

W. H. A.

Memorandum Date: June 22, 2007

Order Date: June 27, 2007

TO: Board of County Commissioners

DEPARTMENT: Sheriff's Office

PRESENTED BY: Jackie Mikalonis, Sr. Management Analyst

AGENDA ITEM TITLE: ORDER / In the Matter of Applying for a U.S. Department of Justice, Edward Byrne Memorial Discretionary Grant in the amount not to exceed \$237,100 for 12 months to further implement the Lane County Defendant and Offender Management Program; and Delegating Authority to the County Administrator to sign grant documents (Department of Public Safety)

I. MOTION

Move approval of Board Order # _____ / In the Matter of Applying for a U.S. Department of Justice, Edward Byrne Memorial Discretionary Grant in the amount not to exceed \$237,100 for 12 months to further implement the Lane County Defendant and Offender Management Program; and Delegating Authority to the County Administrator to sign grant documents.

II. AGENDA ITEM SUMMARY

The U.S. Department of Justice, Edward Byrne Memorial Discretionary Grants program, is soliciting applications for proposals to help improve the capacity of local adult criminal justice systems. The Lane County Sheriff's Office is seeking approval of the Board of Commissioners for Lane County to apply for and receive these grant funds. The Sheriff's Office is seeking funding through the Byrne Grant to cover the costs associated with the implementing a criminogenic needs assessment tool (CNAT), establishing community partnerships, and developing a treatment and support service provider database.

III. BACKGROUND/IMPLICATIONS OF ACTION

A. Board Action and Other History

The plan to implement a Defendant & Offender Management Center is a unique strategic collaboration between the Lane County Sheriff's Office, the Circuit Court and Lane County Parole and Probation. The strategic collaboration was initiated in late 2002. Work by the Decision Point and Population Analysis Committee highlighted the critical opportunity for system improvement at the jail intake and pretrial release decision point. This committee reported to the Public Safety Coordination Council. In October 2002, Dr. Ed Latessa, a nationally recognized expert in the principles of effective correctional intervention visited Lane County. He reinforced the importance of using validated risk and needs assessment tools to effectively release and place defendants and offenders. A work group convened in early 2003 to study and report back on a plan to resolve system issues.

In April and May 2003, work group leaders met with local policy makers including the Policy Group of the Public Safety Coordinating Council (PSCC) and a smaller group of criminal justice system leaders. The work group further refined the areas of concern for the DOMC into the following areas: recidivism, lack of uniformity in release decisions, effective use of system capacity, and failure to appear in court.

As presented to the PSCC in October 2006, the DOMC Team has made considerable progress since its inception in January 2003.

DOMC Purpose and Goals

The purpose of Lane County's Defendant & Offender Management Center (DOMC), at the Sherman Center, is to assess, place and manage defendants and offenders for the protection of the community and the integrity of the criminal justice system in order to:

- Reduce the risk of community harm, and recidivism, whether a defendant is released pretrial or a sentenced offender is placed in a less restrictive or community –based program.
- More efficiently and effectively utilize Lane County criminal justice system resources
- Increase the rate at which defendants and offenders appear for scheduled court proceedings.

Three partners, the Lane County Sheriff's Office, Lane County Circuit Court Pretrial Release Services, and Lane County Parole and Probation work together at the Sherman Center to implement these goals.

The first phase implemented the use of the risk assessment tool, which evaluates all defendants brought to the Lane County Adult Corrections facility.

The second phase will assess all sentenced offenders utilizing a criminogenic

needs assessment tool or CNAT. This tool will guide the placement of sentenced offenders based on the risk factors that influence the likelihood of continuing criminal behavior. By providing an opportunity for the sentenced offender to change the circumstances that cause the offender to re-offend, the load on the criminal justice system may be reduced in the future.

This phase includes assessing and partnering with social service and other community agencies to assist with offenders' transition back into the community. This tool is critical to the success of the management program goals to reduce recidivism, increase uniformity in release decisions, effectively use limited system capacity, and reduce the rate of failure to appear in court. The Sheriff's Office is seeking funding through the Byrne Grant to cover the costs associated with the implementing a criminogenic needs assessment tool (CNAT), establishing community partnerships, and developing a treatment and support service provider database.

The Byrne grant includes a category called "Enhancing Local Corrections and Offender Reentry." Applicants are solicited to improve or enhance the administration and operations of the corrections function and offender reentry initiative in local adult criminal justice systems. Key priorities include improving the effectiveness of offender reentry, improving the ability of community corrections to hold offenders accountable, and efforts to improve the efficiency of institutional and community corrections. The Sheriff's Office believes the second phase of the defendant and offender management program fit with these key priorities.

B. Policy Issues

The Administrative Procedures Manual (APM) Chapter 1, 2A, 1, requires staff from departments desiring to apply for grants to submit the proposal to the Board for approval.

C. Board Goals

Lane County has placed as its highest priority, public health and safety services with a strategic eye towards prevention, which will have the best chance of reducing the need for additional services in the long term. Implementing the criminogenic needs assessment tool and assessing and partnering with community agencies will help prevent recidivism, which is a burden on adult corrections services.

