

**STAFF MEETING MINUTES
LANCASTER COUNTY BOARD OF COMMISSIONERS
COUNTY-CITY BUILDING
ROOM 113 - BILL LUXFORD STUDIO
THURSDAY, NOVEMBER 5, 2015
8:30 A.M.**

Commissioners Present: Roma Amundson, Chair
Deb Schorr
Bill Avery
Todd Wiltgen

Commissioners Absent: Larry Hudkins, Vice Chair

Others Present: Kerry Eagan, Chief Administrative Officer
Gwen Thorpe, Deputy Chief Administrative Officer
Dan Nolte, County Clerk
Cori Beattie, Deputy County Clerk
Ann Taylor, County Clerk's Office

Advance public notice of the Board of Commissioners Staff Meeting was posted on the County-City Building bulletin board and the Lancaster County, Nebraska, web site and provided to the media on November 4, 2015.

The Chair noted the location of the Open Meetings Act and opened the meeting at 8:33 a.m.

AGENDA ITEM

1 APPROVAL OF MINUTES OF THE OCTOBER 29, 2015 STAFF MEETING

MOTION: Avery moved and Schorr seconded approval of the minutes of the October 29, 2015 Staff Meeting. Avery, Schorr, Wiltgen and Amundson voted aye. Hudkins was absent from voting. Motion carried 4-0.

2 ADDITIONS TO THE AGENDA

- A. Lincoln Young Professionals Group Volunteer Program
- B. Performance Audits
- C. County Input in Selection of New Purchasing Agent (Exhibit A)
- D. Report on County Government Day

MOTION: Schorr moved and Wiltgen seconded approval of the additions to the agenda. Schorr, Wiltgen, Avery and Amundson voted aye. Hudkins was absent from voting. Motion carried 4-0.

Wiltgen said Agenda Item 10B involves a personnel issue and asked that it be covered in the Executive Session.

The Chair recessed the meeting at 8:36 a.m.

3 BOARD OF CORRECTIONS - Mike Thurber, Corrections Director

Separate minutes.

The Chair resumed the meeting at 8:58 a.m.

4 JUVENILE DETENTION ALTERNATIVES INITIATIVE (JDAI) - Lori Griggs, Chief Probation Officer, Lancaster County Juvenile Probation; Monica Miles-Steffens, Director of Placement for Court Services, Juvenile Services Division, Nebraska State Probation; Corey Steel, Nebraska State Court Administrator and JDAI Co-Chair; Juvenile Court Judge Roger Heideman

The following documents were disseminated: Detention Reform: 1) An Effective Public Safety Strategy (Exhibit B); and 2) Juvenile Detention Reform, Guide for County Officials from the National Association of County Officials (NACo) (Exhibit C).

Monica Miles-Steffens, Director of Placement for Court Services, Juvenile Services Division, Nebraska State Probation, gave a PowerPoint presentation (see agenda packet) on the Juvenile Detention Alternatives Initiative (JDAI), a national initiative funded by the Annie E. Casey Foundation, noting the following:

- JDAI's purpose, objectives and values
- Core strategies
- Why counties utilize the JDAI framework
- Lancaster County's alignment with JDAI strategies
- Costs of implementing JDAI
- Costs of not implementing JDAI
- Steps for implementation
- Implementation support

Corey Steel, Nebraska State Court Administrator and JDAI Co-Chair, said JDAI is a framework to look at the system as a whole and is a data driven process. It looks at process decision points and ways to improve upon them. He said they recognize Lancaster County has been a leader in terms of detention alternatives and said he believes JDAI can help coordinate those efforts. Steel said there may be a need to

make modifications to some of those alternatives going forward but it won't be a wholesale increase because of the alternatives that are already in place. He said there is a huge buy-in by the judiciary because it gives them more options and shows them data on what their decisions are impacting.

Lori Griggs, Chief Probation Officer, Lancaster County Juvenile Probation, noted the impact of the Pre-adjudication Community Services (PACS) Program which has been in place for just over a year. She also reported that CEDARS Youth Services has also expanded the number of their shelter beds to help avoid detention. Griggs said she believes JDAI will help complement those type of programs.

Juvenile Court Judge Roger Heideman said the Lancaster County Juvenile Court Judges fully support the JDAI. He said he has talked to several juvenile court judges in Douglas and Sarpy Counties, which have implemented JDAI, and said they indicated they are seeing benefits. Judge Heideman said the Lancaster County Juvenile Court views it as another way to collect and review data to see what enhancements can be made to reduce detention numbers and recidivism.

Amundson said she read that JDAI is interested in improving conditions in secure detention and said the Youth Services Center (YSC) meets Nebraska Jail Standards and does so "with flying colors." She asked if JDAI would require changes. Miles-Steffens said there would be no requirements to change or meet additional standards, rather a team formed by the Board would help provide a different perspective. Steel said they would make recommendations and the core group would have to agree to move forward with those recommendations.

Schorr asked Sara Hoyle, Human Services Director, who was present, how many teams she or her staff participate in with regards to this issue. Hoyle said there are four different teams looking at different areas. She added she was not invited to be part of the JDAI team.

Schorr noted there has been a reference to recent legislation that requires the County to obtain more data. Hoyle said they are also required to review how Community Aid Funds are being spent. She noted Lancaster County is one of the few counties that provides additional funding and said all of Lancaster County's Community Aid Funds go to community and nonprofit agencies and detention alternatives. Hoyle said those programs are evaluated, as a result of that legislation, to see if they are effective, noting extensive data is submitted quarterly.

Schorr asked Hoyle to talk about the County's participation in the Georgetown Initiative. Hoyle said the County has had a long-standing Disproportionate Minority Contact Committee and applied, and was accepted into, the Georgetown Initiative Reducing Racial and Ethnic Disparities in Juvenile Justice Certificate Program. She said they are working with Georgetown on further developing the County's program to reduce the "school to prison pipeline." Hoyle said they are looking at an arrest-based diversion

program and have found that a third of arrests are generated in the schools and many involve youth who are 15 years old and younger. She said they have been working with the County Attorney's Office and the Lincoln Police Department (LPD) and are now in the beginning stages of the program. The County was also one of seven counties to participate in the National Association of County Officials' (NACo's) Juvenile Justice Action Academy. Hoyle said they have identified mental health as its biggest gap and are working with CenterPointe, Inc., Region V Systems and the County Attorney's Office on developing a crisis continuum.

Wiltgen said the County exceeds many of the benchmarks set out by JDAI and questioned whether participation is justified. Miles-Steffens said JDAI is a framework and could help the County to apply strategies to all of the different initiatives the County is working on and pull them together under one "umbrella." She said JDAI is not a requirement but said the model has been effective in other jurisdictions. Miles-Steffens noted JDAI is partnering with Community-Based Aid and the Juvenile Justice Institute on the alternatives to detention piece. Steel added the Crossover Youth Practice Model and JDAI were brought together in Douglas County to try to keep youth out of the system. He also stressed the need for a coordinated effort. Miles-Steffens said she is aware the County was involved in the Re-entry Grant and said how youth are transitioned back to the community is a priority in the plan.

Joe Kelly, County Attorney, appeared and said he supports participation in the JDAI program as it seems to be a good evaluation and statistic-keeping tool going into the future. He said one point of apprehension is whether added expenses can be covered by Community Aid funds.

Schorr asked what other counties are being targeting for the program. Steel said they are not targeting any other counties. In response to Kelly's comments, Steel said Probation Administration is committed to helping to provide up-front resources and gathering data. He said Douglas County's coordinator was initially funded with community aid dollars and has now transitioned to Probation. That individual is housed and supervised by Probation and funded by the County. Steel said they are not asking for the funding of that position in Lancaster County. He said someone in Juvenile Probation can serve as a co-coordinator of efforts along with someone within the County, likely in Human Services.

Wiltgen asked Hoyle whether she has analyzed potential costs to the County. Hoyle indicated she has and disseminated a job description for the Probation Supervisor-JDAI Coordinator position in Douglas County that Steel referenced (Exhibit D). She said the position is funded through Community Aid funding and said Lancaster County already has a number of requests for those funds.

Hoyle said the Disproportionate Minority Contact (DMC) Committee asked the Annie E. Casey Foundation ten years ago to work with them and was told the County already had the detention alternatives in place that the Foundation would recommend it do.

Six years later JDAI contacted Lancaster County who decided to wait and see what Douglas County did. She said she was in support of JDAI at that time and began to look at what gaps existed and how JDAI could assist. Hoyle referenced Lancaster County's Juvenile Justice System (see Exhibit D) and said it reflects the principles Miles-Steffens identified and what the County does to address those. She noted it includes the system analysis described by JDAI in their booklet at the bottom and said she neglected to include the County's warrant program. **NOTE:** The County has a 96% success rate in getting youth to court who missed their first court hearing.

Sheli Schindler, Youth Services Center (YSC) Director, pointed out that the JDAI concepts existed before JDAI was formed. She said the County has followed many of those concepts and has shared data with JDAI and the Nebraska Crime Commission. Schindler questioned the difference of continuing to collaborate in that manner and "signing on" with JDAI. Miles-Steffens said leadership would be committing to the process and the fidelity of the JDAI model. She said the Douglas and Sarpy County Boards passed resolutions that stated they agreed to participate in the initiative.

Amundson asked if the County could "skip over" some of the core strategies. Miles-Steffens said no because they all interconnect.

Amundson said Lancaster County is a model county in terms of juvenile justice initiatives and asked whether one of the reasons JDAI is seeking the County's involvement is so JDAI can "spread" some of those strategies across the State. Steel agreed that sharing successes is important.

Avery questioned what the County would gain. Miles-Steffens said the JDAI strategies will help the County determine whether everything it is doing is actually working or are there breakdowns with the system. Judge Heideman said he is not sure what would be gained but said he frequently asks himself whether he could have done something better or if there was something lacking that could have changed an outcome. Griggs said mental health is a huge gap and crisis response and stabilization at the point of intake decision making would help in determining the right placement. Steel suggested Avery check with colleagues in other jurisdictions and ask them what they gained from participating in JDAI.

