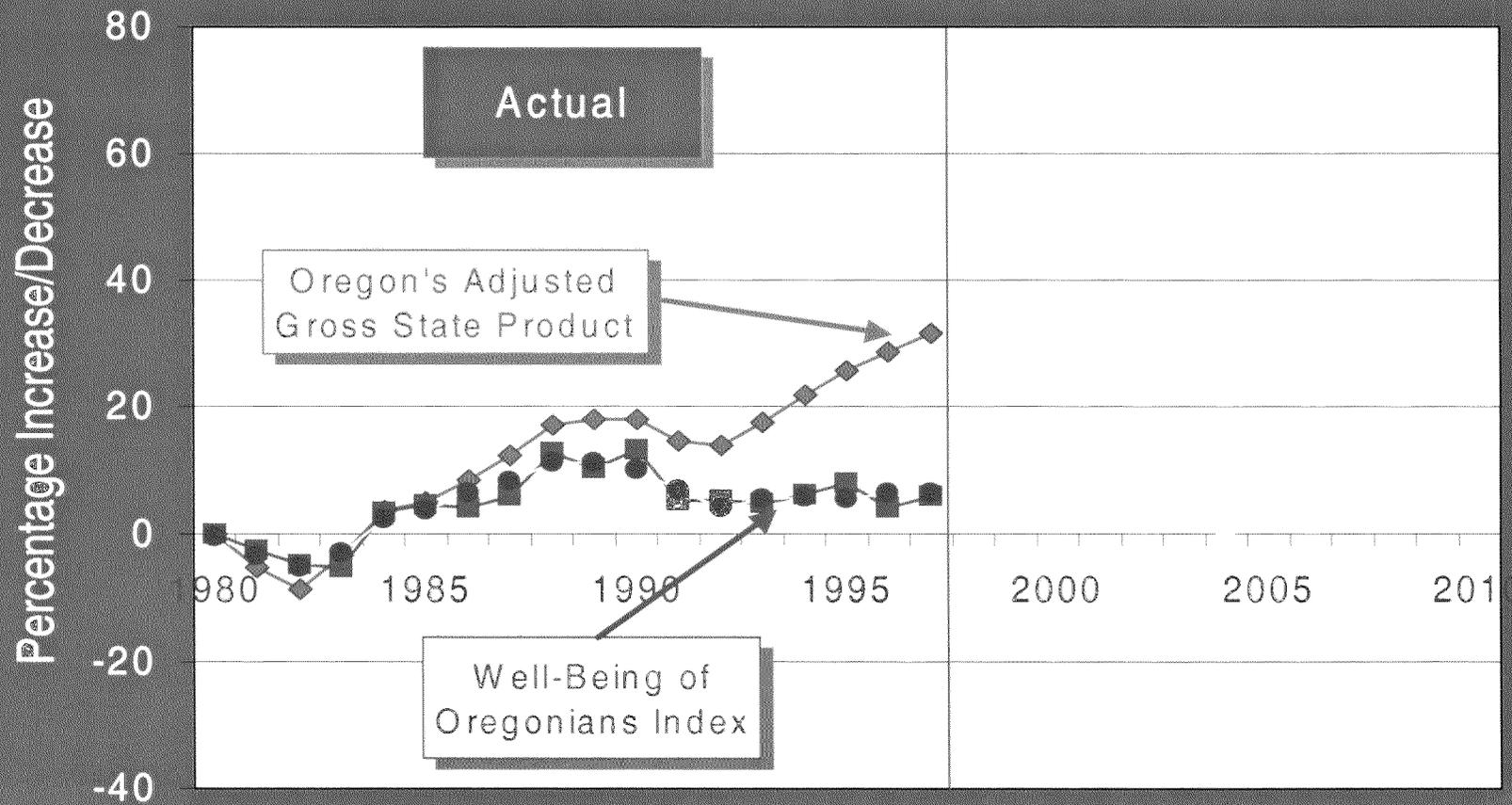
### ● Social Factors

- » Juvenile Arrest Rate
- » Teen Pregnancy Rate
- » Overall Crime Rate

# A REMARKABLE TURNAROUND IN OREGON'S ECONOMY

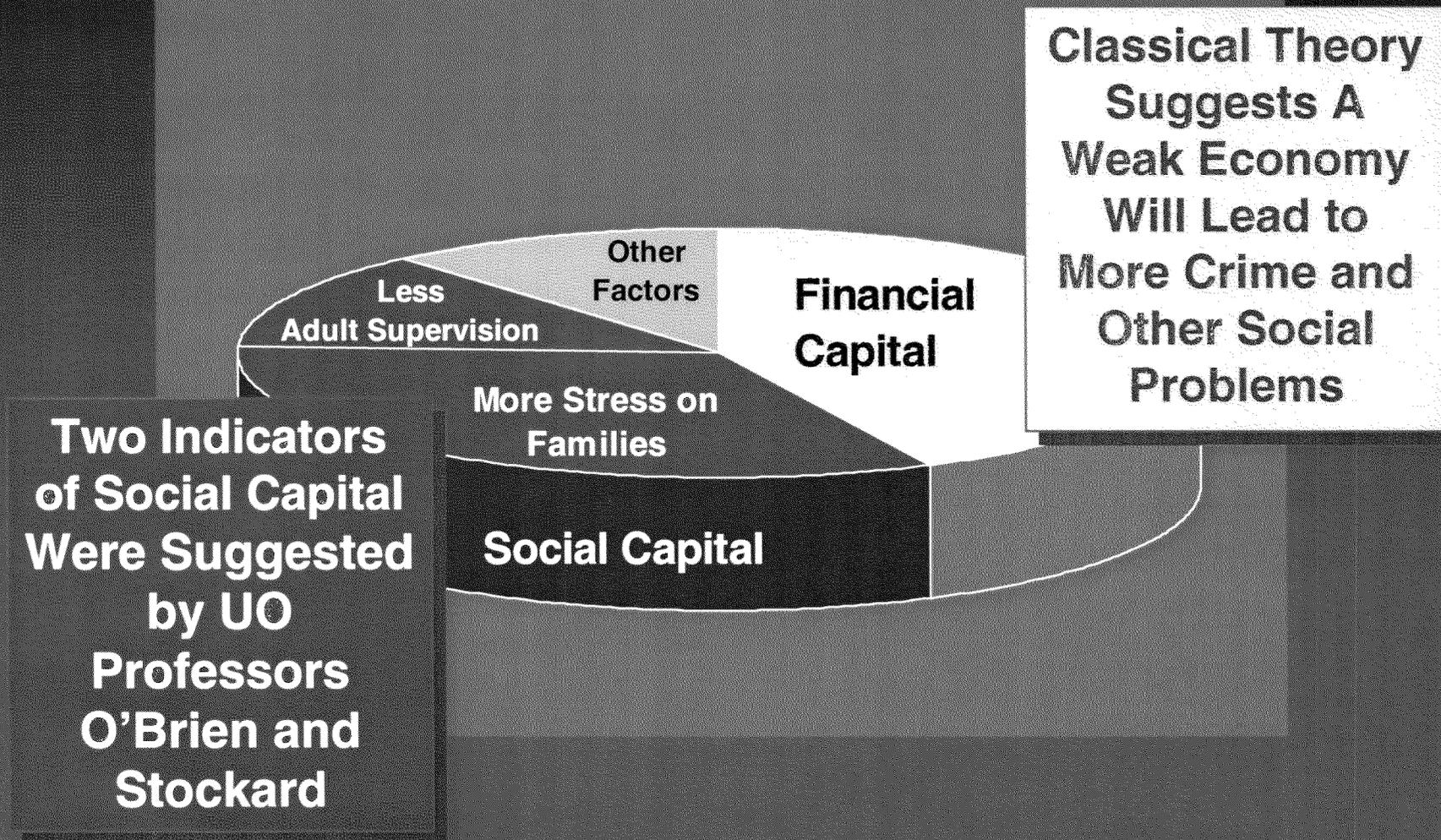