D. Financial and/or Resource Considerations

The DOMC team continues to implement its plan. All three partner agencies committed themselves to implementing best practices using current staff. Managers and staff from all three agencies have contributed countless hours of planning, implementation and problem resolution to the DOMC. The ongoing success of the DOMC program will depend on continued program evaluation and refinement to ensure that the goals are being met and implemented. With the final implementation of the first phase, including the risk assessment tool, the team is just starting to see economies and efficiencies that can be reached. The DOMC staff is doing what is possible under current funding to effectively manage a finite and overtaxed jail bed resource.

While a match is not required under this grant program, a voluntary match is encouraged. The Sheriff's Office included a per cent of staff time already used to manage the program as our dedicated, voluntary match.

Once the second phase of the DOMC is complete, existing staff will be trained to use the CNAT tool, ensuring the functions will be sustained after the implementation effort has ended.

E. Analysis

The Lane County Sheriff's Office is seeking approval of the Board of Commissioners for Lane County to apply for this award and to delegate authority to the County Administrator to sign award documents.

The information required by the Board of County Commissioners prior to approval of grant applications and receipt of grant funds is provided below.

1. What is the match requirement, if any and how is that to be covered for the duration of the grant?

While a match is not required under this grant program, a voluntary match is encouraged. The Sheriff's Office included a per cent of staff time already used to manage the program as our dedicated voluntary match.

2. Will the grant require expenditures for Material and Services or capital not fully paid for by the grant?

None is expected at this time.

3. Will the grant funds be fully expended before county funds need to be spent?

Yes

4. How will the administrative work of the grant be covered if the grant funds don't cover it?

The Sheriff's Office fiscal section covers all administrative work required by grants, such as quarterly reporting and close-out activities.

5. Have grant stakeholders been informed of the grant sun setting policy so there is no misunderstanding when the funding ends? Describe the plan for service if funding does not continue.

Yes, stakeholders are aware of the sun setting policy. The grant is for 12 months. The Sheriff's Office will have completed the grant funded activities at the end of the grant period.

6. What accounting, auditing and evaluation obligations are imposed by the grant conditions?

The Sheriff's Office is currently administering other DOJ grants and is familiar with other DOJ grant quarterly report and status update requirements by the Department of Justice.

7. How will the department cover the accounting, auditing and evaluation obligations? How are the costs for these obligations covered, regardless whether they are in the department submitting the grant or a support service department? Does the department acknowledge that the county will need to cover these costs and it is an appropriate cost incurred by support service departments?

The DOMC staff and Sheriff's Office fiscal staff will cover the accounting, auditing and evaluation obligations. Applicants who receive funding under this solicitation must provide data that measures the results of their work. Successful applicants will receive performance measures specific to their award category prior to the start date of the grant and will be required to submit data during each reporting cycle as established by DOJ.

8. Are there any restrictions against applying the county full cost indirect charge?

None that we are aware of.

9. Are there unique or unusual conditions that trigger additional county work effort, or liability, i.e., maintenance of effort requirements or supplanting prohibitions or indemnity obligations?

The grant prohibits supplanting of state or local funds.

10. Is this a grant funded computer/software applications project?

Yes.

F. Alternatives/Options

1. Accept the motion; adopt the order, which will allow the Sheriff's Office to apply for the Byrne Grant.
2. Do not to accept the motion. This will result in the loss of this possible opportunity to further the implementation of the Defendant and Offender Management program.

IV. TIMING/IMPLEMENTATION

Awards will be made during FY 07-08. The project period for awards under this program is up to 12 months. The project start date should be on or after September 1, 2007.

V. RECOMMENDATION

The Sheriff's Office recommends approving the Board Order to allow Lane County to apply for the grant to further implement programs at the Sherman Center.

VI. FOLLOW-UP

N/A

VII. ATTACHMENTS

1. Board Order
2. Grant Application

**THE BOARD OF COUNTY COMMISSIONERS, LANE COUNTY,
OREGON**

ORDER:) ORDER / In the Matter of Applying for a U.S. Department of
) Justice, Edward Byrne Memorial Discretionary Grant in the
) amount not to exceed \$237,100 for 12 months to further
) implement the Lane County Defendant and Offender
) Management Program; and Delegating Authority to the County
) Administrator to sign grant documents (Department of Public
) Safety)

WHEREAS, the U.S. Department of Justice, Bureau of Justice Assistance has announced the availability of funds to enhance local corrections and offender reentry; and

WHEREAS Strategic Plan priorities in Lane County are guided by the relative severity and immediacy of the threat to life and health safety and/or the effects of long term or future deterrent to threats; and

WHEREAS, the grant will offer an opportunity to further implement the Defendant and Offender Management programs at the Sherman Center to improve public safety and efficiency; and

WHEREAS, the Sheriff's Office, Circuit Court, and Parole and Probation will work together to implement the grant if awarded; and

NOW THEREFORE IT IS HEREBY ORDERED that Lane County shall apply for a U.S. Department of Justice, Bureau of Justice Assistance, Edward Byrne Memorial Discretionary Grant in an amount not to exceed \$237,100 to further implement the Defendant and Offender Management programs at the Sherman Center; and

FURTHER ORDERED that the County Administrator be delegated authority to sign award documents in the amount not to exceed \$237,100.