Miles-Steffens explained this is a preliminary discussion. She said JDAI would like to meet with the County's team and show them data from other jurisdictions and how it has been used to identify specific target areas. Miles-Steffens said they can also assist in determining costs.

Schorr noted one of the benefits cited was sharing successes with other counties and asked Hoyle how many different counties she has talked to over the years about the County's detention alternatives. Hoyle said there have been several and said the County Attorney's Office has been instrumental in talking to other counties about the

County's Truancy Diversion Program. She added they have also shared information about the County's Early Assessment Program with other states.

Schorr said she has great confidence in the flexibility of our local program and the ability of the four teams that were mentioned to respond to emerging needs. She added she is not sure it is in the County's best interest to attempt to conform to a state or national model.

Wiltgen said it comes down to whether the County's youth would benefit from the County adopting these standards and whether there would be a benefit to taxpayers.

Wiltgen also expressed concern that Hoyle has not been involved. Amundson said that concerns her as well. Griggs said JDAI was brought up to Hoyle and Schindler several times and they were obviously against it. Hoyle responded that when she was approached about JDAI it was in the manner of "we will take your Community Aid money if you don't do this." She added she is always open to dialogues with the State and other counties.

Amundson said she believes there needs to be further conversation. Avery said he would like to have more information. Schorr noted the Board will meet with the Douglas and Sarpy County Boards on November 16th and said that will be an opportunity to seek their opinions. She added she has great confidence in Hoyle and Schindler and their ability to help determine what is best for Lancaster County. Wiltgen suggested Amundson and Schorr facilitate a meeting between Hoyle, Schindler and JDAI staff.

Also present for the discussion were: Pat Condon and Alicia Henderson, Chief Deputy County Attorneys; Kristy Bauer and Dave Derbin, Deputy County Attorneys; Theresa Emmert, Juvenile Court Administrator; Becky Steiner, Juvenile Justice Coordinator; and Larry Dix, Nebraska Association of County Officials (NACO) Executive Director.

5 LANCASTER COUNTY VISITORS PROMOTION COMMITTEE (VPC) RECOMMENDATION ON USA VOLLEYBALL TOURNAMENT - Julie Lattimer, Visitors Promotion Committee (VPC) Chair; Jeff Maul, Lincoln Convention and Visitors Bureau (CVB) Executive Director; Derek Feyerherm, Director of Sales and Operations, CVB; Derek Bombeck, Sales Development Manager, CVB

Jeff Maul, Lincoln Convention and Visitors Bureau (CVB) Executive Director, and Julie Lattimer, Visitors Promotion Committee (VPC) Chair, gave an overview of a request from the North, Central America and Caribbean Volleyball Confederation (NORCECA) for funds to cover fees to hold the Confederation's Women's Olympic Qualification Tournament at the Pinnacle Bank Arena in January. Lattimer said the VPC has recommended approval of awarding NORCECA \$275,000 from the Promotion Fund portion of County lodging tax revenue to cover the fees. Maul said the award would be similar to a bid fee.

Derek Bombeck, Sales Development Manager, CVB, said the teams that will be represented in the event are from the United States, Canada, Puerto Rico and the Dominican Republic. The proposed dates are January 7-9, 2016. He said it is a "showcase" event and hopefully will lead to long-term business with USA Volleyball, a non-profit organization which serves as the national governing body of volleyball in the United States.

Derek Feyerherm, Director of Sales and Operations, CVB, said they estimate 1,000 to 2,000 visitors per night as a result of the event which will be nationally televised.

Wiltgen asked how much is in the Promotion Fund. Dennis Meyer, Budget and Fiscal Officer, appeared and estimated it at \$800,000. He noted the County has not paid anything out of this fund, other than the CVB's contract, over the years so the fund has built up. Meyer added the Visitors Promotion Fund portion of the County's lodging tax is close to fully allocated for the next two years.

MOTION: Schorr moved and Avery seconded to follow the recommendation of the Visitors Promotion Committee (VPC) and allocate \$275,000 to the North, Central America and Caribbean Volleyball Confederation (NORCECA), as outlined. Wiltgen, Avery, Schorr and Amundson voted aye. Hudkins was absent from voting. Motion carried 4-0.

NOTE: The Board will formalize action at the November 10, 2015 County Board of Commissioners Meeting.

6 PENDING LITIGATION - Doug Cyr, Chief Deputy County Attorney;
Andrew Strotman, Cline Williams Law Firm

MOTION: Schorr moved and Avery seconded to enter Executive Session at 10:17 a.m. for the purpose of protecting the public interest with regards to pending litigation and a personnel matter (telephone management).

The Chair restated the motion for the record.

ROLL CALL: Avery, Schorr, Wiltgen and Amundson voted aye. Hudkins was absent from voting. Motion carried 4-0.

Schorr exited the meeting.

MOTION: Wiltgen moved and Avery seconded to exit Executive Session at 10:52 a.m. Avery, Wiltgen and Amundson voted aye. Schorr and Hudkins were absent from voting. Motion carried 3-0.

Schorr returned to the meeting at 10:53 a.m.

7 PRELIMINARY STEPS FOR ELECTRONIC RECORDS MANAGEMENT REQUEST FOR PROPOSALS (RFP) - Bob Walla, Assistant Purchasing Agent

Bob Walla, Assistant Purchasing Agent, asked what the Board would be looking for in a request for proposal (RFP) for electronic records management. Amundson said the County has used TRIM for fifteen years and the Board would like to see what else might be available. Avery noted the Board actually made a decision to stay with TRIM (see June 25, 2015 Staff Meeting minutes). Wiltgen added he and Amundson had only discussed an assessment of the current system. Schorr said she was thinking more of an RFP, request for qualifications (RFQ) or request for information (RFI) to help determine what other options are available. She said so many things have changed in fifteen years and said she does not believe it is in the County's best interest to continue on without evaluating other alternatives. Wiltgen said he doesn't believe evaluating different electronic management systems is a good use of the Board's time. He felt the Board should identify someone to evaluate the County's records management system and advise the Board. Schorr asked Wiltgen whether he envisions hiring a consultant. Wiltgen indicated he does. Schorr said she envisions more of a RFP process.

Walla noted there are a number of stakeholders that use TRIM and explained the Board needs to provide the basis to issue a RFP so proposers have an understanding of what to submit.

Wiltgen asked how much time is left on the County's contract with TRIM. Amundson said the contract expires on March 31, 2017. Wiltgen said then the Board has plenty of time to determine how to move forward, which could include hiring a consultant to review the needs of the County.

Gwen Thorpe, Deputy Chief Administrative Officer, suggested the Board wait until Kaphish (computer consultant) completes a scheduled TRIM upgrade and employees have a chance to use it. She said that will provide a better basis for evaluation of whether it meets the County's needs.

Avery asked what hiring a consultant might cost. Walla said the individual who fills a new electronic records manager position in the County Clerk's Office could review consultant options and request informal proposals. They could also identify what is being done at this time and what the County may need in the future. He said it won't require a formal process because it is a professional service.

Amundson asked Walla to research how much a consultant might cost. She also asked whether there would be value in looking at the RFP the State issued two years ago. Walla said the State's needs were much greater and using their scope as an example could exclude smaller companies that might be a good fit for the County. Schorr said the Nebraska Association of County Officials (NACO), which has an information technology division, might also be a resource.

Thorpe asked whether the Board intends to require County departments to use TRIM which could affect future use. Avery said it could.

Amundson asked whether Information Services (IS) can assist the County in formulating a plan. Steve Henderson, Chief Information Officer, IS, appeared and said his department can do that but would need to know in what context the County would want that work done. Wiltgen pointed out there is a bias, noting Henderson has made it clear that he favors OnBase enterprise content management (ECM) software, which the City and State utilize, over TRIM. Henderson said there is a difference between making recommendations for a tool versus gathering requirements.

Dan Nolte, County Clerk, said his office would also need to be involved to make sure their questions and concerns are addressed.

Brian Pillard, Records & Information Manager, appeared and said he believes the Board needs to come up with an overall vision for County records management, noting he does not differentiate between electronic and paper. He said information governance is a term frequently discussed in the records management field and said there is a tool offered by ARMA (Association of Records Managers and Administrators) that assists organizations in that regard.

Amundson asked Walla whether he could obtain a couple of bids for a consultant. He indicated he could. Wiltgen said he believes Amundson wants to rush this and did not feel that was necessary. Avery concurred and said he was surprised this item was on the agenda.

Amundson asked Walla how long an RFP would take. Walla estimated it to be a three month process and said it would likely take a consultant four to six weeks to prepare the information needed for an RFP. He said the Purchasing Department will secure the names and contact information for consultants should the Board decide to proceed in that manner. Amundson said the National Association of County Officials (NACo) may be able to assist in that effort.

ADDITIONS TO THE AGENDA

B. Performance Audits

Wiltgen asked what type of review is done to audit the performance of a contract. Walla said the Purchasing Department works with departments to issue contracts. He said the Purchasing Department does not get further involved unless there is a price increase, a renewal or if there is a performance or term and condition issue. The overall monitoring of the contract is done by the requestor. Walla said another option would be to create a contract administrator position in the Purchasing Department who could review contracts on a regular basis to make sure there is compliance. He said that individual's notes would go into the file to be used during a renewal or rebid.

Schorr asked about the City's use of the term "performance audit." Walla said it usually involves looking at the performance of a department or an overall system. An outside auditor is hired to conduct the performance audit. Schorr inquired about the cost. Walla estimated it in the range of \$300,000.

Wiltgen inquired about the cost of a performance audit of county contracts. Thorpe said Meyer has indicated it would be costly and would require the hiring an outside auditor.

Schorr asked whether Wiltgen envisions looking at efficiency, restructuring and/or contract adherence. Wiltgen said he believes a performance audit would involve all three areas and include a random sampling of contracts to make sure terms are being met and the County's needs addressed.

Vince Mejer, Purchasing Agent, appeared and said one of the things the City looks at in a performance audit is whether the private sector could perform the service at less cost.

