

03-7-2-5

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Memorandum Date: June 18  
Order Date: July 2, 2003

**TO:** Board of County Commissioners

**DEPARTMENT:** Sheriff's Office

**PRESENTED BY:** Captain John Clague, Adult Corrections Division

**AGENDA ITEM TITLE:** ORDER/In the Matter of Applying for a Life Skills for State and Local Prisoners Program Grant and Delegating Authority to the County Administrator to Sign All Documents Related to the Grant Application

**I. PROPOSED MOTION**

Adopt the Order In the Matter of Applying for a Life Skills for State and Local Prisoners Program Grant and Delegating Authority to the County Administrator to Sign All Documents Related to the Grant Application

**II. ISSUE OR PROBLEM**

The US Department of Education has issued a request for applications (RFA) to provide Life Skills for State and Local Programs. Lane County Sheriff's Office, Adult Corrections Division, is seeking approval of the Board of Commissioners for Lane County to apply for these grant funds.

**III. DISCUSSION**

**A. Background**

The purpose of the Life Skills Program is to provide financial assistance for establishing and operating programs designed to reduce recidivism through the development and improvement of life skills necessary for reintegration of adult prisoners into society. An estimated 12 grants will be awarded, expected to range between \$315,000 and \$475,000 per year for three years.

The Life Skills Grant Program is designed to support educational services to be provided by State and local agencies. These programs are intended to reduce recidivism. Program providers are to offer instruction in "life skills" – self-development, communication skills, job and financial skill development, education, interpersonal and family relationship development, and anger management. Federal statutes mandate giving priority to programs that have the greatest potential for innovation, effectiveness, and replication in other systems, jails, and detention centers. The RFA includes an additional Invitational Priority for projects that emphasize cognitive and interpersonal skills such as goal setting, developing strong family relationships, strengthening values, and enhancing social skills.

The application is due July 14, 2003.

## **B. Analysis**

The grant application was presented to the Public Safety Coordinating Council on June 18 for their review. They approved the application and recommended the Board of Commissioners approval and submission on behalf of Lane County.

This project is a collaborative partnership between Adult Corrections, Parole and Probation, Lane Workforce Partnership, Crow-Applegate-Lorane School District, Lane Council of Governments, Lane Community College Adult Basic Education, Centro LatinoAmericano, Birth To Three, ACES Counseling, and Lane County Developmental Disabilities. to expand and enhance some existing programs and to bring some new much needed programs to Adult Corrections.

Lane County Adult Corrections held a meeting June 9 with representatives of Lane County Parole and Probation and management from various units of Adult Corrections to explore project potential and whether to recommend that Lane County submit an application for these funds. The group agreed such an application was both feasible and desirable. A second meeting was held June 16 which included the other partners described above. The Team has discussed the design considerations and components outlined below for possible inclusion in the project.

- Design to be consistent with the Offender Management Center currently being planned by the Offender Management Project Workgroup.
- Use Dr. Ed Latessa's "Principles of Effective Correctional Intervention<sup>1</sup>" as the research framework (see attached).
- Develop a module based system which can be entered/exited at any point in time and re-entered again later as well as continued in the community on release.
- Use programs already offered through the Jail, Community Corrections Center, Forest Work Camp, and Parole and Probation as building blocks for the new program.
- Subcontract most services to community based providers so offenders can transition from Adult Corrections into those programs as needed.

The Team is still working on project design and budget. The writing of the application has not yet begun. More detail on this application will be available when the item is brought before the Board for consideration.

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

1. Match Requirement – This grant **does not require any matching funds** or commitment of inkind.
2. Materials and Services Expenditures – M&S will either be paid for by grant funds or other funds already available to programs expanded using grant funds.
3. Schedule of Expenditures – Grant funds will be spent over a three year period with minimal startup expenditures and the rest divided pretty evenly over the 12 quarters.
4. Administrative Costs – Grant funds will cover indirect costs. All other

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<sup>1</sup> Source: Adopted from Cullen, F.T. and Gendreau, P.

administrative costs will be direct charged to the grant as appropriate.