DATED this 27th day of June, 2007.

Faye Stewart, Chair
Lane County Board Of Commissioners

APPROVED AS TO FORM
Date 6/25/07

OFFICE OF LEGAL COUNSEL

Abstract

Applicant: Lane County

Category: V. Enhancing Local Corrections and Offender Re-Entry

Title of Project: Develop Criminogenic Needs Assessment Survey

Dollar Amount Requested: \$237,100

Lane County seeks to design, build, and implement a criminogenic needs assessment tool (CNAT), and to establish a database of treatment and support service providers in an effort to improve offender re-entry into the community. The CNAT will identify factors associated with offending behavior and recommend treatment to address those underlying factors. Results of the CNAT will be used to create individualized custody and treatment plans. A service provider database will match offenders with targeted evidence-based services from community-based service providers. Grant funds are needed to pay for project management assistance and software application development costs. These funds will enable Lane County to have experienced consultants oversee the design, development, implementation, testing and validation the CNAT software. Once these tasks are completed, existing staff will be trained in their use, ensuring the functions will be sustained after the implementation effort has ended.

Goals of the Project:

- To reduce recidivism and risk to the community
- To efficiently and effectively use limited criminal justice resources
- To improve the ability of community corrections to hold offenders accountable
- To increase the rate at which offenders and defendants appear for court proceedings

Strategies of the Project:

- Develop and implement Criminogenic Needs Assessment Tool (CNAT)
- Create database of evidence-based community treatment and support services
- Use results of the CNAT to more effectively refer offenders for treatment and support

Deliverables:

- Successful implementation of a Criminogenic Needs Assessment Tool
- Community treatment and services database, denoting use of evidence-based practices
- Structure in place for ongoing communication and feedback loop between DOMC members and community providers

Coordination Plans:

- Consulting staff of Lane Council of Governments will work under the direction of Lane County Sheriff's Office to coordinate efforts with staff of the Oregon State Circuit Court and Lane County Parole and Probation. Representatives from each agency will work with Lane County Information Services application development staff on CNAT design, development, and implementation.

Development and Implementation of a Criminogenic Needs Assessment Tool

Program Narrative

Statement of the Problem: The Lane County criminal justice system faces a host of challenges: high rates of recidivism, an inability to hold sanctioned and sentenced offenders accountable due to insufficient system capacity, and a staggering failure to appear in court rate. To address these issues, Lane County proposes to design, build, and implement a criminogenic needs assessment tool to guide custodial placement decisions and to target effective treatment and support services to sentenced offenders. Use of this tool will significantly expand Lane County's efforts to reduce recidivism, maximize use of limited resources, and better prepare sentenced offenders for community re-entry.

In 2004, Lane County, in collaboration with the State Circuit Court Pre-Trial Release Services, and Lane County Parole and Probation, established a defendant/offender management program designed to assess, place, and effectively manage defendants and offenders. The program is intended to a) reduce recidivism and risk to the community, b) more efficiently and effectively use limited criminal justice resources, and, c) increase the rate at which defendants and offenders appear for scheduled court proceedings. The first phase of the management program has been completed. Initial work includes co-location of staff from each of the three agencies, uniform use of a validated Risk Assessment Tool to assist with pre-trial release decisions, and enhanced oversight of pre-trial offenders.

We propose to expand this program by implementing a Criminogenic Needs Assessment Tool (CNAT) to be used in conjunction with the Risk Assessment Tool to assess sentenced offenders

and create individualized custody and treatment plans. The CNAT is a screening instrument that identifies factors associated with repeat offending behavior such as anger management, alcohol and drug involvement, or lack of employment. The CNAT will be used to guide decisions regarding custodial placement and help move offenders through the custody continuum to less restrictive programs in order to better prepare for eventual transition into the community. This tool is critical to the success of the management program goals to reduce recidivism, increase uniformity in release decisions, effectively use limited system capacity, and reduce the rate of failure to appear in court. Lane County is seeking funding to cover the costs associated with the development, testing, and implementation of these needed tools.

Program Design and Implementation: Overview: This project involves two main threads, 1) the development and implementation of the CNAT tool and 2) the development and implementation of a treatment and support services database. Development of a Criminogenic Needs Assessment Tool has been identified by defendant and offender management staff as a high-priority need for several years, but the scope of work and software programming costs required for the project are not covered by operating budgets. Work completed during the development of the existing Risk Assessment Tool, (RAT) provides a framework that will help guide development of the CNAT tool. In addition, the core work group that successfully designed, tested, and implemented the RAT will take the lead in the design and development of the CNAT. For these reasons, we have designed an aggressive, but realistic implementation schedule.

Staff of Lane County Sheriff's Office, District Court Pre-Trial Services, and Lane County Parole and Probation will contribute to this effort. Professional and technical assistance on the project

will be provided by two agencies working on a consulting basis: Lane County Information Services (LCIS) Application Development Services and Lane Council of Governments.

Consulting staff from Lane Council of Governments (LCOG) will provide overall project management services to coordinate the efforts of the CNAT development team and LCIS application development services. LCOG will also test and validate the final CNAT instrument. Lane County Information Services staff will provide up to 1520 hours of technical software development services resulting in a completed, ready to use CNAT. Development and implementation of the second primary product, the database of social service providers will also be managed by LCOG consulting staff and implemented by Lane County IS software development staff.

