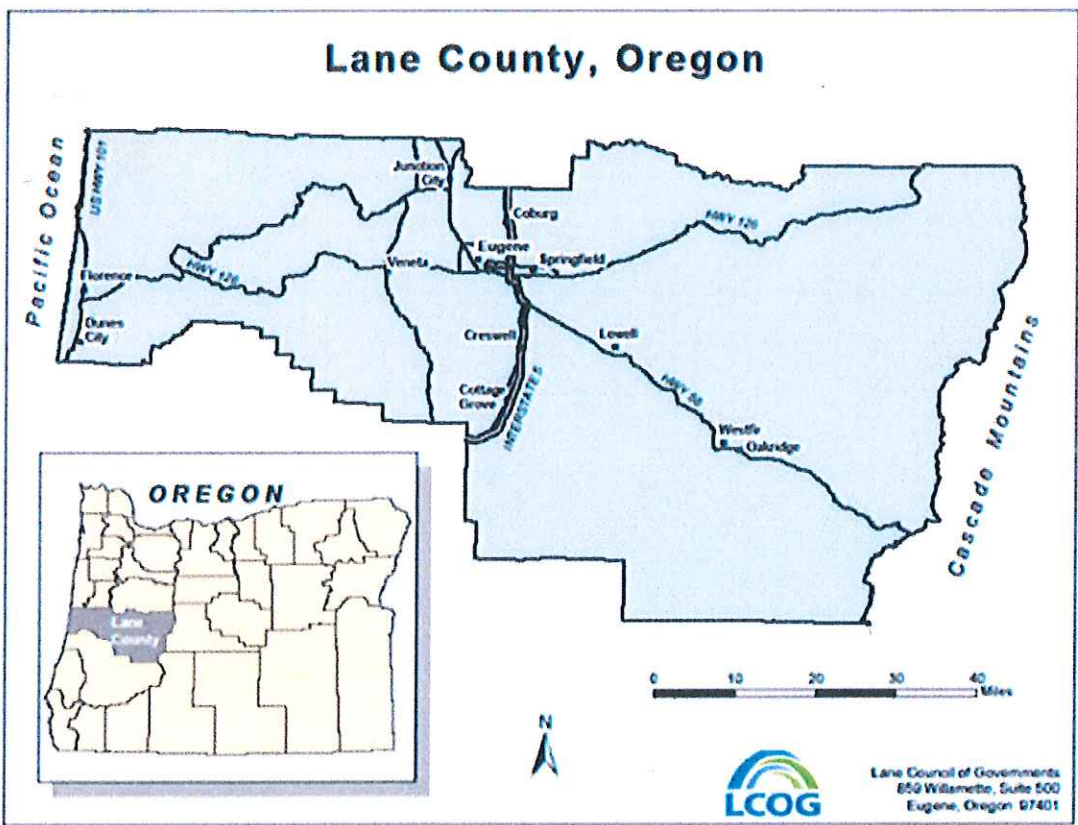


2/5/19



Lane County Community Public Safety Repair Plan

PSCC Update – January 2019



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Table of Contents

<u>Section</u>	<u>Page Number</u>
Introduction.....	1
Sheriff's Office	5
District Attorney's Office.....	8
Youth Services.....	9
Parole & Probation	11
Reentry Services.....	13
Lane County Behavioral Health.....	15
Community-based Treatment.....	18
Kids' FIRST	20
Circuit Court.....	22

Introduction

In 2018 Lane County's Public Safety Coordinating Council (PSCC) undertook the process of updating the Community Public Safety Repair Plan, also referred to as the "10 Year Public Safety Plan", that was developed under the guidance and leadership of former Lane County District Attorney Alex Gardner in 2013. In the intervening years, many of the agencies represented in the original plan are under new leadership. Lane County Sheriff Byron Trapp and PSCC Chair Paul Solomon, the only remaining members from the first iteration of the Plan, have led the update effort. This document represents the voices of leaders from governmental and non-profit organizations who have worked diligently to address system deficiencies strategically with the understanding that our system is inter-dependent.

This updated version of the plan represents the best information available based on what we currently know and will serve as guide for future funding recommendations and decisions as we move forward through the next phase of the plan. The plan represents a diverse array of public safety services, yet functions with a single voice. The plan has three phases: 1) Keeping What We Have; 2) Addressing Critical System Needs; and 3) Addressing All System Needs. Thanks in part to strategic local funding initiatives, new state funding, and creative partnerships, all agencies have moved into Phase II with the exception of the Police Services Division of the Sheriff's Office where we still lack basic, adequate Rural Patrol throughout Lane County. For the sake of brevity with the exception of the aforementioned, the Plan has detailed our efforts in Phase II and the needs and gaps to achieve Phase III.

In the intervening years, since the first iteration of this document we have made monumental progress moving a system that was on the brink of collapse to a functional albeit under-resourced system that is doing a much better job of addressing system demands and the community safety needs of Lane County residents. Moving forward the Workplan Workgroup of the PSCC will revise, update, and report to the PSCC and the Board of County Commissioners progress made on an annual basis.

We also should note that we are facing new challenges that are more profound today than when this report was first authored. The burgeoning population of people with mental illness entering the jail (often on misdemeanor charges) is at historic heights. The fate of the Affordable Care Act will determine our ability to finance mental health and treatment services in the foreseeable future. Furthermore, we are facing a housing crisis that has made it increasingly difficult for people with criminal histories to access safe, affordable housing.

In order for us to understand where we are now and the advances we have made, it is important to acknowledge the historic evisceration of our public safety system. Lane County's public safety system was driven into crisis by deep layoffs in 1981-82. Over the intervening years, county officials worked with public safety partners and community leaders to find solutions for a lasting recovery, but no solution has been adequate to replace lost timber revenue and stabilize public safety funding, so the system continued to shrink through periodic layoffs.

Loss of logging revenue and funding from the long-declining Secure Rural Schools Act effectively devastated our public safety system, because Lane, like Oregon's other "timber

counties”, relied upon timber-driven revenue to avoid levying property tax increases. Now, in the wake of Ballot Measures 5, 47, and 50, there are practical and legal barriers that make it all but impossible to replace Lane County’s lost revenue with property taxes. For perspective, if Lane County adopted the Marion County tax rate (\$3/1000) without compression from the property tax initiatives, Lane would receive more than *\$58 million* in additional annual revenue. This defines the size of the Lane County challenge: we can’t duplicate public safety services found in Marion, or other comparable counties, with a proportionate annual revenue shortfall of \$58 million.