# WE CAN ACCURATELY ESTIMATE INDEX VALUES

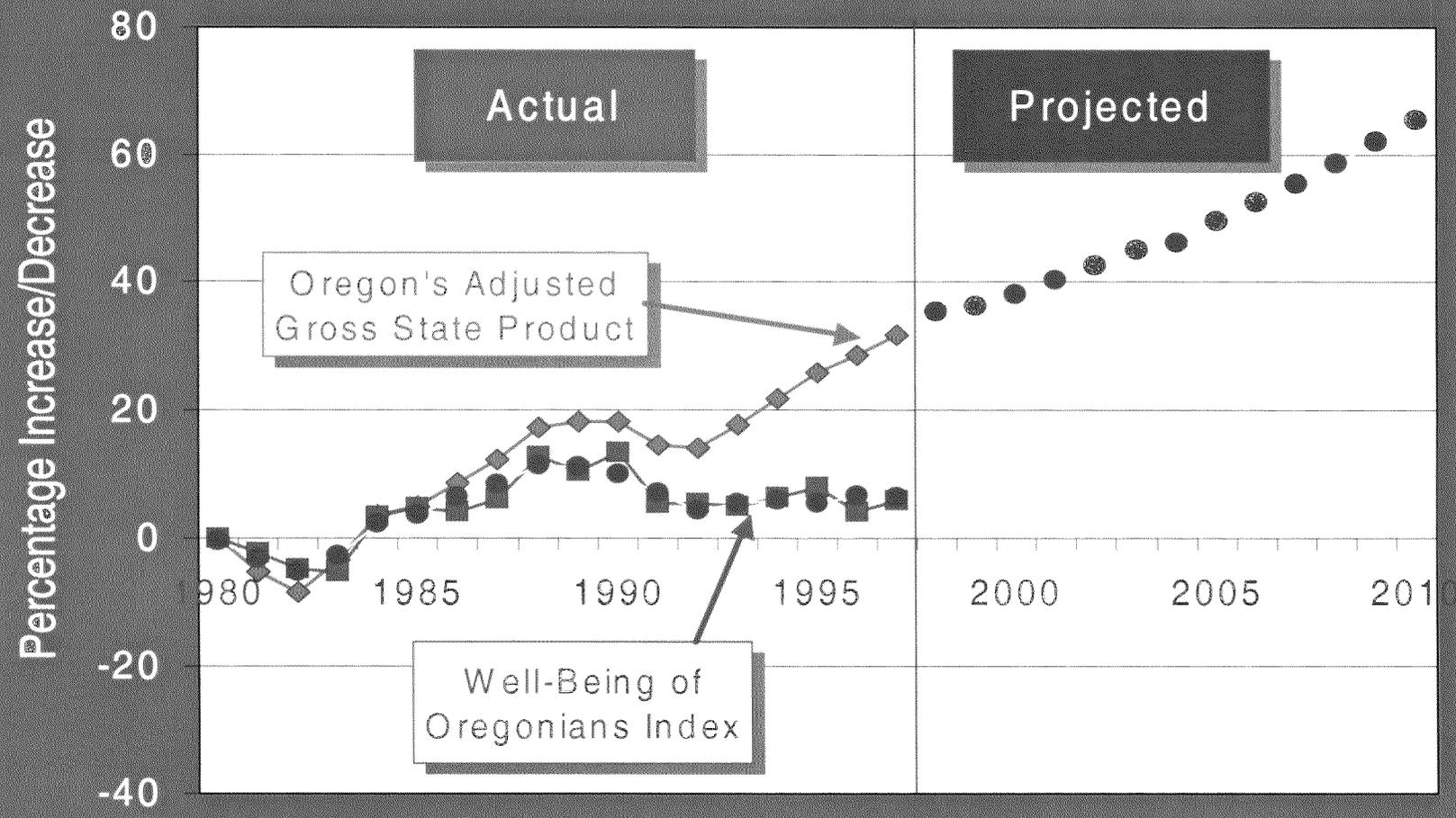


# THREE FACTORS EXPLAIN CHANGES IN THE WELL-BEING INDEX

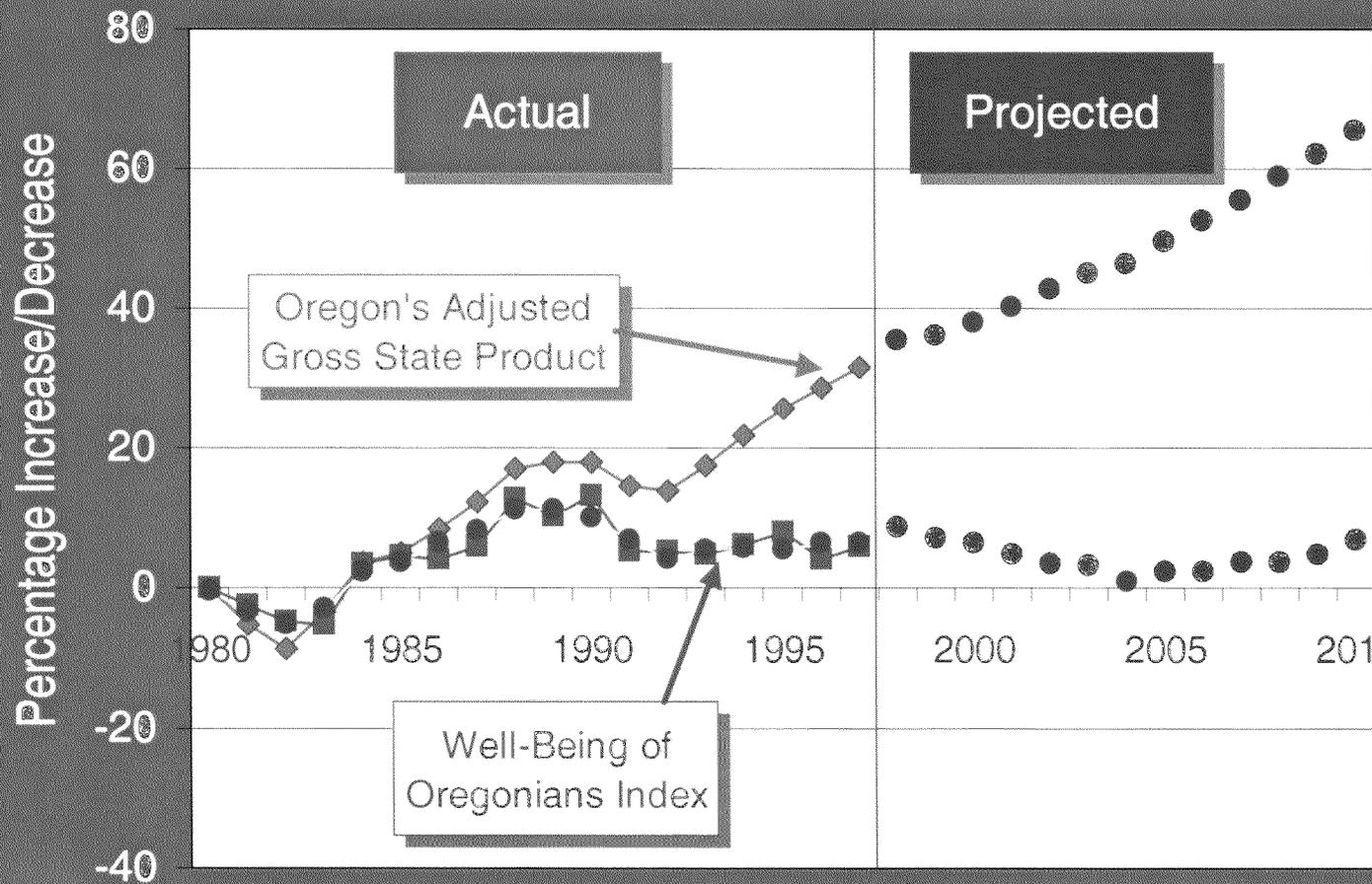
(State of Oregon Data)