Timeline: Please see attached Project Timeline & Position Descriptions, Attachment 3

Budget: Please see attached Budget Worksheet, Attachment 2

Impact/Outcomes, Evaluation: This project has three primary goals: to a) reduce recidivism and risk to the community, b) more efficiently and effectively use limited criminal justice resources, and, c) increase the rate at which defendants and offenders appear for scheduled court proceedings.

Goal 1: Reduce recidivism and risk to the community

Outcome Measure	Strategy	Process	Data
% of decrease in commission of new crimes by sentenced offenders under DOMC supervision	Successfully match evidence-based intervention with criminogenic needs	Evaluation using CNAT to determine proper program assignments or release conditions, conduct weekly reviews of assignments	Track # of RAT & CNAT assessments, # of arrests for target population, types of new crime committed by target population
% of decrease in commission of violent	Successful application of Risk	Same as above	Same as above

crimes by sentenced offenders under DOMC supervision	Assessment Tool and CNAT		
% of decrease in commission of any crime by offenders within 6 months of DOMC supervision completion	Same as above	Same as above	Same as above

Goal 2: More Effectively Utilize Criminal Justice Resources

Outcome Measure	Strategy	Process	Data
Increase % of Defendants & Offenders placed in CNAT recommended programs	Successfully match evidence-based interventions and custody placement with criminogenic needs	Use CNAT to determine most appropriate custody placement or release conditions to address level of risk & criminogenic need	Total # of program placements, # of placements other than recommended placement, # of individuals under community supervision
Decrease % of defendants & Offenders delayed in placement in CNAT identified programs	Work with treatment & support providers to match level of need with level of services	Create partnerships and ongoing communication loop	# of treatment slots available, # filled, # unused, avg length of placement delay
Increase % of defendants & offenders held until sanction is complete	Improve method of managing in-custody and released defendants and offenders	Use RAT and CNAT to effectively manage custody and release of defendants & offenders	# of capacity-based releases, # of offenders held until sanction is complete

Goal 3: Increase the rate at which Defendant and Offenders appear for scheduled Court Proceedings.

Outcome Measure	Strategy	Process	Data
Percent of increase over base rate at which defendants and offenders appear for scheduled court proceedings each quarter, by release type	Improve method of managing in-custody and released defendants and offenders	Use RAT & CNAT to identify those at greatest risk for FTA, assign individuals to appropriate program	Base rate compared to failure to appear rate by quarter, by type of release

Sustainability: This project is designed to be fully sustainable once the design, development, implementation and training in the use of the tools is complete. No further assistance or financial help beyond that outlined in this proposal will be needed.

Budget Detail Worksheet

A. Personnel	N/A	\$0
B. Fringe Benefits	N/A	\$0
C. Travel	N/A	\$0
D. Equipment	N/A	\$0

E. Supplies		
Item	Computation	Cost
PC Workstation	1 @ \$2200	\$2200
Personal Digital Assistant (PDA)	1 @ \$400	\$400
Misc. Office Supplies & Postage		\$500
	Total Supplies	\$3100

F. Construction	N/A	\$0
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G. Consultants/Contracts			
Name of Consultant	Service Provided	Computation	Cost
Lane Council of Governments	Project oversight & management, testing and validation of CNAT tool	1875 hours @ \$60 per hour	\$112,500
Lane County Information Services	Design and develop CNAT software application tool & service provider database	1620 hours @ \$75 per hour	\$121,500
	Total Consulting		\$234,000

H. Other Costs	N/A	\$0
I. Indirect Costs	N/A	\$0

TOTAL PROJECT COSTS	\$237,100
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Federal Request: \$237,100

Local Match:

Sgt. Buckwald	30% of salary & benefits x 1 year	\$33,927
Lt. Hooley	20% of salary & benefits x 1 year	\$24,715
2 Sergeants	2% of salary & benefits x 1 year	\$4853
Records Officer	2% of salary & benefits x 1 year	\$1502
2 Deputy Sheriff's	2% of salary & benefits x 1 year	\$3662
P&P Director	2% of salary & benefits x 1 year	\$2367
PO Officer	2% of salary & benefits x 1 year	\$2087
Management Analyst	2% of salary & benefits x 1 year	\$1983
Total Local Match		\$75,096

Non-Federal Amount: \$75,096

Budget Narrative: The budget for this project is driven by costs associated with Information Services application development services, as well as project management assistance, and testing and validation expertise that will be provided by Lane Council of Governments. Lane County Information Services programming staff estimate that design and development of a custom CNAT software tool will take approximately 1,620 hours. The total cost will not exceed \$121,500 (1620 hours X \$75/hour). Project coordination and management, and assessment tool testing and validation expertise, provided by LCOG staff, will not exceed \$112,500 (1875 hours X \$60/hour). Supplies to be purchased include a PC workstation (\$2200) and a personal digital assistant (PDA) (\$400). Miscellaneous office supplies and postage will not exceed \$500. The total grant proposal is for \$237,100. This proposal does not seek to add personnel or purchase equipment.