The **Community Public Safety Plan** outlines modest steps that were initially defined through a series of public inquiries and processes hosted by Lane County and others over the last decade. The Plan reflects the areas upon which all of the past “task forces”, “panels” and other public processes agreed, so we began with a basic foundation that has already been endorsed by city leadership, county leadership, law enforcement partners, and interested citizens. Plan fundamentals were outlined in the reports from the PSCC starting in 2004, the Summary Report on the 2005 Municipal/County Public Safety Task Force, the 2007 independent CAPS (Citizen Advocates for Public Safety) report, and the materials from the Lane County Service Stabilization Task Force. All processes produced agreement on the following three basic principles: First, Lane County’s public safety system must be coordinated, balanced, efficient, frugal, and adequate to address the most significant and persistent public safety concerns. Second, funding must be targeted to specific purposes, with the need for each component service restoration being independently justified and clearly articulated. Third, the process and program funding must be transparent and subject to annual audit and community review.

Every reviewing group underscored the importance of system balance and “hydraulics” (the extent to which public safety components affect each another). For example, without police officers to investigate crime and make arrests, there’s no criminal work for the court system to process. If there are no District Attorneys (DA’s) available to review police reports and file criminal charges, individuals must be released from jail. Without adequate mental health and treatment services to address criminogenic needs, we increase the likelihood of recidivism. Criminal convictions increase demand for jail space, prison space, reentry capacity, probation officers, and substance abuse treatment. They also drive County revenue under the Oregon Community Corrections Act (CCA), and that revenue funds County parole and probation operations, jail beds, alternative programs, reentry services, treatment services, and other corrections programs. These hydraulics, and the efficiency-improving power of coordination, argue for the continued repair of public safety departments in incremental, coordinated, and balanced steps.

It took more than thirty-five years to collapse the Lane County public safety system. Our recent efforts to make repairs have been significant, but incremental. This Plan maps practical steps to mitigate continuing community risk and take advantage of efficiencies that flow from coordination and collaboration.

The public safety team has one overarching goal: to reduce future community victimization.

Consensus on the order of the repairs was reached based on principles of community risk

mitigation and net cost reduction. For example, felony prosecution was largely restored early in Phase II, because failing to prosecute felony cases cripples future County revenue under the CCA. The repair of prosecution services has helped reduce the size and duration of a devastating loss in state revenue, and the resulting recovery in revenue has supported the operation of other critical programs to date.

When first created and presented, this plan provided for modest repairs to restore 24-hour on-duty rural law enforcement response, as well as felony property crime prosecution, drug and alcohol treatment for high risk adult and juvenile offenders, and mental health support for criminal adults and juveniles.

In this first update of the plan as undertaken by the PSCC, we report that all areas of the Lane County public safety system have entered into some portion of Phase II, Addressing Critical System Needs, with the exception of Lane County's rural law enforcement response to roughly 110,000 county residents. Needs are identified for the progression of that part of our system, as well as for all participants in the public safety system to continue Phase II level work, such as: Increase staffing for rural law enforcement response, continued grant funding and additional other support to maintain full restoration of felony crime prosecution, resources to provide a stronger continuum of diversion programming for youth, increased staffing of Parole and Probation in order to reduce adult caseload sizes, replacement of grant funding for the Sponsors Mentoring Program, a Mental Health Crisis Center where individuals in crisis could stay for up to 10 days, a rural mobile mental health crisis system, increased low barrier emergency shelter and permanent supportive housing, and greater funding and a better facility for Kids' FIRST.

Over the years our public safety system had become increasingly reliant upon grant support as local tax support declined over time. Compounding declines in logging income, federal funding and other revenue had forced agencies to find grant support or eliminate more public safety services. While we still rely on some grant funding, our system has been buoyed by increased investment in the DA's Office which has resulted in increases in Lane County's allocation of Grant in Aid/CCA funding from the State as well as the Justice Reinvestment Grant Program funded through the passage of House Bill 3194 in 2013 which has resulted in millions of dollars in funds to support the reduction of prison utilization and recidivism. The passage of the Affordable Care Act has removed long waits for scarce mental health and treatment slots and has allowed us to repurpose money that was previously used to contract for treatment services.

The initial passage in 2013 of the Sheriff's public safety levy to restore jail beds for local offenders as well as treatment and detention beds for youth, and its subsequent renewal in 2017 by almost 73% of voters, leaves us grateful to the community for its recognition of the necessity of those integral parts of the system. We are hopeful the community continues its trust in the ongoing efforts of the public safety system partners and leaders of Lane County to build an efficient and balanced system.

3-Phase Repair Plan

Phase I: Keeping What We Have

- Address most immediate needs in next budget cycle to preserve current staffing and service levels.
- Timeline: 2015-2018

Phase II: Addressing Critical System Needs

- What We've Accomplished
- Restoring the county's ability to investigate and prosecute felony crimes, provide treatment for offenders, and help offenders with reentry.
- Timeline 2018-2022

Phase III: Addressing All System Needs

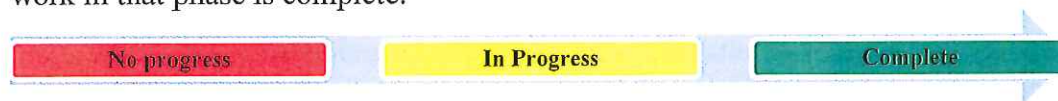
- Timeline: 2022-2025

Overarching Themes

- Each component of the community public safety system rises with the others – they are interdependent.
- Growth or loss of resources in one component of the system has a direct impact on one or more other components of the system.
- Focus on priorities – successes, gaps/areas left behind.
- Include operational and capital resources.

Progress Bars

Progress bars have been added to show progress by phase. **Red** shows no progress has been made in that phase. **Yellow** shows the work in that phase is still in progress. **Green** shows the work in that phase is complete.



Sheriff's Office

Phase I. Keeping What We Have

1. Corrections Division



2. Police Services Division



- Patrol has maintained 24 hour coverage since March 2016, providing response to emergency calls for service with 25 deputies and six sergeants assigned to patrol Lane County (this does not include deputies contracted to outside entities such as those assigned to Creswell, Veneta, the Oregon State Marine Board, Oregon State Parks, or Bureau of Land Management).
- Criminal Investigations continues to be staffed by only four detectives and a sergeant. This minimal staffing only allows this team to investigate the most violent felony crimes.

Summary: The Sheriff's Office request for FY19/20 budget in order to maintain current levels for patrol and detective service will be approximately \$ 6.7 million.

Phase II: Addressing Critical System Needs

1. Corrections Division



Progress/Successes/Capacity Building 2014-2018

- Jail capacity increased from 125 local offender beds to minimum of 255 due to the public safety levy. Since February of 2018 the jail has provided 367 beds available to local offenders. Since the inception of the levy, CBR's have been reduced 65% and no violent offenders have been released due to jail overcrowding. In May of 2017 voters renewed the local corrections levy thru June of 2024. Should the levy not be renewed in 2024 a one year ramp down is planned. Although 105 deputies are assigned to jail security 35% of those are still in training.
- In 2017 three Lane County Behavioral Health FTE were added to the jail to work with the mentally ill and assist with release planning.
- Sheriff's Work Crew \$411,400 increase in CCA funding for biennium FY 17/19 and continues today. Even with the increase in state funding this program has received support from the General Fund since FY 17. Increases in operating costs coupled with the loss of federal contracts have contributed to the need for General Fund to maintain operations.

