

**UNDERSTANDING
THE JUVENILE JUSTICE
JOSEPHINE COUNTY BUDGET: FY 2015-16**

Conceptual Prototype

**PURPOSE
CONCEPTUAL PROTOTYPE
CHAPTER VI**

Jon Whalen & Mike Walker, Members
JS&PSS Exploratory Committee

Hugo Neighborhood Association & Historical Society



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**UNDERSTANDING THE JUVENILE JUSTICE
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UNDERSTANDING THE JUVENILE JUSTICE JO CO BUDGET: FY 2015-16

PURPOSE

Purpose of Text & Content Analysis The purpose of this paper is to research, study, and become informed about the Josephine County (JO CO) Juvenile Justice (JJ) Department through an analysis of the *Josephine County, Oregon Adopted Budget FY 2015-16*. This would be accomplished through an analysis of budget “text” for the JJ program. The budget, a product of a budget process, allows the county to make resource allocation decisions, including choices about staffing, technology, equipment and priorities to be addressed in the coming fiscal year.

- Josephine County Board of County Commissioners (BCC). June 17, 2015. *Josephine County, Oregon Adopted Budget FY 2015-16*. <http://www.hugoneighborhood.org/budgets.htm>

The project included a comparison of the FY 2015-16 budget to an earlier year prior to the major reductions across the county in full-time equivalents (FTE) and budget dollars in FY 2012-13.

The Committee felt the annual budget documents were technical in their brevity and specialist acronym codes of each work unit within the parameters of the standard budget process (i.e., accounting and budget terminology). However, several JO CO department heads had recommended this approach culminating in the JO CO Management Team supporting this focus on the annual budget document as providing the answers. Coincidentally, except for the media, there was minimally information readily available on JO CO PSS from other sources.

Purpose of Study Design The budget analysis approach was part of a larger effort (*Study Design*; Appendix A) to understand the county’s present public safety services (PSS) which the Exploratory Committee had been cautious about as budget documents are normally not written to communicate with citizens. *Study Design* is all about an informed public and informed decision-making. Its very first question is about consensus of the problem and vetted information. What is Josephine County’s (JO CO) Justice System & Public Safety Services (JS&PSS) Problem, . . . or Issue? First, *What are the public safety services (PSS) being referred to?* Second, *What is the issue?* The third, and final question, perhaps the most important question, is “*Or, is there a problem, and if so, judged by what standards?*”

Background An April 5, 2016 meeting between James Goodwin, Director, JO CO JJ Department, and Jon Whalen and Mike Walker, Members of the JS&PSS Exploratory Committee, Hugo Neighborhood Association & Historical Society resulted in an informed meeting that the Committee felt was very beneficial to both parties. Whalen and Walker’s continued interest in learning more about the JO CO JJ resulted in an idea by Goodwin and a commitment by Whalen/Walker to study the FY 2015-2016 JJ JO CO Budget compared to the FY 2010-11 JO CO Budget. The idea was to research, study and compare the two JJ budgets to understand the historic JJ program and what we have today. What are the differences, including the adverse and beneficial impacts. What was gained and what was lost? The research results would be discussed with questions asked at a future meeting between Goodwin, Whalen, and Walker.

The idea evolved into two budget analysis comparison papers by Whalen/Walker:

1. Paper # 1. Text & Content Analysis of Juvenile Justice Jo Co Budget: FY 2015-16. Paper #1 is the present the paper.
2. Paper # 2. Text & Content Analysis of Juvenile Justice Jo Co Budget: FY 2010-11. This fiscal year serves as the baseline before the major reductions in program budgets.

The history of arriving at this project follows.

- November 23, 2015 Enquiry Letter to Goodwin with subject: Whalen/Walker Share Information About Josephine County's (JO CO's) Justice System & Public Safety Services (JS&PSS) Problem/Issue and their *Study Design* project.
- March 7, 2016 Meeting between Goodwin, Whalen, and Walker as part of a JO CO Management Team meeting. Per the direction of the Management Team at the March 7, 2016 meeting, Walker and Whalen are researching the county's budget document for elective, necessary, and/or mandated public safety services (PSS; *Josephine County Juvenile Justice Department, Josephine County, Oregon Adopted Budget: FY 2015-16*).
- March 28, 2016 Enquiry Letter to Goodwin with subject: Whalen/Walker Learn About JO CO JJ Department.
- April 5, 2016 Meeting between Goodwin, Whalen, and Walker was also informative. Whalen and Walker's continued interest in learning more about the JO CO JJ Program resulted in a commitment by Whalen/Walker to study the JJ FY 2015-2016 JO CO Budget to the FY 2010 - FY 2011 JJ JO CO Budget.
- Future Meeting The idea was to research and compare the two JJ budgets to discuss and ask questions at a future meeting with Goodwin.
- Future Meeting after next version of Committee's JJ web page published (purpose: comments and discussion from Goodwin, Whalen, and Walker)
- Future Visit opportunity for Whalen and Walker to visit JJ facilities (built in 1999)

