

The Improving People's Access to Community- Based Treatment, Supports, and Services (IMPACTS) Grant

Report on the 2019-2021 biennium implementation of the IMPACTS Grant
Program as created by 2019 SB 973



Oregon Criminal
Justice Commission

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Executive Summary

In July 2019, the Oregon Legislature passed Senate Bill 973, which established the Improving People's Access to Community-based Treatment, Supports and Services (or IMPACTS) program. The IMPACTS program was created in response to research on the resources currently devoted to people with frequent criminal justice involvement (FCJI). A study of 2017 data across 12 Oregon counties identified 5,397 people who had been booked into local jails four or more times in the span of the year. The study found that:

- Despite accounting for only 9% of the population booked into local jails, the FCJI population accounted for 29% of jail bookings.
- The FCJI population was overwhelmingly booked for property crime and drug possession charges, with only 2% of their bookings being for felony-level person crimes. Nevertheless, two thirds of them scored as high risk for recidivism and almost 80% had some history of community corrections supervision.
- Two-thirds of FCJI people were on Oregon Health Plan. They were 150% more likely to visit emergency departments than other OHP members, 650% more likely to have a substance use disorder diagnosis, 75% more likely to have a mental health diagnosis, and 533% more likely to have a dual diagnosis.
- FCJI people were 3 times more likely than the general population to have been committed to the Oregon State Hospital.
- FCJI people were much more likely to be homeless than general jail populations.

In 2018, Governor Kate Brown created the Behavioral Health Justice Reinvestment Steering Committee to develop data-driven approaches to people in the criminal justice system suffering from mental illness and substance addiction. The Steering Committee consisted of stakeholders from the criminal justice, healthcare, and recovery communities as well as lawmakers and representatives from counties, tribes, and community organizations. SB 973 was the result of the Steering Committee's recommendations to the legislature.

SB 973 created the IMPACTS Grant Program, and the IMPACTS Grant Review Committee to oversee it. The program was given \$10 million over its first biennium to distribute to county governments, federally recognized Indian tribes, and local consortia for the purpose of establishing programs to better meet the needs of their FCJI populations and lower their use of jails, emergency rooms, and the State



Hospital. The Criminal Justice Commission staffs the Grant Review Committee in partnership with the Oregon Health Authority and is responsible for establishing and tracking quality improvement measures to demonstrate the effectiveness of the programs funded by IMPACTS grants. In its first round of grant funding, the IMPACTS Grant Review Committee received applications from twenty applicants, and funded eleven programs including programs in six counties and five federally recognized Indian tribes.

IMPACTS Grant Programs Funded:

Grantee	Grant Funding
Clackamas County	\$499,987.52
Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians	\$322,264.96
Confederated Tribes of Grand Ronde	\$289,999.96
Confederated Tribes of Warm Springs	\$282,743
Cow Creek Band of Umpqua Indians	\$490,841
Deschutes County	\$2,403,519.52
Douglas County	\$1,414,878.72
Klamath Tribes	\$691,580
Lane County	\$2,527,697
Lincoln County	\$288,490
Union County	\$562,945.27

This report includes information on programs funded in the first round of IMPACTS grant awards, baseline data from the grantees regarding the target populations for their IMPACTS grant funds and their current use of criminal justice and healthcare resources, and the quality improvement metrics that the Grant Review Committee will be tracking going forward.



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The authors of this report would like to acknowledge the following contributions to the IMPACTS Grant Program:

Bridget Budbill, the original team leader of IMPACTS, whose knowledge, hard work, and dedication made this program possible.

Senator Jackie Winters, a member of the original Behavioral Health Justice Reinvestment Steering Committee which created the IMPACTS program, and a tireless advocate for the downtrodden, whose contributions to building a more compassionate criminal justice system in Oregon are incalculable.

Representative Mitch Greenlick, a member of both the Behavioral Health Justice Reinvestment Steering Committee and the IMPACTS grant review committee, and a fiercely kind and just public servant who always pushed us to be better.