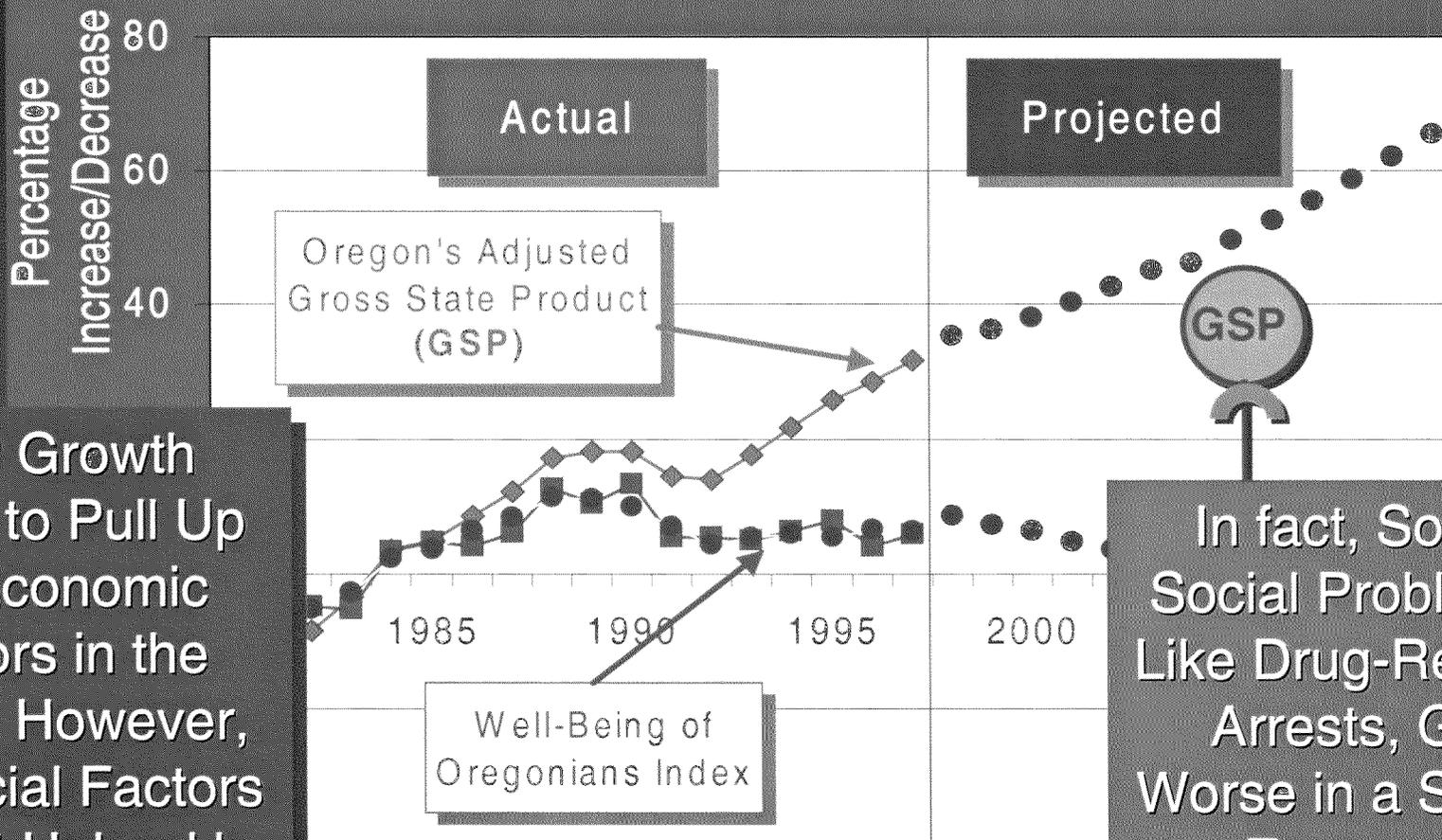
# ECONOMISTS PREDICT FURTHER ECONOMIC GROWTH



# WE PREDICT NO IMPROVEMENT IN WELL-BEING



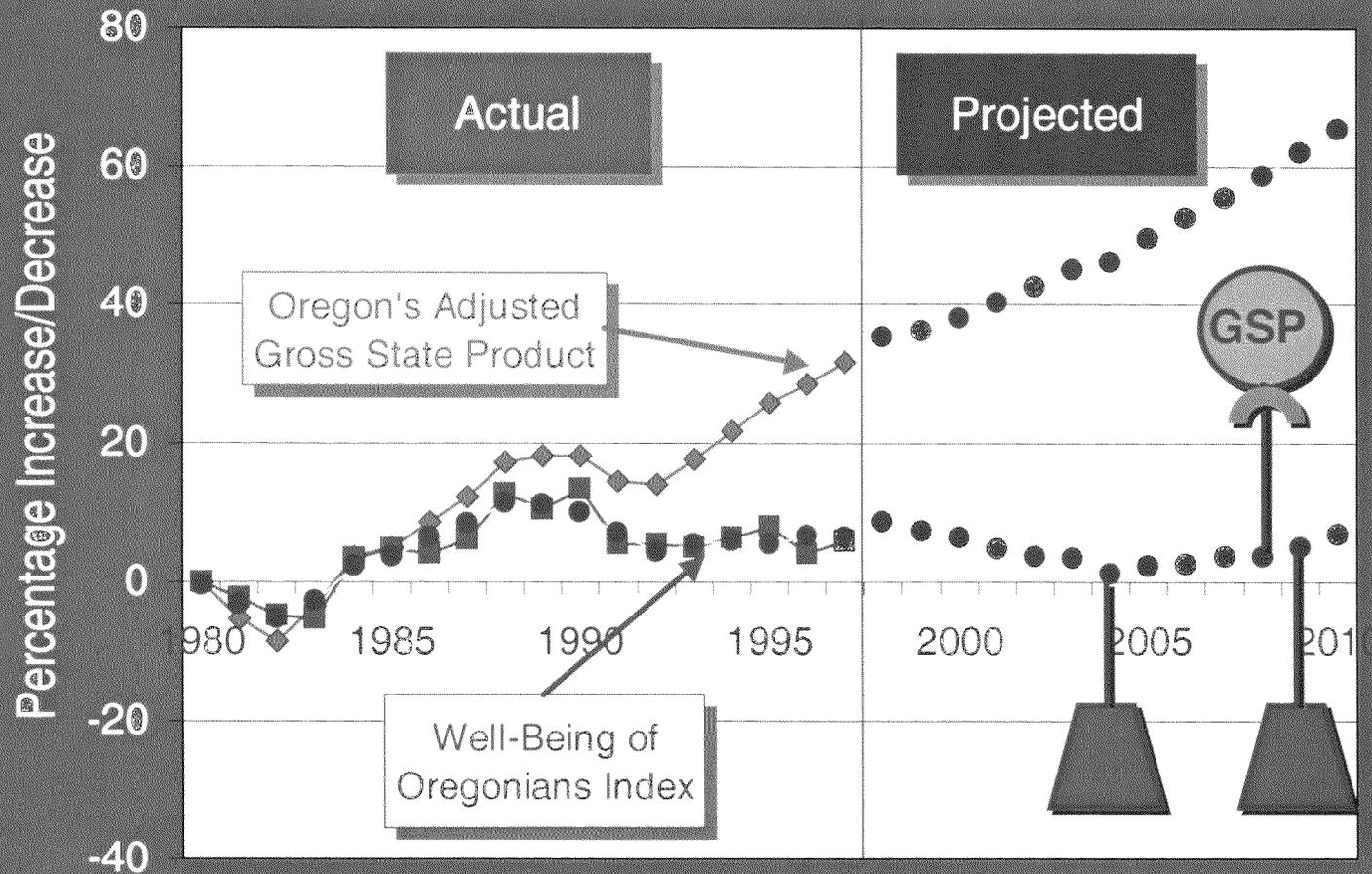
# ECONOMIC GROWTH TENDS TO RAISE THE WELL-BEING INDEX



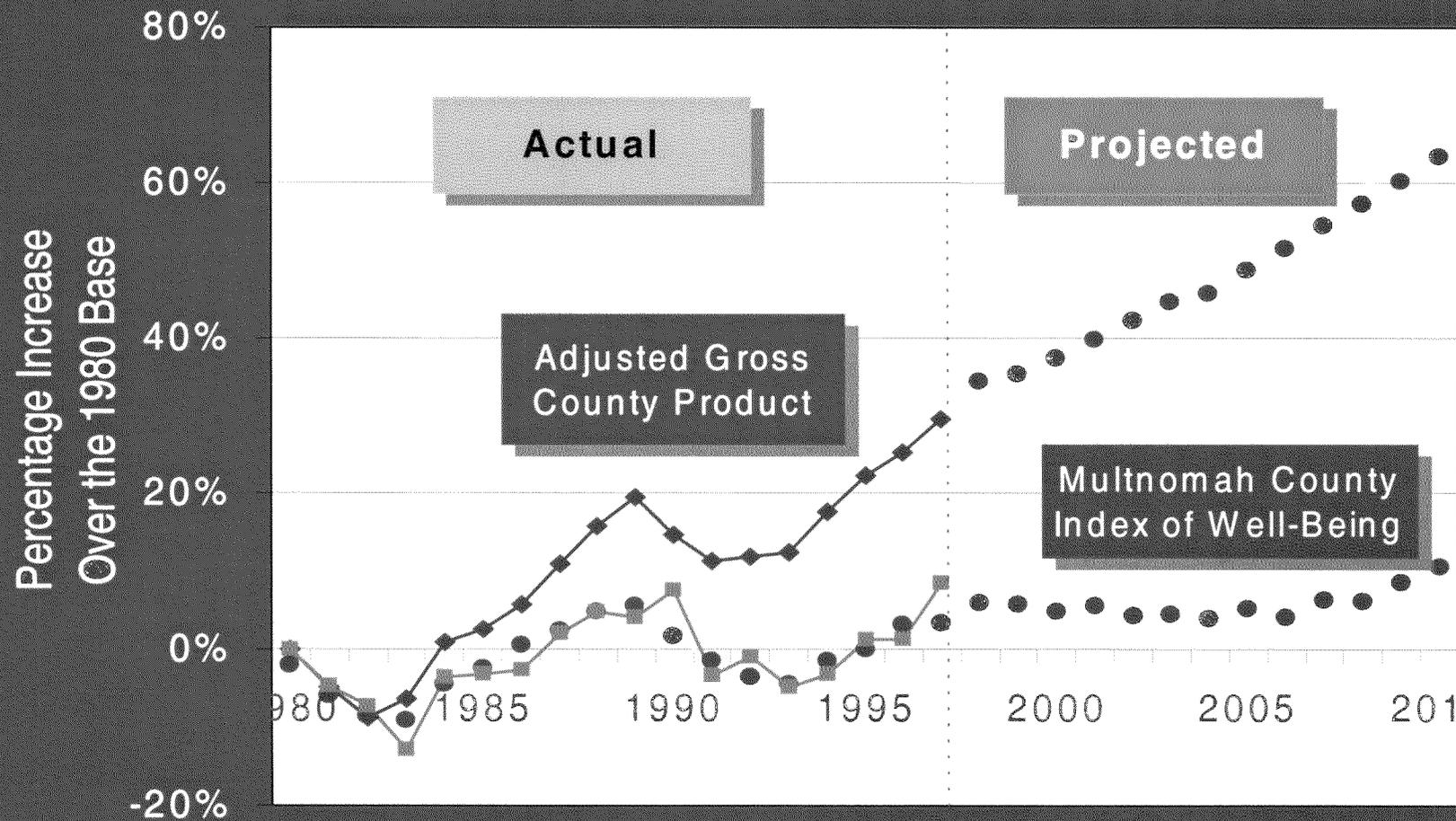
GSP Growth Tends to Pull Up the Economic Factors in the Index. However, the Social Factors Are **Not** Helped by a Strong Economy

In fact, Some Social Problems, Like Drug-Related Arrests, Get Worse in a Strong Economy