Local Match: The three agencies involved in the project, Lane County Sheriff's Office, Pre-Trial Release Services, and Lane County Parole and Probation are contributing substantial amounts of staff time to the project. A conservative estimate of Local Match contribution totals over \$75,000.

The goals of reducing recidivism, addressing Criminogenic needs, preparing sentenced offenders for re-entry to the community, and holding offenders accountable are critical to the safety and security of local citizens. A \$237,450 investment could result in meaningful reductions in harm to the community as well as greater effectiveness and efficiency in all components of the criminal justice system. In addition, offenders will have a greater chance of receiving effective treatment and support to break the cycle of offending behavior and criminality.

Pre-Trial Services Manager Brooke Marshall, J.D.

Since March of 2004, Pre-Trial Services Manager, Brooke Marshall, has supervised release officers and support staff for 15 circuit court judges. She determines release eligibility and criteria for release of pre-trial defendants. She has been integral in developing a process for interviewing 17,000 defendants and offenders annually and developing and implementing the DOMC risk assessment tool. Ms. Marshall received her law degree from the University of Oregon Law School and her BA in Political Science from the University of Oregon.

Supervision and Treatment Division Manager Linda Eaton

Linda Eaton has served for 3 1/2 years as Lane County's Supervision and Treatment Services Division. This includes management of adult parole & probation, and the county's alcohol, drug, and offender treatment services. Prior to becoming division manager, she served as program manager of Lane County Alcohol, Drug, and Offender Treatment services for 10 years. She is a participant in the DOMC Oversight Committee and oversees re-entry activities for offenders releasing out of state prisons. Ms. Eaton holds Master of Public Health from the University of Minnesota and BA in psychology from Clark University.

Lane Council of Governments (LCOG)

Lane Council of Governments (LCOG) is a voluntary association of local governments in Lane County, Oregon created in 1945. Dedicated to solving area wide problems, LCOG helps the county, cities, special districts, and other community partner reach common goals. LCOG serves as a regional planning, coordination, program development, and service delivery organization. It also provides systems analysis services for the Lane County Public Safety Coordinating Council. LCOG enjoys an excellent reputation for providing high quality, effective, project management and technical assistance to local government agencies.

Capabilities and Competencies: Security Lieutenant Doug Hooley, Pre-Trial Services Manager Brooke Marshall, and Supervision and Treatment Services Manager Linda Eaton will be directly involved in this project. Project management services will be provided by Lane Council of Governments (LCOG) and Lane County Information Services staff will provide technical software development services.

Position Descriptions of Key Staff: Lieutenant Doug Hooley

Lt. Hooley has been a Lieutenant with the Lane County Sheriff's Office since January 2006, a sergeant for 3 years prior to that and a Deputy Sheriff since May of 1988. Most of his career as a deputy sheriff was spent in alternative to regular jail incarceration programs such as the work release center, Road Crew, Forest Work Camp, and Electronic Surveillance. Lt. Hooley has been in on the development and implementation of the Defendant and Offender Management Center since the beginning. Doug has a total of 20 years in law enforcement. Prior to the Sheriff's Office Doug was the Assistant General Manager in a food processing company which employed over 300 and had a multi-million dollar budget. He was responsible for all operations and human resources statewide. Lt. Hooley has a BA in Liberal Studies from Eastern Oregon University.

Sgt. Dan Buckwald

Sgt. Buckwald has been a Sergeant with the Lane County Sheriff's Office since February of 1999, and was a Deputy Sheriff since February of 1989. Nearly 14 years of that time was spent in Alternative programs. Dan spent 12 years in the Forest Work Camp either as a Camp deputy, Crew deputy or Sergeant. Dan was responsible for coordinating inmate training to include First Aid and CPR, Wildland Fire Fighting and power tool operations. Dan has worked in the DOMC for almost two years and implemented the education program for out of custody inmates. Dan has an AA degree from Lane Community College.

Project Timeline – Evidence-Based Practices Treatment and Support Services Database

Goal	Objective	Activity/Deliverables	Completion Date	Responsible Person	Milestones
	Define treatment and support service provider database specifications and connectivity requirements	Develop draft of database specifications	November 2007	Lt. Doug Hooley	Specifications database completed
Improve efficiency of institutional & community corrections	Produce inventory of all available treatment and support services and document capacity for each provider	Use inventory to refine specifications of database of evidence-based treatment and support services	February 2008	Lt. Doug Hooley	Inventory completed
Improve ability to hold offenders accountable		Prepare prototype of treatment and support providers	May 2008	Lt. Doug Hooley	Prototype completed
		Test and data enter information into database	June 2008	Lt. Doug Hooley	Prototype tested and ready for production
Increase effectiveness & efficiency of offender re-entry into community	Contact agencies that provide treatment and services to seek assistance in maintaining accurate info in database	Establish partnerships with community agencies to share data and link offenders to proven programs and services	June 2008	Lt. Doug Hooley	Ongoing communication links between DOMC & service providers
Increase effectiveness & efficiency of offender re-entry into community	Implement the CNAT in conjunction with the treatment and support services database to increase successful return of offenders to community	Begin using CNAT to maximize use of existing custodial resources & refer offenders for evidence-based treatment	August 2008	Lt. Doug Hooley	Successful rollout of CNAT and database