2. Police Services Division



Gaps/Needs 2018-2022

Additional Staffing

- **As of October 2018, the Sheriff's Office has not entered into Phase #2 for Patrol Services.**
- Currently, Patrol is staffed with 25 deputy sheriffs, the minimum required to provide 24 hour response without dropping below minimum staffing levels (three deputies and a sergeant for dayshift and swing shift, and two deputies and a sergeant for graveyard).
- In 2013, a study conducted by the Police Executive Research Forum (PERF) warned that staffing levels need to be increased to at least 30 patrol deputies (with an additional sergeant and detective) to maintain current service levels without risking high staff burnout and turnover rates. Restoring patrol to 30 deputies would bring patrol up to approximately 68% of the 2003 level and 31% of the 1979 level. An additional detective would restore the Criminal Investigation section to 5 detectives, approximately 20% of the 1979 staffing level, but sufficient to investigate most child sexual assaults and other Measure 11 violent felonies in unincorporated Lane County. Restoring the Police Services Division of the Sheriff's Office to Phase 2 will not measurably increase patrol or investigative service levels. It just allows us to keep what we have without risking high degrees of staff burnout and turnover rates.
 - **\$1,400,000** (5 Deputy Sheriffs, 1 Sergeant, 1 Detective)

Staffing and Technology for Computer Forensics

- The prolific use of cell phones and computers has created the need for staffing and technology to perform computer forensics. Nearly all felony investigations have a component that involves a cell phone or computer. The Sheriff's Office does not currently have staff dedicated and trained on the appropriate and legal manner to obtain vital evidence from electronic devices, which is detrimental to the investigation and prosecution of felony cases.
 - **\$175,000** (1 Detective, plus training and equipment for this unique assignment)

Potential solutions: The Sheriff's Office is reviewing options to fund patrol services beyond FY 2019/20. In the short term, the County could pursue a five-year local option levy to fund patrol while other, more sustainable options are being developed. The Sheriff's Office is also researching the option of a public safety taxing district, but creation of a new tax district requires the support and collaboration of multiple agencies and jurisdictions.

Phase III: Addressing All System Needs



Gaps/Needs 2022-2025

1. Corrections Division

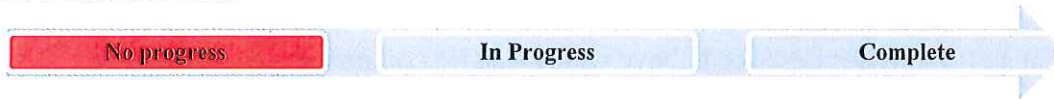
Lane County Jail:

- Must maintain or replace current Public Safety Serial Levy
- With additional funding could provide a total of 456 beds for local offenders as constructed.
- Needs an updated/modernized Booking/Intake Center.
- Needs repair and modernization of the current 35 bed “Intake Holding” housing area.
- Needs a remodel and modernization of “Medical” housing area.

Community Corrections Center:

- Remodel and add additional housing (beds) once Parole & Probation has new facility
- Fund operation of beds for re-entry/transition services for local offenders from Jail to Community

2. Police Services



Patrol

- Increasing patrol to 50 deputies would allow the Sheriff’s Office to increase minimum staffing to approximately 5 deputies and two sergeants per individual shift, up from current minimum staffing of three deputies and a sergeant for dayshift and swing shift and two deputies and a sergeant on graveyard shift. This would allow the Sheriff’s Office to respond to most all in progress calls for service, would increase the number of deputies available to respond to priority calls, and would allow for increased follow-up on calls requiring additional investigation.
 - **\$4.3 Million** (27 FTE: 20 Deputies, 6 Sergeants, 1 Lieutenant in addition to Phase 2 staffing levels)

Traffic Safety Team

- Lane County is ranked as one of the worst two Oregon counties for traffic fatalities since 2007. Re-establishing the Sheriff’s Office traffic safety team will help reduce death on county roadways by targeting the most hazardous driving behaviors.
 - **\$2.4 Million** (14 FTE: 12 Deputies, 2 Sergeants)

Enhanced Resident Deputy Program

- Optimizing rural crime reduction requires increased enforcement presence in rural communities and support of community involvement initiatives like Neighborhood Watch. Re-establishing the Sheriff’s resident deputy program would provide community-based law enforcement services that have proved effective in the past.
 - **\$1.9 Million** (11 FTE: 10 Deputies, 1 Sergeant)

Property and Financial Crimes Investigations

- Property crime has not been adequately investigated for several years due to lack of

funding. Restoring property crime investigation increases quality of life for Lane County residents and assists in economic development.

- **\$800,000** (5 FTE: 4 Detectives, 1 Sergeant)

Drug Enforcement/Inter-Agency Team Participation

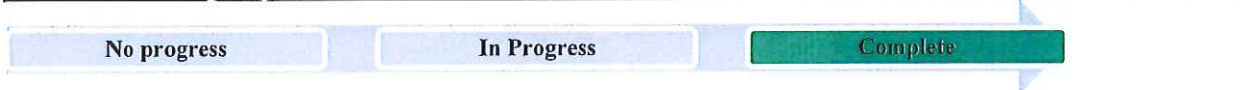
- In the early 1990's the Sheriff's Office had three detectives participating on an inter-agency drug enforcement team (INET) that was additionally staffed by Oregon State Police, Eugene Police, and Springfield Police Detectives. The Sheriff's Office was the first of these agencies to cut staffing from this team, ultimately providing only support services (communications, police records, and financial services support) and no detective resources. Other participating agencies eventually also decreased staffing resources and INET ceased operations in 2017.
- There is some anecdotal information that due to the lack of an organized investigative team addressing the distribution of illicit drugs, Lane County has been identified as an attractive area for criminal gangs to relocate into for their ongoing criminal operations.
 - **\$525,000** (3 Detectives)

Police Services Division Support Staff

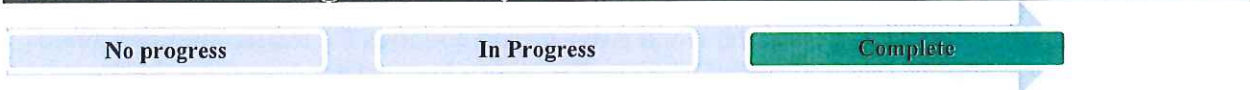
- Operational staff increases described above would require commensurate increases in support staff .
 - **\$1.55 Million** (15 FTE: 7 Communications Officers, 5 Police Records Officers, 2 Support Services Supervisors, 1 Property/Evidence Technician)

District Attorney's Office

Phase I. Keeping What We Have



Phase II: Addressing Critical System Needs



Progress/Successes/Capacity Building 2014-2018

- Continued grant funding and some additional support from the General Fund has provided for full restoration of felony prosecution.
- Due to retirements and turnover, we have replaced higher cost attorneys with entry level lawyers. Those prosecutors will continue to cost more each year, but have allowed for added capacity with minimal increased general fund investment at this time.
- A grant from ODOT created a new position for a DUII investigator who is tasked with clearing up the warrants for DUII offenders who have FTA'd for court and conducting follow-up investigations to prepare DUII and crash cases for trial. This investigator provides support for approximately 500 DUII and crash cases submitted each year.
- JRGP and other grants have afforded us the opportunity to create new programs to divert people from prison as well as expand our treatment court participation.