Summary The purpose of this paper is to research, study, and become informed about the JO CO JJ Department through an analysis of the *Josephine County, Oregon Adopted Budget FY 2015-16*. The project included a comparison of the FY 2015-2016 JJ JO CO Budget to the FY 2010 - FY 2011 JJ JO CO Budget (prior to the major reductions across the county in FTE and budget dollars in FY 2012-13). The idea was to research, study and compare the two JJ budgets to understand the historic JJ program and what we have today. What are the differences, including the adverse and beneficial impacts. What was gained and what was lost?

The project was to conduct the comparison based on the record (i.e., evidence based). It was solely a comparison of the two budget documents, and any sources, references, and/or web links provided in those documents. It specifically did not include seeking experts to offer their opinions by interpreting the budget documents. The reviewers remember that after their April 5, 2016 meeting with James Goodwin, Director, JO CO JJ Department, they left feeling very informed and knowledgeable based on Goodwin's oral explanations.

CONCEPTUAL PROTOTYPE

Conceptual This paper is a conceptual prototype for the Exploratory Committee's analysis of JO CO budget documents for all public safety services programs. Testing a prototype/developed design process is a very important part of the design process. Testing and evaluation, simply confirms that the process will work as it is supposed to, or if it needs refinement. In general, testing a prototype allows the user to assess the viability of a design. Will it be successful? Testing also helps identify potential faults, which in turn allows the designer to make improvements.

- Of, relating to, or based on mental concepts, "philosophy deals with conceptual difficulties."
- Simple Definition of Conceptual: based on or relating to ideas or concepts. Full Definition of Conceptual: of, relating to, or consisting of concepts <conceptual thinking> (Merriam-webster).
- Conceptual. A definition in terms of concepts, such as the one found in a dictionary, instead of in terms of the results of measuring procedures.
- Conceptual Skill. The ability to think creatively about, analyze and understand complicated and abstract ideas.

Prototype A first, typical or preliminary model of something, from which other forms are developed or copied.

- A prototype is an early sample, model, or release of a product built to test a concept or process or to act as a thing to be replicated or learned from. It is a term used in a variety of contexts, including semantics, design, electronics, and software programming. A prototype is designed to test and try a new design to enhance precision by system analysts and users. Prototyping serves to provide specifications for a real, working system rather than a theoretical one. In some workflow models, creating a prototype (a process sometimes called materialization) is the step between the formalization and the evaluation of an idea (Wikipedia).
- Planning of the Prototype Process Description. A prototype is an unfinished and physical test version of a product, a service or a process and prototypes may be used in order to develop, test and communicate ideas and concepts.

Paper Status This April 27, 2016 paper is likely to remain a draft in terms of addressing the review questions, standards and criteria, and evolving conceptual prototype as the Committee is continuing to learn. It is intended to be the final for an understanding of the JO CO JJ Department by the authors at the time they reviewed the applicable budget documents and published this document.

**UNDERSTANDING THE
JUVENILE JUSTICE JO CO BUDGET: FY 2015-16**

VI. RECOMMENDATIONS

A. Voter Educational Outreach Projects

In the opinion of the Exploratory Committee, JO CO government is plagued by a lack of trust by a majority of county voters, and by ineffective informed voter outreach, especially educational program descriptions of public safety services.

How can we be well-informed voters? And is there a way to sift through the noise and bluster of campaigns to get, as they used to say on Dragnet, “just the facts”?

Public Outreach. Outreach is targeted to provide information to groups of current or potential voters and/or to community partners regarding available public safety services (PSS) or benefits.

The target audience is the average group of voters who generally could be better informed. The Committee also feels that rational ignorance by the voter is refraining from acquiring knowledge of PSS when the cost of educating oneself exceeds the potential unknown benefit that the knowledge would provide.

Issue voting is often contrasted with party voting. This is when voters switch between issue voting and party voting depending on how much information is available to them about a given candidate. Low-information elections, such as those for congressional candidates, would thus be determined by party voting, whereas presidential elections, which tend to give voters much more information about each candidate, have the potential to be issue-driven. The Committee’s goal is issue voting.

Being an informed voter is tough as it means to be knowledgeable about the issues and positions of candidates when voting. However, knowledge is power even though most of us are busy with the day to day of work and responsibilities. It also means voters are able to make decisions without influence from outside factors intended to persuade those who may not fully understand an issue (e.g., PSS, etc.), and/or a candidate’s platform or ideas.

