

# Application: Deschutes County Emerging Adult Program

Kathleen Meehan Coop - kathleen.meehancoop@dcca.us  
21-23 Restorative Justice Grant Program

## Summary

ID: 0000000010

## Cover Sheet

Incomplete

## Cover Sheet

Cover Sheet

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## Grant Application Contact

### Instructions:

Provide the contact information for the primary person submitting the application.

Name	Kathleen Meehan Coop
Title/Position	Management Analyst
Organization	Deschutes County DA's Office
Email	<a href="mailto:kathleen.meehancoop@dcca.us">kathleen.meehancoop@dcca.us</a>
Phone	541-317-3175

# Grant Fiscal Contact

## **Instructions:**

Identify the organization that will serve as the fiscal agent and funds recipient, and provide the contact information for the primary fiscal contact.

Legal Name of Organization for Payment	Deschutes County DA's Office
Payment Remittance Address	1164 NW Bond St., Bend, OR 97703
Name	Kathleen Meehan Coop
Title/Position	Management Analyst
Email	<a href="mailto:Kathleen.meehancoop@dca.us">Kathleen.meehancoop@dca.us</a>
Phone	541-317-3175

## Direct Deposit

If awarded grant funds, does your organization prefer ACH payment processing (direct deposit)?

Yes

# Program Type

Identify which type of program would be funded.

## Established:

Applicant and/or its associated entity(ies) has an existing restorative justice program (e.g., request includes expanding collaboration, increasing program capacity, or making other program improvements or changes).

## Implementation:

Applicant and/or its associated entity(ies) has never operated a restorative justice program (i.e., there is no programmatic framework in place and requires complete buildup of program). **300 word Max - 263**

The Deschutes County DA's Office in partnership with two community-based NGOs, Community Solutions of Central Oregon (CSCO) and Thrive Central Oregon (Thrive), along with Deschutes County Behavior Health and Central Oregon Intergovernmental Council are implementing the Emerging Adult Program (EAP), a pilot pre-charge restorative justice initiative, which has helped us lay the ground work for our proposed FY23 expanded and improved Emerging Adult Program. The Deschutes County EAP team has learned a lot due to our pilot and this grant funding will enable us to improve our program, allowing us to better serve our victims, increase organizational capacity, incorporate more cases and expand our eligibility, enhance the level of service we provide and develop additional critical partnerships.

These changes will occur through a phased approach to ensure they are done effectively and take into account the capacity of all the agencies. We will start by considering young adults with prior adult history. We will move half the management of our restorative justice circles out of the DA's Office to CSCO for victim-centered cases. We will begin partnering with our public defenders (Deschutes Defenders) to provide legal advice to potential participants. We will enrich the training opportunities provided to our staff and community volunteers who facilitate our restorative circles, and we will establish connections with our surrounding counties (Crook & Jefferson) to allow us to include program participants that live in our tri-county region. We will also create new partnerships with other regional service providers to enhance the resource offerings we can provide to both the victims (harmed party) and the offenders (responsibility party).

## Narrative Questions

Incomplete

## Narrative Questions

It is strongly recommended that applicants first read through all application questions and closely review the evaluation criteria provided in the Request for Grant Proposals (see Appendix A, pg. 12) before drafting responses.

Applicants with either type of program—established or implementation—must answer all questions and should read questions as applied to their program.

Example: If a prompt reads, “Describe how your program centers the experiences of those harmed and supports them in identifying solutions that promote healing.” Implementation programs may read the prompt as, “Describe how your program will center the experiences of those harmed and support those harmed in identifying solutions that promote healing.”

## Program Overview

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**(I) Describe your program’s theory of change. A program’s theory of change should explain the applicant program’s core values and principles, desired and actual outcomes, and the forms in which those outcomes will be achieved. A theory of change should contemplate the applicant program’s:**

- a. Impact: The systemic and/or long-term changes expected.
- b. Outcomes: The intended and unintended changes that are expected to occur due to the program’s work.
- c. Outputs: The immediate results of the program’s activities that are necessary to achieve outcomes.
- d. Activities: The activities needed to achieve outputs.
- e. Inputs: Resources or investments needed to ensure activities can occur.