Gaps/Needs 2018-2022

Office Space for Staff

- The DA’s office currently is at capacity for staffing for the space we have. One lawyer, who works part time, is working from a desk with the clerical staff because there isn’t an available office.

Phase III: Addressing All System Needs



Gaps/Needs 2022-2025

Staffing if Sheriff’s Office Resources Were Adequate

- Phase II status would not be sustainable if the Sheriff’s Office patrol and investigative resources were adequate

New Courthouse

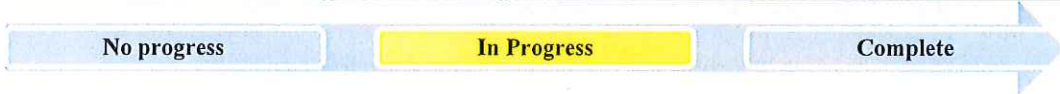
- Need new Courthouse with sufficient space for DA’s staff

Youth Services

Phase I. Keeping What We Have



Phase II: Addressing Critical System Needs



Progress/Successes/Capacity Building 2014-2018

Youth Services has restored programs across the continuum to increase community safety, build life-skills for youth, and support victim reparation. Successes are noted below:

- Doubled the number of detention and behavioral treatment beds, added back some staffing in our community service unit, and created a full time victim advocate position.
- Tripled the number of bilingual staff in the Division, including the addition of a bilingual mental health staff who assists in the assessment and de-escalation of detained youth.
- In 2017, our behavioral treatment program was moved to an unlocked facility on the Serbu campus. This move was a significant improvement in the housing of youth who are voluntarily accessing behavior treatment and puts in the program in compliance with BRS rules. The move enabled us to discontinue highly invasive searches of youth, gave youth access to being outdoors, provided youth ease of access to community opportunities and recreation, and gave families contact visits with their children as

opposed to visits taking place in a small room separated by windows.

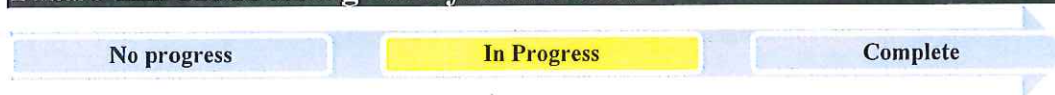
- Implemented consistent and systematic use of an evidence-based risk assessment protocol to determine whether to detain a youth or utilize release options. The use of the tool ensures Youth Services is providing consistent responses to similar behavior. In the same vein, implemented a Program Service Matrix for case management to provide consistent diversion opportunities, formal accountability agreements, and probation terms for similar behavior. This work is consistent with nationwide efforts to decrease disproportionate minority contact and disparity of treatment for youth of color.
- Strengthened restorative diversion services including implementation of evidence-based curriculum for our Minor in Possession (MIP) class and a three-fold increase in the number of classes offered over the course of a year including a quarterly class in Florence. Developed coordinated system for tracking juvenile crime peer court cases and started a YS-based diversion opportunity for those youth not currently served by a community peer court to ensure that all Lane County youth have access to diversion services.

Gaps/Needs 2018-2022

Additional funding for:

- A stronger continuum of diversion programming
- Incentivizing youth for goal achievement and positive behavior
- Strategic action to address racial and ethnic disparities and promote equity in the juvenile justice system
- Resources necessary to take appropriate steps to keep youth from collateral consequences of system involvement
- Commitment to limited and constructive use of rules and sanctions and minimized use of confinement

Phase III: Addressing All System Needs



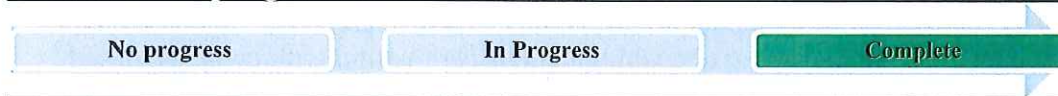
Gaps/Needs 2022-2025

Additional funding for:

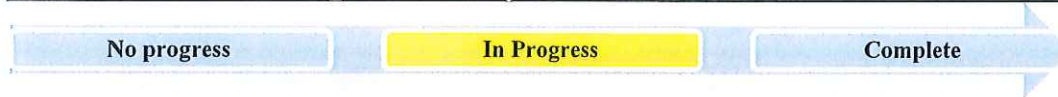
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Parole & Probation

Phase I. Keeping What We Have



Phase II: Addressing Critical System Needs



Parole/ Probation strives to improve the quality of life for all in our community, reducing recidivism by effectively working with clients to reduce identified risk, needs, and responsivity (barriers). In conjunction, they work to restore those impacted by crime. This includes the development of strategic case plans and the enforcement of orders of supervision by the designated supervisory authority.

Progress/Successes/Capacity Building 2014-2018

- **Prioritize Resources:**
Parole/Probation has established high and very high risk caseloads. In addition, given heavy workloads, a prioritization of workload policy has been established to effectively prioritize resources and services.
- **Specialized Caseloads:**
 - Gender Specific – 3 officers have been assigned and receive specialized training.
 - Mental Health – 1 officer has been assigned and has received specialized training.
 - Sherman Center – 1 Alternative Programs Officer has been assigned.
 - Post-Conviction Victim Services – 1 advocate has been assigned and trained.

Gaps/Needs 2018-2022

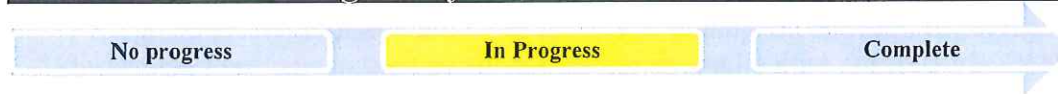
Reduce Caseload Sizes

- Strong efforts have been made to restore PO caseloads to the statewide average of 60 clients per PO. This average allows for better case management and the application of best practices. With Lane County caseloads once over 120 clients per Officer, we have reduced this to lower than 90 clients per officer. Based on current caseload numbers, our hiring efforts place us on a path to bring caseloads down to 65 in general high risk supervision and 60 in specialized supervision per PO. In order for us to bring caseloads within the statewide average of 60 clients, it is estimated that one additional Officer would be needed.
 - **\$110,000 annually** (1 FTE PO).
- It should be noted that the statewide average of 60 consists of both medium and high risk cases. In Lane County, we have prioritized our supervision resources to the highest risk. Lane County Parole and Probation is currently aspiring to caseloads of 60 high to very high risk clients per PO. This would equate to a high risk caseload of approximately 45 per PO. The supervision resources required to supervise a high risk client are significantly higher than that of a medium risk. To arrive at a high risk caseload of 45, it

is estimated that four and a half additional Officers would be needed.