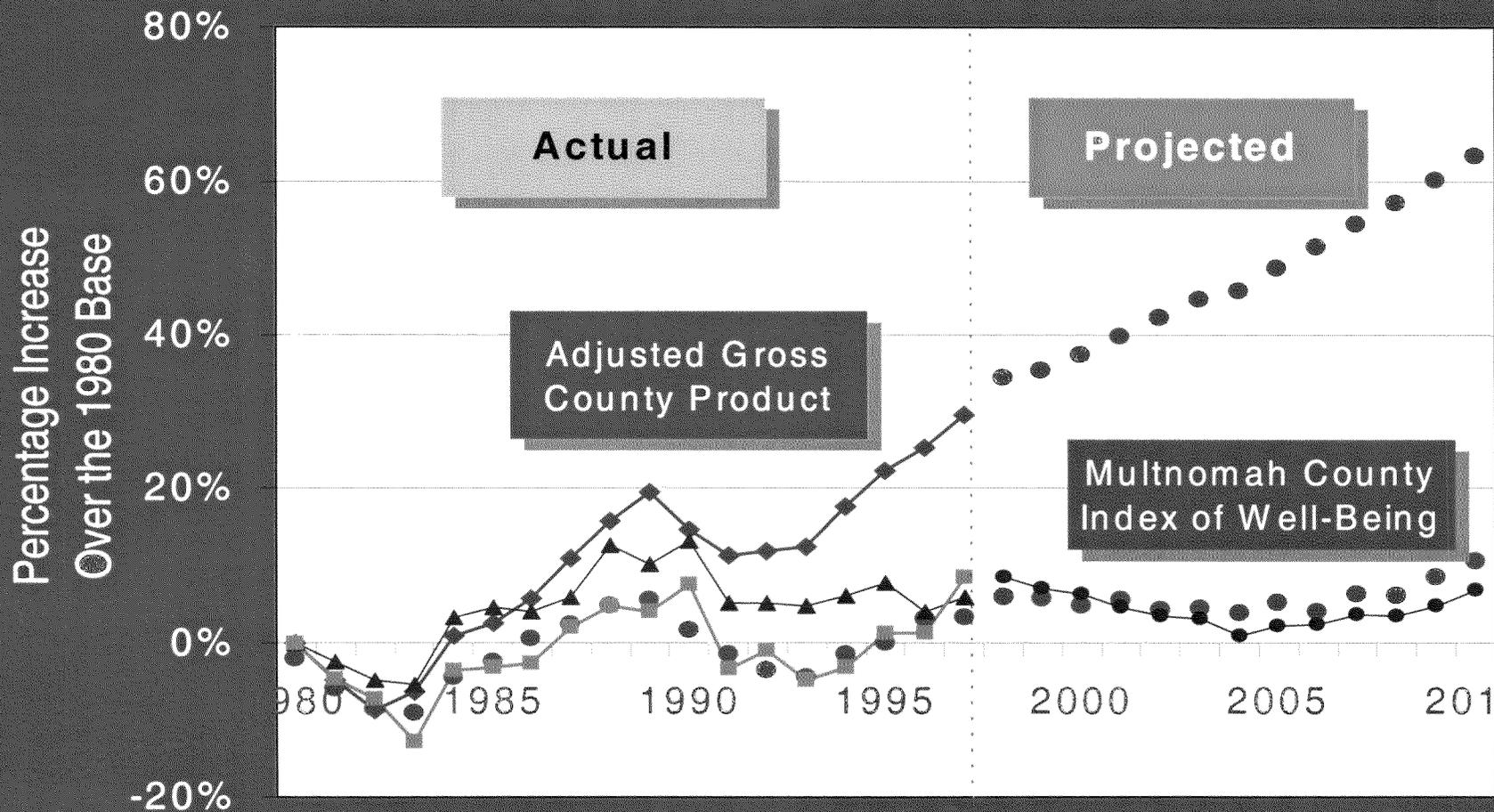
# LOSS OF COMMUNITY AND STRESS ON FAMILIES LOWER THE INDEX



# A SIMILAR INDEX FOR MULTNOMAH COUNTY HAS ALSO STAGNATED



# OUR FORECAST FOR MULTNOMAH IS SLIGHTLY ABOVE STATE AVERAGE



# FOCUS ON TWO SOCIAL FACTORS RELATED TO WELL-BEING

Juvenile Arrests &  
Drug-Related Arrests

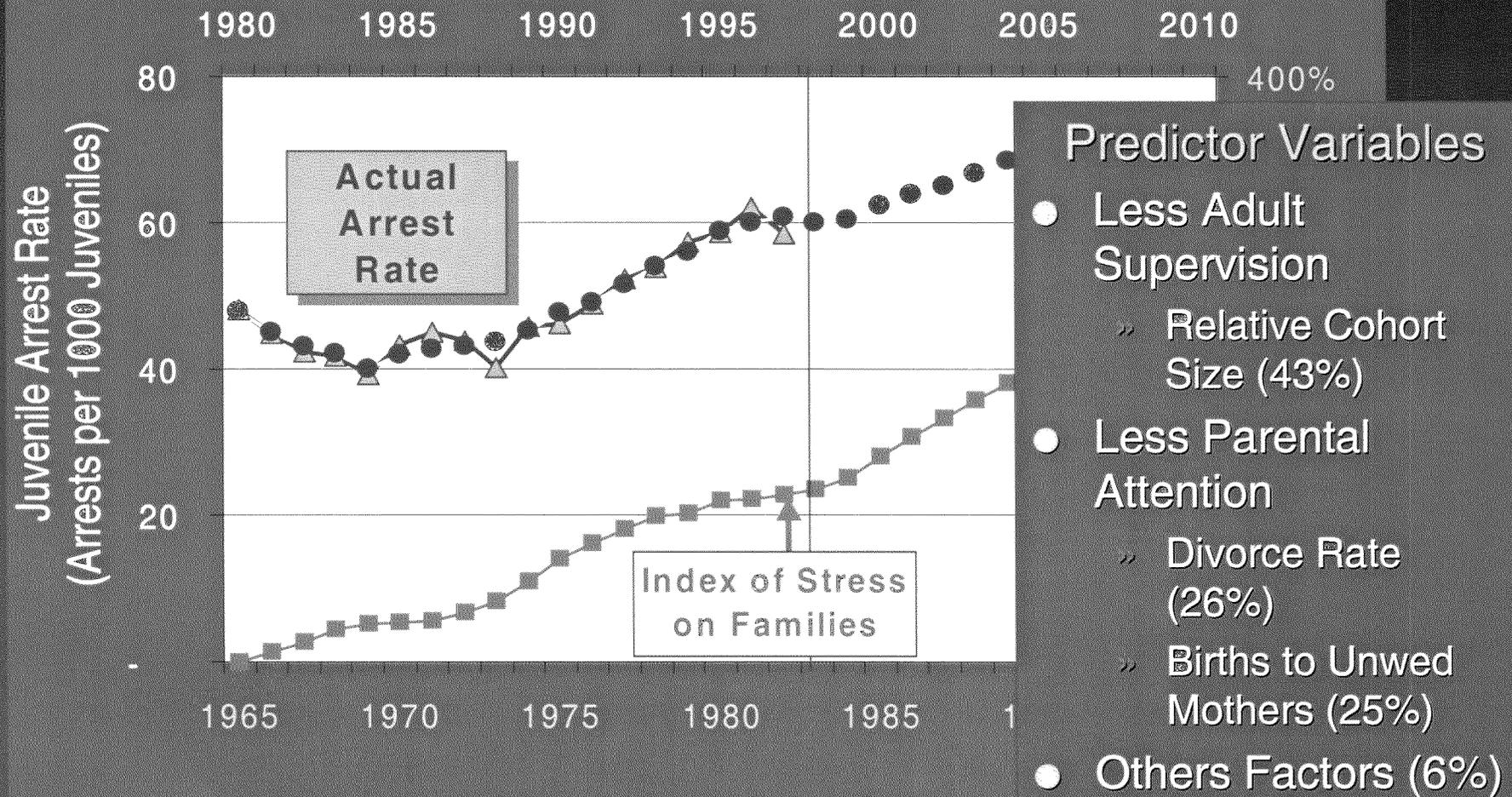
# OREGON'S JUVENILE ARREST RATE HAS BEEN RISING



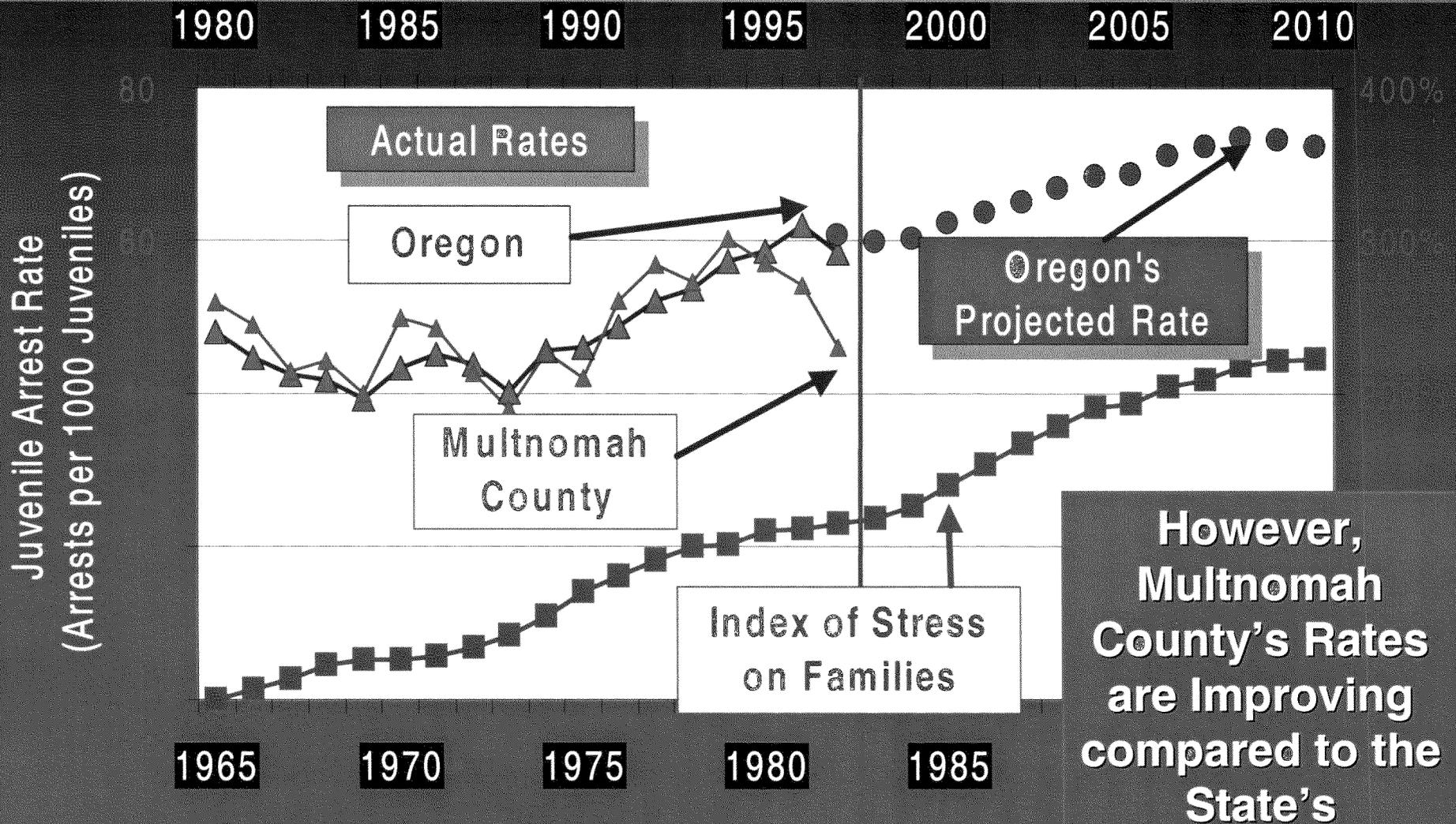
# OUR MODEL PROJECTS AN INCREASE IN STATEWIDE JUVENILE ARRESTS



# THE PREDICTORS OCCURRED 15 YEARS EARLIER



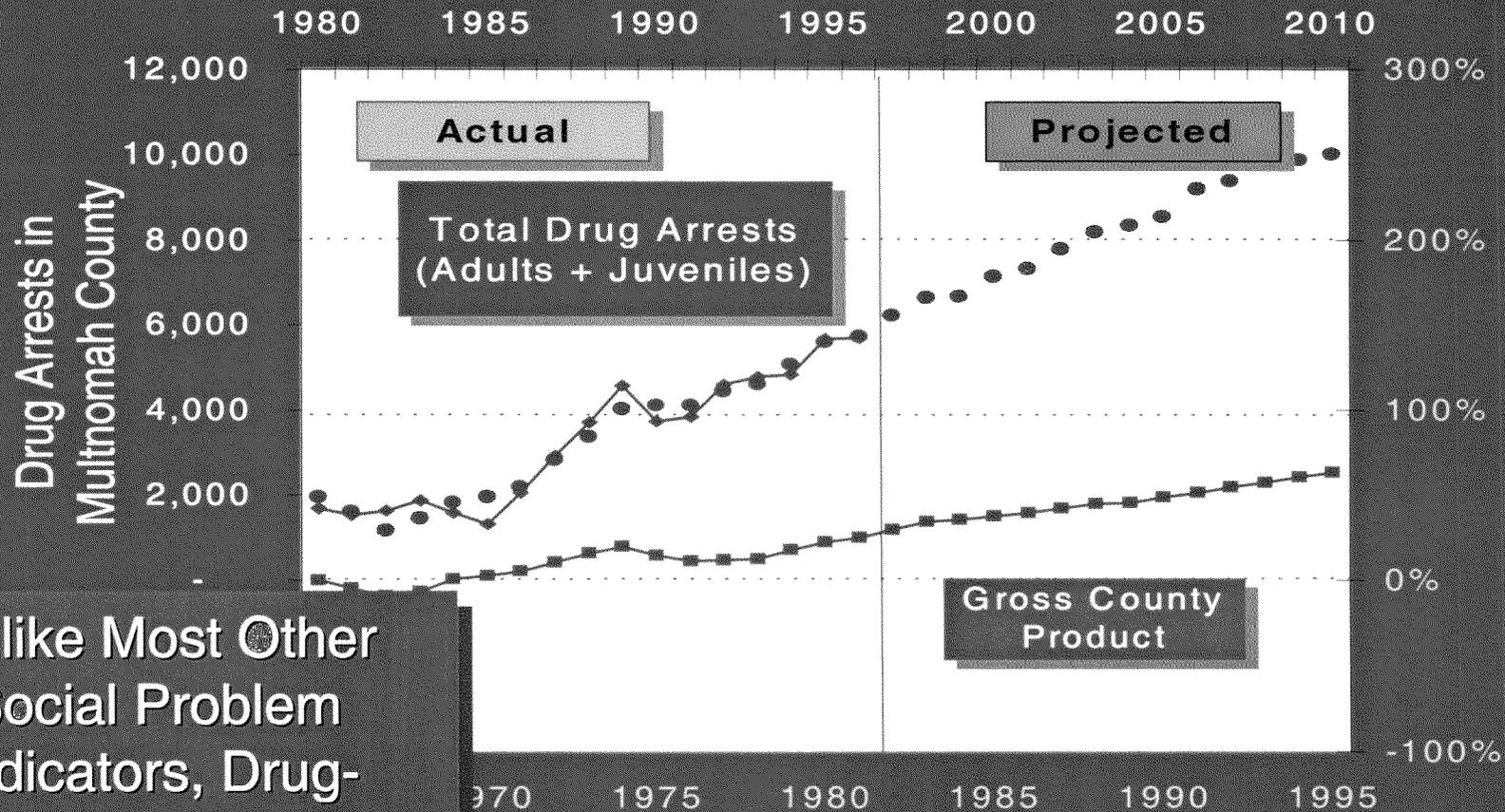