**(500 word max) – 539**

**IMPACT:** The Emerging Adult Program is committed to redirecting young adults out of the criminal justice system into a restorative justice program that will improve victim and offender outcomes. By engaging in restorative justice and providing targeted services to the harmed and responsible parties, we aim to: 1) make victims whole at a higher rate than the current criminal justice system; 2) improve victim satisfaction with the criminal justice system and the feeling that justice has been achieved; and 3) reduce the lifelong impact that an arrest record can have on the offender.

**OUTCOMES:** Up to 50 young adult offenders will be provided the opportunity to enroll in EAP between August 2022 through October 2023. Approximately half of the cases will be referred to CSCO for a victim-centered RJ circle. The other half that either do not have an invested victim or a corporate victim that chooses not to engage will continue to be managed by the DA's Office as they have been during the pilot. This two tiered approach will enable the DC EAP team to grow from 12 cases per year to 50, while providing more enhanced service for cases with victims.

We anticipate graduating 75% of program participants and expect to see a 30% increase in restitution payments from offenders engaged in EAP. We expect to see an increase in victim's having a voice in the criminal justice system and the ability to gain access to more targeted and enhanced services. We also expect to see our young adult offenders more prepared for adult life upon completing the program by securing stable housing, employment, completing their education. In addition, victims and offenders will be more engaged in their communities through receiving needed resources, experiencing the positive impacts of restorative justice, and knowing that the community cares about them and their future success.

**OUTPUTS:** Our target audience is often difficult to contact and connect with, so dedicated staff is need to connect with them and to follow-up over the course of the program for support and compliance. This level of work requires full commitment by a dedicated staff at the DA's Office, CSCO, Thrive and Deschutes Defenders along with other partner agencies and community volunteers, who will need to communicate frequently with each other, the offender and victim. Without this fully funded team, the agencies will not be able to improve or expand the program at this time.

**ACTIVITIES:** To achieve these outcomes and outputs there will be a staffing for all cases involving 18-24 year old offenders; a victim advocate to connect with all the victim(s); a bi-weekly partner meeting to discuss eligible cases; an EAP RJ orientation for offenders that includes a private meeting with a defense attorney; preparation meetings for each victim and offender; an initial EAP RJ Circle; three (3) follow-up EAP circles; an individualized intervention plan for the offender; comprehensive case management & support; and a network of community-based services and resources for both the victim and offender. We will also track outputs and outcomes.

Our pilot program provided us with baseline indicators that restorative justice circles with community facilitators and case management are effective. Current articles and research show us that a more victim centered approach may have even greater results. See attached program timeline.

Answer needs additional language and space to address the rubric bullet about evidence-based practices in more detail.

**(2) Describe your program's participant eligibility criteria. If applicable, explain how your program:**

- a. Addresses case types as defined in [OAR 213-003-0001\(14\)](#) and [OAR 213-003-0001\(15\)](#) (definitions describing person felonies and person misdemeanors);
- b. Addresses case types that carry a presumptive sentence of prison pursuant to the criteria in [OAR 213-004-0001 through OAR 213-004-0013](#) (describing the sentencing guidelines grid); or
- c. Qualifies or disqualifies program participants based on prior criminal history. **Max 300 words - 294**

All non-charged cases involving a defendant between the ages of 18-24 years old will be flagged for EAP staffing. Prior criminal history will not be an immediate eliminating factor; however, discretion will be provided to the EAP DDA on whether the severity of the criminal history may prevent consideration. All cases (felony and misdemeanor) will be considered (except sex crimes, Measure 11); however, cases that are better served in one of our other diversion programs (i.e. Drug Court or Mental Health Court, DUII Diversion, DV diversion, Early Disposition) will be referred to those programs. Cases will also be considered ineligible for EAP should the DDA deem the case as a 'no file,' allowing for immediate dismissal.

The victim advocate will connect with the victim on all potentially eligible cases prior to a case being marked eligible. A victim advocate will screen the harmed party and will share the victim's views with the DA EAP team. A victim's veto will not automatically exclude a case from being enrolled in the EAP, but the victim's concerns and needs will be taken into full consideration. **Need more detail on screening process done for victims or we need to create/find something.**

If the harmed party does not wish to engage with the offender, but the case is eligible the victim will still be contacted by the case manager to discuss services, and the victim advocate will represent the victim in the restorative circles.

