

W. S. B.

**AGENDA COVER MEMO**

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**MEMORANDUM DATE:** June 8, 2011

**AGENDA DATE:** June 22, 2011

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**TO:** Board of County Commissioners

**DEPARTMENT:** Lane County Administration

**PRESENTED BY:** Tim Laue, Chair, Public Safety Coordinating Council

**AGENDA TITLE:** ORDER \_\_\_\_\_ /IN THE MATTER OF APPROVING THE 2011-2013  
LANE COUNTY COMMUNITY CORRECTIONS PLAN AND THE  
LANE COUNTY JUVENILE CRIME PREVENTION PLAN UPDATE.

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**I. MOTION**

Move to approve the 2011-2013 Lane County Community Corrections Plan and the Lane County Juvenile Crime Prevention Plan Update.

**II. AGENDA ITEM SUMMARY**

The Board is being asked to approve the 2011-2013 Lane County Community Corrections Plan and the Lane County Juvenile Crime Prevention Plan Update as recommended by the Public Safety Coordinating Council.

**III. BACKGROUND/IMPLICATIONS OF ACTION**

**A. Board Action and Other History**

*Community Corrections Plan* – In 1995, Oregon voters passed a law imposing minimum penalties for certain violent offenders. This action created a significant increase in the demands placed on state secure facilities and led to legislative action to develop community corrections as a shared responsibility of the State of Oregon and its county governments.

The Oregon Department of Corrections (DOC) makes grants to assist counties in the implementation and operation of community corrections. To receive this funding, Lane County must submit a Community Corrections Plan (CCP) consisting of program descriptions and a budget summary. The CCP must provide supervision, sanctions, and supportive services for the adult offender population on supervised probation, parole, post-prison supervision, and local control. The County must also provide other services as

required by the courts or the Oregon Department of Corrections (DOC), such as pre-sentence investigations, Interstate Compact transfers, etc. The CCP should facilitate the County's compliance with the performance outcomes in the intergovernmental agreement with the DOC. It must also assist the state in meeting state legislative requirements related to evidence based practices as well as meeting local priorities and needs. The Sheriff's Office administers these funds for Lane County.

Hi-Risk Juvenile Crime Prevention Plan – The Oregon Commission on Children and Families makes grants to counties to support the Juvenile Crime Prevention Plan (JCP Plan). The JCP Plan is mandated to use services and activities to meet the needs of a targeted population of youths who:

- Have more than one of the following risk factors:
  - Antisocial behavior;
  - Poor family functioning or poor family support;
  - Failure in school;
  - Substance abuse problems; or
  - Negative peer association; and
- Are clearly demonstrating at-risk behaviors that have come to the attention of government or community agencies, schools or law enforcement and will lead to imminent or increased involvement in the juvenile justice system.

The Department of Youth Services administers these funds for Lane County.

## B. Policy Issues

The Lane County Public Safety Coordinating Council (PSCC) is the body designated by the Board of County Commissioners (BCC) to develop a recommendation to the BCC for adoption of an adult Community Corrections Plan and a Hi-Risk Juvenile Crime Prevention Plan.

Oregon Revised Statutes 423.475 to 423.565, adopted in 1995, mandates development of a local public safety coordinating council to develop and recommend to the BCC a comprehensive plan which provides for coordination of community-wide services involving treatment, education, employment and intervention strategies aimed at crime prevention. Oregon Administrative Rule 291-031-0240 states that the plan shall be reviewed and approved by the local public safety coordinating council or councils prior to being submitted to the Department of Corrections.