2007 Edward Byrne Memorial Discretionary Grants Program, Category V: Enhancing Local Corrections and Offender Reentry

Project Timeline – CNAT Development

Goal	Objective	Activity/Deliverables	Completion Date	Responsible Person	Milestones
Increase effectiveness & efficiency of offender re-entry into community	Define specific criminogenic needs to be included in assessment tool, e.g. education, alcohol & drug, etc.	Develop draft of Criminogenic Needs Assessment Tool (CNAT)	October 2007	Lt. Doug Hooley/CNAT development team	Completed specifications for CNAT development
	Define additional capabilities required of CNAT – connectivity to RAT, social service database, etc.	Finalize additional capabilities required of CNAT	November 2007	Lt. Doug Hooley/CNAT development team/IS programming staff	Completed connectivity & functionality specifications
	IS Programming staff prepare prototype of CNAT	Prototype of CNAT	February 2008	Lt. Doug Hooley, IS programming Staff	Completed prototype
Improve ability to hold offenders accountable	Test CNAT prototype and make adjustments	Test CNAT tool	May 2008	Lt. Doug Hooley, Brook Marshall, Sgt. Dan Buckwald	Tested and validated CNAT tool
Improve ability to hold offenders accountable	Train all offender management staff how to use and implement a needs assessment tool	Train staff on CNAT use	July 2008	Sgt. Dan Buckwald	All staff trained in use of CNAT
Improve ability to hold offenders accountable	Successfully put the needs assessment tool into practice	Implement CNAT tool	August 2008	Lt. Doug Hooley, Sgt. Dan Buckwald	Fully implement CNAT

Once both tools are completed, tested, and ready for implementation, DOMC staff will be extensively trained in the use of each tool. These tools, used in conjunction with the Risk Assessment Tool, will guide decisions regarding appropriate custody placements to maximize existing resources as well as better prepare individuals for community re-entry. These tools will also assist in development of individual release plans to address underlying criminogenic needs. At the end of the project, these tools will be used to, a) reduce recidivism and risk to the community, b) more efficiently and effectively use limited criminal justice resources, and, c) increase the rate at which defendants and offenders appear for scheduled court proceedings.

See detailed timeline below

Project Timeline: Beginning in September 2007; the CNAT work team will finalize the list of questions and components to be included in the CNAT. In October 2007, the CNAT work team and LCIS application development staff will define additional capabilities required of the CNAT. LCIS staff will define sufficient specifications to allow LCIS to develop a prototype of the CNAT. An iterative development process will be used to ensure that adjustments and corrections to the prototype occur as the project proceeds.

Once CNAT definitions are completed and work on the CNAT prototype has begun, work on the treatment and service provider database specification process will begin. Once the prototype for the database is underway, an inventory of existing treatment and support services available in the community will be completed. The database will identify providers that conform to evidence-based practices. To increase the probability of successful treatment outcomes, the DOMC will prioritize referrals to agencies that adopt evidence-based practices. The software to be developed will record the results of the needs assessments and will generate data to establish the actual level of need for services in the community as well as describe where gaps in services exist. Outreach efforts to develop on-going partnerships and communication loops with service providers will assist in calibrating service levels in the community to meet demand.

When the CNAT prototype is complete it will require substantial testing and validation. LCOG staff will perform these tasks. The treatment and support database will also require testing as well as a significant amount of data entry. Again, LCOG staff will be used to complete these functions.

Goal 3: Increase the rate at which Defendant and Offenders appear for scheduled Court Proceedings.

Outcome Measure	Strategy	Process	Data
Percent of increase over base rate at which defendants and offenders appear for scheduled court proceedings each quarter, by release type	Improve method of managing in-custody and released defendants and offenders	Use RAT & CNAT to identify those at greatest risk for FTA, assign individuals to appropriate program	Base rate compared to failure to appear rate by quarter, by type of release

Sustainability: This project is designed to be fully sustainable once the design, development, implementation and training in the use of the tools is complete. No further assistance or financial help beyond that outlined in this proposal will be needed.

resources, and, c) increase the rate at which defendants and offenders appear for scheduled court proceedings.

Goal 1: Reduce recidivism and risk to the community

Outcome Measure	Strategy	Process	Data
% of decrease in commission of new crimes by sentenced offenders under DOMC supervision	Successfully match evidence-based intervention with criminogenic needs	Evaluation using CNAT to determine proper program assignments or release conditions, conduct weekly reviews of assignments	Track # of RAT & CNAT assessments, # of arrests for target population, types of new crime committed by target population
% of decrease in commission of violent crimes by sentenced offenders under DOMC supervision	Successful application of Risk Assessment Tool and CNAT	Same as above	Same as above
% of decrease in commission of any crime by offenders within 6 months of DOMC supervision completion	Same as above	Same as above	Same as above