5. Grant Sunsetting Policy – Grant stakeholders were involved in developing the application and understand that the project must sustain itself once grant funds end. This issue will be discussed in more detail as the application is developed and will be addressed when the item comes before the Board.
6. Accounting, Auditing, and Evaluating – This grant is bound by standard federal accounting and auditing regulations. Process, input, and outcome evaluation is required.
7. Costs of Accounting, Auditing, and Evaluating – Lane County's current accounting and auditing practices meet the federal requirements. Costs are covered by indirect charges included in the grant budget. Evaluation will provided by LCOG in partnership with the University of Oregon through an intergovernmental agreement funded with grant funds.
8. Indirect Costs – The County is allowed to apply full indirect charges to this grant.
9. Unique or Unusual Conditions – None.

Legal Counsel has reviewed the "Information and Application Procedures" for this grant, and there appear to be standard "Assurances" required, and which Lane County has met in the past, including prohibitions against lobbying, debarment, suspension, drug and tobacco smoke free workplace.

**C. Alternatives/Options**

1. Adopt the Order, approve the grant application, and delegate authority to the County Administrator to sign related application documents.
2. Reject the Order and application as currently being drafted and provide staff with direction for revisions to the application.
3. Reject the Order and do not apply for the funds.

**D. Recommendation**

Option 1, adopt the Order. This project is a collaborative effort, requires no match, and, if we are successful, will bring much needed federal resources back to Lane County to provide life skills and reduce recidivism for people referred to Lane County Adult Corrections.

**E. Timing and Implementation**

- |   |                    |
|---|--------------------|
| 1. Return to Board of Commissioners to accept grant, adopt budget, and<br>create positions, if needed | September 30, 2003 |
| 2. Project startup (if funded)  | October 1          |
| 3. Hire staff, if needed  | November 15        |
| 4. Work with partners to refine workplan for program expansion,<br>implementation                     | November 30        |
| 5. Begin operation of the Life Skills Program   | December 1, 2003   |

**IV. ATTACHMENTS**

Order

Overview of Presentation by Dr. Ed Latessa to PSCC and Related Bodies

ORDER  
FOR NO.

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## PROMOTING PUBLIC SAFETY USING EFFECTIVE INTERVENTIONS WITH OFFENDERS<sup>2</sup>

Overview of Presentations by Dr. Ed Latessa to PSCC and Related Bodies  
October 23, 2002

### **FRAMEWORK** – Principles of Effective Correctional Intervention<sup>3</sup>

- **RISK PRINCIPLE**: Treatment interventions should be used primarily with higher risk offenders. (Shouldn't mix high-risk offenders with low to moderate risk)
- **NEED PRINCIPLE**: Target the known criminogenic predictors of crime & recidivism
- **TREATMENT PRINCIPLE**: Treatment & services should be behavioral in nature:
  - Cognitive behavioral (programs that target attitudes)
  - Social learning models (programs that teach new skills)
  - Graduated practice
  - Role playing
  - Reinforcement
  - Extinction
  - Resource provision
  - Concrete verbal suggestions
  - Cognitive restructuring
  - Family based interventions (that help train families)
- A range of **other considerations**, if addressed, will increase treatment effectiveness
  - Responsivity – targeting lack of offender motivation
  - Interventions in community rather than institution
  - Well trained, interpersonally sensitive staff
  - Assist with other needs of offenders
  - Close monitoring of offender whereabouts & associates
  - Follow offenders after they have completed the program & give structured relapse prevention & aftercare

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<sup>2</sup> This handout is a summary of notes from presentations along with material contained in Promoting Public Safety Using Effective Interventions with Offenders, Sponsored by the National Institute of Corrections, the International Community Corrections Association, and state and local corrections agencies. 2000.

<sup>3</sup> Source: Adopted from Cullen, F.T. and Gendreau, P.