Formation of the Community Corrections Plan (CCP) originates in the Supervisory Authority Team and is forwarded to the PSCC Adult Community Safety Committee which forwards a recommendation to the Public Safety Coordinating Council (PSCC) for review. The PSCC then makes a recommendation to the Board of County Commissioners. On March 12, 2008, the BCC adopted an order restructuring the Supervisory Authority Team (SAT) (# 08-3-12-8). The SAT is now comprised of a designee of the Sheriff and the

Presiding Judge of the Circuit Court and a County Commissioner. Current membership of the SAT includes Community Corrections Division Commander Greg Fox, Circuit Court Judge Debra Vogt, and County Commissioner Faye Stewart. The roles and responsibilities of the SAT include:

- Jointly manage the corrections population by developing and using compatible policies and procedures;
- Review and approve changes in policies or practices associated with duties assigned to the supervisory authority under Oregon Revised Statutes;
- Make recommendations that will ensure the efficient and appropriate flow of offenders through the system;
- Monitor existing practices and strategies for managing the offender population and, if appropriate, implement new policies and strategies based on best or promising practices, and
- Provide regular report to the Board of County Commissioners and the Public Safety Coordinating Council describing the management of the offender population.

In 1999, the Legislature passed ORS 417.855 requiring counties to develop a local high-risk Juvenile Crime Prevention Plan and designate an agency or organization to serve as the lead planning organization to facilitate the development of the plan to be incorporated into the local coordinated comprehensive plans developed by the Commission on Children and Families. The BCC designated the Public Safety Coordinating Council (PSCC) to coordinate the development of the Juvenile Crime Prevention Plan. The PSCC Juvenile Committee develops a plan to recommend to the PSCC and the PSCC adopts a recommendation to the BCC.

#### C. Board Goals

Review and approval of the 2011-2013 Lane County Community Corrections Plan and 2011-2013 Juvenile Crime Prevention Plan is consistent with the fourth goal of the Lane County Strategic Plan which states:

- Ensure the public's safety with regard to adult and juvenile crime, emergency preparedness and regional cooperative policing through law enforcement, intervention, prosecution, incarceration, and parole and probation, while protecting individuals' constitutional rights.

#### D. Financial and/or Resource Considerations

Services proposed in the 2011-2013 Community Corrections Plan are supported with revenue received through intergovernmental agreements with the Oregon Department of Corrections (DOC). At the time this agenda packet was developed, legislation establishing the DOC budget is still under consideration by the Oregon Legislature. The PSCC is meeting June 20 to adopt a recommendation to the BCC. Copies of this recommendation will be made available to the BCC the morning of June 22 prior to the Board meeting.

On January, 27, 2010 the Board of County Commissioners approved the 2009-2011 Juvenile Crime Prevention (JCP) Plan Update for Lane County. The Update was reviewed by the previous Juvenile Committee, and also by the Public Safety Coordinating Council (PSCC). As stated in the introduction, the Lane County planning process is on-going, and builds upon previous JCP plans, as well as related activities. New to the 2009-2011 budget allocation was Minority Youth Mentoring Services for up to 35 young people. In reviewing local data, outcome measures for the three JCP-funded service areas, and instructions from the State Juvenile Crime Prevention Advisory Committee (JCPAC) for amending /updating local JCP plans for 2011-2013, the PSCC Juvenile Committee is recommending the PSCC forward to the BCC an Update that is substantially similar to the current plan. The attached UPDATE Letter provides the required information, including:

- Description of the population served and services provided;
- Description of changes in service levels or ways of delivering services anticipated for 2011-2013;
- Description of how the plan addresses issues raised by local data on Disproportionate Minority Contact in Appendix B;
- Plans for JCP-Prevention and other funding sources to address similar populations in 2011-13; detailed budget information on JCP Prevention.

The PSCC will also act on this recommendation at the June 20 meeting and forward any changes to the BCC prior to the Board meeting June 22.

#### E. Analysis

The DOC budget still under consideration as are an array of other pieces of legislation which could impact the allocation to Lane County for the 2011-2013 Community Corrections Plan. The SAT, PSCC Adult Committee, and full PSCC have held a series of meetings to determine what to recommend to the BCC. At a minimum, the PSCC recommendation will include a plan for possible budget reductions as well as priorities for service restorations if more funds are allocated than anticipated. Action is being taken now so policy intent will be clear once Legislative action has been taken and an allocation level has been sent to Lane County by DOC. At that point staff can draft the final plan for review and adoption by the Board of Commissioners and forward the Plan to DOC in time to avoid any break in necessary services.