- **\$495,000 annually** (4.5 FTE POs)
- In addition a valuable Lane County Parole and Probation Partner has identified the need for an additional Officer. Currently, Treatment Court is averaging 77.5 clients per PO. Projected caseload sizes of 65 would far exceed the evidence based recommendation of 30. Treatment Court has requested one additional Officer to align with evidence based Treatment Court standards.
 - **\$110,000 annually** (1 FTE PO)

Phase III: Addressing All System Needs



Gaps/Needs 2022-2025

Caseload sizes

- Reduce caseload sizes to allow for implementation of the risk, need, and responsibility model and other evidence based practices.

Assessment Focused/Individualized Case Plans – Internal Continuous Quality Improvement (CQI) efforts

- Ongoing inter-rater reliability of assessments, regular case plan reviews, and ongoing officer skill building and coaching sessions.
- Based on Parole and Probations strategic progression based on readiness plan, in Phase II we have worked to incorporate internal CQI strategies. This is in alignment with the Department of Corrections future initiative to conduct biannual reviews to ensure the County's compliance with our established IGA agreement with the DOC under ORS 423.500.

Relocate Parole/ Probation Services

- Adequate staff and quality programming is essential to improve evidence based service delivery. The staff and office needs necessary to meet business practices will necessitate an increase in functional office space that supports our established brand (vision, mission, values and expectations) and expands the use of CCC as an alternative program and a transition resource for individuals releasing to the community.
 - **\$50,000-100,000 per year** (Parole and Probation's space needs are approximately 20,000 square feet)

Treatment Provider Evaluations

- Also linked to the IGA, per our strategic plan we hope to conduct system treatment program observations, coaching, curriculum review and regular Correctional Program Checklist (CPC) Evaluations. The CPC Evaluations will be required of all CCA contracted providers. Given that our system wide treatment providers contribute the bulk of required client dosage, in Phase III all utilized Lane County providers should adhere to provider evaluation to ensure adherence to evidence based practices. By the end of Phase III, Lane County should develop a preferred provider list for established providers.

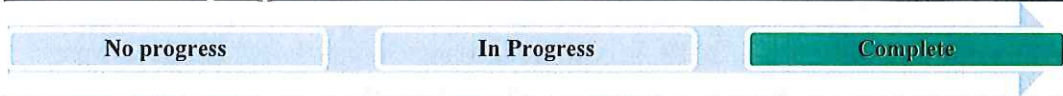
- Program observation, evaluation, coaching, curriculum review and perform regular CPC evaluations are needed to: Expand cognitive and behavioral therapeutic approaches and treatment strategies to address prioritized criminogenic risk/needs. Ensure and incorporate if necessary evidence based curriculums and strategies within system programs. Ensure that established curriculums are being followed to fidelity. Ensure the ongoing utilization of established programs. This would require a Senior Program Specialist to perform system program evaluations that will include program observations, coaching, curriculum review and regular Correctional Program Checklist (CPC) Evaluations.
 - **\$95,308 annually** (1 FTE Senior Program Specialist)

Address Risk, Responsivity (barriers) and Needs

- Manageable caseloads as established within Phase II will assist Parole and Probation to effectively address the Risk, Responsivity (barriers) and Needs of charged client population and allow for the full embodiment of evidence based practices. If Parole and Probation’s total client population exceeds 3,100, Phase II’s caseload reduction strategy should be re-evaluated.
- In order to effectively address the criminogenic needs, client supervision must offer appropriate services that aim to meet identified dosage, duration and intensity benchmarks based on client risk classification. Dosage is defined as a cognitive and behavioral intervention aimed at an identified criminogenic risk and need. Supervision and Services must expand on both cognitive and behavioral approaches that incorporate strategies to assist clientele in developing pro-social skills. This strategy must include defining, modeling, rehearsing, practicing in increasingly difficult situations and providing constructive feedback on learned skills. In addition to first addressing client responsivity (barriers), Parole and Probation must prioritize criminogenic needs that include antisocial personality, temperament, attitudes, values, beliefs, associates and families. These strategies include evidence based cognitive and behavioral based programming and the use of prosocial mentors and other support services.
- If Parole and Probation’s total client population exceeds 3,100, Phase II’s caseload reduction strategy should be re-evaluated.

Reentry Services

Phase I. Keeping What We Have



Phase II: Addressing Critical System Needs



Progress/Successes/Capacity Building 2014-2018

Restored about half of the services

- Added 54 units of permanent housing (The Oaks at 14th)
- Increased transitional housing by 17 beds for men and women – Roosevelt Crossing
- Added CBT groups at Sponsors and the Lane County Jail for reentry population
- Sustained Mentoring services with BJA grant through 2019
- Increased “Crisis Funding” for individuals on active supervision in Lane County
- Provided wrap around services to inmates released 60 days early from DOC to CCC through the RLAN program
- Implemented Department of Labor Workforce Readiness grant in the Jail through 2019

Gaps/Needs 2018-2022

Sustain Mentoring Program

- The BJA Second Chance Act Mentoring Grant that funds Sponsors Mentoring Program will end in May 2019. We have stretched funding to keep the program in operations through the end of the biennium (6/30/19). The program has been highly successful, matching trained community mentors with high risk individuals on active supervision prior to their release from custody. A randomized control trial will be completed next year. Early data suggests a *50% reduction in recidivism*.
 - **\$250,640** annually (Sustain Mentoring Program)

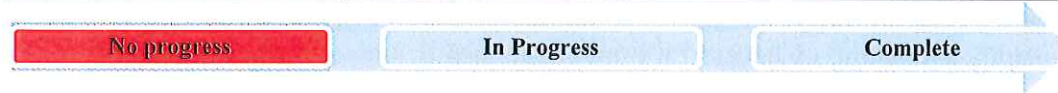
Sustain Reentry Resource Program

- The Department of Labor LEAP grant that funds the Workforce Readiness Program will also end in 2019. The program is currently funded through the end of the biennium. In addition, to funding the Workforce Readiness Program in the jail, it also has sustained the Reentry Resource Center at Sponsors. This program assists between 30-50 people with criminal histories to acquire full-time employment. An evaluation by the Criminal Justice Commission found that the program reduced recidivism by 31%. A cost benefit analysis showed that for every dollar invested in the program there were \$14 in avoided incarceration and victimization costs.
 - **\$185,172** annually (Sustain Reentry Resource Program)

Permanent Supportive Housing, Affordable Housing, and Available Market Rate Rentals for People with Conviction Histories

- While it is common knowledge that we are experiencing a housing crisis in Lane County that effects people up and down the economic ladder, we often forget that we have a growing population of people releasing from state and local custody who are often homeless and indigent. Those who are economically self-sufficient struggle to overcome the barrier of a criminal history. In 2018, according to Lane County Jail data, there were 11,667 bookings to the jail and approximately 600-700 releases from state custody. According to DOC data, approximately 50% releasing from state custody have no identified housing and are released homeless. Sponsors has worked to create more units of affordable housing with recent initiatives (the Oaks at 14th – 54 units) and a Tiny House project (10 units) that will come online in the Fall of 2019. In addition, Homes for Good has made Section 8 Housing Choice Vouchers available to people with criminal histories through a local preference. Nevertheless, the demand far outweighs the need and is reaching crisis levels. Additional action is necessary to address the growing need.