Walla said there are instances of where the Purchasing Department has examined a contract in depth and identified cost savings but said it is very time consuming. Mejer added the Purchasing Department does not have the staff to do that on a regular basis.

Wiltgen said he would like to explore a contract administrator position further. Schorr asked whether the City would be interested in participating. Walla said he doesn't know. The Chair said she will to speak to the Mayor about a possible joint position and Mejer said he will update Steve Hubka, City Finance Director. Walla said it could also involve the Public Building Commission (PBC), noting there are a number of shared contracts.

8 ACTION ITEMS

There were no action items.

9 CONSENT ITEMS

There were no consent items.

10 ADMINISTRATIVE OFFICER REPORT

A. Strategic Planning Update

Eagan said he contacted Robert Blair, Associate Professor, School of Public Administration, University of Nebraska at Omaha (UNO), who had been assisting the County with strategic planning efforts, regarding further steps and pricing (see October 15, 2015 Staff Meeting minutes). He said Blair is willing to come back and do a follow-

up meeting. Eagan said he will clarify whether that was included in the initial pricing. Amundson said she met Dan Gillison, Director of County Solutions and Innovation (CSI), National Association of County Officials (NACo), at a recent conference and he indicated a willingness to conduct a strategic planning session for the Board at no cost with the exception of travel, lodging and food. She said Sara Hoyle, Human Services Director, indicated she may be able to cover those costs through a grant. Amundson said the payoff for Gillison is that Lancaster County would serve as a BETA site.

Avery asked what the County would gain, noting the Board has already participated in a strategic planning exercise. Amundson said this would be a more in-depth exercise, possibly as much as three days in length, and said the County would probably end up with a strategic plan.

Schorr said she would like to see an outline of the proposed strategic planning session and a sample of work Gillison has done for another community.

B. Telephone Management

See Item 8.

C. Agenda Development and Dissemination of Information

Amundson presented a proposed process for development of the Staff Meeting agenda and dissemination of information to Commissioners (see agenda packet). Eagan said there is limited information available about future agenda items and said often related materials are not received until the day before the Staff Meeting. He said it will involve additional work for staff and suggested it would work just as well to have Commissioners contact him and inquire about agenda items. Eagan said he could also prepare a document showing one month of Staff Meeting agenda items with the understanding that the agenda is in flux and he may not have time to research topics that will be presented, as Amundson has suggested in her proposal. He said listing the next week's tentative agenda under Administrative Officer Report on the agenda, as suggested in the proposal, could also create issues if the Board intends to discuss them. He added he is willing to do whatever the Board wants.

Amundson asked whether staff could provide the tentative Thursday Staff Meeting agenda to Commissioners on Tuesdays. Eagan said they could.

Avery said he likes the idea of getting supporting documents for the Tuesday County Board of Commissioners Meetings earlier to allow additional time for review. Dan Nolte, County Clerk, explained the agenda is not finalized until the Friday before the meeting and then it is emailed or faxed to the Commissioners. The email contains links to the supporting documents. Avery said it is time consuming and costly for him to print those documents out at home. Eagan said staff could make copies of the documents for Avery which would save him the expense. Cori Beattie, Deputy County Clerk, said if the Board would like the agenda completed and sent out earlier, the County Clerk's Office could work with departments to try to get documents submitted earlier in the

week. She said they could also try to devise a system to make the work-in-progress Tuesday agenda available to Commissioners on the County's internal website.

Avery said he might invest in a tablet computer so he can view the supporting documents at the meeting. Wiltgen said he views the documents via hyperlinks on his cellular phone during the meeting. Schorr said she views the documents that are being discussed on a County laptop computer during the meeting and suggested Avery try it out to see if that type of device would be beneficial to him. Eagan suggested installing monitors on the dais to allow the Commissioners to view the documents at the meeting.

Amundson reference Item 5 in her proposal and said she wants to make sure that Commissioners have all pages of a document available to them in the agenda packet, or if the document is too lengthy, any pages that relate to pricing.

D. Director Evaluations Update

Eagan said Doug McDaniel, Lincoln-Lancaster County Human Resources Director, has indicated he has received job summaries back from all of the directors, with one exception. He noted the Board had discussed having the directors discuss their job descriptions at a Staff Meeting and to also present information at a Management Team Meeting. There was consensus to limit the presentations to one meeting or another.

E. Holiday Schedule

There was consensus to: 1) Be in recess the weeks of December 21st and December 28th for the holidays; and 2) Make committee assignments at the January 7, 2016 Staff Meeting.

F. Management Team Meeting Agenda (November 12, 2015)

The following items were suggested: 1) Personnel policy updates; 2) Overview of the Commission of Industrial Relations (CIR); 3) Cultural diversity; 4) Update labor contracts; 5) Department presentations; and 6) Roundtable discussion.

G. Revised Keno Human Services Prevention Fund Guidelines

Schorr said they have decided to return to a one-year funding cycle. She also noted minor revisions to the application form.

MOTION: Schorr moved and Wiltgen seconded to accept the revisions to the Keno Human Services Prevention Fund Guidelines. Schorr, Wiltgen, Avery and Amundson voted aye. Hudkins was absent from voting. Motion carried 4-0.

NOTE: The Board will take formal action on the revisions at the November 10, 2015 County Board of Commissioners Meeting.

H. Railroad Transportation Safety District (RTSD)/City-County Common Meeting Dates and Times for 2016

It was suggested that the RTSD and City-County Common Meetings that fall on Tuesdays in 2016 be moved to 11:00 a.m. Staff will forward the suggestion to the City Council for their input.

I. Letter to Office of Probation Administration Regarding Juvenile Transportation

The Board reviewed the letter draft (Exhibit E) with consensus to delete the following language in the third paragraph: *Please call our office if you have questions.*

MOTION: Wiltgen moved and Schorr seconded approval of the letter as revised. Wiltgen, Avery, Schorr and Amundson voted aye. Hudkins was absent from voting. Motion carried 4-0.

RETURNING TO ITEM 4

Schorr said she is uncomfortable with the suggestion that she and Amundson help facilitate a meeting between Hoyle, Schindler and JDAI staff until the Board has had input from Douglas and Sarpy County Commissioners. Amundson concurred.

11 PENDING

There were no pending items.

12 DISCUSSION OF BOARD MEMBER MEETINGS

A. Human Services Joint Budget Committee (JBC) - Amundson, Schorr

Schorr said they approved revisions to the Keno Human Services Prevention Fund Guidelines.

B. Air Pollution Control Advisory Board - Avery

Avery said they approved routine changes to inspections in the Municipal Code. There was also a presentation on the Environmental Protection Agency's (EPA's) Clean Power Plan and its impact on Nebraska.

C. Chamber Coffee - Amundson

Amundson said a number of issues were discussed including tourism events, prison and juvenile justice reform, Medicaid expansion, revenue forecasting, funding for City fire and police pension plans, and creating an accountability for a quality education system.

D. Visitors Promotion Committee (VPC) - Amundson

See Item 5.

ADDITIONS TO THE AGENDA

A. Lincoln Young Professionals Group Volunteer Program

Avery agreed to represent the Board at the Nonprofit Board Matching Event on November 11th.

C. County Input in Selection of New Purchasing Agent (Exhibit A)

There was consensus to have Pam Dingman, County Engineer, or her designee, represent the County in the selection process.

D. Report on County Government Day

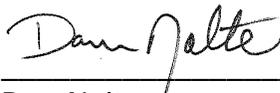
Schorr said Channel 8 (KLKN-TV) covered the event. She noted attendance was down this year and suggested Commissioners "reach out" to school administrators to encourage participation.

13 EMERGENCY ITEMS AND OTHER BUSINESS

There were no emergency items or other business.

14 ADJOURNMENT

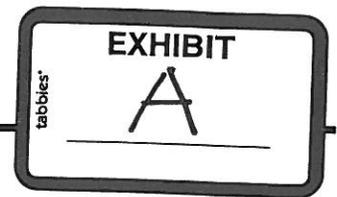
MOTION: Schorr moved and Wiltgen seconded to adjourn the meeting at 12:12 p.m. Avery, Schorr, Wiltgen and Amundson voted aye. Hudkins was absent from voting. Motion carried 4-0.



Dan Nolte
Lancaster County Clerk



Kerry P. Eagan



From: Rick D. Hoppe
Sent: Wednesday, November 04, 2015 5:09 PM
To: Roma B. Amundson
Cc: Kerry P. Eagan; Gwen K. Thorpe
Subject: Purchasing Agent Hiring

Roma

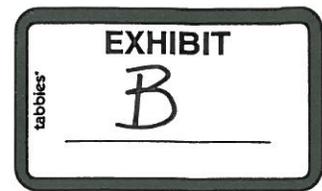
Prior to creating a process for hiring a new purchasing agent, we have decided that getting some user input would be helpful. I am working on setting up a meeting next week so we can discuss what skills, qualities, and cultural outlook we seek in the City's next purchasing agent.

We are inviting the County to send a representative. Please let me know as soon as you can who would be willing to attend for the County.

Thanks.

R.

Sent from my iPad



DETENTION REFORM: AN EFFECTIVE PUBLIC SAFETY STRATEGY

“The daily detention population in our facility has been greatly reduced but without a resultant compromise in community safety. In fact, just the opposite: we have the lowest rates of reoffense that we’ve ever had.”

—AMY HOLMES HEHN, MULTNOMAH COUNTY (PORTLAND, OREGON)
DEPUTY DISTRICT ATTORNEY

JUVENILE DETENTION
ALTERNATIVES INITIATIVE

The Annie E. Casey Foundation

The Juvenile Detention Alternatives Initiative (JDAI) is, first and foremost, dedicated to keeping communities safe. That’s why JDAI is focused on ensuring that the right youth—but only the right youth—are detained, and only for as long as needed. JDAI’s core strategies provide tools to help juvenile justice officials reduce crime while reserving scarce public safety resources for more effective ways to supervise young people.