Deschutes County is open to potentially including other types of crimes, case types, and criminal history, but given prior community safety surveys we feel a more measured approach is the best method to start. When our RJ program has substantial data we can consider expanding further. Our pilot only considered cases with offenders that did not have any adult history.

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**(3) Identify and describe your program's referral source(s). Max 300 words - 291**

The DA's office has established a Karpel report that captures all cases with an 18 to 24-year-old offenders that is entered into our case management system at intake and meets the program's criteria. The DA Office will also be trained to refer any cases back to the EAP team if they are inadvertently missed. This is a process has been successfully implemented for other pre-charge diversion programs in Deschutes County.

The EAP TA will review the report daily tagging all cases that meet our baseline criteria (age, live in the tri-county and non-measure 11) as an EAP referral. The referral adds a note to the case indicating that the case should not be charged while under EAP review.

Referred cases will be staffed weekly by the DA Office EAP team, which includes the DA EAP team (DDA, Program Specialist, Victim Advocate, and Investigator). When a case is deemed eligible the Investigator will contact the offender and record the conversation. A list of eligible cases will be shared with the partners during the bi-weekly EAP Partner/Case meeting. The DA's team will invite all eligible and interested offenders to attend an EAP Orientation to learn more about the program, the concept of restorative justice and to meet with a defense attorney. Community Solutions will work with the Victim Advocate to connect with victims to invite them to separate meetings to prepare them for the experience.

Over the course of the grant, we look at ways to address the challenges of a pre-charge program for individuals in custody. We will also consider potential program expansion into other crime areas when we have additional data that shows program impact and success.

The DA's Office will track all refereed cases, eligibility status and reason for ineligibility.

**(4) Identify and describe your program's service area. If applicable, explain how your program offers services that engage in and serve rural or other historically underserved regions or areas in Oregon. Max 300 words - 285**

Our primary program service area is Deschutes County, but also includes young adult offenders that committed a crime in Deschutes County but live within our tri-county area (Crook & Jefferson).

Deschutes County has a population of approximately 200,000 individuals and is a mix of urban and rural communities. Ninety-four percent of the population identifies as white alone, 8% as Hispanic, 3% as two or more races and just over 1% each for Native American and Asian. Given Deschutes County's recent rapid population growth, our community seems to be experiencing a substantial increase in the un-housed population due to rents doubling and rentals being sold. As of 2019, U.S. census data states that the percentage of persons in poverty was 8%, but that number is flagged and we expect that it could be adjusted much higher.

EAP pilot participants were by and large economically disadvantaged, and the majority were white men. We compared our program referral and eligible case numbers against our county's historic referred criminal cases and our county's demographics and noted our program participation matched the type of participants we should expect. However, by offering program participation to offenders that live in Crook and Jefferson Counties, we anticipate seeing an increase in the number of Native Americans and Hispanic individuals being eligible for the program based on the demographics for those two counties.

We are looking to establish a relationship with our local Latino Community Association and the Confederated Tribes to help us better serve the victims and offenders of this expanded demographic. In addition, our restorative circles involve two to three volunteer community members that are committed to the concept of restorative justice and at least one has lived experience as an offender.



**(5) Provide an overview of your program's operation and current capacity, as well as your anticipated needs to build and/or increase capacity. Max 300 words - 355**

EAP starts with the DA EAP team staffing 400 cases per year; contacting and screening the victims on ≈200 cases; inviting and determining interest in participating in ≈ 100 offenders; and enrolling 50 cases in EAP. Next the DA's Office will host EAP orientations for the 50 offenders. The orientations will involve CSCO, defense attorney and the DDA. The victim advocate and CSCO will reconnect with victims on the 25 eligible victim-centered cases to prepare them for the RJ process (up to 3 meetings) and CSCO will also connect with the offender to help them prepare for the experience (up to 3 meetings). CSCO and the DA's Office will then each host 25 initial RJ circles. A comprehensive offender intervention plan will be established during those circles and three follow-up circles will be scheduled by the assigned agency and hosted over a six-month period. After the initial circle, Thrive will begin case management to support and assist both the victim and the offender. Other external partners will be contacted to provide direct services. At the end of the six-months, if the offender has not reoffended, completed the action items outlined in their individualized intervention plan, and attended all their RJ circles, the case will earn a no-file and the offender, victim and defense attorney will be notified. See attached flowchart for additional details (currently not attached)