Phase III: Addressing All System Needs



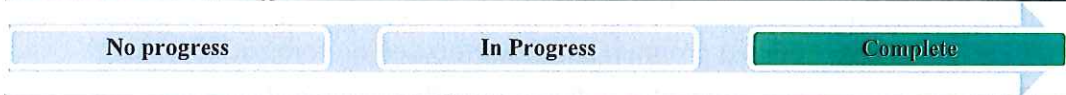
Gaps/Needs 2022-2025

Increased Reentry Services

- In order to fully address the reentry needs in our community would require a significant increase in services. Currently, we are meeting the demand of about 75% of the people releasing from state custody. Our beds are regularly booked 6 to 8 months in advance. Of the 125 transitional beds, on any given day 75% are held by individuals on Post-Prison Supervision (PPS) and the remaining 25% are utilized by individuals releasing from the Lane County Jail, including Treatment and Veterans Court participants, SB416 participants, and other local referrals. Given that there were over 12,000 people who cycled in and out of the Lane County Jail last year, it would take a detailed analysis to determine how many would benefit from reentry services. We would easily be able to fill another 40/50 bed facility.
 - **\$650,000** annually (Operational costs for a 50-bed facility staffed 24/7. This does not include the cost to site the facility, acquire property, rehab an existing building, or construct a new facility.)
- Additionally, there a variety of needs that are not being addressed for those individuals in the jail on municipal charges upon release that could be provided by Sponsors. An investment in professional mentors to assist the population of homeless, indigent men and women suffering from mental health disorders would address a service that is needed. A more detailed analysis of the population would be needed to effectively price this service.
- Given the success of the Reentry Lane (RLAN) program, an expansion to serve as many 15/20 men and women releasing from DOC custody would be prudent. This would more than double the current program capacity.
 - **\$376,040** annually (Cost for Sponsors and Sheriff’s Office to expand RLAN program)

Lane County Behavioral Health

Phase I. Keeping What We Have



Phase II: Addressing Critical System Needs



Progress/Successes/Capacity Building 2014-2018

- Significant progress has been made in restoring access to mental health services during this period. A key driver has been implementation of Medicaid Expansion as part of the Affordable Care Act (ACA), which has significantly reduced the number of uninsured in

Oregon and among the offender population. Treatment services which previously needed to be funded by grant or other state and local dollars are now largely eligible for payment through insurance, opening up access for both mental health and addiction outpatient services.

- The Mental Health Summit, a collaborative of stakeholders from the criminal justice and behavioral health systems, agreed to serve as the PSCC Behavioral Health & Criminal Justice System Workgroup. This group led work on a sequential intercept mapping to determine gaps in services and address the over representation of mentally ill people in the jail, and continues to meet monthly to champion cross system collaboration and improved services. They developed the Lane County Behavioral Health & Criminal Justice System Plan adopted by the PSCC and Board of County Commissioners (BCC) in 2015. They lead the effort to address the priorities included in the Plan. They updated the Plan to reflect progress and changing needs, with the update adopted by the PSCC and BCC in 2017. The Workgroup is working on implementing the updated priorities.
- Funds from the local public safety levy were used to enhance the mental health services inside the jail through collaboration between the Lane County Jail and Lane County Behavioral Health. Three staff positions at LCBH were created and assigned to work inside the jail with a focus on release planning and warm hand-offs for people who were in custody and had significant mental health issues. The design is to more quickly and seamlessly move people out of the jail and into community services when appropriate.
- LCBH and LCSO jointly implemented new legislation allowing for enhanced advanced information from individuals who might be at higher risk for having a mental health crisis that would involve law enforcement intervention. The LCSO collects information about particular diagnoses, triggers, safe contact people and other helpful information from these individuals in advance of a crisis, and then makes that information available via LEDS to officers in the event of a crisis. This is designed to increase the likelihood that a crisis can be resolved more quickly and positively.
- The PSCC worked collaboratively with healthcare partners to develop, pilot test, and fully implement the local FUSE (Frequent User System Engagement) project. This was targeted at the highest users of the jail, local law enforcement, emergency departments, inpatient units, and mental health crisis services who are homeless, and includes a significant outreach and engagement component, as well as a housing component. This data-based initiative demonstrated excellent results during the pilot period, including a reduction of 82% in jail days and a reduction of 58% in overall healthcare costs, and has now expanded to serve a larger number of local residents.
- As part of managing the increased collaboration between LCBH and the public safety system, LCBH created a specialized program and team focused on forensic services. This infrastructure created a program supervisor and brought together clinical and administrative expertise for the crisis system, civil commitment investigation, services for people under supervision of the Psychiatric Security Review Board, staff focused on mental health courts, jail intercept, and in-jail mental health release planning. This team grew in size significantly during this period, and includes clinicians, psychiatric services, case management, and peer support services.
- During the latter part of the period, additional federal and state resources became available to address the increasing opiate addiction crisis. The Lane County Methadone Treatment program was able to expand with more clinicians, and is prepared for a facility

remodel in 2019 that will allow for additional expansion of both Methadone and Suboxone/buprenorphine treatment. Additionally, a third provider of medication assisted treatment opened a new clinic in Springfield. Taken together, these changes have eliminated the waitlist for methadone treatment at LCBH. The Lane County Community Health Centers, in cooperation with Lane County Behavioral Health, began offering Suboxone services to begin to address some of the pent up demand for these services.

Gaps/Needs 2018-2022

Mental Health Crisis Center

- The criminal justice system and LCBH are in need of a facility where individuals who are in a mental health crisis can go instead of the jail. This facility would have wrap around services including a law enforcement officer, civil commitment investigator, .370 liaison, and providers. Individuals could stay up to 10 days. Development of this resource is a focus of the Mental Health Summit group, and currently a consultant provided through NACo is assisting in developing the scope and plan for such a program.

Reduce the Number of Lane County Residents Sent to the Oregon State Hospital Designated as Unable to Aid and Assist in Their Own Defense

- The number of individuals sent from Lane County to the Oregon State Hospital as .370 (unable to aid and assist in their own defense) continues to be very high compared to other Oregon counties. In order to bring those numbers down consistently, the system will require additional secure housing options as well as the crisis facility described above (which could serve as an alternative to jail for many of these individuals). Ultimately, the desire is for most of these individuals to be restored in the community, which will provide better services to the individual as well as a lower cost. In order to achieve that, the community will need to have sufficient services to ensure public safety during the restoration.

