Section 8

Detention Conditions
Assessment Team
GLOSSARY

**Annie E. Casey Foundation** – A private charitable organization dedicated to helping build better futures for disadvantaged children in the United States. The primary mission of the Foundation is to foster public policies, human-service reforms, and community supports that more effectively meet the needs of today’s vulnerable children and families. In pursuit of this goal, the Foundation makes grants that help states, cities, and neighborhoods fashion more innovative, cost-effective responses to these needs.

**Capacity Management System** – An automated, objective scoring system designed to determine who is eligible for early release if the Detention facility is over capacity.

**Detention Population Report** – An automatic report of youth housed in the secure Detention facility that is generated daily.

**High-risk youth** – Youth who score 12 or more points on the RAI or require a Departmental Override to be held in secure Detention due to risks not covered in the RAI.

**Hillcrest Youth Correctional Facility** – One of the State Training Schools, primarily for females and younger males.

**Intake** – Both the physical space within the Juvenile Justice facility where youth are processed for admission to Detention and the process itself, conducted by Custody Services Intake.

**Juvenile Court Counselors (JCC)** – Multnomah County Department of Community Justice employees responsible for conducting pre-adjudication assessments of delinquent youth, completing Court Summaries and Reformation Plans, proposing dispositions to the Court, and providing case management for youth pending adjudication. They supervise youth in the community at both pre- and post-adjudication stages and are the equivalent of an adult probation officer.

**Juvenile Justice Information System (JJIS)** – An information system used by all 36 Oregon counties and the Oregon Youth Authority that allows for the tracking of juvenile offenders as they pass through the various decision points of the Juvenile Justice System. This information system also enables state caseworkers to co-manage their clients’ files on a computer. JJIS provides up-to-date reporting capabilities which enable Juvenile Court Counselors, detention personnel and management to monitor and relay pertinent information to one another.
MacLaren Youth Correctional Facility – One of the State Training Facilities for older males or males who are committed to the Oregon Youth Authority for the most serious offenses.

Morrison Center – A private, non-profit social service agency that provides a variety of residential and outpatient services to youth and families.

Oregon Crime Commission – A Citizen Review Board for Department policies and practices as they relate to local and State initiatives.

Oregon Youth Authority (OYA) – The State agency established to provide temporary custody of delinquent youth adjudicated on a law violation and released to OYA’s care.

Restorative Justice – A justice model balancing accountability for youthful offenders with the need to make victims and the larger community “whole.” Wholeness can be defined as repairing damage, and can be demonstrated through programs including victim-offender mediation, payment of restitution, and community service.

Risk Assessment Instrument (RAI) – The objective instrument used to determine the level of risk of pre-adjudicated youth. This instrument assesses youths’ risk of re-offending and/or failing to appear for hearing. The RAI is used in determining detention decisions at both intake and Preliminary Hearings.

Secure Residential Treatment Program (SRTP) – A fifteen-bed, highly-structured, assessment/treatment program designed expressly to reduce the rate of commitments to Oregon Correctional Facilities for sex offenders.

Stakeholders – A broad term used to describe any of the individual people, agencies, or organizations, public or private, which serve youth. Stakeholders can be parents, members of the community, law firms, etc.

Youth Law Center – A San Francisco-based law firm specializing in technical assistance in defining and shaping youth law policy for local jurisdictions.
INTRODUCTION

The following information outlines Multnomah County’s commitment to improving the conditions for youth being held in the secure Detention facility. This was begun through a partnership with the Youth Law Center, which provided yearly assessments for stakeholders. Currently, Multnomah County has organized and implemented a volunteer assessment team to perform this yearly site review.

GOALS

- To recognize the need for accepting responsibility for inadequate conditions of confinement.
- To identify the benefits of creating optimal conditions of confinement in Multnomah County.
- To recognize the benefits of improved physical space, staffing, programs, and physical and mental health services in the Multnomah County multi-service facility.
- To recognize the impact of the new Multnomah County facility on Detention population, violent incidents within the facility, and use of isolation.
- To discuss the need for a detention conditions assessment team.

KEY ELEMENTS

1. Lawsuit brought in 1991-92
   - Did not settle for bare minimum to resolve lawsuit – looked at optimal conditions
   - Looked at Best Practices
   - State Standards- American Corrections Association

2. Detention Reform coincided with New Facility – joint effort

- Top-down agreement by management and County-wide decision-makers working with Detention Reform Goals:
  - Budget
  - Hiring and training of staff
  - Best practices in policies (e.g. healthy 1-8 staff ratio)
  - Consensus/Team Building
Youth Law Center was funded by Casey to provide on-site reviews of:

- Youth files
- Practices
- Youth grievances and staff response
- Incident reports
- Assaults on youth and assaults on staff
- Recreation opportunities
- Food
- Use of isolation
- Use of room lock
- Policies and procedures

3. Multnomah County is committed to the review process; it created its own reviewing system after Casey funds were no longer involved. (Youth Law Center assisted the process by offering to train staff and volunteers conducting the assessment.)