The DOC has notified the Sheriff's Office that their intent is to distribute checks on July 1 that will be one half of the 7<sup>th</sup> quarter payment to counties for last biennium. They are not using the 8<sup>th</sup> quarter payment because of the reduction taken during that quarter which spread a reduction for the entire biennium over a single quarter. Once they have the DOC budget in place, they will adjust the second half of the quarterly payment so the total is equal to the remaining quarterly payments. They will need to have both the DOC/County IGA and the County's Community Corrections Plan in place before the county will receive the second half of the first quarterly payment. The PSCC process is intended to facilitate quick action

by the County once figures are known in order to meet this deadline and keep cash flowing to the county and to contractors for services.

The County has not been provided with the template for the DOC/County IGA, but the past IGA stipulated four goals: reducing criminal behavior as measured by recidivism; enforcing supervisory authority orders; assisting offenders to change as measured by employment rates and participation in treatment programs; and, providing reparation to victims. The plan instructions document received from the state read the “plan should be designed to accomplish the performance outcomes in the Intergovernmental Agreement, meet mandates of evidence based practices and meet local priorities and needs.”

Lane County’s 2011-2013 Juvenile Crime Prevention Plan Update is essentially the same as the Plan outlined in the 2009-2011 Update. It uses a percentage breakdown which will allow the County to finalize the budget for the Plan once final figures are available from the Legislature and submit the Plan to the Oregon Commission on Children and Families for approval and execution of an IGA.

Martin Luther King Jr. Education Center 18% of JCP allocation  
Activity: High intensity, low student/teacher ratio educational services for moderate/high risk youth with a strong vocational component. Diploma, GED services, competency and skill training.

Therapeutic Treatment Foster Care 61% of JCP allocation  
7 youth served with an average of 210 days of service per youth or \$28,039 per youth.  
Activity: 24-hour supervision of youth, 24 hour on-call support for families, youth treatment, parent training, monitors school attendance and performance, daily contacts with parents.

Minority Mentoring Services 21% of JCP allocation  
35 youth, average cost \$2,000 per youth.  
Activity: Contract with existing community based programs to provide targeted and culturally appropriate mentoring services to minority youth.

Administrative costs 10% of JCP allocation  
Activity: Staffing and financial oversight costs; allocated at 5% to Department of Youth Services, 5% to Department of Children and Families.

Contingency Reserve 10% of JCP allocation  
Activity: Hold-back of funding to offset potential budget reduction in Year 2 of the Biennium.

The Juvenile Crime Plan is also required to implement evidence-based practices.

#### **IV. ALTERNATIVES/OPTIONS**

1. Accept the motion to approve the 2011-2013 Lane County Community Corrections Plan and the Lane County Juvenile Crime Prevention Plan Update.
2. Approve the 2011-2013 Lane County Community Corrections Plan and direct staff to complete the full CCP for final adoption by the Board and submission to the DOC
3. Approve the 2011-2013 Juvenile Crime Prevention Plan Update.
4. Do not accept the motion and return the Plans to the PSCC for further refinement, based on direction from the Board.
5. Revise the Plans and adopt them, forwarding the Juvenile Crime Prevention Plan Update to OCCF and directing staff to prepare the final CCP.

#### **V. TIMING/IMPLEMENTATION**

Budgets for both the CCP and the JCP Plan are still under consideration in the Oregon Legislature. Board action now will provide the direction for completion of the final CCP document and submission in a timely manner.

#### **VI. RECOMMENDATION**

The Public Safety Coordinating Council recommends that the Board of County Commissioners approve the 2011-2013 Lane County Community Corrections Plan and 2011-2013 Juvenile Crime Prevention Plan Update.

#### **VII. FOLLOW-UP**

Once OCCF notifies counties of final allocation amounts, staff can prepare and submit the JCP Plan Update with dollar amounts following the percentages in the BCC adopted Plan Update. Staff are currently drafting the Community Corrections Plan document. Once DOC staff notifies counties of the final allocation amounts, staff can complete the document and bring it back to the BCC for final adoption. Staff will prepare contracts to be executed, as delegated by the Board of Commissioners, by the County Administrator to implement both plans.