Low-barrier Emergency Shelter and Permanent Supportive Housing

- The recent report submitted by the Technical Assistance Collaborative identified a need for 50-75 beds of low-barrier emergency shelter, and an additional 350 beds of permanent supportive housing to address the needs of people who are chronically homeless in the community. While not all of those people are involved in the public safety system, there is a significant overlap among the chronically homeless who have mental health or substance abuse problems and who are involved in the public safety system. The lack of permanent supportive housing is frequently a barrier for releasing people to the community, and a barrier to successful engagement in treatment.

Lack Rural Mobile Mental Health Crisis Systems

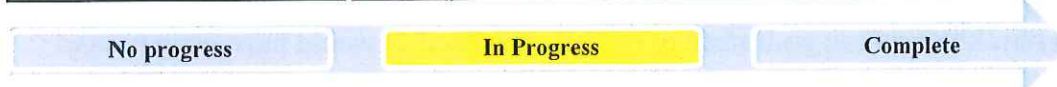
- While the CAHOOTS system provides a tremendous support to law enforcement and a bridge to treatment in the Eugene/Springfield area, there are not similar services available in other parts of the county. Given the different population density and service availability, the model would likely look different but should be based on evidence-based practices from other communities. Work has started to explore co-responder models, pairing law enforcement and community mental health providers, and will require

additional funding and training.

Significant Unmet Need for Addiction Treatment.

- In particular there is a need for residential treatment services and for Medication Assisted Treatment (MAT). While the waitlist for methadone is now very low, there is still high demand for Suboxone services to be delivered in a primary care environment. The system requires additional physicians to get trained and be willing to provide these services to their patients.

Phase III: Addressing All System Needs



Gaps/Needs 2022-2025

Integrated Community Crisis Systems

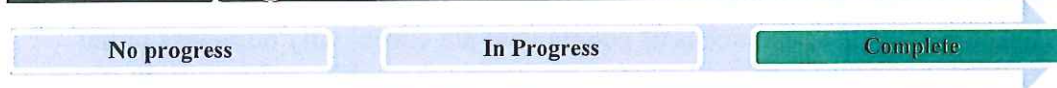
- In addition to the completion of the gaps identified for phase 2, a robust behavior health system will require integrated community crisis systems that provide access to timely assessments and community-based services, diverting both adults and youth from the public safety system.

Strong Prevention and Community Engagement Component

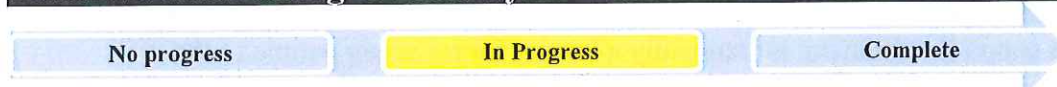
- Full restoration of services would also include a strong prevention and community engagement component, addressing the behavioral health needs of youth and adults earlier and having a strong trauma-informed approach to build resilience amongst those at highest risk.

Community-based Treatment Services

Phase I. Keeping What We Have



Phase II: Addressing Critical System Needs



Progress/Successes/Capacity Building 2014-2018

- ACA significantly expanded funding for and access to outpatient substance abuse & mental health treatment. As a result, contracted substance abuse services were reduced from 77 to 30 clients. This savings has enabled fidelity to evidence-based practices via Cognitive Behavioral Therapy and risk-need-responsivity (RNR) driven dosage.
- Expansion of Peer Support Services has improved outcomes for adjudicated individuals in outpatient treatment.
- Contracted Batterer Intervention Program (BIP) services were funded through Justice

Reinvestment Grant Program funding. This effort introduced the Moral Reconciliation Therapy-Domestic Violence (MRT-DV) curriculum that has provided capacity for up to 30 clients to receive BIP services.

- Contacted sex offender treatment services were expanded to include and pilot the University of Cincinnati curriculum that incorporates both a cognitive and behavioral approach to sex offender programming.

Gaps/Needs 2018-2022

Behavioral Health Integration

- The Oregon Health Authority is prioritizing behavioral health integration and services for the next round of policy and investments for the Coordinated Care Organization. There is some uncertainty in the system as the OHA does a procurement process for CCOs, and still develops the guidance for “CCO 2.0.”

Trauma-Informed Care

- Our current system lacks a focused Trauma-Informed Care component. This need is not adequately addressed at present.

Services to Address Intersection Between Treatment and Public Safety

- There is a need for additional services and providers that specialize in that intersection between treatment and public safety with a particular focus on evidence-based practices for that population.

Addition of Behavior Elements to the MRT-DV Curriculum

- In implementing and evaluating the MRT-DV curriculum with our contracted BIP provider, we have found that it is primarily cognitive in its approach and lacks the behavioral elements that teach, model, and rehears skills. Following this curriculum to fidelity will not pass a CPC evaluation or support future funding. Our contracted BIP provider is working with the Criminal Justice Commission (CJC), DOC, Parole/ Probation, and a private consultant to develop, pilot and evaluate a new BIP program that contains both cognitive and behavioral approaches to services.

Provide Cognitive/Behavioral Sex Offender Treatment with Fidelity to the Model

- The introduction of the University of Cincinnati curriculum to our contracted sex offender treatment provider as a pilot ended in June of 2017. Our contracted provider is no longer following Cincinnati’s model to fidelity and is in the process of a CPC Evaluation with the DOC. In addition, the cost to operate this program has increased reducing our availability from 40 to 31 clients receiving services. This would need to return to 40 to meet Parole and Probation’s need at 3100 total clients.

Phase III: Addressing All System Needs



Gaps/Needs 2022-2025

Evidence-based Practices for Those Engaged in the Public Safety System

- In addition to the identified gaps in Phase 2, we need more resources and additional innovation to bring together evidence-based practices specifically for those who are engaged in the public safety system.

Possible Need for Funding to Replace ACA

- If ACA decreases their ability to fund outpatient substance abuse services, this would result in an increase from 30 to 77 clients in contracted services. Based on pre-ACA figures (based on 2013-15 and 2013-17 A&D contract rates), this would carry an estimated increase of **\$388,931** in contracted substance abuse services per biennium. This increase would dampen our ability to continue or sustain other proven and developed programs.

Evidence-based BIP Program

- Implementation of a new cognitive and behavioral BIP curriculum and or provider who will pass a CPC evaluation is necessary.

Full Implementation of an Evidence-based Sex Offender Program

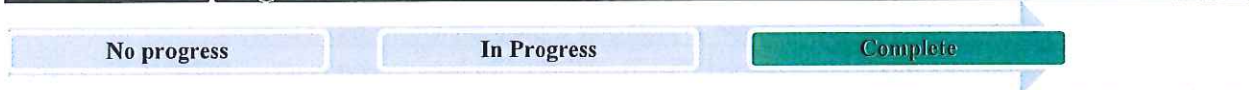
- The full implementation of the University of Cincinnati's sex offender treatment curriculum or a new cognitive and behavioral focused curriculum or provider that will pass a CPC evaluation is needed.