JDAI’S PUBLIC SAFETY TRACK RECORD: FALLING CRIME RATES AND MORE YOUNG PEOPLE SUCCESSFULLY RETURNING TO COURT

1) FALLING CRIME RATES AND FALLING DETENTION

POPULATIONS. While some youth may need to be detained to protect the public, two-thirds of those detained are held for non-violent crimes. Though experience and research have shown that most juveniles can be supervised in the community while awaiting their court date, some people worry that releasing them may drive up crime rates. In JDAI’s four model sites, however, where the average daily population in detention declined dramatically, juvenile arrests fell between 37 percent and 54 percent, drops similar or larger than the decreases experienced in the rest of the country. JDAI is showing every day that fewer young people can be detained without sacrificing public safety.

2) MORE YOUNG PEOPLE SUCCESSFULLY RETURN TO

COURT. Juvenile detention is intended to ensure that young people return to court for their hearings and do not commit crimes while awaiting their court dates. Many systems, however, simply lack intermediate options between detaining a young person

“It’s easy enough to go along doing what you’re doing because of convenience, or because that’s how it’s always been done. But JDAI made us reevaluate what we were doing. We have started looking at detention as the last thing we consider.”

—ATLANTIC COUNTY SUPERIOR COURT JUDGE JAMES JACKSON

or releasing them to the community until their court date. JDAI helps set up detention alternatives (including home confinement, evening reporting, and shelter care) that provide supervision in the community to reduce risks of reoffending and to ensure court appearance.

Prior to JDAI, a full 40 percent of youth in Cook County did not successfully return to court. But after successfully implementing JDAI strategies, 87 percent of youth in the county showed up for their court dates. In Multnomah and Santa Cruz counties, more than 90 percent of youth now make their court dates. By redirecting funds (previously spent on incarceration) to detention alternatives, these communities are able to release young people to effective forms of community supervision that keep them out of trouble pending their court dates.

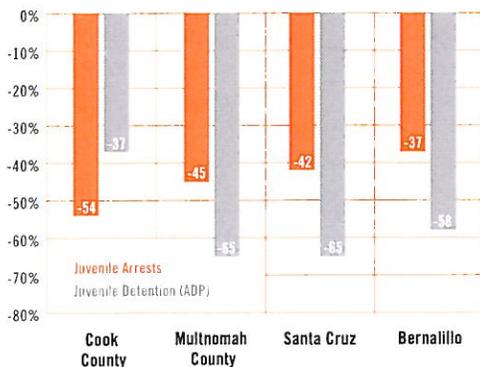
3) MORE YOUNG PEOPLE SENT TO INTERVENTIONS PROVEN TO CUT RECIDIVISM INSTEAD OF STATE YOUTH PRISONS.

As JDAI reforms kick into gear, and as sites become more successful in using the core strategies to detain fewer youth, they also improve the systems’ ability to send young people to interventions proven to reduce juvenile recidivism after the court disposes with their case. Instead of sending youth to costly state correctional facilities with high recidivism rates, JDAI’s data-driven and outcome-focused strategies have helped Multnomah, Cook, and Santa Cruz counties rely more on **evidenced-based practices** (interventions that are scientifically proven to cut juvenile recidivism) as post-disposition options.

WHY IS DETENTION REFORM AN EFFECTIVE PUBLIC SAFETY STRATEGY?

JDAI’s core strategies, including a reliance on data, use of objective tools and instruments to identify the youth most likely to reoffend, alternatives to detention programs, and government and community collaboration, all help sites develop effective public safety policies.

FIGURE 1
JUVENILE CRIME AND DETENTION REDUCED IN JDAI MODEL SITES



**Note: crime declines are juvenile felony arrests in Santa Cruz (1996–2005) and Multnomah for (1994–2000); juvenile violent arrests in Cook (1993–2000); and juvenile arrests in Bernalillo (1999–2006). Detention declines occurred during the following timeframes in: Multnomah (1995–2002), Cook (1996–2002), Santa Cruz (1997–2005), and Bernalillo (1999–2004).

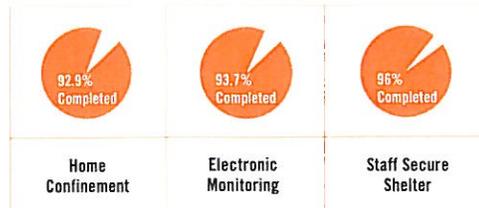
1) JDAI HELPS IDENTIFY THE YOUTH MOST LIKELY TO REOFFEND. JDAI relies on objective tools that measure the public safety risks posed by youth entering the system. Sites that successfully use these tools more accurately identify youth who need to be detained, and free up resources to spend on other ways to protect the public.

2) JDAI HELPS LAW ENFORCEMENT AND YOUTH SERVING SYSTEMS WORK TOGETHER. Juvenile justice systems are smarter and do better when prosecutors, police officers, child welfare workers, probation officers, and community organizations are all on the same page. JDAI brings these stakeholders to the same table to coordinate sound juvenile justice policies.

3) JDAI'S FOCUS ON DATA HELPS HOLD THE SYSTEM ACCOUNTABLE FOR PUBLIC SAFETY RESULTS. In many jurisdictions, juvenile justice officials do not know if youth are reoffending frequently or not returning to court. By relying on accurate data, JDAI sites can monitor these basic public safety indicators and change policy to improve outcomes. Most important, JDAI's reliance on data allows policymakers to hold the system accountable for public safety outcomes.

4) JDAI HELPS COMMUNITIES DEVELOP ALTERNATIVES THAT ENHANCE SUPERVISION AND HELP YOUNG PEOPLE SUCCEED. In many places, judges and probation staff have only two options when faced with an arrested juvenile: outright release or lock-up. JDAI sites expand the range of options available, increasing opportunities to release young people under appropriate levels of supervision. These detention alternatives include home confinement, day or evening reporting centers, and shelter care. In Cook County, more than 90 percent of young people successfully remained arrest-free during their time in home confinement, electronic monitoring, and shelter care, and similar results have been seen in other JDAI sites.

FIGURE 2
IN COOK COUNTY (CHICAGO), ILLINOIS, MORE THAN 9 OUT OF 10 YOUNG PEOPLE REMAINED ARREST-FREE WHILE THEY WERE IN A JDAI DETENTION ALTERNATIVE

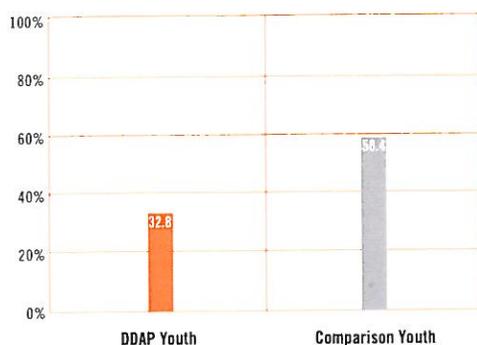


*Successful completion indicates that the minor remained arrest-free during the time of the program.

“We all know that crime is a symptom of something bigger—education, the economy, the kids’ situation at home. The question is, ‘How are you helping that child to break that cycle by putting him in jail?’ ”

—SGT. MELVIN GILBERT, A SUPERVISOR IN THE NEW ORLEANS POLICE DEPARTMENT’S JUVENILE DIVISION

FIGURE 3
SIGNIFICANTLY LOWER RECIDIVISM RATES FOR YOUTH
IN THE DETENTION DIVERSION ADVOCACY PROGRAM
(DDAP) IN SAN FRANCISCO



Source: OJJDP Juvenile Justice Bulletin, September 1999. The bulletin is entitled "Detention Diversion Advocacy: An Evaluation" by Randall D. Sheldon.

DETAINING MORE YOUNG PEOPLE DOES NOT NECESSARILY MAKE COMMUNITIES SAFER

"If we unnecessarily detain younger and less-experienced offenders, we're exposing them to other juvenile offenders who are fully engaged in criminal life."

—Orleans Parish Juvenile Court Chief Judge David Bell

In the past decade, research by numerous groups has shown that overreliance on incarceration, including the inappropriate use of detention, can drive up youth recidivism and aggravate a community's public safety problems. Some researchers have recently shown that communities that rely more heavily on imprisonment have higher crime rates than places that incarcerate far fewer people. How can this be?

1) BRINGING DELINQUENT YOUTH TOGETHER INCREASES THEIR CHANCES OF REOFFENDING. A growing body of research indicates that congregating delinquent youth creates a peer culture that prolongs and deepens youthful misbehavior. Nowhere are delinquent

youth brought together in greater numbers and density than in detention centers. So, when some communities make greater use of detention in an effort to curb juvenile crime, their practices may *increase* the likelihood that youth will reoffend.

2) DETENTION MAY PROLONG DELINQUENCY BY PRECLUDING NORMAL YOUTH DEVELOPMENT.

Most law enforcement and juvenile justice personnel know that youth who engage in crime typically put their delinquency behind when they grow up. Research published by the U.S. Justice Department, for example, has shown that three-fourths of all youth who commit serious violent crimes during adolescence terminate their offending by age 21. In contrast, research shows that detaining large numbers of youth, particularly younger delinquents, may actually *prolong* delinquency that might otherwise end and can diminish the likelihood that young people will find a place in law-abiding society.

3) DETENTION ALTERNATIVES CAN STEER MORE YOUTH AWAY FROM REOFFENDING.

Several studies have shown that youth who are incarcerated are more likely to recidivate than youth who are supervised in a community-based setting, or not detained at all. One study of a detention alternative in San Francisco, for example, found that young people diverted from detention had about half the recidivism rate of young people who remained in confinement.

Also see, Holman, B., and J. Ziedenberg. 2006. The Dangers of Detention: The Impact of Incarcerating Youth in Detention and Other Secure Facilities. Washington, D.C.: The Justice Policy Institute.

JDAI is an initiative of the Annie E. Casey Foundation. To learn more about the Foundation's investments in this work, visit the Major Initiatives JDAI section at www.aecf.org. For access to JDAI's technical assistance help desk, visit jdaihelpdesk.org.