#### **VIII. ATTACHMENTS**

Board Order  
2011-2013 Juvenile Crime Prevention Plan Update Draft  
2011-2013 Community Correction Plan Budget (to be distributed prior to the BCC meeting)



**2011-2013 Juvenile Crime Prevention Plan Update  
Lane County  
DRAFT --- Pending approval through local process**

The local juvenile crime prevention planning process is led by the Juvenile Committee of the Lane County Public Safety Coordinating Council. The designated lead agency is the Lane County Department of Youth Services (DYS); the Juvenile Committee is co-staffed by DYS and the Lane County Department of Children and Families (DCF). The Juvenile Committee is comprised of membership from mental health, domestic violence, child welfare, youth treatment providers, law enforcement, education, juvenile justice and courts.

The planning process has been on-going and builds on the previous juvenile crime prevention plans and subsequent updates submitted by Lane County. The planning process utilized a multi-faceted approach that included:

- Meetings of the Juvenile Committee of the Lane County Public Safety Coordinating Council
- Research studies conducted on local peer courts, chronic juvenile offender recidivism, minority youth mentor programs, and gender specific programs
- Community Mobilization Forums/Conferences
- Parent & Youth Service Satisfaction Surveys
- Public Safety Community Meetings in rural communities
- Lane County Youth Gang Assessment Meetings
- Girls at Risk Committee
- MLK Girls Focus Group
- Children of Incarcerated Parents Group
- Lane County Disproportionate Minority Confinement project
- DYS Diversity Action Committee

This approach has provided input and opportunity for input that was inclusive and reflects the social, cultural and economic diversity of the community including the community stakeholders involved in the planning process and the youth to be served by the juvenile crime prevention plan. Staff from the Lane County Department of Children & Families has participated in the on-going planning process and will make the plan available for review and inclusion in the Lane County Comprehensive Plan.

Lane County's 2011-2013 Juvenile Crime Prevention Plan Update is essentially the same as the Plan outlined in the 2009-2011 Update.



### Description of Population and Services provided

In 2010, there were 1,670 individual juvenile offenders in Lane County. Those individuals were referred by law enforcement to the juvenile department 2,387 times for 3,657 crimes. On average, each youth committed 2.19 crimes.

Individual Juvenile Offenders 2010 N= 1,670

Of the 1,670 individual juvenile offenders who were referred to DYS, 63.4% (1,058) were male and 36.6% (612) were female.

The race of the youth (specified on the police report, or reported by the youth) is recorded as follows: African American 4.4% (74), Asian 0.8% (14), Hispanic 7.2% (120), Native American 1.6% (27), Other/Unknown 0.2% (4), and White 85.7% (1,431).

### **Juvenile Referrals 2010**

**N = 2387**

- Criminal = 71.44.% (1,705)
  - Person =15.2% (260)
  - Property = 55.5%% (912)
  - Other/Behavioral = 31.3% % (533)
- Non-Criminal = 28.6%.% (682)

The target populations of the Juvenile Crime Prevention service components are as follows:

- Martin Luther King Jr. Education Center – adjudicated youth with three or more risk factors and are expelled or suspended from their school of jurisdiction and/or have an identified need for job skill development.
- Therapeutic Treatment Foster Care – adjudicated youth with three or more risk factors and are in need of out of home placement.
- Minority Youth Mentoring – non-adjudicated minority youth in middle or high school and identified by the Juvenile Crime Prevention tool as having an identified risk factor in the realm of poor family functioning/support, negative peer association and/or failure in school.

### Disproportionate Minority Contact

Disproportionate minority contact with the juvenile justice system has been a community priority

issue throughout the current biennium. Initial efforts focused on working with communities of color to identify all of the related system issues and developing a focused work plan to address these issues.

In July of 2010 Lane County Youth Services was awarded a modest grant (\$20,000) from the Oregon Commission on Children and Families to perform the analysis phase of working with Disproportionate Minority Confinement (DMC) in Lane County.