Possible Need for Increased Number of Treatment Slots

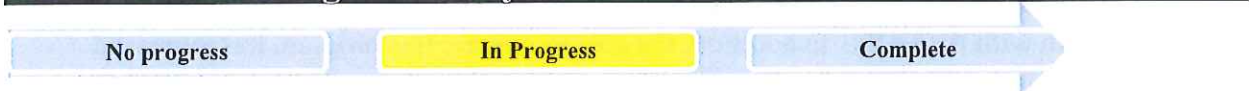
- If Parole and Probation's client population exceeds 3100, the number of established treatment slots should be re-evaluated.

Kids' FIRST (Forensic Intervention Response and Support Team)

Phase I. Keeping What We Have



Phase II: Addressing Critical System Needs



Progress/Successes/Capacity Building 2014-2018

Kids' FIRST (KF) is Lane County's Children's Advocacy Center and provides child abuse intervention and assessment services for children who are victims of, or witnesses to, crime. Core services provided include recorded forensic interviews, forensic medical examinations, and victim advocacy/support services. KF also hosts Grand Jury hearings for child abuse cases including child sexual assault cases.

All referrals to the Center come directly from law enforcement and/or child welfare, and as public safety capacity increases, so do referrals to the Center. Since 2014, the number of children served by the Center has increased by nearly 25% to over 800 Lane County children and their families served in 2017.

Gaps/Needs 2018-2022

New Facility

- Kids' FIRST has leased a 3,200 SF facility from Lane County since 2007. The County is in need of this space for its own programming, and this arrangement will be coming to an end in 2019. Additionally, KF has outgrown this space—only one family can be served at a time, due to confidentiality concerns, which has led to a 1-2 week wait time for critical intervention and assessment services. No additional staff can be hired at this time due to lack of available office space. The need for prompt, specialized mental health services for children who have experienced trauma has been identified by stakeholders, and KF plans to expand their services to include comprehensive medical health assessments and treatment. This expansion cannot occur in KF's current space.
 - **\$2,900,000** onetime cost (purchase and renovate a 9,000+ SF facility that will meet KF's current and future service needs)

Insufficient Staffing to Meet Demand

- Kids' FIRST has increased staffing levels to 11 FTE since 2014 but caseloads are still higher than average. An additional 7.5 FTE is needed to support the increase in both the demand for, and scope of, services.
 - **\$675,000** annually (2.0 FTE victim advocates, 1.0 FTE training coordinator, 1.0 FTE administrative support specialist, 2.0 FTE licensed mental health providers, 1.0 FTE forensic interviewer, .5 FTE physician or nurse practitioner)

Phase III: Addressing All System Needs



Gaps/Needs 2022-2025

Child Sexual Assault Prevention

- Once adequate staffing and manageable caseloads are achieved, Kids' FIRST would like to implement child sexual abuse prevention work, including training and outreach, as well as evidence-based treatment for youth with problematic sexual behaviors (PSB).
 - **\$250,000** annually (1.0 FTE additional licensed mental health provider, 1.0 case manager, 1.0 program manager)

Circuit Court

Phase II: Addressing Critical System Needs

Pretrial Release

- Renewed focus on pretrial release at the statewide level will make sustaining local funding for that program continually critical. While primarily funded by OJD, the program also receives \$182,900 in local support each year as a combination of JRI and CCA funding. This partnership provides program capacity for monitoring of defendants on pretrial release. In 2018, the court implemented new software, CePretrial, to improve the ongoing monitoring effort.

Problem Solving Court Programs

- The court has instituted or expanded a number of “problem solving” court programs. We have expanded Adult Treatment Court to support treatment success. We have instituted and expanded Veteran’s Treatment Court to better service the unique needs of veterans. We have initiated Mental Health Court which began operations in October 2016. And we have been able to expand the Peer Support Services which has improved outcomes for adjudicated individuals in outpatient treatment. However, much of the funding for these programs comes from various grants. There is a need to sustain grants needed for treatment courts including Adult Drug Court, Mental Health Court and Veteran’s Court as well as treatment and the court coordinator for Juvenile Treatment (RAP) Court. Grants include funds for treatment as well as a variety of wrap around services ranging from housing to education.

Security Concerns

- We continue to struggle with various security concerns resulting from the current design of the courthouse. Inmates are brought into the courthouse through a sally port that is not part of the courthouse and thus must be walked through public halls in the county services building. They are transported up and down in an elevator used by judges, court staff, DA staff, and county employees. In order to reach courtrooms, they are transported through staff hallways past judge’s offices and through public corridors. The lack of secured transport corridors creates all kinds of risks.
- There are other security problems as well. Judges and district attorneys park in an unsecured garage and walk down a narrow unsecured tunnel into the building where they may be easily targeted. The parties to various court proceedings – victims, criminal defendants, people seeking protective orders, their alleged abusers, witnesses, and their respective families – often are required to sit in close proximity to each other which creates potentially explosive situations. Also, the fact that jury assembly is outside of the security perimeter means that significant time is lost as groups of jurors are brought up through security. A recent study demonstrated that having jury assembly outside the court’s secure perimeter adds 30 minutes per juror to the amount of time needed to arrive at the courtroom door.

Phase III: Addressing All System Needs

The Court requires the ability to sustain the core system and increase capacity. The core system includes court facility, judges, staff, technology needs, and specialty program needs.

Juvenile Treatment Court

- Despite our success in instituting and expanding “problem solving” court programs, a gap remains in funding for the Juvenile Treatment Court Coordinator. This position (.5 FTE) is temporarily funded by the Circuit Court through June 30, 2019. The court does not have Legislative authority or funding for this position after June 30, 2019. The court is currently seeking funding for this position.

Courthouse Replacement

- The courthouse has been identified by Lane County as in need of replacement. The facility’s needs have been identified in many studies, most recently a 2015 Study conducted by the National Center for State Courts, a 2017 Coordinated Downtown Development project, and, in 2018, a study conducted by Robertson Sherwood Architects in partnership with DLR Group to provide a thorough review and scope for the building. Reasons cited in these studies for why a new courthouse is needed include better security, providing access for alter abled persons, improved conditions for jurors, and replacement of aged and decrepit infrastructure.
- A new Courthouse will provide: a space for justice in our community into the future, an opportunity for the court to process over 33,000 cases per year efficiently and effectively; accessibility for all members of the community; safety for the public, witnesses, victims, court staff, and judges. Our Vision: The new Lane County Courthouse represents our community’s commitment to fair and impartial justice. The Courthouse reflects the diversity of the community by consciously providing accessibility to all people. As the independent and impartial third branch of government, the court provides a secure and respectful Courthouse environment for the entire community.

Additional Judges

- Another need is for more judges. Recent workload studies by the National Center for State Courts have concluded that Lane County needs two more full time circuit court judges to handle the case load. While it is unlikely we will get these two positions any time soon, any new courthouse must be built with the capacity to accommodate these positions during the courthouse’s expected service life.