During the pilot program available staff was a critical issue -- program meetings were frequently canceled and we only reviewed 100 cases and enrolled 9 young adults. To achieve our EAP goals and outcomes a dedicated EAP part-time DDA, and fulltime Program Specialist/Trial Assistant and Victim Advocate will be hired. In addition, the RJ Circles were facilitated entirely by community volunteers. Going forward, CSCO will expand their team to include additional professional facilitators to facilitate the victim-centered circles and will train more EAP community volunteers to facilitate the DA's hosted circles and to assist with CSCO's circles. CSCO will also hire a program coordinator to manage scheduling and program tracking. The increase in cases and being more victim focused also requires Thrive to increase their EAP case manager to half-time.

## Programmatic Activities

**(1) Describe how your program centers the experiences of those harmed and supports those harmed in identifying solutions that promote healing. If applicable, explain how your program provides culturally appropriate services to socially disadvantaged individuals. Max 300**

**words - 313**

The victim advocate and the DDA (when needed) will connect with the victim to talk with them about restorative justice program and why their case is being considered for the program. A victim's point of view will always be taken into consideration regarding case eligibility. Whether the victim participates in the restorative circle or not, an advocate will talk with them about what they would like to see as an outcome for the process so they feel there is justice.

CSCO specializes in conflict mediation and restorative justice practices. Working in partnership with the victim advocate they will help prepare victims interested in participating in the restorative circles for the experience. The RJ circles will include community members as volunteer facilitators to provide a broader range of life experiences and knowledge to the conversations. At least one volunteer will have lived experience in the criminal justice system as an offender. We will grow our network of volunteers by recruiting from culturally and socially diverse groups.

Many of our members have been trained in trauma informed practices but we will provide training to the whole team to build awareness and buy-in in this area. Our connections with victims and offenders is about building relationships and being person centered. Victims can also participate in the circles in-person or via videoconference, and they will receive regular check-ins by the victim advocate and case manager.

Part of the recruitment work will be established and occur as we develop more robust relationships with Neighbor Impact and the Latino Community Association in Deschutes County. And as we expand the program to work with individuals cited for a crime in Deschutes County, but who reside in Crook or Jefferson we will also connect with community organizations in those areas and the Confederated Tribes in Warm Springs. All of which with the goal to help us improve victim and offender services.

**(2) Describe how your program works to encourage those who caused harm to take responsibility and repair the harm and supports responsible parties in identifying solutions that promote healing. If applicable, explain how your program provides culturally appropriate services to socially disadvantaged individuals. Max 300 words - 257**

As noted previously the entire team will receive training in trauma informed practices which are critical for both the harmed and responsible parties. Being person-centered is also a key reason that there will be 3 follow-up circles with the original RJ facilitation team for the offender to check-in and share progress and challenges. The pilot has shown this creates trust and builds relationships, which we believe improves success rates.

Through the restorative circles the lead facilitator, two community facilitators, the responsible party, and when appropriate the victim, participate in open dialogue. The victims in this process is invited to share their story. Victims have a voice in this process, which is often missed in the traditional criminal justice system. However, since our program is pre-charge we know that some victims may or may not be ready to engage at that point. In those circumstances a victim advocate will participate in the circle for victim and provide that perspective. But for the victims that are ready, our model provides the opportunity for accelerated healing. We also leave open the opportunity for a victim that is not ready to come back in a later point.

Eligible program participants are required to accept responsibility for their actions which is addressed during the orientation and in the offender preparation before the restorative circle. A 6-month tailored intervention plan developed with the offender during the initial circle will include detailed action items that require accepting and repairing harm. Action items may include writing an apology letter, community service, paying restitution, and/or engaging in conflict mediation or communication training. The plan also focuses on improving the offender's own life. Services and support include but are not limited to housing assistance, mental health counseling, and job placement. It will be monitored by the case manager through frequent meetings, and during the check-ins circles with the facilitators. These meetings and check-ins create a support network that promotes adherence and accountability, which will allow the offender to earn a no-file on their pre-charge case.