Juvenile Detention Reform

Guide for County Officials



Produced by:
Community Services Division
of the County Services Department
February 2007



About NACO – The Voice of America's Counties

The National Association of Counties (NACO) is the only national organization that represents county governments in the United States. Founded in 1935, NACO provides essential services to the nation's 3,066 counties. NACO advances issues with a unified voice before the federal government, improves the public's understanding of county government, assists counties in finding and sharing innovative solutions through education and research, and provides value-added services to save counties and taxpayers money. For more information about NACO, visit www.naco.org.

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Introduction to JDAI

As more troubled youth are being placed in juvenile detention centers, many counties are at a crossroads for how to solve the problem of juvenile detention overcrowding. In facing these problems in the past, the solution has been to simply add more detention beds. However, many counties are now taking a major step towards improving local juvenile detention practices by closely examining current practices and searching for proven alternatives.

Research shows that the juvenile crime rate across the country has decreased, yet reliance on secure detention is up. Given these incongruous trends, some counties have taken a deeper look at current juvenile detention practices to evaluate why more youth are being placed in secure facilities.

For the past decade, the Annie E. Casey Foundation and counties around the country have focused on investing in a process called the Juvenile Detention Alternatives Initiative (JDAI). They set out to show that local jurisdictions could establish more effective and efficient systems that could safely reduce reliance on secure detention. The JDAI model has proven to be an effective alternative for counties for four main reasons:

1. It is cost-effective
2. Improves public safety
3. Improves efficiency
4. Promotes good administration

The objectives of JDAI

In 1992, the Annie E. Casey Foundation established the Juvenile Detention Alternatives Initiative to address the efficiency and effectiveness of juvenile detention across the United States. JDAI sought to demonstrate that communities could improve

their detention systems without sacrificing public safety.¹ The goals of JDAI are to:

- decrease the number of youth unnecessarily or inappropriately detained
- to reduce the number of youth who fail to appear in court or re-offend pending adjudication
- to redirect public funds towards effective juvenile justice processes and public safety strategies

Why consider juvenile detention reform?

It is important for county officials to consider juvenile detention reform for three reasons: current detention practices are costly, detaining children does not promote public safety, and detention affects children negatively. Youth detention rates in the U.S. are rising but the young people who are detained, in large part, do not meet “high risk” criteria of the kind of youth who may need to be detained. 70 percent of youth being held in detention centers are there for non-violent offenses.² Approximately one third of youth admitted to secure detention will find themselves in facilities that are at, or over their capacity.³

Between 1985 and 2003, the average daily population of detained youth in America more than doubled, while annual operating expenses also more than doubled.⁴ According to Earl Dunlap, Executive Director of the National Juvenile Detention Association, the cost of operating just one detention bed over a twenty-year period is in the range of \$1.25 to \$1.5 million.⁵

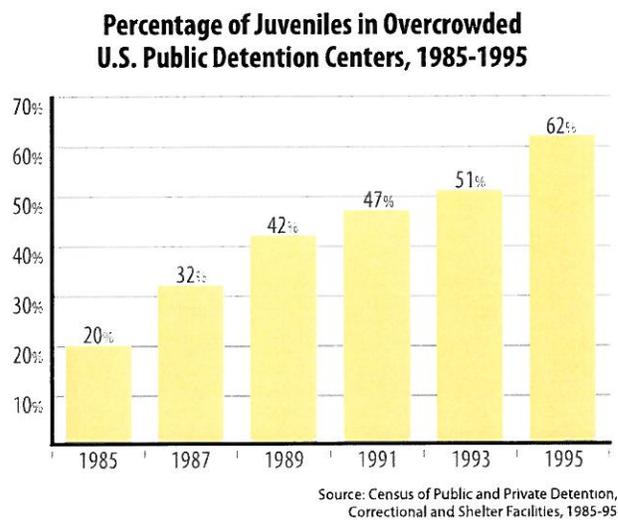
Counties disproportionately bear the brunt of the costs of the overuse of detention. When young people are unnecessarily detained, counties pay the costs of most of the services they receive while detained,

Achieving results-oriented innovation in your juvenile detention system.

Improve community safety, outcomes for youth at risk, and save county dollars through the Juvenile Detention Alternatives Initiative (JDAI). JDAI is an initiative of the Annie E. Casey Foundation.



and can't always tap into federal or state funding streams which won't cover youth services while they are detained. For example, while mentally ill or drug involved youth are detained, counties often cannot bill Medicaid to pay for those services until youth have left the facility. If these same youth were under community supervision, the county could share the costs with the federal and state government to pay for these services.⁶ Rather than turn detention centers into new mental health and drug treatment institutions, JDAI allows counties to quickly figure out how to provide the appropriate supervision, support and, when necessary, public health services to young people in the community.

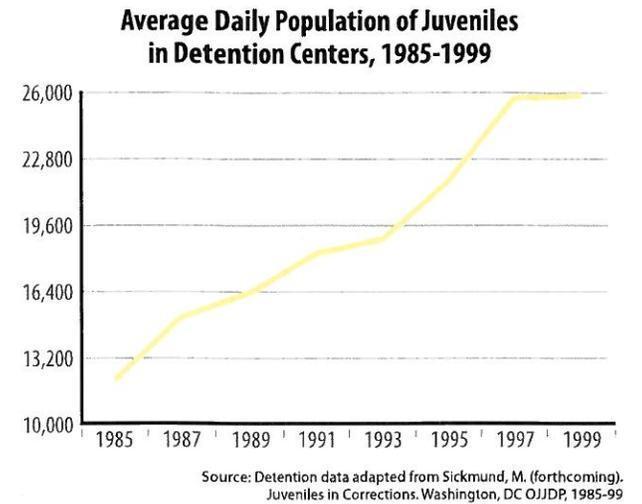


If a young person's real need is special education services, it is often cheaper for young people to receive those services in a school or community setting than if those services are provided within the local detention center. This is possible with effective supervision and a well-functioning detention system.

As expensive to operate as they are, detention centers do not ensure the rehabilitation of the young people they hold nor do they always ensure their safety while detained. There is a growing body of research that is demonstrating that lowering juvenile detention populations are commensurate with improved public safety strategies, and increase the likelihood that kids diverted from secure detention to community alternatives will have a much greater chance of avoiding adult criminal behavior.

Research by the Oregon Social Learning Center has shown that when youth are congregated together for treatment, they are more likely to have worse short term

behavior and fare worse as adults in their employment, family stability, and interpersonal relationships than youth treated individually.⁷ A study of youth in Arkansas showed that prior incarceration was the strongest predictor of future incarceration (higher than gang membership or an arrest for carrying a weapon).⁸



In contrast to the impact the overuse of detention has on young people, the communities that reduced detention populations experience the same or greater crime drop than that experienced in the rest of the United States. There have been many examples of counties utilizing alternatives to the detention of young people producing better results for less cost.

Detention Reform Coincides with Crime Declines, and Failure to Appear Rates Fall.

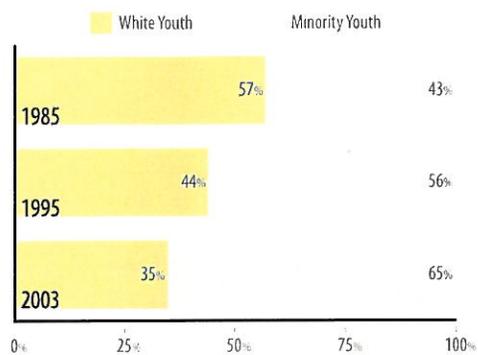
County	Violent Juvenile Arrest Rate (1996-2002)	Failure to Appear	
		Pre-JDAI	2003
Cook	-54%	39%	13% (-66.7%)
Multnomah	-45%	7%	7%
Santa Cruz	-38%	n/a	3%
United States Average	-37%	n/a	n/a

Source: Uniform Crime Report, Crime in the United States Survey (1996, 2002); Cook County, Multnomah and Santa Cruz Probation Departments.

What is JDAI?

JDAI is a process, not a conventional program, whose goal is to make sure that locked detention is used only when necessary. In pursuing that goal, JDAI restructures the surrounding systems to create improvements that reach far beyond detention alone.

Youth in Detention by Race/Ethnicity 1985-2003



Source: Detention data adapted from Sickmund, M. (forthcoming). *Juveniles in Corrections*. Washington, DC OJJDP, 1985-99

JDAI's primary target is youth who are in detention or at-risk to be detained in the future. Each year, more than 2 million arrests⁹ are made of youth and subsequently approximately 300,000 to 600,000 admissions to secure detention.¹⁰ Of these children detained, two thirds are racial or ethnic minorities arrested at rates that are out of proportion to the rate of their unlawful behavior. Roughly a quarter of children detained are acutely mentally ill.¹¹ Eighty percent of girls detained report physical abuse and 50 percent report sexual abuse.¹² JDAI's vision is to handle these children differently; appropriately.

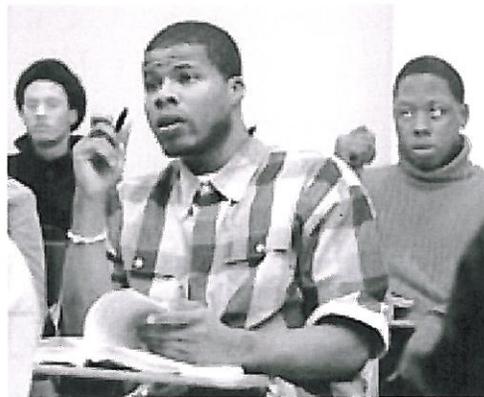
The Juvenile Detention Alternatives Initiative (JDAI) has demonstrated that jurisdictions can safely reduce the number of youth it detains through a set of interrelated strategies that include the use of sound, relevant data to aid in making detention decisions; through collaboration among juvenile justice agencies, community organizations and other government agencies; by developing objective instruments to guide detention decisions; by creating a meaningful array

of non-secure alternatives to detention; and by making case processing more efficient to reduce time between arrest and case disposition. By systematically addressing each of these areas, JDAI has proven that juvenile detention rates can be dramatically reduced without a corresponding increase in juvenile crime.