To put it bluntly most voters are assisted in being better informed when as many as possible low-growing fruits of information formats are available. The following recommendations by the Committee are intended to be some of those low-growing fruits.

Recommendation 1. Understanding Staffing Analysis The public needs to understand the needed staffing for the JO CO JJ Department, including its individual programs, especially during today's lack of trust environment. It is not enough to arrive at a budget in an open government setting (i.e., JO CO Budget Committee).

Budget Committee This committee is composed of three members of the public and the Board of Commissioners. The Budget Committee meets three or four times in a public setting each spring to review and approve proposed budget documents by the Budget Officer for the County. Budget Committee members should have an interest in County operations and an understanding of governmental budget processes

ORS Chapter 294 - <http://www.co.josephine.or.us/page.asp?navid=1730>

Oregon Local Budget Law ORS 294.305 Sections constituting Local Budget Law.

ORS 294.305 to 294.565 shall be known as the Local Budget Law. 12/19/2014 Josephine County Overview of Budget Process - <http://slideplayer.com/slide/9275522/>

What independent nongovernment documented staffing analysis has been completed for the JO CO JJ Department (MALPASS)?

MALPASS: Minimally Acceptable Level Of Pubic Safety Services

Justice System Exploratory Committee

Hugo Neighborhood Association & Historical Society

<http://www.hugoneighborhood.org/malpass.htm>

What organization's staffing standards were used for the staffing analysis (MALPASS)? See Chapters III and IV of *Standards For Public Safety Services*.

. Walker, Mike & Whalen, Jon. Very Draft February 1, 2016. *Standards For Public Safety Services* (Public Outreach 5.9), at Studies & Information. JS&PSS Exploratory Committee, HNAHS. Hugo, OR.

***Standards For Public Safety* 2016**

Studies & Information

JS&PSS Exploratory Committee

Hugo Neighborhood Association & Historical Society

Web Page: http://www.hugoneighborhood.org/JSPSS_Studies.htm

Chapter III. References on Public Safety Services Standards: Highlights

Chapter IV. More Detailed Bibliography on Public Safety Services Standards

Most of the staffing analysis papers are on police and fire/EMS services. However, the main point of this recommendation is that the present staffing conclusions are in the JO CO annual budget documents (but without the staffing analysis). The conclusions are identified as requirements (i.e., FTE and budgets) in Schedules A & B for each program. A little bit of additional clarification on needed/required staffing would have considerable effect or influence in helping voters understand the programs, their needs and benefits.

Recommendation 2. Department Descriptions & Relationships The descriptions of the JO CO JJ Department in the JO CO web pages and in the JO CO annual budget documents are not designed for easy consumption and understanding by the JO CO voters. The members of the Exploratory Committee are still trying to understand the JO CO JJ Department after approximately 80 hours of research. This county program is complex, especially its relationships with other juvenile programs.

Josephine County Juvenile Justice

<http://www.co.josephine.or.us/SectionIndex.asp?SectionID=163>

Budgets: Josephine County, Oregon

<http://www.hugoneighborhood.org/budgets.htm>

The JO CO JJ Department should consider developing standalone program documents summarizing its programs, including updated web pages, and flow charts. The goal is not legal requirements; the goal is public understanding moving toward public trust.

Recommendation 3. Supplemental Web Page for JO CO JJ Department The JO CO JJ Department's web page is a component of the JO CO's web page. It looks like the government, and it is brief in being helpful information toward public understanding. It communicates most effectively with JJ professionals.

Josephine County Juvenile Justice

<http://www.co.josephine.or.us/SectionIndex.asp?SectionID=163>

The JO CO JJ Department needs a supplemental web pages to promote and informed the public. For example, see the following.

- Washington County Juvenile Department - <http://www.co.washington.or.us/Juvenile/>
- Clackamas County Juvenile Department - <http://www.clackamas.us/juvenile/>
- Multnomah County, Dept of Community Justice (Dcj) Juvenile Services - <https://multco.us/dcj-juvenile>
- Marion County Juvenile Department - <http://www.co.marion.or.us/JUV>
- Benton County Juvenile - <https://www.co.benton.or.us/juvenile>
- Jackson County Community Justice Department - <http://jacksoncountyor.org/community-justice>
Juvenile Services - <http://jacksoncountyor.org/community-justice/Juvenile-Services/Overview>

It is speculated that citizen groups (i.e., pro or con tax levies) would be willing to subsidize and/or secure volunteer services for supplemental web publications.

Recommendation 4. Use Of References & Links Reference and links to more detailed budget information should be provided. A greatly expanded use of “references” for opinions, issues, conditions, and programs would be valuable for voters that wish to know more after reading a JO CO program identified in the annual budget documents and JO CO’s web pages.