**(3) Describe how your program works to support impacted community members in identifying solutions that promote healing. Max 300 words - 183**

During the team meetings, case information will be shared and the participating partners will discuss potential solutions that might be most appropriate to directly or indirectly assist the victim and the community to heal. These ideas and suggestions will be explored with our partners and other organizations that can help us gain additional insight into the impact these crimes have on the broader community and how to improve our outcomes and what should be expected from the offender.

To also support the healing process, EAP engages community members as volunteer RJ circle facilitators. These volunteer community members provide a direct connection to the community, in order to help the responsible party, see that their actions can have a further reach than just the immediate victim and that taking responsibility can repair harm in all areas.

And since victims and offenders will be able to bring a support person to the circles, we will invite these individuals to also complete our pre & post surveys, which will provide us with additional insight into the impact of the crime and the program on the broader community.

Really struggling with an answer for this question.

**(4) Describe your program's coordination with community-based organizations. Max 300 words - 288**

Community Solutions of Central Oregon and Thrive Central Oregon are both local non-profits that will be sub-awardees on our grant application. We currently have contracts with both organizations which will be updated and expanded under the grant.

CSCO's role will focus on having the hard conversations that ultimately result in restorative justice for the victim and offender. The team at Community Solutions will prepare victims and offenders for the restorative justice process for our victim-centered cases; coordinate and facilitate the initial EAP victim-centered circles, as well as the three corresponding follow-up circles; attend the EAP Case meetings; participate in the EAP offender orientation for all cases; maintain confidential circle information; provide circle summaries; collect and share agreed upon circle and service data; transfer unsuccessful offender's names back to the DA's Office for charging, lead RJ facilitator training, and assist with volunteer recruitment.

Thrive will provide a dedicated case manager to the program to offer comprehensive offender case management and victim resource assistance. The case manager will attend the EAP offender orientations, and the EAP Case meetings; regularly connect with the offenders to provide active support for successful completion of the intervention plan; and offer services and resources that go beyond the scope of the intervention plan as new information is learned. Thrive will also connect with the victim advocate to determine what services and resources might be most appropriate for the victim and will reach out as needed to provide direct support.

The EAP team also plans to connect with Heart of Oregon Corps, the Latino Community Association and Neighbor Impact, among other community-based organizations to explore how they may be able to provide resources and services to our victims and/or offenders as the program grows and expands.

**(5) Describe your program’s ability to work collaboratively with system partners, such as local law enforcement entities, district attorney offices, and criminal defense attorneys and criminal defense law firms or consortia. Max 300 words - 322**

Many of the partners below have already been working on the pilot through MOUs. Our work and roles will be expanded and the MOUs update with the changes outlined in our updated plan, or will be established as necessary.

The DA’s Office will take the lead on case identification and overall grant and program management. The tasks the DA’s Office will include: contracts and MOU development, case staffing and case transfer, program liaison, data management, initial offender contact, offender orientation coordination, host RJ circles on “victim-less” cases, provide case oversight (referral, ineligible, revoke), initial victim contact and support services, connecting victims with Thrive and CSCO; program material development; training coordination, and assist with volunteer recruitment

Deschutes Defender will provide a public defender who will participate in partner planning and EAP Case meetings. The attorney will attend the EAP orientation and provide legal clarity on program as it relates to each offender’s individuals case, walk the young adult through the program ROI and can represent the offender if they are unsuccessful in the program.

Central Oregon Intergovernmental Council/WorkSource team attends the partner planning meetings and provides direct services to the offenders and victims that need assistance with job placement and training or GED requirements. Will participate in program training to help inform our facilitators on the services they offer.

DCBHS – Intensive Youth Services attends the partner planning and case discussion meetings. Provides direct services through their Intensive Youth Services programs and connects offenders and victims with mental health counseling and services. Will also participate in program training for the facilitators.

Given the preliminary success of the EAP pilot -- being run out the DA’s Office, we feel the full involvement of the systems partners is relevant and effective. During this enhanced program plan our community partners will have a more robust role and will help us improve our victim-center case. Our plan that includes shared responsibility is the best approach for Deschutes County.