# THE COUNTY'S RATES ARE ALSO RELATED TO STRESS ON FAMILIES



# DRUG-RELATED ARRESTS

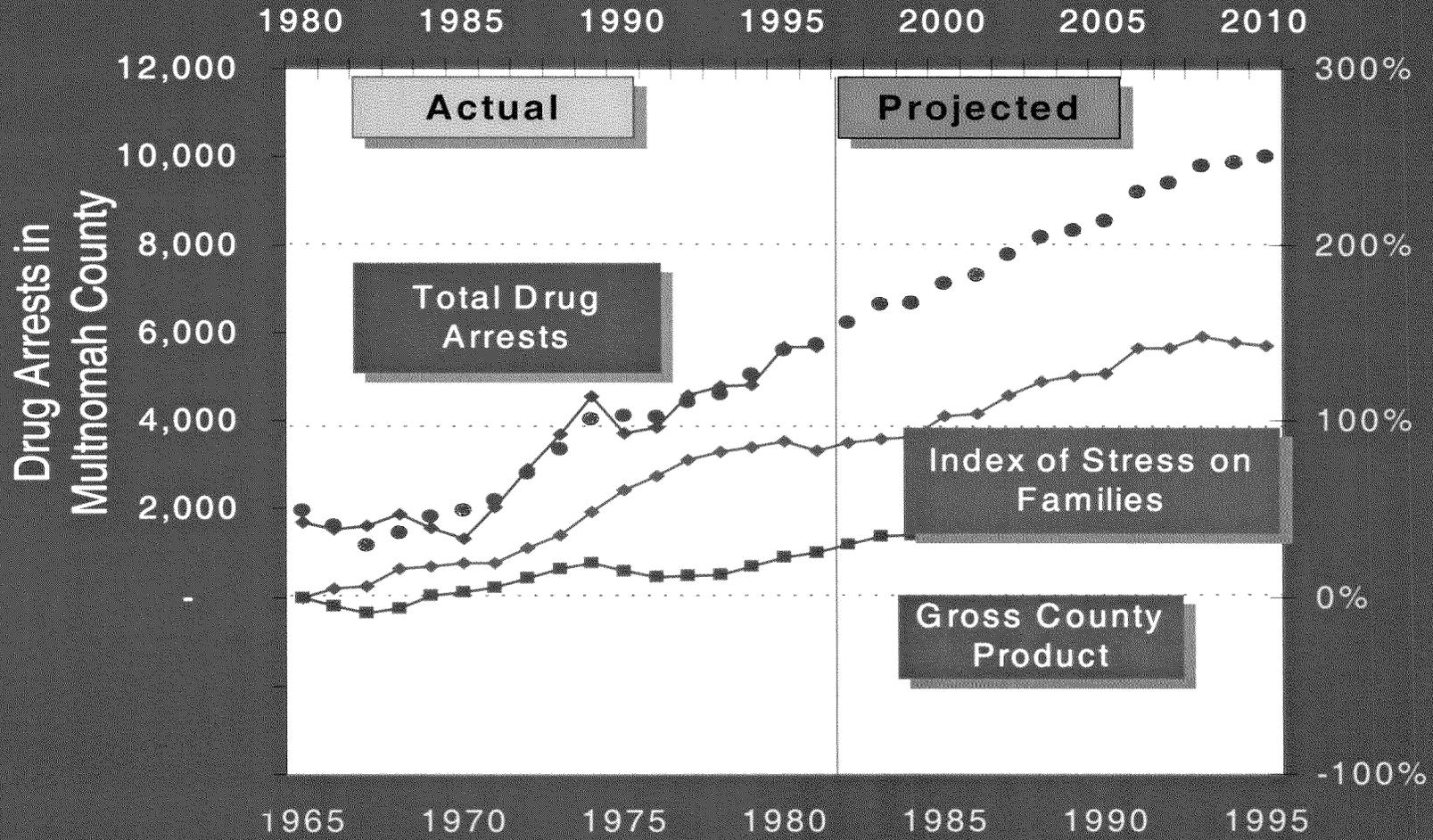
On the Rise in Multnomah County

# MORE DRUG ARRESTS WITH A STRONG ECONOMY

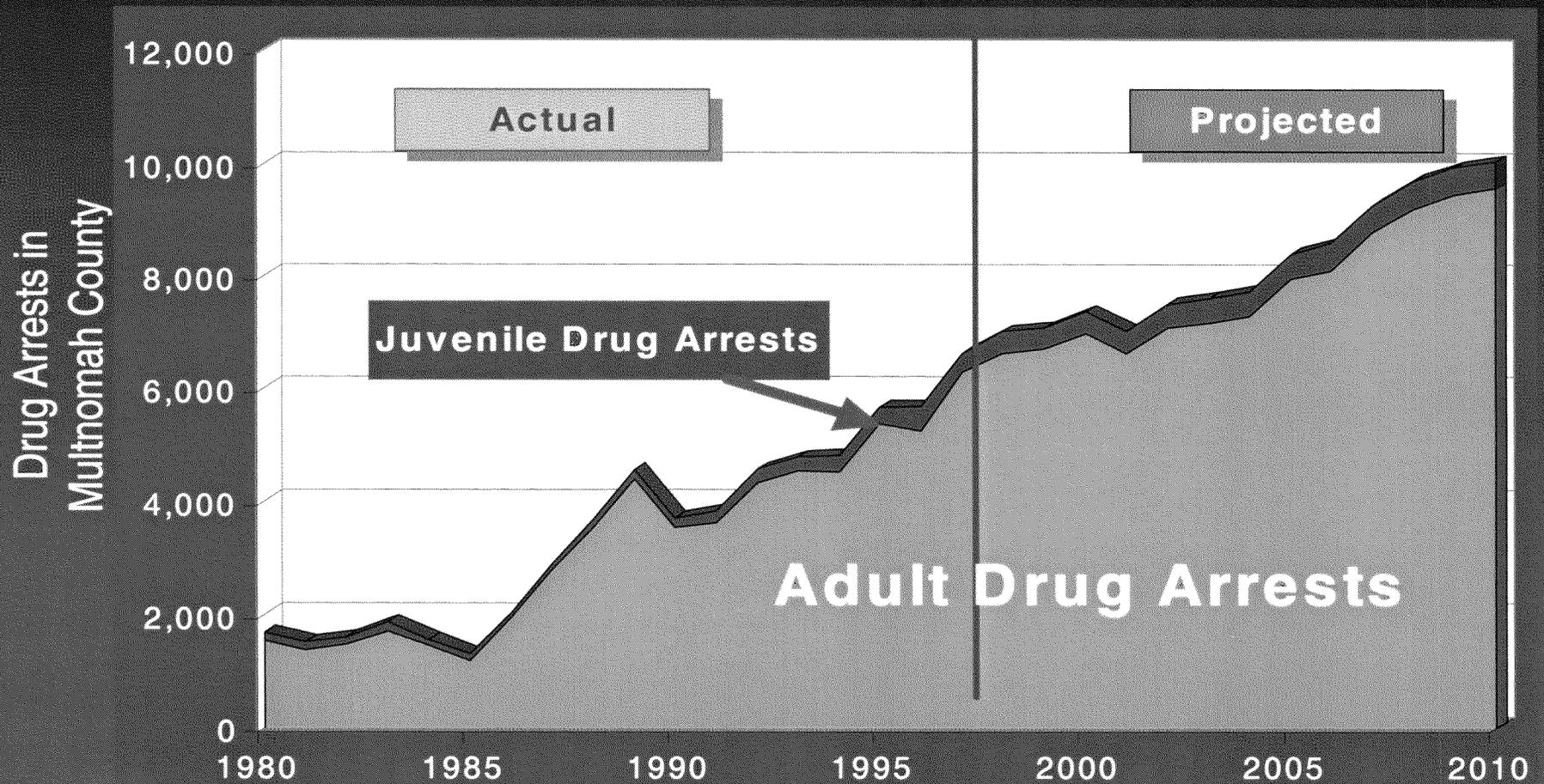


Unlike Most Other Social Problem Indicators, Drug-Related Arrests Are Associated with the Economy

# ONCE AGAIN, MORE STRESS ON FAMILIES IS A FACTOR



# MULTNOMAH COUNTY TOTAL DRUG ARRESTS COULD REACH 10,000



# DIVORCES & BIRTHS TO UNWED PARENTS ARE IMPORTANT INDICATORS

- There Is A Strong Statistical Relationship Between Divorce, Births to Unwed Parents, And Some Social Problems