### **MAJOR SET OF RISK/NEED FACTORS**

1. Antisocial/procriminal attitudes, values, beliefs and cognitive-emotional states
2. Procriminal associates and isolation from anticriminal others
3. Temperamental and personality factors conducive to criminal activity including:
  - psychopathy
  - weak socialization
  - impulsivity
  - restless/aggressive energy
  - egocentrism
  - below average verbal intelligence
  - a taste for risk
  - weak problem-solving/self-regulation skills
4. A history of antisocial behavior:
  - evident from a young age
  - in a variety of settings
  - involving a number and variety of different acts
5. Familial factors that include criminality and a variety of psychological problems in the family of origin including:
  - low levels of affection, caring and cohesiveness
  - poor parental supervision and discipline practices
  - outright neglect and abuse
6. Low levels of personal educational, vocational or financial achievement.

## **WHAT WORKS**

### **What does the research say?**

- Not a single reviewer of studies of the effects of official punishment (custody, mandatory arrests, probation, increased surveillance, etc.) has found consistent evidence of reduced recidivism
- At least 40% and up to 60% of the studies of correctional treatment services reported reduced recidivism rates, relative to various comparison conditions, in every published review.

### **Research tells us we should:**

- Assess to determine level of risk of offenders – assessment tool needs to identify all major and minor risk factors. Assessment:
  - Guides decision making
  - Reduces bias
  - Improves placement of offenders for treatment and security
  - Helps manage the population in a more effective manner
  - Aides in legal challenges
  - Helps us better utilize resources
- Follow general principles of classification
  - Risk
    - Predicts future criminal behavior
    - Matches level of treatment/services to the risk level of the offender
  - Need
    - Match offenders to programs that address their criminogenic needs
  - Responsivity (learning style and characteristics of offender which can affect their engagement in treatment)
    - Deliver interventions in a style and mode that is consistent with the ability and learning style of the offender
    - Recognize that individuals may be more responsive to certain staff

### **Characteristics of good programs:**

- Strong leadership
- Based on theory and research
- Good assessment of offenders
- Use of behavioral treatment approaches
- Good staff

### **WHAT DOESN'T WORK**

- Drug prevention classes focused on fear
- Drug education programs
- Talking cures
- Non-directive interventions
- Self help programs
- Increasing cohesiveness of criminal groups
- Targeting non-crime producing needs
- Vague unstructured rehab programs (life skills, counseling)
- Fostering self respect (self esteem)
- Radical non-intervention (doing nothing)
- Targeting low risk offenders
- DARE (Drug Abuse Resistance Education)
- Punishing smarter:
  - Boot camp
  - "Scared straight"
  - Electronic monitoring (use as a tool, not a program)
  - Intensive supervision (use as a tool, not a program)



CIP BALLOT FOR FY04

CIP BUDGET FY 2004

Depreciation	\$1,179,828	
Interest Earnings	\$10,000	
Fund Balance	\$600,000	
Revenue	\$1,789,828	
Indirect	\$50,476	Amount the fund pays in indirect
Architectural/Engineering Projects	\$170,000	Professional services fees for architects, engineers and any other services such as hazardous materials testing, appraisals, etc
Contingency (10%)	\$69,000	
Building Permits	\$6,000	
Debt Service	\$200,976	Debt service for Mental Health Building
Reserve for Future Years	\$603,376	In keeping with past practice this is approximately one third of the fund total
Expense	\$1,789,828	

PROJECTS for consideration:

The projects highlighted in GREEN are projects tentatively approved for next fiscal year. Projects in BLUE were approved for current fiscal year but will carry over into next fiscal year.			In the space below please prioritize the projects marked in blue and green from 1-13.
Annex Carpet	\$25,000	Although expenditures for this facility are not normally allocated this item is considered a safety issue	
CAC Roof Replacement	\$9,500	Project on hold at this time	
Courthouse Plaza	\$420,000	Replacement of plaza surface, addition of ADA ramp and incorporation of Wayne Morse Free Speech Plaza statue and bricks	
Day Care/Bus Barn	\$27,000	Prior request for County portion of day care remodel	
Elections Relocation	\$150,000	Allocation for new space for Elections required by new voting system. This allocation is based on approximately 12-15k square feet. The allocation can be used to finance the purchase of a building and remodeling to a maximum of \$1.5m.	
Harris Hall	\$1,131,306	This allocation was to completely modernize Harris Hall for new technology and layout. Also includes allocation for new HVAC.	
Harris Hall	\$226,397	Facilities Committee approved moving ahead with new ceiling/lighting and carpeting from previous figure (line above)	
Hazardous Materials Abatement Phase 3	\$125,000	Continuation of removal of hazardous materials such as asbestos from County facilities	
COAC Annex Roof Replacement	\$80,000	Approved for Spring/Summer of 2004. This is the replacement of the roof on the South Annex of the jail.	
COAC Annex Stabilization	\$50,000	Stabilization of the roof on the West Wing of the jail. The project is on hold until a grant is received. State aid is currently being applied for.	
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PSB Chilled Water Tank Removal	\$1,789,000	Estimate for replacement of chilled water tank in PSB. Standardized electronic access for exterior doors of PSB/Courthouse and critical interior doors such as the Sheriff's Office, District Attorney, etc. Currently applied for grant for funding project.	
PSB/Courthouse Door Controls	\$100,000	Attorney, etc. Currently applied for grant for funding project.	
PSB/Courthouse Entry	\$25,000	Repair damage caused by the removal of the PSB from Courthouse Plaza.	
PSB Security Phase 1	\$200,000	Allocation for further security recommendations for PSB/Courthouse.	
Total Projects brought before Facilities Committee:			\$4,468,203

CIP BUDGET FY 2004

Depreciation	\$1,179,828
Interest Earnings	\$10,000
Fund Balance	\$600,000
Revenue	\$1,789,828
Indirect	\$50,476
Architectural/Engineering Projects	\$170,000
Contingency (10%)	\$87,140
Building Permits	\$6,000
Debt Service	\$200,976
Reserve for Future Years	\$403,839
Expense	\$1,789,828

\$1,179,828
\$10,000
\$600,000
\$1,789,828
\$50,476
\$170,000
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\$519,339
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\$1,179,828
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B/CC Priorities

LCAC Tier A Stabilization
Elections Relocation
Courthouse Plaza
Annex Carpet
Harris Hall
Hazardous Materials Abatement Phase 3
LCAC Annex Roof Replacement
PSB/Courthouse Entry
PSB/Courthouse Door Controls
PSB Security Phase 1
CAC Roof Replacement
Day Care/Bus Barn
Harris Hall
PSB Chilled Water Tank Removal

Facilities Priorities

\$50,000 LCAC Annex Roof Replacement
\$150,000 LCAC Tier A Stabilization
\$420,000 PSB/Courthouse Entry
\$25,000 Elections Relocation
\$226,397 Hazardous Materials Abatement Phase 3
\$125,000 Harris Hall
\$180,000 Annex Carpet
\$35,000 Courthouse Plaza
\$100,000 Harris Hall
\$200,000 PSB/Courthouse Door Controls
\$9,500 PSB Security Phase 1
\$27,000 Day Care/Bus Barn
\$1,131,306 PSB Chilled Water Tank Removal
\$1,789,000 CAC Roof Replacement
\$4,468,203
\$871,397

Facilities Recommendation 1

\$180,000 LCAC Annex Roof Replacement
\$50,000 LCAC Tier A Stabilization
\$35,000 PSB/Courthouse Entry
\$150,000 Elections Relocation
\$125,000 Hazardous Materials Abatement Phase 3
\$226,397 Harris Hall
\$25,000 Annex Carpet
\$420,000 Courthouse Plaza
\$1,131,306
\$100,000
\$200,000
\$27,000
\$1,789,000
\$9,500
\$4,468,203
\$766,397

Facilities Recommendation 2

\$180,000 LCAC Annex Roof Replacement	\$180,000
\$50,000 LCAC Tier A Stabilization	\$50,000
\$35,000 PSB/Courthouse Entry	\$35,000
\$150,000 Elections Relocation	\$150,000
\$100,000 Hazardous Materials Abatement Phase 3	\$100,000
\$226,397 Harris Hall	\$226,397
\$25,000 Annex Carpet	\$25,000
\$42,000 Courthouse Plaza	\$62,300
\$192,000	\$212,300
\$616,397	\$616,397