II. Program Contacts

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II. Report Requirements

SB 973 requires the IMPACTS Grant Review Committee to submit a report on the expenses avoided and incurred by the IMPACTS Grant program and on the outcome measures by which the programs funded by IMPACTS grants will be measured. Notably, this is the first report on the status of the IMPACTS grant program since it was created by the legislature. The first round of grant awards was made by the Grant Review Committee in July of 2020, and actual award disbursement did not begin until October 28th, 2020. There is therefore currently not yet enough data to provide any meaningful analysis of costs that have been avoided by the IMPACTS programs funded in the first round. We have however received baseline data from the majority of grantees regarding their target populations and the interaction of those populations with the justice system and healthcare system prior to their participation in IMPACTS-funded programs. In this report we will provide a summary of the creation of the IMPACTS Grant program and the IMPACTS Grant Review Committee, and the process by which the committee established its policies and procedures and chose which grantees to fund in the first round of IMPACTS awards. We will detail the specific programs that will be supported by the first round of IMPACTS funds, and look at the target populations that they are hoping to serve and the resources in jails, emergency rooms, and the Oregon State Hospital that are currently being dedicated to those populations. Finally, we will go over the additional outcome measures that we will be using to assess our IMPACTS programs, and talk about the next steps in the program's work.

III. IMPACTS Background

A. Oregon Criminal Justice Commission

The mission of the Oregon Criminal Justice Commission (CJC) is to improve the legitimacy, efficiency, and effectiveness of state and local criminal justice systems. This agency is tasked with developing and maintaining a state criminal justice policy and a comprehensive long-range plan for a coordinated state criminal justice system that encompasses public safety, offender accountability, crime reduction and prevention, and offender treatment and rehabilitation (ORS 137.656).



B. Oregon Health Authority

The mission of the Oregon Health Authority is to help people and communities achieve optimum physical, mental and social well-being through partnerships, prevention and access to quality, affordable health care. The agency is committed to improving health inequities in Oregon by addressing health disparities in communities of color, and by addressing the needs of Oregonians suffering from mental health and substance abuse disorders with a simple, responsible and meaningful framework of person-first care that addresses the root causes of illness and provides necessary supports for recovery.

C. Behavioral Health Justice Reinvestment Steering Committee

In the summer of 2018, Oregon state and county leaders requested support from the U.S. Department of Justice's Bureau of Justice Assistance (BJA) and The Pew Charitable Trusts (Pew), to employ a data-driven Justice Reinvestment approach to improve health and reduce recidivism for people with complex behavioral health needs who are cycling repeatedly through local justice systems. BJA and Pew approved Oregon leaders' request and asked The Council of State Governments (CSG) Justice Center to provide intensive technical assistance under the direction of Oregon's Behavioral Health Justice Reinvestment (BHJR) Steering Committee.

County jail booking data was provided to the CSG Justice Center by 12 counties that collectively represent two-thirds of Oregon's resident population. Additionally, the Oregon Department of Corrections provided statewide community supervision (probation and parole) data. This criminal justice data was matched for the first time with Medicaid and Oregon State Hospital information by CSG Justice Center staff in collaboration with staff from the Oregon Health Authority (OHA), the Oregon Integrated Client Services, and the Oregon State Hospital. In total, CSG Justice Center staff analyzed almost 135,000 jail booking data records for 2017 and more than 165,000 community corrections records spanning five years across these databases. Doing so allowed the state to begin identifying the people with complex behavioral health needs who are cycling repeatedly through local systems and quantifying associated health care costs.



Analyses conducted by CSG Justice Center staff showed that a relatively small number of people statewide—several thousand—are high utilizers of both public safety and behavioral health systems and place a significant strain on county jails and emergency departments.

Among the he BHJR Steering Committee’s findings:

1. In 2017, 9 percent of people booked into jail in the 12 counties that provided data for this project accounted for 29 percent of all booking events. These 5,397 people, who cycled in and out of county jails at least 4 and as many as 19 times, accounted for 30,052 separate admissions that year.
2. In 2017, people with four or more jail bookings were found to be 150 percent more likely to have visited a hospital emergency department than other Oregon adults enrolled in the Oregon Health Plan (OHP), the state’s Medicaid program. This group of people with four or more jail bookings were also more than three times as likely as the general jail population to have an Oregon State Hospital stay.