Goal 2: More Effectively Utilize Criminal Justice Resources

Outcome Measure	Strategy	Process	Data
Increase % of Defendants & Offenders placed in CNAT recommended programs	Successfully match evidence-based interventions and custody placement with criminogenic needs	Use CNAT to determine most appropriate custody placement or release conditions to address level of risk & criminogenic need	Total # of program placements, # of placements other than recommended placement, # of individuals under community supervision
Decrease % of defendants & Offenders delayed in placement in CNAT identified programs	Work with treatment & support providers to match level of need with level of services	Create partnerships and ongoing communication loop	# of treatment slots available, # filled, # unused, avg length of placement delay
Increase % of defendants & offenders held until sanction is complete	Improve method of managing in-custody and released defendants and offenders	Use RAT and CNAT to effectively manage custody and release of defendants & offenders	# of capacity-based releases, # of offenders held until sanction is complete

Lane County Information Services programming services estimates that design and development of a custom CNAT software tool will take approximately 1,620 hours. The total cost will not exceed \$121,500 (1620 hours X \$75/hour). Project coordination and management, and assessment tool testing and validation expertise provided by LCOG staff will not exceed \$122,400 (2040 hours X \$60/hour). Supplies to be purchased include a PC workstation (\$2200) and a personal digital assistant (PDA) (\$400). Miscellaneous office supplies and postage will not exceed \$500. A telephone line will cost \$350 (\$29 X 12 months), for a total of \$226,950. This proposal does not seek to add personnel or purchase equipment.

Local Match: The three agencies involved in the project, Lane County Sheriff's Office, Pre-Trial Release Services, and Lane County Parole and Probation are contributing substantial amounts of staff time to the project. A conservative estimate of Local Match contribution totals over \$75,000 (See Attached Local Match contribution worksheet, Attachment #XX).

The goals of reducing recidivism, addressing Criminogenic needs, preparing sentenced offenders for re-entry to the community, and holding offenders accountable are critical to the safety and security of local citizens. A \$247,350 investment could result in meaningful reductions in harm to the community as well as greater effectiveness and efficiency in all components of the criminal justice system. In addition, offenders will have a greater chance of receiving needed treatment and support to break the cycle of offending behavior and criminality.

Impact/Outcomes, Evaluation: This project has three primary goals: to a) reduce recidivism and risk to the community, b) more efficiently and effectively use limited criminal justice

DOMC risk assessment tool. Ms. Marshall received her law degree from the University of Oregon Law School and her BA in Political Science from the University of Oregon.

Supervision and Treatment Division Manager Linda Eaton

Linda Eaton has served for 3 1/2 years as Lane County's Supervision and Treatment Services Division. This includes management of adult parole & probation, and the county's alcohol, drug, and offender treatment services. Prior to becoming division manager, she served as program manager of Lane County Alcohol, Drug, and Offender Treatment services for 10 years. She is a participant in the DOMC Oversight Committee and oversees re-entry activities for offenders releasing out of state prisons. Ms. Eaton holds Master of Public Health from the University of Minnesota and BA in psychology from Clark University.

Lane Council of Governments (LCOG)

Lane Council of Governments (LCOG) is a voluntary association of local governments in Lane County, Oregon created in 1945. Dedicated to solving area wide problems, LCOG helps the county, cities, special districts, and other community partner reach common goals. LCOG serves as a regional planning, coordination, program development, and service delivery organization. It also provides systems analysis services for the Lane County Public Safety Coordinating Council. LCOG enjoys an excellent reputation for providing high quality, effective, project management and technical assistance to local government agencies.

Budget: (See attached Budget Worksheet, Attachment #XX) The budget for this project is driven by costs associated with Information Services programming services, as well as project management assistance, and testing and validation expertise provided by Lane Council of Governments.

Key Staff: Lieutenant Doug Hooley

Lt. Hooley has been a Lieutenant with the Lane County Sheriff's Office since January 2006, a sergeant for 3 years prior to that and a Deputy Sheriff since May of 1988. Most of his career as a deputy sheriff was spent in alternative to regular jail incarceration programs such as the work release center, Road Crew, Forest Work Camp, and Electronic Surveillance. Lt. Hooley has been in on the development and implementation of the Defendant and Offender Management Center since the beginning. Doug has a total of 20 years in law enforcement. Prior to the Sheriff's Office Doug was the Assistant General Manager in a food processing company which employed over 300 and had a multi-million dollar budget. He was responsible for all operations and human resources statewide. Lt. Hooley has a BA in Liberal Studies from Eastern Oregon University.

Sgt. Dan Buckwald

Sgt. Buckwald has been a Sergeant with the Lane County Sheriff's Office since February of 1999, and was a Deputy Sheriff since February of 1989. Nearly 14 years of that time was spent in Alternative programs. Dan spent 12 years in the Forest Work Camp either as a Camp deputy, Crew deputy or Sergeant. Dan was responsible for coordinating inmate training to include First Aid and CPR, Wildland Fire Fighting and power tool operations. Dan has worked in the DOMC for almost two years and implemented the education program for out of custody inmates. Dan has an AA degree from Lane Community College.

Pre-Trial Services Manager Brooke Marshall, J.D.

Since March of 2004, Pre-Trial Services Manager, Brooke Marshall, has supervised release officers and support staff for 15 circuit court judges. She determines release eligibility and criteria for release of pre-trial defendants. She has been integral in developing a process for interviewing 17,000 defendants and offenders annually and developing and implementing the

of need for services in the community as well as describe where gaps in services exist. Outreach efforts to develop on-going partnerships and communication loops with service providers will assist in calibrating service levels in the community to meet demand.