JDAI achieves these goals through eight core strategies:

1. Intergovernmental collaboration
2. Making data-driven decisions
3. Using objective risk assessment instruments
4. Developing new detention alternatives
5. Expediting the flow of cases through the system
6. Reducing racial disparities through specific strategies aimed at eliminating bias
7. Improving conditions of confinement
8. Handling "special" cases—technical probation violations, warrants, and youth pending placement—in new and innovative ways

In its more than 10 years in existence, JDAI has demonstrated results in urban and rural locales, saved millions of dollars, and improved the lives of thousands of young people.¹³



JDAI is being implemented in more than 75 jurisdictions in 19 states and the District of Columbia. The states where JDAI is active house approximately 49% of all detained youth in the country. If expansion continues consistent with the expressed interest of the system officials we have been in contact with, by the end of 2006, juvenile detention reform will be on the agenda in at least 27 states and the District of Columbia accounting for just about three quarters of all the detained youth in the country. In many of these jurisdictions county officials are key leaders in the juvenile detention reform movement. We understand the critical role they play in advancing the juvenile detention reform movement.

— Bart Lubow,
Director of Programs
for High Risk Youth,
Annie E. Casey
Foundation

What does this mean for county policy makers?

The unique role of county government in this process – as the primary provider at the local level in health, social services, juvenile corrections – provides the organizational framework for construction of a comprehensive strategy to provide for community protection, offender accountability to victims, and the supports and services necessary to positively change offender behavior. Programs and services must seek to combine early problem identification with appropriate and timely interventions.



By conducting a deeper analysis of your overall detention system and determining which youth are being placed in secure detention and why, the information gained from this pursuit may reveal gaps or arbitrary procedures that contribute to the inefficiencies and high costs associated with running detention systems. Moreover, it may turn out that many of the youth placed in the system have mental health needs that may be best met elsewhere, or are simply awaiting placement in a shelter care or other residentially-based community program.

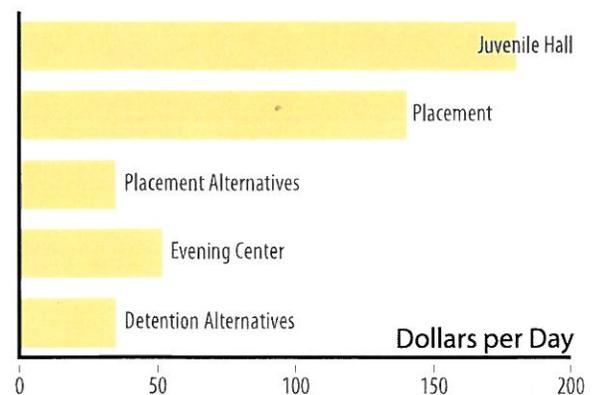
Many counties will find that placement in detention may be unrelated to the public safety risks youth pose. In a lot of cases, availability could be driving the use of secure detention for some youth. In some cases, there are youth in detention who can be supervised in the community, at significant cost savings to counties. It takes the knowledge and political will of county policy makers to implement the appropriate reforms in the juvenile detention system to make it more efficient, improve the conditions in existing facilities, eliminate the inappropriate use of secure detention and make their communities safer as a result.

How much do counties need to invest in juvenile detention?

JDAI does not have its own budget. Its goal is to shift the policies and practices of the agencies primarily responsible for the youth, therefore re-allocating existing resources rather than providing new funds. The cost effective cost shifting that occurred in Cook County, Illinois is a particularly good example.

At the time that JDAI was introduced to officials in Cook County, the county board authorized the construction of 200 new secure detention beds in response to chronic overcrowding at their facility. The cost to build, finance and operate a detention bed over a twenty-year period is \$ 1.5 million. This means that the county government was committing itself to approximately \$300 million in additional detention expenditures over the next two decades. In Cook County, JDAI's successful population reduction strategies, particularly the continuum of alternatives to detention programming, made this construction unnecessary. Instead, Cook County allocates approximately \$3 million per year in program funding that was not part of the budget prior to JDAI. Over twenty years, those programs will cost about \$60 million to operate. The net savings to the county from successful detention reform, therefore, is almost one-quarter of a billion dollars.¹⁴

Cost Effective Alternatives: Juvenile Justice Interventions General Fund Cost Per Child



*Detention alternatives include home supervision, electronic monitoring and advocacy and recreation services through a community based agency.

Source: Juvenile Detention Alternatives Initiative (JDAI)
A National and Local Perspective, Santa Cruz County presentation, 2006.

Three model county programs:

Bernalillo County, New Mexico

"If you build it, they will fill it," says Bernalillo County's Juvenile Detention Alternatives Initiative (JDAI) Coordinator Doug Mitchell. According to Mitchell, you can't keep building facilities, it's too expensive. "Moreover, the wrong kids end up in detention. Juvenile detention centers," Mitchell says, "have become the primary default mental health provider in Bernalillo County and around the country."

"The delinquency system is like quicksand. Once kids get in they can't get out," said Judge Marie Baca of Bernalillo's Children's Court. For Baca, detention reform is about making sure that the kids who are released have access to and are enrolled in services. From 1994 to 1996, Bernalillo County added 27-bed units to its juvenile detention facility, as its juvenile population steadily increased. In 1998, the county was facing a 50 percent to 65 percent staff turnover rate, unsafe conditions and a high special needs population in the facility. At that point, the county began evaluating costs for additional expansion and decided it was time to examine other options.

This led them to discussions with the Annie E. Casey Foundation and in 2000, the county joined on as a site for the Juvenile Detention Alternatives Initiative. County leaders concluded that they needed significant detention and systems reform, and that all stakeholders needed to be part of that process. The Bernalillo County Commissioners were critical partners in initiating JDAI. The commissioners allowed the juvenile detention administrators to reallocate existing resources to undertake JDAI reforms and not to cut the budget. "The commissioners left our budget alone and they agreed to raise staff salaries to reduce the high turnover rate. Currently our turnover rate

is 10 percent. The commissioners stuck by our side and we needed their support. They invested in us and gave us the flexibility to move in a direction we wanted and our job was not to embarrass them in the end," said Tom Swisstack, director of the Bernalillo County Juvenile Detention Center.

Bernalillo County has also focused on how to improve decision-making regarding detention policies by using solid data. They found that youth were being booked, and probation officers were bringing them to detention only to then be immediately released. "Kids are often brought to detention because they upset an adult, but they are not a threat to public safety," said Mitchell. Since implementing the JDAI model in 2000, Bernalillo County has reduced its detention population from over 110 youth to approximately 50 youth detained, on average, in 2005.

Bernalillo County has developed several key alternatives to detention with no additional staff. One of the more unique alternatives in Bernalillo's program is a children's community mental health center, which was established in 2001 and is located on the juvenile detention center campus. The children's mental health center originated as a collaborative effort with the county juvenile detention center, medical assistance division, and Medicaid managed care organizations.

Detention administrators saw the need for community-based behavioral health services to prevent children with mental health needs from ending up in the detention facility simply because there was no other place to get services. Their facility is the only licensed children's community mental health center in the state of New Mexico. The center was funded with an initial investment from Bernalillo County and from the local Medicaid managed care organization, and it receives

Bernalillo's JDAI Coordinator, Doug Mitchell, comments on his county's experience adopting the JDAI model, "At the beginning, I asked how can we do this with what we have given existing resources? We've proven that you do not need large grants to start JDAI."

"Since Multnomah County implemented JDAI, the positive outcomes keep showing up even when we don't expect them. By implementing JDAI system improvement strategies, we are saving tax dollars and leveraging our existing dollars with "best practice" programs. As a result, Joanne Fuller, who oversees our county's juvenile detention services, has made Multnomah County a national leader in developing accountability and early intervention programs contributing to a reduction in recidivism and minority over-representation, and has increased high school completion rates throughout the county. The positive impacts of JDAI have been far-reaching."

*-Multnomah County
Commissioner & Vice Chair,
NACo's Justice and Public
Safety Steering Committee,
Lisa Naito*

ongoing funding from billing Medicaid for services. The center provides a bridge or continuum of services for the highest-need children. It is able to attract high quality therapists and therapeutic services in exchange for taking care of their administrative needs, such as billing.

Bernalillo County has established a Community Custody Program (CCP) and a Youth Reporting Center (YRC) as some of the other alternatives to detention programs. It costs approximately \$26 per day to keep a child in a detention alternative program compared with \$189 per day to detain a child in secure detention. The county has reallocated staff from the Juvenile Detention Center (JDC) to serve as supervisors in the Youth Reporting Center program. The Probation Department also has discretion to refer children to this program if they have a technical violation instead of sending them to secure detention.

Using financial measures alone, looking for alternatives to locking up juveniles pays big dividends. If the county would have added the two units it was considering in 1998 to its existing JDC, it would have been at a cost of \$2 million, with an annual operating expense of \$782,000. Currently, the annual operating cost for detention alternatives program is \$224,000.

The Annie E. Casey Foundation has recently named the Bernalillo County Juvenile Detention Center a national model site for detention and systems reform.

Multnomah County, Oregon

Multnomah County became a JDAI site after a study revealed that the only secure juvenile detention facility was constantly at capacity, and would have exceeded capacity if the county did not have a court-mandated cap. The county also noticed a disproportionate number of ethnic and racial minorities being held in secure detention, also referred to as Disproportionate Minority Contact (DMC). Before Multnomah County adopted the JDAI program in 1994, youth of color represented 73 percent of the youth in detention throughout the county.¹⁵

Three units, totaling 48 beds, were closed and the county saw their savings increase as they detained fewer young people. Multiple efforts were employed to reach lower detention rates. One of these efforts culminated in opening a new detention facility and the staff decreased the use of lock-in punishments for disruptive youth. Multnomah

Multnomah County Results with JDAI

Result	Pre-JDAI	2004
Total Annual Admissions	2,915 Youth	548 Youth
Average Daily Population	96 Youth per day	21 Youth per day
Average Length of Stay	7.5 Days	7.5 Days
Average Case Processing Time	160 Days	92 Days
Percent Youth of Color in Detention	73%	50%
Number Youth of Color in Detention	70 Youth	11 Youth
Juvenile Crime Referrals	5,391 Youth	3,989 Youth
Failure to Appear (FTA) Rate (Detention Alternatives 2004)	***	14%
Recidivism (Detention Alternatives 2004) Based on Average Daily Population	***	13%

Source: Uniform Crime Report, Crime in the United States Survey (1996; 2002); Cook County, Multnomah and Santa Cruz Probation Departments.