The 32-member BHJR Steering Committee met four times between October 2018 and February 2019 to review analyses and discuss options (see Appendix B for BHJR Steering Committee membership.)

The steering committee recommended the creation of a new grant program to support counties and tribal nations in developing stronger community-based continuums of care to improve health and criminal justice outcomes and to reduce financial and public safety impacts for people cycling in and out of Oregon’s jails and hospitals. This grant program—Improving People’s Access to Community-Based Treatment, Supports, and Services (IMPACTS)—was established through Senate Bill (SB) 973, which was signed into law in July 2019.

D. [Senate Bill 973](#)

Senate Bill 973 created the IMPACTS Grant program and the IMPACTS Grant Review committee to oversee the program. The IMPACTS Grant program was created to address the shortage of comprehensive community supports and services for individuals with mental health or substance use disorders which lead to their involvement with the criminal justice system,



hospitalizations, and institutional placements. IMPACTS grants are awarded by the Grant Review Committee to counties and federally recognized Indian tribes for them to establish evidence-based programs to provide needed supports and services to the target population, reducing their reliance on jails and emergency services.

The IMPACTS Grant program was funded with \$10,000,000 for the 2019-2021 biennium. Of that, three percent (or \$300,000) was earmarked to support outcome measures and/or evaluation of funded programs.

SB 973 also created two subcommittees of the IMPACTS Grant Review Committee:

- **The Quality Improvement Subcommittee:**

The Quality Improvement Subcommittee is tasked with establishing outcome measures and evaluation tools for programs receiving IMPACTS grant funding, and with establishing a statewide system for tracking outcome data to inform best practices and improve outcomes for IMPACTS grantees.

- **The Policy Subcommittee:**

The Policy Subcommittee is tasked with exploring policy areas for further discussion by the Legislative Assembly, including but not limited to diversion, laws, and other programs or projects intended to prevent the incarceration of individuals with mental health or substance use disorders. Because the IMPACTS Grant programs have not been up and running long enough to provide sufficient data to inform policy discussions, the Policy Subcommittee has not yet been convened.

IV. The IMPACTS Grant Review Committee

The IMPACTS Grant Review Committee was created in 2019 SB 973 to oversee the IMPACTS Grant Program and make grant funding award decisions. The Committee has 19 members, with 17 voting members and 2 non-voting members appointed from the legislature (see Appendix A for the current membership of the IMPACTS Grant Review Committee). The Grant Review Committee convened for the first time on November 5th, 2019, and has met



fourteen times throughout the process of establishing policies and procedures for the IMPACTS grant program and awarding grants for the 2019-2021 biennium.

Unlike with the majority of other grants administered by the CJC, IMPACTS Grant funding was not ultimately determined by the Commission itself, but rather administered wholly by the newly created IMPACTS Grant Review Committee. Therefore, it was necessary to draft and approve administrative rules for the new committee, create a new Request for Grant Proposals, and design an application process for the new grant. Additionally, SB 973 required that IMPACTS funding be awarded to at least one federally recognized Indian tribe. The Criminal Justice Commission has not previously administered grants to the tribes, and so it was also necessary for the IMPACTS Grant Review Committee to create procedures for tribal applicants that would respect both their existing processes and their tribal sovereignty.