**(6) If applicable, describe any funding included in your budget that is for direct services to the party harmed and the person who committed the harm. Max 300 words - 210**

We are requesting \$XXXX through the grant to assist the harmed party and the responsible party with resources and services. Through a separate sub-award contract with Thrive, the case manager will have direct access to these funds to address emergency needs and/or to provide targeted services for these individuals. Many of these needed services will be outlined within the intervention plan for the offender and/or the victim in the victim service document (needs to be developed). However, if the case manager identifies additional needs for either party, the case manager will provide and track the use of those funds automatically if the total amount is under \$XX. If the amount needed exceeds that total, the case manager will seek approval from the EAP Partner team at a case discussion meeting.

Funds are also being requested through the grant to assist with restitution payments. If an offender is actively engaged in the program and has made appropriate payments toward their restitution requirements, but the EAP Partner team feels that paying the restitution in full could negatively impact the offender's progress, the team can approve to cover a percentage of the remaining restitution. This action will help to make the harmed party whole, while not causing additional unintended consequences for the offender.

## Evaluation and Data Collection

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**(I) Describe your program's outcome evaluation. Max 300 words - 221**

Given the short time frame of this program and the proposed participation numbers (50 cases), we do not feel it is prudent to hire a researcher conduct a full evaluation until we will have enough data and information that will produce a realistically evaluation of our outcomes. However, the EAP team does plan to write a full summary report detailing our outputs and outcomes, lessons learned and where we believe the program is trending.

We will aggregate our victim and offender data from their intake forms, review responses in our pre/post program surveys, and track accessed services, as well as assess demographic and crime type data, and enrollment, recidivism, retention and graduation rates.

We will; however; develop the questions in our pre and post surveys for the victims and offenders in partnership with a researcher to ensure the surveys are an effective tool and accurately address our program outcomes and vision. This will ensure that when there are enough participants to complete a full evaluation that our prior data is useful.

Throughout the program, the EAP team will meet quarterly to discuss program information and will review current quantitative information that may directly impact decisions on the program's plans. The final summary report will also be used as a guide to help us plan for the next phase of the program.



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**(2) Identify and describe your program’s method(s), ability, and mean(s) for collecting data (e.g., satisfaction/feelings of safety surveys, recidivism rates, etc.). Max 300 words - 218**

As noted above, we do not plan to conduct a formal external program evaluation at this time, but we are requesting funds to hire a researcher to help us develop our pre & post surveys for our victims, offenders and stakeholders that will put us in a better position to conduct a comprehensive evaluation at a later date.

To collect and store all this information we will keep private program information related case notes in forms within Cognito Forms, this will keep the information completely separate from our case management system, in case an offender is revoked from the program and the case is charged. The data in these forms will be updated after each meeting and circle that involves a victim or offender. These forms will be updated by DA’s Office staff, CSCO and Thrive. We will also track program retention and graduation rates, as well as eligibility and ineligibility status, crime and cases types and compare our program information to date and county data.

To collect, track and monitor the data we will use reports in Karpel, create documents and upload information into Cognito Forms, surveys will be developed in Survey Monkey, and we will also use Excel.

The DA’s Office has established many of these methods and practices for tracking and monitoring on our other diversion programs.

**(3) Will you be partnering with a researcher or research entity to track and report on any outcome measures for your program? If yes, identify the researcher or entity and their affiliation with the program, and describe their role/responsibilities with program evaluation and/or data collection. [Max 300 words - 72](#)**

We will hire, Greg Stewart an evaluator from Portland State University to assist us with developing the pre and post surveys and to help us write the survey portion of our summary report. We have worked with Greg on other projects and will be able to bring him up to speed on this program relatively quickly. The goal of this partnership is to ensure that we are prepared for a future evaluation.

## **Budget Expense Sheet**

**Incomplete**

**[Click here to download the Budget Expense Sheet](#)**

All budget details must be submitted on the Budget Expense Sheet provided. All required information (including the narratives) must be completed. Any category of expense not applicable to your budget may be left blank.

## **Evidence of Commitment**

**Incomplete**

Submission of letters of support, Memoranda of Understanding, etc. specific to collaborations with referral sources, community-based organizations, or system partners. **(NOT REQUIRED)**