County adopted the JDAI model and determined that they would make the distinction between “high-risk youth” and “high-need youth”. They decided high-risk youth needed to be placed in secure detention, but high-need youth, or youth that were arrested for status offenses and low-level misdemeanors, were not to be detained.¹⁶

In their effort to reduce the unnecessary use of detention for youth and, at the same time, improve their case processing through the court system, Multnomah County instituted a process called Pretrial Placement Planning. Through this system the arresting police officers complete their report the day of the crime and the following morning representatives from probation, prosecution and defense discuss the risks posed by the individual detained for delinquent acts. They then hold a detention hearing in which the Department of Community Justice makes a recommendation to the court for secure detention, more secure supervision through a detention alternative program or for outright release to a parent or guardian. By 3:30pm of that day the alleged delinquent is on his or her way to the appropriate pretrial placement within 48 hours of their arrest.¹⁷ This improvement in the efficiency of case processing has helped reduce the amount of time juveniles are held in secure detention, thus reducing overall detention populations, as well as aiding youth in pretrial that will not be detained in promptly receiving the proper supervision.

In the city of Portland, hosted by the Central Police Precinct, the Youth Reception Center was established to intercept children arrested and identify their needs (food, clothing, medical care, etc.) and within a day a case-manager is assigned to link the child to the appropriate services in the community.¹⁸ The Center is open 24 hours a day, seven days a week so that homeless youth and runaways that may have ended up held in detention centers or put back on the street to be arrested again could be provided an alternative to detention. The Youth Reception Center’s project coordinator Rick Jensen comments, “Kids are triaged so their immediate needs such as shelter, food, medical attention and clothing are arranged. Then the following day or so, the youth is provided a case manager to get the kid back home and back into school or treatment.”¹⁹

Multnomah County was also able to make some progress in reducing the racial disparity in their juvenile detention system through becoming a JDAI site. Through the development of interagency collaboration on objective screening measures, Multnomah County was able to bring the rate of racial and ethnic minorities in juvenile detention from 73 percent in 1994 to 50 percent in 2003.²⁰ The county also saw the number of detention admissions per year fall from 2,915 to 348 in this same period, a decline of 88 percent. The decline in the population of juveniles in detention has saved the county more than \$2 million annually that they have redeployed towards new community alternatives to detention.²¹

Santa Cruz County, California

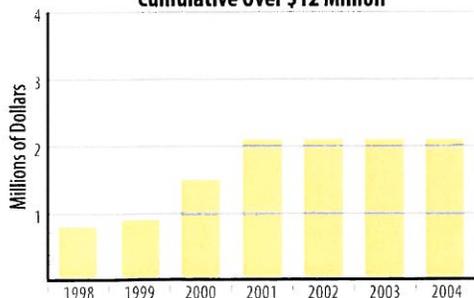
The Santa Cruz County Probation Department realized that the JDAI process could assist in decreasing the number of youth detained who may have special needs and are disproportionately African Americans and Latinos. Santa Cruz County conducted a study of its Juvenile Hall, and found that a facility designed to hold 42 young people often detained up to 60 youth, in poor conditions of confinement. The county’s Board of Supervisors provided leadership in instituting reforms to the juvenile detention system and community stakeholders got involved to aid in the process.

“We were facing serious overcrowding in our juvenile detention center. We were looking at 60+ youth daily in a 42 capacity juvenile facility with poor conditions of confinement. Our County Board of Supervisors provided the leadership needed to adopt JDAI in our community. JDAI gave us the opportunity to reduce unnecessary confinement and institutionalization among our youth. The results over the past 10 years have been incredible. Since implementing JDAI, our average daily detention population has decreased by 54% and juvenile felony arrests are down by 41%. I would urge other counties to consider JDAI for their own communities. With over 60 jurisdictions across the country now at some stage of JDAI implementation, it’s a movement well worth being a part of.”

-Santa Cruz County Supervisor, Mardi Wormhoudt

Cost Savings in Multnomah County

Savings (1998-2004):
Cumulative Over \$12 Million

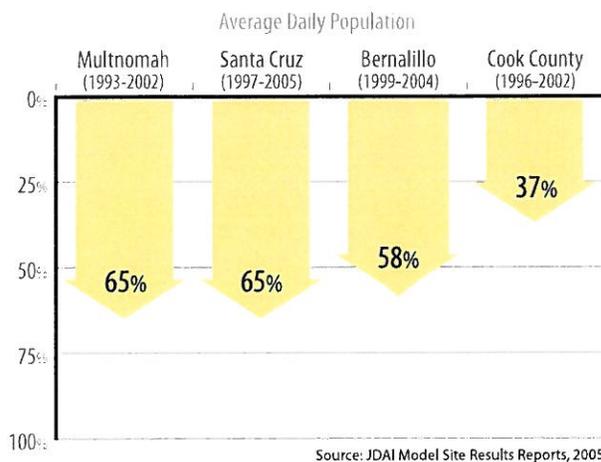


Source: JDAI Model Site Results Report, 2005

Once the reforms took effect, Santa Cruz experienced a significant drop in their costs. A day of juvenile detention costs approximately \$184 compared to a day at a day-reporting center that includes wrap-around services for youth that costs only \$65. Their reform efforts cut the detained population nearly in half, which saved the county close to a million dollars annually. Santa Cruz County developed a series of community-based alternatives so that law enforcement, the courts and other systems actors had some options to choose from.²² The types of programs developed involved community-based organizations and were culturally and linguistically competent. They include training programs based on the youth's strengths, crisis response, wrap-around services and tracking/supervision.

The reforms Santa Cruz County made significantly reduced the juvenile detention population, reduced the level of racial disparities and led to improvements in public safety measures. From 1996 to 2005, the average daily population of juveniles held in secure detention fell 54 percent. In this period of time juvenile felony arrests were almost cut in half.

Detention Population Reductions at JDAI Model Sites



Resources

• **Annie E. Casey Foundation (AECF)** - To demonstrate that jurisdictions can establish more effective and efficient systems to accomplish the purposes of juvenile detention, the Foundation established the Juvenile Detention Alternatives Initiative (JDAI) in 1992. The objectives of JDAI are to reduce the number of children unnecessarily or inappropriately detained; to minimize the number of youth who fail to appear in court or re-offend pending adjudication; to redirect public funds toward successful reform strategies; and to improve conditions of confinement. www.aecf.org/initiatives/jdai

• **JDAI Help Desk** - The new on-line clearing house for information on the Juvenile Detention Alternatives Initiative (JDAI), improving juvenile justice and strengthening communities. The Help Desk is an electronic library featuring juvenile justice data & policy analyses, descriptions of best practices, examples of reform tools as well as individualized assistance to help in planning for effective change. www.jdaihelpdesk.org

• **National Association of Counties (NACo)** - Health and Criminal Justice Programs – provides technical assistance to counties through a mix of educational programming on issues ranging from the methamphetamine epidemic, access to health care, adults and juveniles with mental health/substance abuse needs coming into contact with local criminal justice systems, and juvenile detention reform. Through these grant supported projects, NACo helps counties find solutions to safely and effectively expand access to health care, respond to methamphetamine abuse, divert individuals with mental illness from county jails, to better transition offenders exiting jail with co-occurring disorders to community-based mental health treatment and to better create community alternatives to unnecessary juvenile detention. To carry out these program activities, NACo is supported by grants from Eli Lilly and Company, U.S. Department of Justice Bureau of Justice Assistance, the W.K. Kellogg Foundation, and the Annie E. Casey Foundation.

To order resources and materials from the Annie E. Casey Foundation specifically on JDAI, please contact Justin Carmody, Community Services Division Assistant at (202) 942-4279 or jcarmody@naco.org.

For more information on NACo's criminal justice program, please contact Lesley Buchan at (202) 942-4261, lbuchan@naco.org or visit www.naco.org/technicalassistance and click on "Criminal Justice".

• **Coalition for Juvenile Justice (CJJ)** – The Coalition for Juvenile Justice serves as a national resource on delinquency prevention and juvenile justice issues. Nationwide, more than 1,500 CJJ volunteers from the public and private sectors—professionals, concerned citizens, and advocates for children and families, and youth themselves—participate as members of state advisory groups on juvenile justice. www.juvjustice.org/initiatives/atd.html

• **Office of Juvenile Justice and Delinquency Prevention (OJJDP)** - OJJDP, a component of the Office of Justice Programs, U.S. Department of Justice, accomplishes its mission by supporting states, local communities, and tribal jurisdictions in their efforts to develop and implement effective programs for juveniles. The Office also strives to enable the juvenile justice system to better protect public safety, hold offenders accountable, and provide services tailored to the needs of youth and their families. <http://ojjdp.ncjrs.org>

Endnotes

¹ Rust, Bill. "Juvenile Jailhouse Rocked." AdvoCasey, Fall/Winter 1999.

² Sickmund, Melissa, Sladky, T.J., and Kang, Wei. (2004) "Census of Juveniles in Residential Placement Data-book." www.ojjdp.ncjrs.org/ojstatbb/cjrp/.

³ Sickmund, Melissa, Sladky, T.J., and Kang, Wei. (2005) "Census of Juveniles in Residential Placement Data-book." Online. Available: www.ojjdp.ncjrs.org/ojstatbb/cjrp/.

⁴ Office of Juvenile Justice and Delinquency Prevention (2001a), "Statistical Briefing Book" www.ojjdp.ncjrs.org/ojstatbb/qa317.html.

⁵ Washington State Institute for Public Policy (2004), S. Burrell et. al., (1998). "Crowding in Juvenile Detention Center Facilities: A Problem Solving Manual." (Richmond, Kentucky: National Juvenile Detention Association and the Youth Law Center, 1998).