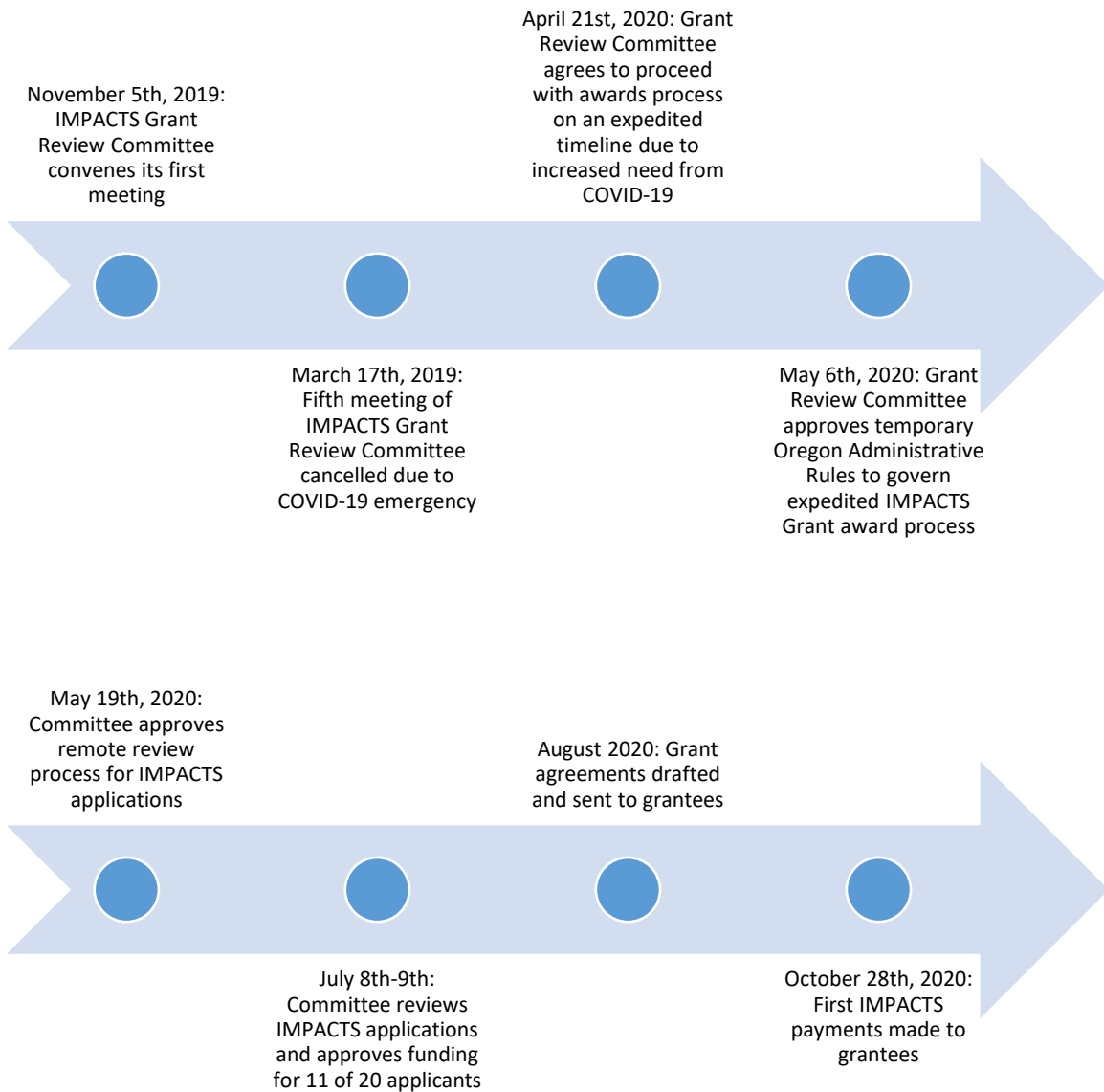
Under the timeline originally drafted to be proposed at the fifth meeting of the IMPACTS Grant Review Committee on March 17th, 2020, applications would have been open from early May to late June, with award decisions made in July and disbursements beginning in September. However, on March 8th of 2020, Governor Kate Brown issued an executive order declaring a state of emergency due to the outbreak of COVID-19 in Oregon. The majority of the members of the IMPACTS Grant Review Committee work in public health or public safety, and many work directly with populations particularly vulnerable to the spread of COVID-19. The decision was made to cancel the March 17th Grant Review Committee meeting and to reassess the original timeline and processes in light of the pandemic.