A. Multnomah County Detention Conditions Assessment Team

- Team members: culturally diverse, varied backgrounds and skills
- Objective perspectives solicited from the team
- Consists of representatives from:
  - Oregon Crime Commission
  - Oregon Youth Authority
  - Multnomah County Corrections Health
  - Portland State University School of Social Work
  - Juvenile Rights Project law firm

B. Inspection Instrument

- Instrument developed by Multnomah County Detention Management and Youth Law Center; team members utilized instrument in their interviews with staff and youth within Detention.

HISTORY

When the Juvenile Detention Reform Initiative was instigated, Multnomah County was under Federal Court Order for operating a secure Detention facility that did not meet constitutional standards. County leaders responded to the lawsuit’s filing by hiring consultants to assess whether the plaintiff’s case had merit. Finding that it did, Multnomah County moved quickly to settle the suit. This decree (Robyn A. v. McCoy, Civil No. 90-1151-FR) called for many improvements in Detention conditions, including those related to food, heat, programming, health care, supervision, and room confinement. In addition, the consent decree set a facility limit of 92 youths. Multnomah
County’s response to the lawsuit filed against them was to do the maximum they could to ensure better conditions in their Detention facility as well as manage their juvenile detention population more effectively. They further decided to not only meet the federal standards but to exceed those outlined by the American Corrections Association (ACA). The Board of County Commissioners took responsibility for the inadequate conditions and committed to raising the public support and funding necessary to build a new facility.

They succeeded, and in 1993 Multnomah County built the brand-new Juvenile Justice Complex which includes a state-of-the-art, 191-bed Detention facility. All of the detained youth were brought to the new facility by October 28, 1993. The Federal Consent Decree was dismissed six months later.

In an effort to meet the needs of the community regarding public safety, restorative justice, and delinquent wellness programs for Multnomah County as well as neighboring counties, it was decided that the County would build a multi-service delivery facility. This facility would allow for expansion into any of the three areas mentioned above, as needed. Flexibility was an essential aspect of the facility’s multi-purpose design, so that if at one time the Risk Assessment Instrument determined that 191 high-risk youth needed to be detained, the County had room.

COLLABORATION

The need for a team philosophy is essential if conditions in any detention facility are going to improve and, more importantly, remain at the highest standard. Juvenile departments have a natural staff attrition rate, and in order to preserve these high standards over the course of personnel changes, an outside group can be brought in to provide objective feedback to stakeholders, decision-makers, and line staff.

Through the Casey Foundation, the Youth Law Center of San Francisco was brought on site to review detention conditions in Multnomah County, focusing on the following areas:

- Youth files
- Practices
- Youth grievances and staff response
- Incident reports
- Assaults on youth and assaults on staff
- Recreation opportunities
- Food
- Use of isolation
- Use of room lock
The Youth Law Center conducted annual on-site reviews from 1993 until 1997. Their first visit evaluated the old Multnomah County Detention Facility and helped target areas for improvement, including grievance procedures, outdoor recreation, the use of locked room time programming, and physical conditions. The input they provided from their outside perspective proved so valuable that the Youth Law Center assessment team continued to visit and evaluate the evolving detention program.

In 1998, after Casey Foundation funds were no longer involved, Multnomah County decision-makers demonstrated their ongoing commitment to detention reform by creating their own Detention Conditions Assessment Team. They retained the short-term consulting services of the Youth Law Center to help set up the system and train the new local Detention Conditions Assessment Team.

The Multnomah County Detention Conditions Assessment Team is a group of local volunteers who represent a variety of employment backgrounds, skills, and cultures. Including both men and women, this team consists of members from:

- Oregon Crime Commission
- Oregon Youth Authority
- Multnomah County Corrections Health
- Portland State University School of Social Work
- Juvenile Rights Project law firm

This Assessment Team conducted its first review of Detention conditions in March, 1999. The most recent assessment occurred in June 2006.