When the CNAT prototype is complete it will require substantial testing and validation. LCOG staff will perform these tasks. The treatment and support database will also require testing as well as a significant amount of data entry. Again, LCOG staff will be used to complete these functions.

Once both tools are completed, tested, and ready for implementation, DOMC staff will be extensively trained in the use of each tool. These tools, used in conjunction with the Risk Assessment Tool, will guide decisions regarding appropriate custody placements to maximize existing resources as well as better prepare individuals for community re-entry. These tools will also assist in development of individual release plans to address underlying criminogenic needs. At the end of the project, these tools will be used to, a) reduce recidivism and risk to the community, b) more efficiently and effectively use limited criminal justice resources, and, c) increase the rate at which defendants and offenders appear for scheduled court proceedings.

Capabilities and Competencies: Security Lieutenant Doug Hooley, Pre-Trial Services Manager Brooke Marshall, and Supervision and Treatment Services Manager Linda Eaton will be directly involved in this project. Additional project management services will be provided by Lane Council of Governments (LCOG) and Lane County Information Services staff will provide technical software development services.

Consulting staff from Lane Council of Governments (LCOG) will provide overall project management services to coordinate the efforts of the CNAT development team and LCIS application development services. LCOG will also test and validate the final CNAT instrument. Lane County Information Services staff will provide up to 1520 hours of technical software development services resulting in a completed, ready to use CNAT. Development and implementation of the second primary product, the database of social service providers will also be managed by LCOG consulting staff and implemented by Lane County IS software development staff.

Timeline: Please see attached Project Timeline (Attachment #XX). Beginning in September 2007; the CNAT work team will finalize the list of questions and components to be included in the CNAT. In October 2007, the CNAT work team and LCIS application development staff will define additional capabilities required of the CNAT. LCIS staff will define sufficient specifications to allow LCIS to develop a prototype of the CNAT. An iterative development process will be used to ensure that adjustments and corrections to the prototype occur as the project proceeds.

Once CNAT definitions are completed and work on the CNAT prototype has begun, work on the treatment and service provider database specification process will begin. Once the prototype for the database is underway, an inventory of existing treatment and support services available in the community will be completed. The database will identify providers that conform to evidence-based practices. To increase the probability of successful treatment outcomes, the DOMC will prioritize referrals to agencies that adopt evidence-based practices. The software to be developed will record the results of the needs assessments and will generate data to establish the actual level

guide decisions regarding custodial placement and help move offenders through the custody continuum to less restrictive programs in order to better prepare for eventual transition into the community. This tool is critical to the success of the management program goals to reduce recidivism, increase uniformity in release decisions, effectively use limited system capacity, and reduce the rate of failure to appear in court. Lane County is seeking funding to cover the costs associated with the development, testing, and implementation of these needed tools.

Program Design and Implementation: Overview: This project involves two main threads, 1) the development and implementation of the CNAT tool and 2) the development and implementation of a treatment and support services database. Development of a Criminogenic Needs Assessment Tool has been identified by defendant & offender management staff as a high-priority need for several years, but the scope of work and software programming costs required for the project are not covered by operating budgets. Work completed during the development of the existing Risk Assessment Tool, (RAT) provides a framework that will help guide development of the CNAT tool. In addition, the core work group that successfully designed, tested, and implemented the RAT will take the lead in the design and development of the CNAT. For these reasons, we have designed an aggressive, but realistic implementation schedule.

Staff of Lane County Sheriff's Office, District Court Pre-Trial Services, and Lane County Parole and Probation will contribute to this effort. Professional and technical assistance on the project will be provided by two agencies working on a consulting basis: Lane County Information Services (LCIS) Application Development Services and Lane Council of Governments.

Development and Implementation of a Criminogenic Needs Assessment Tool

Program Narrative

Statement of the Problem: The Lane County criminal justice system faces a host of challenges: high rates of recidivism, an inability to hold sanctioned and sentenced offenders accountable due to insufficient system capacity, and a staggering failure to appear in court rate. In addition, further reductions in jail beds, program closures, and loss of staff throughout the justice system are imminent.

In 2004, Lane County, in collaboration with the State Circuit Court Pre-Trial Release Services, and Lane County Parole and Probation, established a defendant/offender management program designed to assess, place, and effectively manage defendants and offenders. The program is intended to a) reduce recidivism and risk to the community, b) more efficiently and effectively use limited criminal justice resources, and, c) increase the rate at which defendants and offenders appear for scheduled court proceedings. The first phase of the management program has been completed. Initial work includes co-location of staff from each of the three agencies, uniform use of a validated Risk Assessment Tool to assist with pre-trial release decisions, and enhanced oversight of pre-trial offenders.

We now propose to expand this program by implementing a Criminogenic Needs Assessment Tool (CNAT) to be used in conjunction with the Risk Assessment Tool to assess sentenced offenders and create individualized custody and treatment plans. The CNAT is a screening instrument that identifies factors associated with repeat offending behavior such as anger management, alcohol and drug involvement, or lack of employment. The CNAT will be used to