On April 21st, 2020, the IMPACTS Grant Review Committee reconvened remotely for the first time since the beginning of the pandemic to discuss the range of options that were available to them under the new circumstances. There was general agreement that the population intended to be served by IMPACTS was more vulnerable than ever during COVID, and that it was important to get funding out to programs that could help them find safe housing and keep them out of jail and the emergency room, both of which were experiencing unprecedented drains on their resources due to COVID. The committee decided to go forward with the existing application process, with applications opening as soon as possible and with a



shortened application window so that funding decisions could be made sooner. The application and initial data requirements were also abridged significantly in order to ease the burden on applicants, with plans put in place to help grantees build up their data-gathering capacity over time after grants were awarded.

The Grant Review Committee met twice in May to facilitate the expedited application process. On May 6th the committee approved temporary Oregon Administrative Rules to govern the IMPACTS Grant Program until permanent rules could be finalized, and a revised Request for Grant Proposals to be sent out to potential applicants. On May 19th the committee approved a \$2 million set-aside from the grant funds for Tribal applicants and decided on a framework for committee members to review the applications remotely. This application process was approved in the committee's June 16th meeting, and applications were considered and funding decisions made in meetings on July 8th and 9th. Since then, work has focused on writing and processing grant agreements, collecting baseline data from grantees, and finalizing first round of outcome measures for grantees.





A. The Tribal Award Process

One of the key issues for the IMPACTS Grant Review Committee was how to equitably treat Tribal applicants in the IMPACTS grant review process. Under SB 973, any of Oregon's nine federally recognized tribes could apply for IMPACTS funding either individually or as part of a consortium along with county applicants. The Grant Review Committee is further required to designate a percentage of the funds to be set aside for an award to at least one tribal applicant. Oregon's Indian tribes are sovereign nations with established processes for dealing with state agencies and addressing new policies that could potentially have an effect on them, and it was important to IMPACTS staff and the Grant Review Committee from the outset that we honor those existing relationships and processes. We consulted regularly with Julie Johnson, Director of Tribal Affairs for the Oregon Health Authority, and with Dr. Sharon Stanphill, Health and Wellness Director for the Cow Creek Band of Umpqua Tribe of Indians and a member of the Grant Review Committee.

The State of Oregon acknowledges the unique government-to-government relationship that exists between the state and the Tribes, and the statutory and regulatory framework for states to consult with Tribes, and recognizes the right of Indian tribes to self-determination and self-governance.¹ A crucial part of this relationship is Tribal Consultation, a process that is intended to allow tribes an opportunity to provide meaningful and timely input on issues that may have a substantial direct effect on them. Under OHA's Tribal Consultation Policy, tribes must be consulted regarding any Critical Event that potentially effects them, including policy development and program implementation, funding decisions, data collection, and administrative rule and application drafting. When a Critical Event is identified, IMPACTS staff draft a Dear Tribal Leader letter to be sent to tribal governments, who then have an opportunity to request a consultation meeting where tribal governments are given an opportunity to express their input on the policy.

¹ See ORS 182.162 to 182.168 and Oregon Executive Order 96-30 for more background on the statutory framework regarding relations between the State of Oregon and the nine federally recognized Indian tribal governments located in Oregon.



At the December 18th, 2019 meeting of the IMPACTS Grant Review Committee, IMPACTS staff identified three Critical Events for Tribal Consultation in the establishment of the IMPACTS Grant Program:

1. The designation of “set-aside” funding for tribal applicants.
2. The development and adoption of tribal-specific Oregon Administrative Rules for the IMPACTS Grant Program.
3. The development and adoption of a tribal-specific Request for Grant Proposal and application for IMPACTS Grant funding.

At that same meeting the Grant Review Committee decided to move ahead with two parallel application timelines, one for counties and one for tribes to allow sufficient time for Consultation.

On February 14th, 2020, IMPACTS staff attended the first Tribal Consultation, where the draft Oregon Administrative Rules were discussed. A few weeks later, the first Emergency Declaration for COVID-19 was issued in Oregon. This made continued Consultations extremely difficult, since it was no longer possible for large groups to safely meet in person and since many of the tribal healthcare staff we had been working with were forced to redirect the majority of their attention and effort to COVID. In consultation with our tribal liaisons the decision was made to postpone the Consultation process with the permission of the tribes and proceed with the grant award process, with the understanding that the right of the tribes to have meaningful input on all future aspects of the IMPACTS program would continue to be prioritized and respected. At their May 19th, 2020 meeting, the Grant Review Committee voted unanimously to set aside 20% of grant funds (or \$2 million) for tribal applicants. IMPACTS Grant staff will continue to work closely with tribal grantees and tribal representatives to make sure that they are informed of any new developments in the program and that they have a voice in any decisions made going forward.