Recommendation 5. Flow Chart of Josephine County Juvenile Justice Department The Exploratory Committee has not found any flow charts/diagrams depicting the JO CO JJ Department.

Information should be presented in layman’s terms that are easy to understand, avoiding technical jargon and making full use of simple and effective charts and diagrams. Flow diagrams are valuable in understanding the PSS, including the JJ. The bottom line, make full use of simple and effective charts and diagrams. For example, see the following.

- Juvenile Justice System Structure and Process Case Flow Diagram
Office of Juvenile Justice and Delinquency Prevention
Office of Justice Programs
U.S. Department of Justice
- Yamhill County’s Juvenile Justice System 2013
Yamhill County, Oregon Juvenile Justice Department
- Marion County Juvenile Department’s Flow Charts
Marion County, Oregon Juvenile Department

Recommendation 6. Citizen’s Guide To The Budget "For in the end, a budget is more than simply numbers on a page. It is a measure of how well we are living up to our obligations to ourselves and one another." Examples and references to citizen’s guides to budgets follow. Except for *Producing a Citizens’ Guide to the Budget: Why, What and How?*, they are not in any order of preference. They are arranged in the categories of federal, state, and local.

Producing a Citizens’ Guide to the Budget: Why, What and How? (Appendix A)

Petrie, Murray and Shields, Jon. 2010.

OECD Journal on Budgeting, Volume 2010/2.

<https://www.oecd.org/gov/budgeting/48170438.pdf>

Citizen’s Guide to the Fiscal Year 2014

Financial Report of the United States Government

<http://www.nmvoices.org/wp-content/uploads/2014/02/citizen-budget-guide-2014-update-web.pdf>

A Citizen’s Guide to the Washington State Budget 2015

Senate Ways and Means Committee

<http://leg.wa.gov/Senate/Committees/WM/Documents/2015CGTB.pdf>

A Citizen’s Guide to the Washington State Budget 2016

Senate Ways and Means Committee

http://leg.wa.gov/Senate/Committees/WM/Documents/Publications/2016/2016%20CGTB_Final_website.pdf

Citizen’s Guide to the New Mexico State Budget: How the State Spends Money and Why it Matters, 2014

<http://www.nmvoices.org/wp-content/uploads/2014/02/citizen-budget-guide-2014-update-web.pdf>

Citizens' Guide to Local Budgets

Office of the New York State Comptroller

Division of Local Government and School Accountability

<https://www.osc.state.ny.us/localgov/pubs/releases/LocalBudgetGuide2010.pdf>

A local government budget can be difficult to understand for the average citizen who may not have a background in accounting or a familiarity with budgeting. However, with some basic knowledge about what budgets contain, why they are important, and how they are presented, every citizen of every local community in New York State should be able to decipher the budget document.

Citizen's Guide to the Adopted FY16 Budget

Sarasota County

<https://www.scgov.net/Finance/Budgets/2016%20Citizens%20Guide%20to%20the%20Budget>

City of Lewiston, Idaho

<http://www.cityoflewiston.org/index.aspx?NID=357>

Citizen's Guide to the New Mexico State Budget: 2014

<http://www.nmvoices.org/wp-content/uploads/2014/02/citizen-budget-guide-2014-update-web.pdf>

A Guide to Understanding Denver Public Schools' Budget

http://financialservices.dpsk12.org/wp-content/uploads/2014/11/DPS_CitizensGuide_final_web.pdf

A Citizen's Guide to the City's Budget Process

City of PalmBay, Florida

<http://www.palmbayflorida.org/home/showdocument?id=8646>

A Guide to Understanding the Budget: 2014 -15

Hamilton County Department of Education

http://www.pefchattanooga.org/wp-content/uploads/2015/06/HCDE_budget-guide_051515.pdf

A Citizens' Guide to the Clallam County Budget

<http://www.clallam.net/taxes/documents/Guide2002.pdf>

Reader's Guide to the Budget

Leon County Government, Fiscal Year 2007 Budget

http://www.leoncountyfl.gov/omb/budget06-07/budget/01-Readers_Guide/00-Readers_Guide.pdf

Budget User's Guide

Charleston County

<http://www.charlestoncounty.org/departments/budget/files/Budget%20Overview.pdf>

B. Summary

Public outreach activities are targeted to provide information to groups of current or potential clients and/or to network partners and other community partners regarding available services or benefits. If community leaders want change, provide opportunities to the voting public.

The Committee provided six educational outreach recommendations. It believes they can all be developed with the existing knowledge and expertise currently available in the JO CO JJ Department, and/or available from volunteers.

1. Understanding Staffing Analysis
2. Department Descriptions & Relationships
3. Professional Web Page for JO CO JJ Department
4. Use Of References & Links
5. Flow Chart of Josephine County Juvenile Justice Department
6. Citizen's Guide To The Budget