The purpose of the DMC grant is to ensure equal and fair treatment for every youth in the juvenile justice system, regardless of race and ethnicity. The project evaluates the system against itself – exploring how to refine areas that show disproportionate minority contact. Disproportionate means a rate of contact with the juvenile justice system among juveniles of a specific minority group that is significantly different than the rate of contact for whites or for other minority groups.

Gathering the data is the just the first phase. The DMC process is ongoing and moves through the following phases:

- Identification. To determine the extent to which DMC exists and at what stages of the system.
- Assessment. To assess the reasons for DMC.
- Intervention. To develop and implement intervention strategies to address these identified reasons.
- Evaluation. To evaluate the effectiveness of the chosen intervention strategies.
- Monitoring. To note changes in DMC trends and to adjust intervention strategies as needed

Lane County Youth Services anticipates having the analysis phase of the grant completed by June 30<sup>th</sup>, 2011. The data from the analysis will guide the next step of the DMC project, to identify sustainable solutions to reduce the DMC relative rate index in the target demographic. This, in turn, will inform and guide services throughout DYS, including activities related to the Juvenile Crime Prevention Plan.

Description of Services Anticipated for 2011-2013

	<b>Intervention Program</b>	<b>Age</b>	<b>Demographic Data</b>	<b>Legal Status</b>	<b>Risk Level/Profile of Youth</b>
<b>Juvenile Crime Prevention</b>	I) Martin Luther King Jr. Education Center	13 -17 years	Males/Females	Offenders	Moderate – High-Risk

	<b>Intervention Program</b>	<b>Age</b>	<b>Demographic Data</b>	<b>Legal Status</b>	<b>Risk Level/Profile of Youth</b>
	2)Therapeutic Treatment Foster Care	13 -17 years	Males/Females	Offenders	Moderate-High-Risk
	3) Minority Youth Mentoring	12 -17 years	Males/Females Minority youth only	Non -offenders	Low-Moderate Risk
<b>Basic Services</b>	Detention	12-17 years	Males/Females	Offenders	Moderate – High-Risk
<b>Diversion Services</b>	1) Culturally appropriate services	12-17 years	Males/Females	Offenders	Moderate – High-Risk Youth
	2) Supervision for Juvenile Sex Offenders	12-17 years	Males/Females	Offenders	Moderate – High-Risk

Martin Luther King Jr. Education Center – An alternative education and job & life skill program for high-risk juvenile offenders who are expelled or suspended from their school of residence. Because most of the youth referred to this program have demonstrated significant behavior problems in public school, the program needs a high adult/youth ratio to manage those behaviors. MLK is a partnership between the Lane County Department of Youth Services, Lane Workforce Partnership, U.S. Department of Labor, and Lane Education Services District.

In addition to focusing on academic achievement, the Martin Luther King Jr. Education Center focuses on behavioral change. The MLK Educational Center has four distinct vocational programs that include culinary arts, computer science, horticulture and veterinary skills.

Therapeutic Treatment Foster Care – This approach is an alternative to group residential placement for high risk males and females who have histories of chronic juvenile offending and who have three or more risk factors. It is an effective evidence-based strategy with long-term, cost effective results. The activities include: recruiting, training and supporting community families; 24-hour on-call support for foster parents; skill oriented treatment for youth; parent training/treatment for youth’s family; monitoring school attendance and performance; and daily contacts with parents. It reduces criminal arrests by youth involved in the program. The Juvenile Committee will recommend a service provider based on a competitive proposal process.

Minority Youth Mentoring – One-on-one mentoring program for minority youth in middle or high school students who are identified by the school as benefitting from a relationship with a caring, pro-social adult and who have an identified need through the Juvenile Crime Prevention Tool. Mentoring is a best practice intervention of youth at high-risk of involvement with the

juvenile justice plan. Mentors will be recruited from the local communities of color and will provide culturally responsive contacts with youth that will enhance their own identification with their culture and history. The Lane County Department of Children & Families and the Lane County Department of Youth Services Minority Youth Advocate Coordinator will work with schools, local mentoring programs and communities of color to recruit mentors and identify youth for services.

### Budget Information

Martin Luther King Jr. Education Center 18% of JCP allocation  
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