IV. IMPACTS Grant Applicants

Applications for IMPACTS Grant Funding were open from May 11th to June 12th, 2020. The Grant Review Committee received a total of twenty applications for funding from five of Oregon’s nine federally recognized Indian tribes and fifteen of its thirty-six counties. The requests for funding totaled \$19,680,234.70, more than double what was available for the committee to award (just under \$9.8 million). Initially the Grant Review Committee made the decision to set aside 20% of the grant funds for Tribal applicants (as required in Section 4, subsection 2 of SB 973). This left approximately \$7.8 million to be distributed between \$17,602,805.80 worth of county requests. In the end the Grant Review Committee was unable to fund \$9,905,287.75 worth of the IMPACTS Grant Applications

Applicant	Amount Requested
Tribal Applicants	
Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians	\$322,264.96
Confederated Tribes of Grand Ronde	\$289,999.96
Confederated Tribes of Warm Springs	\$282,743
Cow Creek Band of Umpqua Indians	\$490,841
Klamath Tribes	\$691,580
Total Tribal Requests	\$2,077,428.92
County Applicants	
Baker County	\$1,007,143.28
Clatsop County	\$347,200
Deschutes County	\$1,639,837.25
Douglas County	\$1,646,668.56
Jackson County	\$3,305,955
Josephine County	\$803,857.20
Klamath County	\$595,802.65
Lane County	\$1,726,877
Lincoln County	\$288,490
Linn County	\$349,995
Marion County	\$1,751,414.60
Multnomah County	\$2,453,328
Union County	\$562,945.27
Wasco County	\$502,114
Washington County	\$621,178
Total County Requests	\$17,602,805.80
Total Applicant Requests	\$19,680,234.70



VII. IMPACTS Grantees

The IMPACTS Grant Review Committee awarded funding totaling \$9,774,946.95 to eleven applicants. Grant funding was awarded to six of the fifteen counties that applied and five of the five federally recognized Indian tribes. The following is a summary of the programs funded by the first round of IMPACTS grants:

Grantee	Grant Funding
Clackamas County	\$499,987.52
Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians	\$322,264.96
Confederated Tribes of Grand Ronde	\$289,999.96
Confederated Tribes of Warm Springs	\$282,743
Cow Creek Band of Umpqua Indians	\$490,841
Deschutes County	\$2,403,519.52
Douglas County	\$1,414,878.72
Klamath Tribes	\$691,580
Lane County	\$2,527,697
Lincoln County	\$288,490
Union County	\$562,945.27
Total Funded	\$9,774,946.95



Clackamas County

\$499,987.52 IMPACTS Grant



Clackamas County

Population

418,187

2019 Jail Bookings

8,350

Size of Target Population

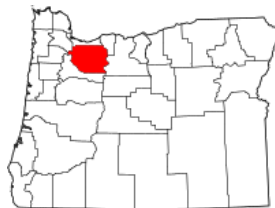
55 (.01% of population)

2019 Jail Bookings for Target Population

167 (2% of jail bookings)

Background

Clackamas County faces unique geographical hurdles in providing services to its target population. While its community corrections office and the majority of its resources are located in and around the county's northernmost edge, the boundaries of the county reach east to Mount Hood and south all the way to the western border of the Warm Springs Indian Reservation. Their frequent utilizers are in need of wraparound services to help them find and keep housing, and struggle to access mental health resources in a timely manner.



IMPACTS Program

Clackamas County will use IMPACTS funds to pay for vouchers for high-needs members of the target population to access housing and wraparound services. This will allow these high-needs clients to more smoothly make the transition from stabilization housing to permanent housing. The funds will also go towards enabling members of the target population to meet more consistently with mental health staff by providing them with smartphones for telehealth meetings and to employ an on-call case manager who can work with probation officers who identify clients in need of additional mental health assistance.