⁶ Field, Tracy. "Meeting the Mental Health Needs of Youth in Juvenile Detention: The Bernalillo County (NM) Detention Program." Institute for Human Services Management, November 2004.

⁷ Dishion, T. J., McCord, J, and Poulin, F. (1999) "When Interventions Harm: Peer Groups and Problem Behavior." *American Psychologist* Vol. 54, No. 9 755-764.

⁸ Benda, B.B. and Tollet, C.L., (1999) "A Study of Recidivism of Serious and Persistent Offenders Among Adolescents," *Journal of Criminal Justice* Vol. 27, No. 2 111-126.

⁹ Snyder, H., Puzzanchera, C., Kang, W. (2005) "Easy Access to FBI Arrest Statistics 1994-2002" Online. Available: <http://ojjdp.ncjrs.org/ojstatbb/ezaucr/>.

¹⁰ Sickmund, Melissa, Sladky, T.J., and Kang, Wei. (2004) "Census of Juveniles in Residential Placement Databook" www.ojjdp.ncjrs.org/ojstatbb/cjrp/.

In regards to the estimate of the number of youth moving through detention each year: the most recent data available from surveys administered by the National Council on Juvenile Justice (NCJJ) estimate that 350,000 youth were detained in 1999 (OJJDP, 2001b). This figure, however, does not include youth detained while they are awaiting a court-ordered out-of-home placement. Further, according to Dr. Barry Krisberg estimates the figure to be closer to 500,000: "The NCJJ data covers court hearings for detention – many youths come into detention via law enforcement agencies, schools, parents, social service agencies etc, and are released before a court hearing is held – this might also include probation and parole violators in some jurisdictions." Personal Communications, July 15, 2003.

¹¹ Hubner, J. and Wolfson, J. (2003). "Unlocking the Future: Detention Reform in the Juvenile Justice System." Washington, DC: Coalition for Juvenile Justice.

¹² Evans, W., et al. (1996). Suicide ideation, attempts, and abuse. *Child & Adolescent Social Work Journal*,

¹³ (1).

¹⁴ Krisberg, Barry and Lubow, Bart. Assessing the Outcomes of the Juvenile Detention Alternatives Initiative. (Forthcoming). Oakland, California: National Center on Crime and Delinquency.

¹⁵ Building Blocks for Youth (October, 2005). No Turning Back: Promising Approaches to Reducing Racial Disparities Affecting Youth of Color in the Justice System. Online. Available www.buildingblocksforyouth.org/noturningback.html.

¹⁶ Ibid.

¹⁷ Rust, Bill. "Juvenile Jailhouse Rocked." AdvoCasey, Fall/Winter 1999.

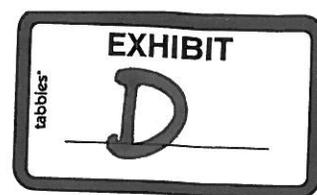
¹⁸ Rust, Bill. "Juvenile Jailhouse Rocked." AdvoCasey, Fall/Winter 1999.

¹⁹ Rust, Bill. "Juvenile Jailhouse Rocked." AdvoCasey, Fall/Winter 1999.

²⁰ Building Blocks for Youth (October, 2005). No Turning Back: Promising Approaches to Reducing Racial Disparities Affecting Youth of Color in the Justice System. Online. Available www.buildingblocksforyouth.org/noturningback.html.

²¹ Annie E. Casey Foundation. (2005). Foundation Investment Summary – 2005 Budget Year: Juvenile Detention Alternatives Initiative.

²² Ibid.



Probation Supervisor--JDAI Coordinator

City of Vacancy: Omaha

Deadline: Friday, February 27, 2015

Type of Salary: month

Salary:

\$3 976.6900

\$4 845.2100

Description:

Specific job duties for JDAI (Juvenile Detention Alternatives Initiative) Coordinator include developing expertise in the purpose and use of secure detention and detention alternatives, as well as in the principles and language of juvenile detention reform. Cultivate the understanding and application of detention alternatives among participating agencies and individuals. Anticipate barriers to reform and develop strategies to counter them. Work actively and collaboratively with the Douglas County JDAI Committee to carry out the JDAI mission. Participate on the Douglas County JDAI Committee and its subcommittees, attending and facilitating meetings, providing information and guidance regarding JDAI strategies and detention best practices, and working to develop local policies and practices that achieve the goals of JDAI. Report on a regular basis to the JDAI Co-Chairs and the JDAI Committee as to the progress of JDAI programs and initiatives. Collect and analyze extensive data regarding juvenile justice processes and the population of youth in the juvenile justice system over time, including those referred to secure detention, staff secure detention and those placed in alternatives to detention. Tasks include, but are not limited to, contributing to the development of appropriate methodologies (both quantitative and qualitative), developing research instruments, reviewing court, detention and program files, interviewing juvenile justice personnel, and developing, maintaining and using databases. Prepare and present analytical reports and related information regarding the use, efficiency and effectiveness of the local detention system; draw conclusions and explain results; help the JDAI Committee identify where improvement is needed and the appropriate strategies for making those improvements. Help monitor the progress of JDAI. Document and track policies and practices implementation; evaluate whether the strategies implemented achieve the intended outcomes; prepare related reports; make appropriate recommendations. Serve as liaison between the JDAI Committee and the JDAI Technical Assistance Team, sharing information, addressing questions and reporting progress. Train and educate staff and juvenile justice personnel in the JDAI principles via one-on-one discussion, group presentations, and participation at JDAI conferences. Perform other work as assigned the head of Juvenile Probation and the JDAI Co-Chairs.

Graduation from a four year accredited college or university with major course work in criminal justice, psychology, sociology, social work, or related field plus experience in the mental health, substance abuse or correctional field, including some supervision of employee experience.

The ability to speak Spanish is desired but not required. This position is funded through June 30, 2017, and may be extended on an annual basis thereafter.

Please visit <http://www.statejobs.nebraska.gov/> to fill out the State application. The State of Nebraska complies with Nebraska's Veterans Preference Laws.

Probation District:

4J

External Posting Date:

Tuesday, February 17, 2015

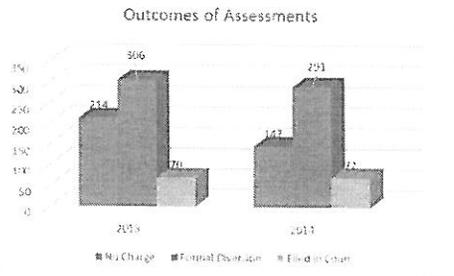
Lancaster County's Juvenile Justice System

Collaborate

Committees
Steering
Truancy
DMC

Collect &
Analyze data

Thorough data analysis at each system point – work with national on data definitions



Early Assessment

Screens youth out of the system. It has had 2 evaluations demonstrating it is effective at keeping kids out of the system. It will undergo a 3rd evaluation this year to be considered an Evidence Based Program by the Office of Juvenile Justice and Delinquency Program.

Objective Admission

Probation's Risk Assessment Evaluation (CCFL) Best predictor of detention is score #1 override reason is not able to contact parent

Operating Tipping Point
Gang Prevention & Early Intervention.

Pre-Adjudication Community Services

Community alternative at the point of intake into detention. Since inception, this program has a 70% success rate.

Detention Alternatives

Shelter PACS (electronic monitoring) Tracker Day, Evening, Weekend Reporting Employment Alternative School Community Service

Diversion & Intensive Diversion
Youth are afforded more than one opportunity on diversion.

Case Processing

Weekly meeting for all kids in detention
Daily staffing for PACS kids

Project SUCCESS
School based diversion program was implemented as an early intervention from the system.

Special Detention Cases

Working with NACo academy on mental health continuum
Less than 15% of youth in detention are there for a new law violation

Truancy Diversion Program
Evaluation found youth in the program reduce the number of truancies by 80%. Lancaster County has been instrumental in training several counties on this model.

Address DMC

Continued work with Georgetown University through RED Program

Family Advocate & Mentoring
Family Advocate is located at detention and in the community for all youth. Mentoring available from various locations.

Intensive Monitoring of Detention

Jail Standards
Chinn & Sinclair Report

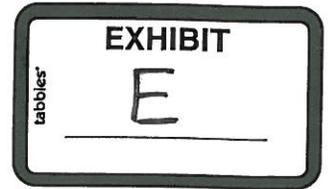
Arrest

Divert
Release
Detain

Adjudicate

Dismiss
Probation
Residential Placement

DRAFT



Jeanne K. Brandner, Deputy Administrator
Juvenile Services Division
Office of Probation Administration
521 S. 15 St.
Lincoln, NE 68508

November 5, 2015

Dear Ms. Brandner;

You were previously notified that beginning September 1, 2015, the Lancaster County Youth Services Center would no longer transport any youth under the supervision of the Office of Probation Administration to and from Lancaster County Juvenile Court. This action was delayed by the Lancaster County Board to allow additional discussion by the parties to work out a suitable solution. However, no progress has been made on implementing a transportation alternative, and beginning November 13, 2015 Youth Services personnel will no longer transport any Probation youth to and from Juvenile Court.

The Lancaster County Board regrets any inconvenience this action may cause. However, Neb. Rev. Stat. §43.290.01 provides the Office of Probation Administration is responsible to pay the costs of transportation after adjudication, and Lancaster County can no longer provide transportation services for adjudicated youth without adequate compensation. Further, the additional responsibilities imposed by LB 482, and the October 19, 2015 Amended Order from the Separate Juvenile Court of Lancaster County placing additional restrictions on the use of restraints with certain transports, would require the County to use additional employees to continue transporting Probation Youth, and could have an annual fiscal impact on the County of \$120,000.

Please call our office if you have questions.

Sincerely,

Roma Amundson, Chair

Larry Hudkins, Vice Chair

Deb Schorr

Bill Avery

Todd Wiltgen

cc: Michelle Schindler, Youth Services Center Director
Sheriff Terry Wagner and Chief Deputy Sheriff Jeff Bliemeister
Theresa Emmert, Juvenile Court Administrator
Lori Griggs, Chief Probation Officer, Juvenile Probation