**IMPLEMENTATION**

One of the main goals of the Juvenile Detention Reform Initiative was to establish optimal conditions for the youth being held in the Multnomah County secure Detention facility. In order to achieve this objective and sustain those optimal conditions, three things had to happen:

2. Performance of yearly assessments of Multnomah County’s Detention conditions.
3. Submittal of a yearly written assessment report to County stakeholders.
The original criteria for minimum standards and practices for Multnomah County’s Detention conditions assessment were written and provided by the Youth Law Center. These criteria include the following:

- Facilities Management
- Policy and Procedure Manual
- Outdoor Recreation and Gymnasium Usage
- Youth Visitation
- Room Confinement, Isolation, and Disciplinary Policies
- Youth Restraint Procedures
- Youth Grievance Procedures
- Medical Services and Procedures
- Youth Mental Health Services
- Multi-Service Facility Programs
- Youth Allegations of Physical Abuse
- Education
- Detention Intake Procedures
- Food Service
- Youth with Special Needs

**OBSTACLES**

It is an uncomfortable and sometimes risky proposition to ask a group of outsiders to look into every aspect of a program and write up a thorough evaluation. Having the powerful and qualified Youth Law Center representatives scrutinizing conditions within Multnomah County naturally caused some misgivings among staff. However, the visits provided such useful feedback that the attitude toward them altered. Often, the reports contained information to which the County was able to respond immediately, thus further improving conditions. In some cases, the Youth Law Center's findings provided data helpful in justifying facility improvements to decision-makers.

The transition to the local Multnomah County Assessment Team brought its own set of obstacles to overcome. A volunteer team does not necessarily possess the same level of sophistication as a team of juvenile rights lawyers and also lacks the support in creating assessment reports. The instrument used by the Youth Law Center was pared down for the Multnomah County Assessment Team. The County’s request for the volunteers to submit a
written report in addition to their commitment of a three-day site review was overwhelming. In the future, Multnomah County has planned for support services to be provided to the Detention Conditions Assessment Team to help complete the writing of the final report and an executive summary.

Multnomah County is working to resolve these issues before the assessment in the year 2000. One of the advantages of an institution’s long-term commitment to reform is that changes can be made in response to direct feedback. Thus, data-driven decisions can affect every aspect of the reform process.

THE NEW REFORMED SYSTEM

The improved physical space, human conditions, and positive reinforcement programs are producing a much more participatory atmosphere on the part of the youths in secure Detention. This creates a positive peer culture wherein youth are helping to manage themselves.

On a daily basis, every youth has the opportunity to take a shower, partake of three balanced meals, attend school, and see the on-duty nurse during any of three daily rounds to the units. The school program has an individual classroom and teacher for every unit operated through the Alternative Education Department of the Multnomah County Education Service District.

Each youth participates in a recreation activity in the secure gymnasium or outdoor recreation areas, as the weather permits. During “free time,” youth may use phones to make collect calls, write letters, read, and play games or basketball. Each youth may also be visited by a guardian for during Detention visiting days. Youth are allowed to participate in visits by demonstrating that they can follow the basic expectations of the unit. Each unit has a schedule and rules and follows a level system, which indicates the extra privileges that each youth can earn, such as a later bedtime. Upon admission to the unit, the expectations of the unit and the Detention facility are verbally explained to each youth by one of the unit staff.

Multnomah County Secure Detention also provides several specialized programs and opportunities during a youth’s stay. Besides a small selection of books in every unit, Detention has a library of current titles which youth can check out to read. In addition to a computer for use in school and during free time in every unit, the facility has an eight-terminal computer lab. Each unit also has basic art supplies and there is a separate arts and crafts room that can be used for more extensive projects or a special activity. Monolingual and bilingual youth are assisted in obtaining access to these resources while in secure custody.

Each unit provides daily groups, where the youth can process their concerns, feelings, and issues with the unit staff. Detention also offers specialized drug
and alcohol groups led by volunteers in recovery. In addition, several Spanish-speaking Detention staff provide translation services in order for Hispanic youth to be able to participate in all regular daily activities.

Detention Programming also includes chaplain services from the Salvation Army, offering youth the opportunity to speak with the chaplain during his weekly visits. The chaplain coordinates a group of volunteers and leads religious services which individual youth may request to attend.

The Multnomah County Detention is a multi-service facility with two treatment units available for post-adjudicated youth: The Residential Alcohol and Drug (RAD) unit and the Secure Residential Treatment Program (SRTP). Both of these units have their own schedules, participatory expectations, and visiting rules.

**RAD and SRTP Eligibility and Referral:**
All adjudicated youth who reside in Multnomah County are eligible for RAD and SRTP. A Multnomah County Juvenile Court Counselor makes the referral, a court order is established and all youth are interviewed/screened prior to acceptance.