Clackamas County's IMPACTS Grant Will Fund:

Two years of vouchers good for full support services (6 vouchers/month): **\$326,448**

1 On-Call Case Manager: **\$130,737**

1 Research Partner for Data Work: **\$26,460**

20 Cell Phones: **\$13,600**



IMPACTS Grantees

Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians

\$322,264.96 IMPACTS Grant



Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians

Population

1,232*

Background

CTCLUSI’s primary service area comprises more than 13,900 square miles on the Oregon coast. Due to the geographic barriers of the Pacific Ocean to the west and the Oregon Coast Range to the east the area struggles with access to healthcare resources, and there is a particular lack of culturally-based behavioral health services available to the large number of American Indian and Alaska Natives living within the service area. Much of the community receives healthcare services in the cities of Coos Bay and North Bend, but that community lacks sufficient access to behavioral health services. Mental health and co-occurring substance use disorder have been identified as “top concerns” in Coos County.

IMPACTS Program

CTCLUSI will use IMPACTS funds to hire a Certified Drug and Alcohol Counselor to expand services to their target population, and to be able to meet with family members to provide guidance and support. It will also provide housing, childcare, and transportation support to members of the target population and their families.

*While the CTCLUSI has an official population of 1,232 members, they are part of a shared 5-county service area that is home to more than 12,200 American Indians/Alaska Natives potentially eligible for services

The Confederated Tribes of Coos, Lower Umpqua, and Siuslaw’s IMPACTS Grant Will Fund:

1 Certified Drug and Alcohol Counselor/Project Director: **\$153,222.96**

Housing Support for 10 Families: **\$52,000**

Childcare Support (120 hours of care/month): **\$1,800**

Transportation Support to Access Services: **\$3,600**



IMPACTS Grantees

Confederated Tribes of Grand Ronde

\$289,999.96 IMPACTS Grant



Confederated Tribes of Grand Ronde

Population
5,306 enrolled members*

Size of Target Population
50

Background

The Confederated Tribes of Grand Ronde serve a community spread throughout their reservation in the Polk-Yamhill county area and nearby areas, including a significant population in the Portland metro area. While they have a health center, Tribal housing, and other Tribal support offices located in Grand Ronde, they have access to limited supports and services outside of that area. Many of their Tribal members are unable to relocate for services.

IMPACTS Program

The Confederated Tribes of Grand Ronde will use IMPACTS funding to provide post-treatment and post-incarceration transitional services to Tribal members throughout their service area (including Polk, Yamhill, Multnomah, Washington, and Clackamas counties) from existing service providers in Portland, Oregon City, and Seaside. It will also cover the cost of residential treatment for Tribal members who currently do not have access. Finally, it will pay for housing and basic needs for target population members to help them stabilize.

The Confederated Tribes of Grand Ronde’s IMPACTS Grant Will Fund:

Transitional Housing Services: **\$70,000**

Substance Abuse Treatment: **\$99,999.96**

Rental Assistance for Target Population Members: **\$75,000**

Basic Household Items and Expenses for Target Population Members: **\$45,000**

*Per 2019-2020 Oregon Blue Book



IMPACTS Grantees

Confederated Tribes of Warm Springs

\$282,743 IMPACTS Grant



Confederated Tribes of Warm Springs

Population

5,292 enrolled members*

2019 Jail Bookings

1,631

Size of Target Population

99

2019 Jail Bookings for Target Population

1,223 (75% of jail bookings)

Background

The Confederated Tribes of Warm Springs run Oregon’s only tribal correctional facility, with 32 beds for men and 12 for women. This facility lacks full-time treatment professionals and resources to follow up with arrested individuals upon released. Most of those incarcerated are known to the Tribal Police Department to have untreated mental health or substance use disorders.

IMPACTS Program

The Confederated Tribes of Warm Springs will use IMPACTS funds to fund a full-time clinical employee at the Warm Springs Correctional Facility who will screen arrestees for behavioral health needs, follow up with comprehensive assessments, and develop individualized treatment and service plans when necessary. They will also fund a Criminal Justice System Coordinator to help integrate their existing services and track outcomes.