- Indicators Point To Something. In This Case They Point To A Higher Risk Of Less Parental Attention And Adult Supervision For Children

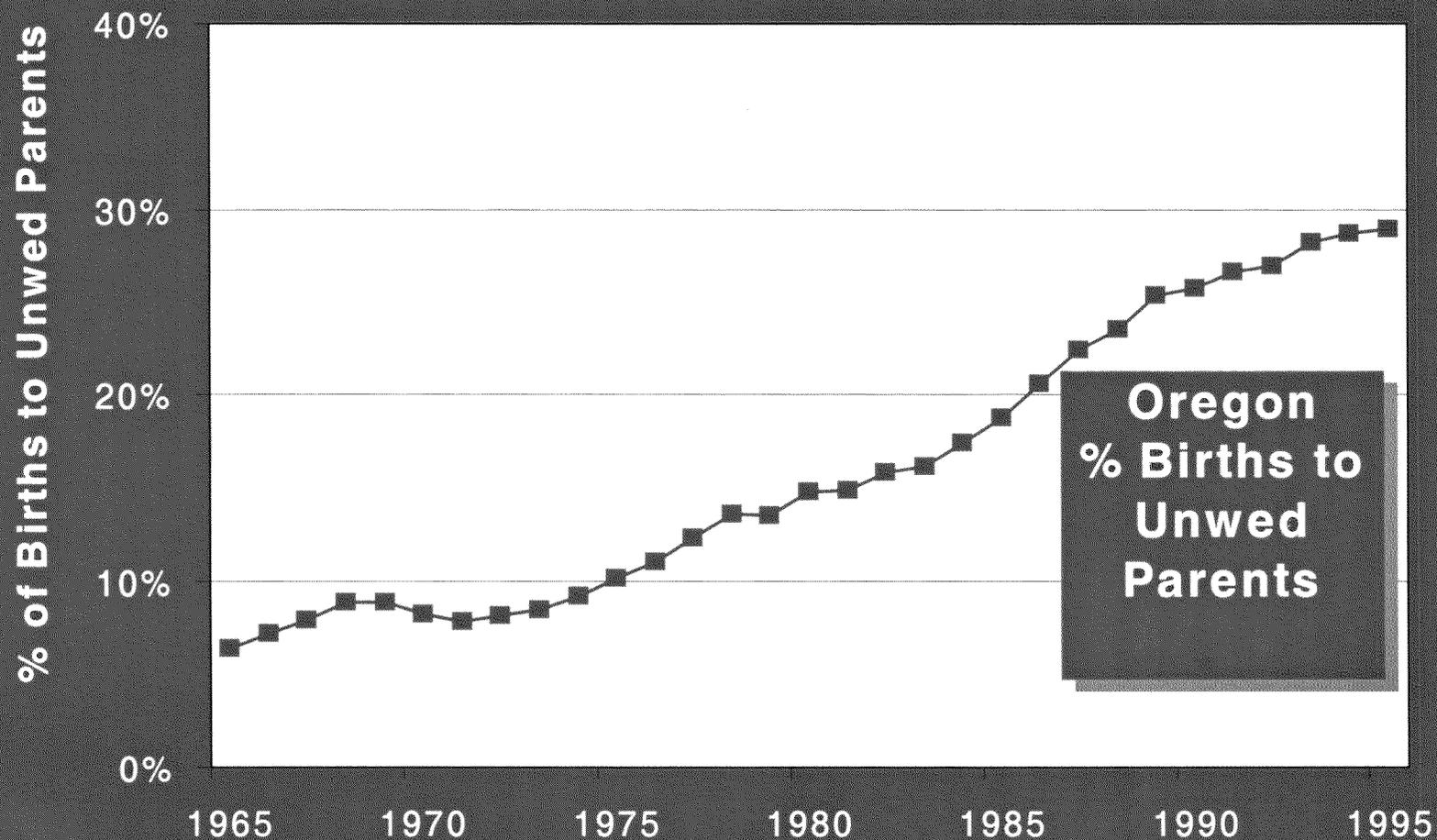
# WHY ARE DIVORCE & BIRTHS TO UNWEDS IMPORTANT INDICATORS?

- Single Parents Can Be Good Parents
- But It Is Harder for Single Parents to Provide as Much Supervision, Consistent Discipline, and Parental Attention as Two Parents Can Provide
- The Critical Factor Is Not Absence of a Wedding Certificate But Less Parental Attention and Adult Supervision