**Services:**
All services are provided by a joint partnership between the Department of Community Justice and Community and Family Services:

- Mental health assessment
- Pro-social skill development
- Individual therapy
- Family meetings, counseling and support groups
- Education services (Multnomah County ESD)
- Mentorship
- Behavioral management
- Medical services (Multnomah County Corrections Health)
- Physician medication management
- Transition and placement facilitation
- Crisis Intervention
- Case consultation (includes case screening, staffing, review, cognitive restructuring/problem-solving processes, and treatment planning).

**Residential Alcohol and Drug Unit – RAD**
The Residential Alcohol and Drug Program (RAD) is an 18-bed substance abuse treatment setting for high-risk youth who are involved with the criminal justice system. This program serves male and female clients ages 14 to 17. Youth nearing their 18th birthday who would otherwise be committed to the Youth Correctional Facilities, have significant substance abuse issues, have repeatedly failed to complete treatment in the community, pose a risk to the
community because of their addiction related crimes, or are in need of a high structured residential setting are also considered for program entry. The program receives referrals from Juvenile Counselors and/or OYA/DHS workers. The youth require a current A&D assessment indicating Level III treatment at the time of the referral and they must be medically, cognitively, and psychiatrically able to participate in the program.

RAD utilizes a Cognitive-Behavioral model that incorporates a Positive Peer Culture and Strength-Based practices. Youth may be involved in the program for up to six months with intensive family and mental health/psychiatric consultation and assessment. Mentorships and groups on various D&A issues help youth foster relapse prevention. At the end of their treatment, the youth and their family receive a transition plan that includes a continuum of care to help them return to the community.

Since opening this program in March, 2001, over 175 youth have completed the program. As the program continues to see a significant increase of methamphetamine abuse, it also sees an influx of youth with serious mental health challenges. Once a youth begins the screening process he/she can anticipate a one to two months waiting period before an opening becomes available.

**Sex Offenders Unit – Secure Residential Treatment Program**

The Secure Residential Treatment Program is a 15-bed, highly-structured assessment/treatment program for males. This program serves youth who would otherwise be committed to Youth Correctional Facilities, or youth who are transitioning from treatment at MacLaren/Hillcrest to the community. Specialized services for high-need youth and their families are the trademark of this program. Youth may be involved in the program for up to six months before transitioning to other community-based services. Nationally, there are fewer than 6 program models of this type in operation.

There are three target populations. The “front-end” population consists of those youth who are just out of the adjudication process and are either in significant denial or are in need of a more thorough assessment before they can be referred to community-based treatment. The “booster” population consists of youth who are enrolled in community-based treatment programs but are in crisis due to serious probation/parole violations that interfere with treatment and/or safe management in the community. The “back-end” population consists of adolescents referred by the State Close Custody system who have completed or have made strong treatment progress and require an integrated transition plan to return to the community.

Since opening this program in July, 1996, over 80 young men have successfully completed the program. The Secure Residential Treatment Program employs a cognitive-behavioral treatment model. Residents receive
intensive individual, group, and family therapy as well as a range of skill
development services.

The Sex Offender Treatment Team includes Juvenile Court Counselors (JCCs)
and two Oregon Youth Authority (OYA) Parole/Probation Officers. The team
co-manages the assessment, adjudication, placement, planning, treatment,
and community supervision of approximately 142 juvenile sex offenders on
probation. The average caseload size is 28 probationers. The Circuit Court
orders stringent probation conditions for this client population and often
places clients under Juvenile Community Justice Department supervision past
their 18th birthdays.

**DATA-DRIVEN DECISION-MAKING**

Multnomah County is constantly examining its detention trends and
reconfiguring the use of space and resources. This review of detention
utilization trends resulted in the recent closure of one of the 16-bed units in
the secure Detention facility in order to sub-contract the space for a much-
needed wellness program. Multnomah County is currently reviewing the
need for a secure drug and alcohol treatment program.

Additionally, a new data collection system is being created to provide
decision-makers with an automated daily Detention Population Report, which
will show which youth are in Detention and their lengths of stay. This report
will support Multnomah County’s Capacity Management System which allows
for the release of low-risk youth when needed to manage the Detention
population.

County-driven key results and detention management policies will also be
reflected in Multnomah County’s new Juvenile Justice Information System
(JJIS), and regular reports will be provided to measure the following:

- ✓ Staff Training
- ✓ Incident Reports
- ✓ Facility Utilization Trends
- ✓ Facility Safety Issues
- ✓ Transfer of Information
- ✓ Youth Services Documentation

**ADDITIONAL INFORMATION**

- [The Mental Health Status of Juvenile Offenders in Multnomah County Secure Residential Alcohol and Drug Treatment - October 2002](#).