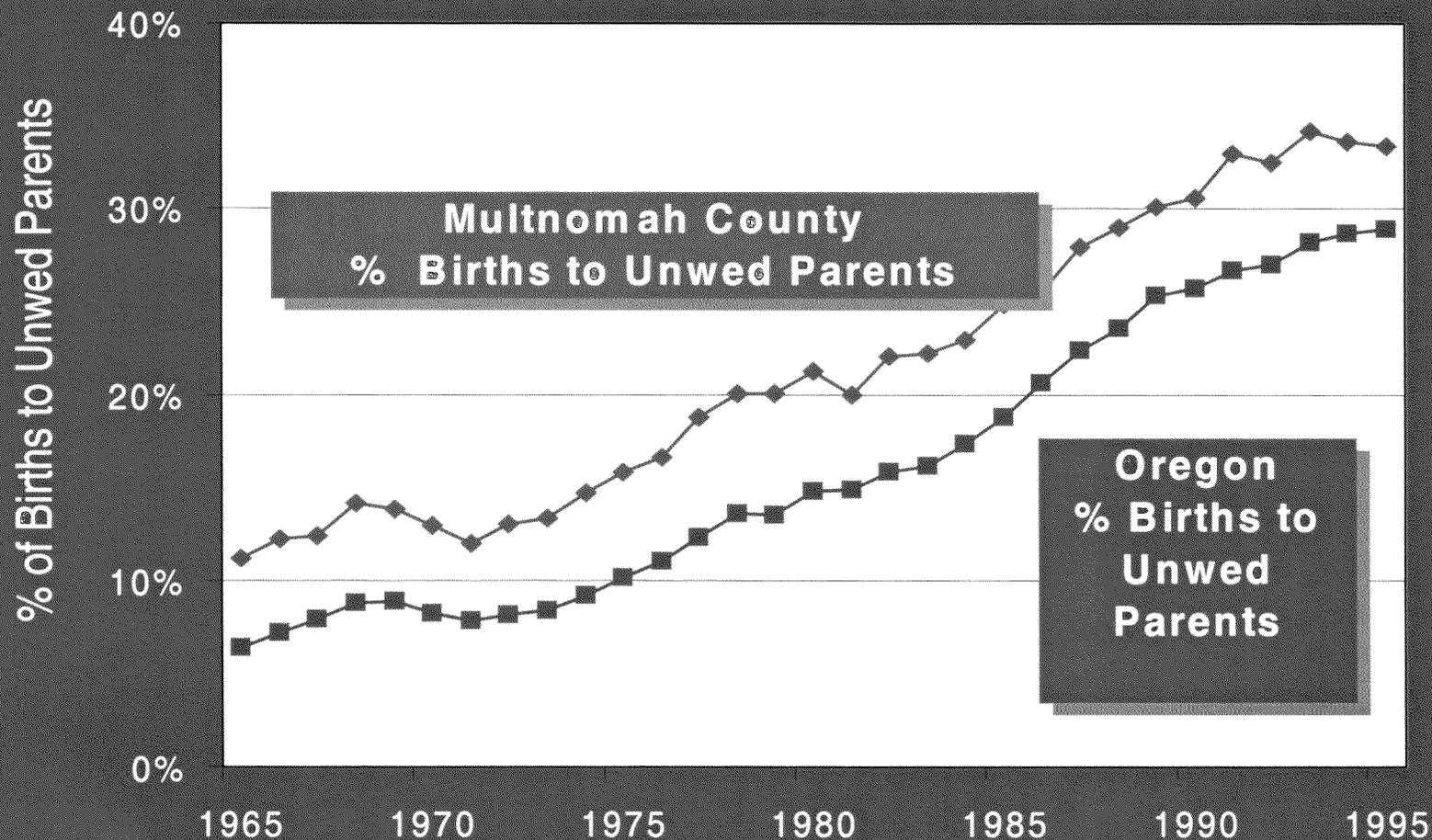
# POSITIVE PARENTAL & ADULT ATTENTION NEEDED IN ALL FAMILIES

- Parental Attention Is Important in Two-Parent Families as Well
- Multnomah County Youth Assets Survey 1997 Snapshot Shows Youths Need More Support:
  - » 68% of youths report high levels of love and support from their family life
  - » 41% report support from three or more non-parent adults
  - » Only 8% report the recommended number of assets

# SHARP INCREASE IN THE % BIRTHS TO UNWED PARENTS



# MULTNOMAH COUNTY HAS A HIGHER % OF BIRTHS TO UNWED PARENTS



# WHAT DO WE KNOW ABOUT UNWED MOTHERS?

- Multnomah Moms Are Older Than State Average  
27% Are < 20; 36% Are 20 to 24; 37% > 24
- There Has Been a Slight Drop in Teen Births Statewide but Sharp Rise in Two Older Age Groups
- 29% of Multnomah County Unwed Moms >19 Already Had a Child; 29% Were Having their 3rd, 4th or Higher Child

# WHAT DO WE KNOW ABOUT UNWED MOTHERS?

- 26% of Older Multnomah Unwed Mothers Had Not Completed High School. In comparison, 12% of the married mothers had not completed high school.
- Only 7% Finished College. While 33% of the Married Mothers Had a College Degree or Higher.
- 59% of the Births to Unwed Moms Were Covered by Public Assistance. In Comparison, 18% of the Married Moms Births Were Covered by Public Assistance.

# WHAT DO WE KNOW ABOUT UNWED FATHERS?

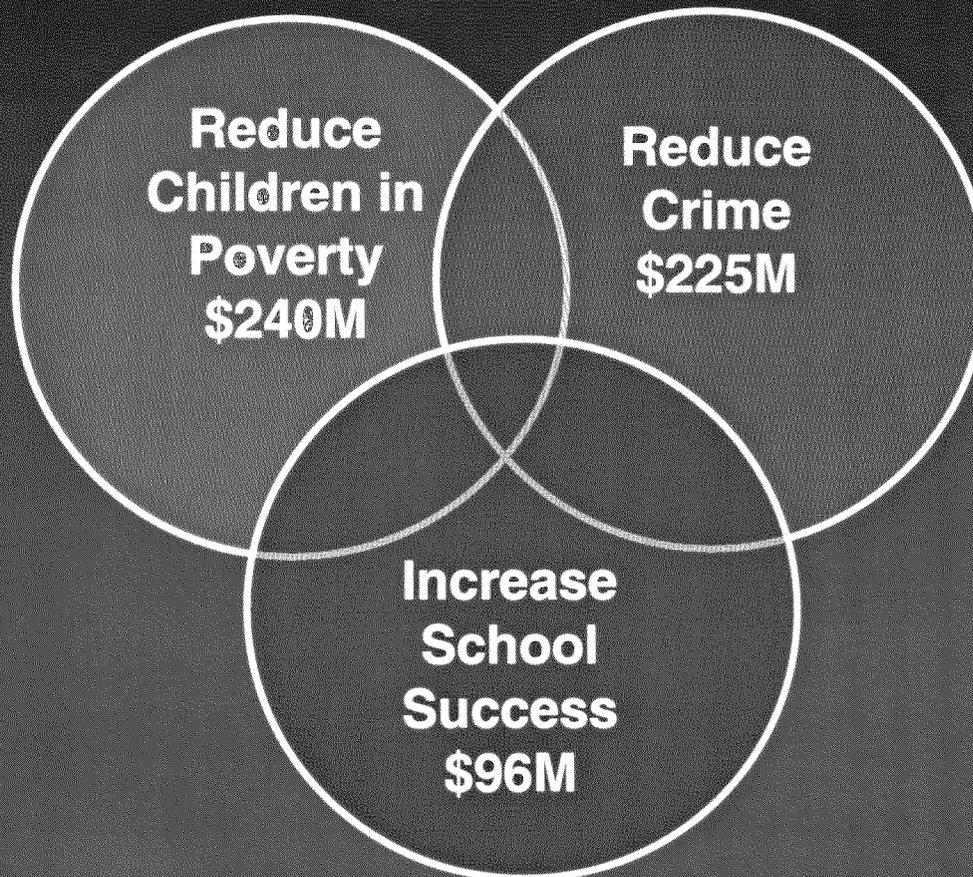
- Very Little
- 36% of Unwed Mothers Refused to Provide Information about the Biological Fathers
- 24% of Unwed Fathers Have Not Completed High School. In comparison, 9% of all men and women have not completed high school.
- The Unmarried Fathers Are 2.8 Years Older Than Unmarried Mothers. In comparison, the Average Married Father in Multnomah County is 2.6 Older Than the Mother.

# COHORT STUDIES OF CHILDREN IN FOSTER CARE

## Cases of Child Abuse and Neglect Are More Complex Today

- Half Born to Woman Who First Started Having Children as Unwed Teenager
- Half in Families with Domestic Violence
- Two-Thirds of Their Parents Were Involved with Drugs and Alcohol
- More Than One-Third of Abusing Parents Were Abused as a Child

# ***MULTNOMAH COUNTY INVESTS HEAVILY TO REDUCE SOCIAL PROBLEMS***

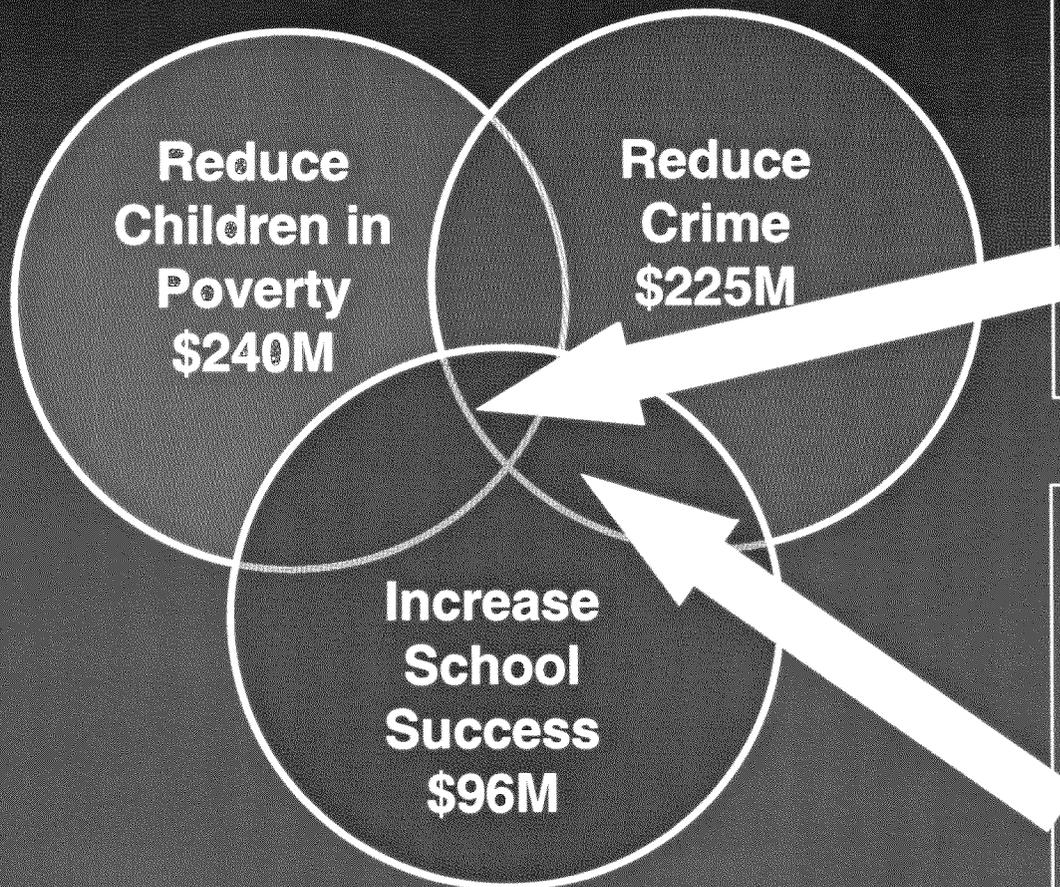


**50% of the County's  
Total Budget and 75%  
of its General Fund  
are Spent on the  
Three Long-Term  
Benchmarks**

**Source: Multnomah County Budget & Quality Division**

*The Agility Group*

# PROGRAMS REINFORCE EACH OTHER AT KEY POINTS



- **Early Childhood Development**
- **Family Centers**
- **Teen pregnancy**
- **Homeless Youth**
- **Juvenile Justice Programs Serving the Poor**

- **Delinquency Prevention**
- **Juvenile Justice Programs Serving All Youth**
- **Domestic Violence**
- **School Attendance Initiative**

Source: Multnomah County Budget & Quality Division

*The Agility Group*

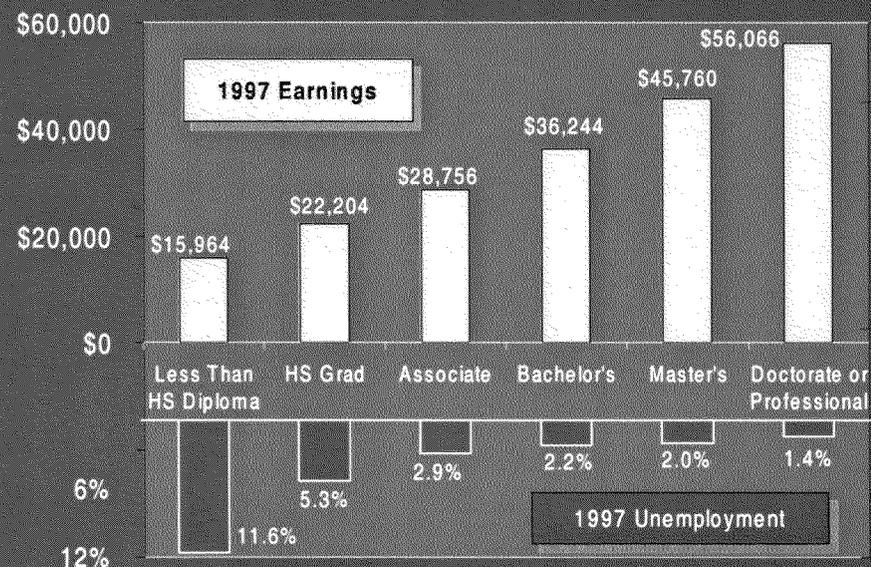
# *WHAT ARE KEY LEVERS FOR ADDITIONAL INVESTMENT?*

- Financial Capital
  - » Positioned for 21st  
Century  
Competitiveness

# WHAT ARE KEY LEVERS FOR ADDITIONAL INVESTMENT?

- Financial Capital
  - » Positioned for 21st Century Competitiveness
  - » Education

## Earnings and Unemployment Are Linked to Education

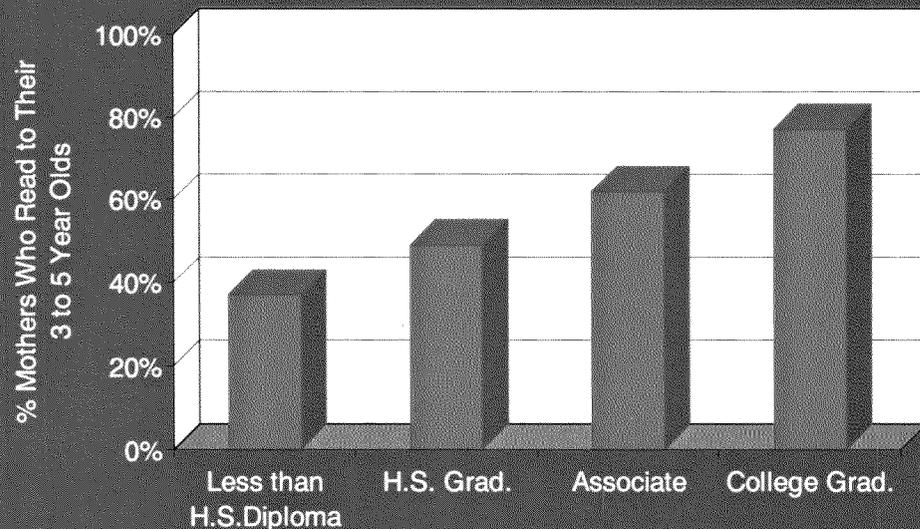


Source: Bureau of Labor Statistics

# WHAT ARE KEY LEVERS FOR ADDITIONAL INVESTMENT?

- Financial Capital
  - » Positioned for 21st Century Competitiveness
  - » Education
- Social Capital
  - » Increase Parental Attention
  - » Increase Adult Supervision

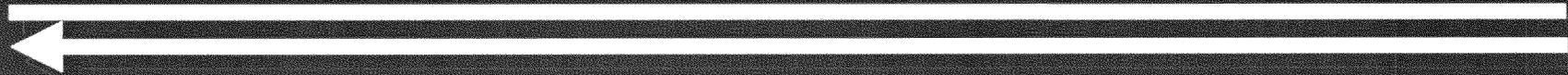
## Parental Attention Is Linked to Parents' Education



Source: National Center for Educational Statistics

# CAN OUR EFFORTS BEAT THE BASELINE FORECAST?

## *The Full Continuum*



**Prepare  
Mothers  
and Fathers  
for  
Parenting**

**Provide  
Consistent  
Discipline and  
Adequate  
Parental  
Attention**

**Intervene in  
Aggressive  
Behavior and  
Poor School  
Performance**

**Improve  
Response  
to Juvenile  
Crime and  
Teen  
Parenting**

**Improve  
Response  
to Adult  
Crime;  
Improve  
Poor  
Parenting  
Skills**

# CAN OUR EFFORTS BEAT THE BASELINE FORECAST?

## *The Full Continuum*

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### Break the Cycle

- Should the County Increase Efforts to Reduce the Number of Births to Unwed Teen Mothers and Increase Father's Responsibilities?
- First Impact Would Be on Child Abuse and School Success But No Impact on Crime Until After 2015



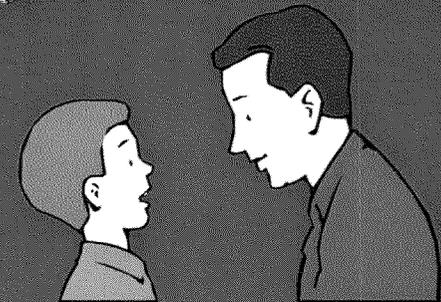
# CAN OUR EFFORTS BEAT THE BASELINE FORECAST?

## *The Full Continuum*

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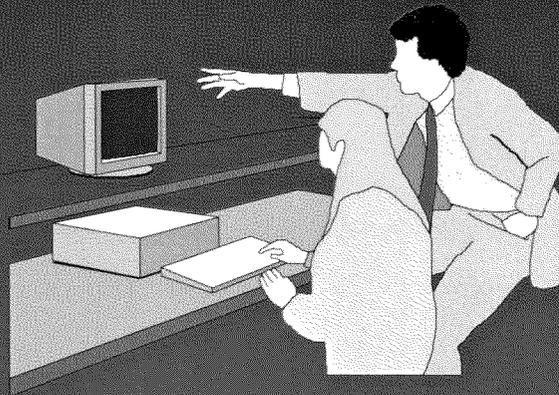
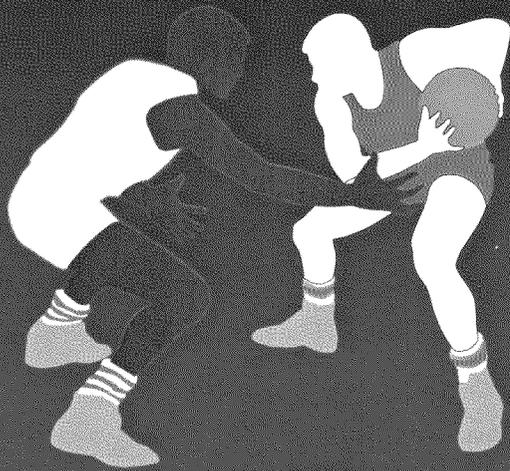
### Break the Cycle

- Should the County Expand its Efforts to Improve the Quality of Parenting and Increase School Success for all Children?
- First Impact Would Be on Child Abuse and School Success But No Impact on Crime Until After 2015



# CAN OUR EFFORTS BEAT THE BASELINE FORECAST?

## *The Full Continuum*



### Short-Term Impact

- Increase Adult Supervision by Expanding Programs that Target At-Risk Juveniles
- Could Have an Immediate Impact on Juvenile Crime