The Confederated Tribes of Warm Springs’ IMPACTS Grant Will Fund:

Certified Mentor **\$99,480**

Criminal Justice System Coordinator: **\$99,480**

Training: **\$33,143**

Supplies: **\$4,400**

*Per 2019-2020 Oregon Blue Book



IMPACTS Grantees

Cow Creek Band of the Umpqua Tribe of Indians

\$490,841 IMPACTS Grant



Cow Creek Band of the Umpqua Tribe of Indians

Population

1,760 enrolled members*

2019 Jail Bookings

20

2019 Emergency Department Visits

94,857

Size of Target Population

20

2019 Jail Bookings for Target Population

5 (25% of jail bookings)

2019 Emergency Department Visits for Target Population

2 (10% of ED Visits)

Background

The Cow Creek Band of the Umpqua Tribe of Indians stretches over nearly sixteen million acres in southeast Oregon and encompasses seven largely rural counties. It operates clinics in Roseburg and Canyonville, and provide holistic and culturally relevant services to Tribal members.

IMPACTS Program

The Cow Creek Band of the Umpqua Tribe of Indians will use IMPACTS funds to create a dedicated care coordinator position to intercept members of the target population at the jail and emergency department and help provide them with wraparound services. It will also fund crisis services, transitional housing, and permanent housing to make sure that there are no delays in moving people who successfully stabilize into workable long-term living arrangements. It will provide housing and transportation assistance to members of the target population to help reduce barriers to services.

The Cow Creek Band of the Umpqua Tribe of Indians' IMPACTS Grant Will Fund:

Care Coordinator: **\$189,000**

Tribal Police Officer: **\$54,000**

Acute Psychiatric Care and Rehabilitation Services: **\$100,000**

Rental Assistance: **\$9,000**

*Per 2019-2020 Oregon Blue Book



Deschutes County

\$2,403,519.52 IMPACTS Grant



Deschutes County

Population

197,692

2019 Jail Bookings

7,604

2019 Emergency Department Visits

94,857

2019 Oregon State Hospital Referrals

14

Size of Target Population

547 (.2% of population)

2019 Jail Bookings for Target Population

1825 (24% of jail bookings)

2019 Emergency Department Visits for Target Population

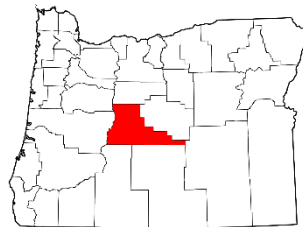
1328 (1.4% of ED Visits)

2019 Oregon State Hospital Referrals for Target Population

9 (67% of OSH Referrals)

Background

Deschutes County already operates a Crisis Intervention Team and Forensic Diversion team, both of which work to prevent people with mental illness from cycling through the criminal justice system. They have identified one of their major gaps for the target population as the lack of a place besides jail or an emergency department to bring people who are in the midst of a mental health crisis.



IMPACTS Program

Deschutes County will use IMPACTS funds to expand the services of the Deschutes County Stabilization Center (DCSC), a Crisis Stabilization Center with respite and sobering resources. This funding will allow the DCSC to expand to a 24/7 facility that can accept individuals suffering from mental health or addiction-related crisis rather than taking them to jail or the hospital. They will also hire a case manager and peer support specialist to focus on individuals who would otherwise be referred to the state hospital as unable to aid and assist with their defense on low-level crimes.

Deschutes County's IMPACTS Grant Will Fund:

5 Behavioral Health Workers: **\$896,781.60**

Additional Staff and Services for 24/7 Operation of DCSC: **\$489,698.77**

Supplies: **\$34,402.88**



IMPACTS Grantees

Douglas County

\$1,414,878.72 IMPACTS Grant



Douglas County

Population

110,980

2019 Jail Bookings

6,100

2019 Emergency Department Visits

6200

2019 Oregon State Hospital Referrals

29

Size of Target Population

247 (.2% of population)

2019 Jail Bookings for Target Population

1464 (24% of jail bookings)

2019 Emergency Department Visits for Target Population

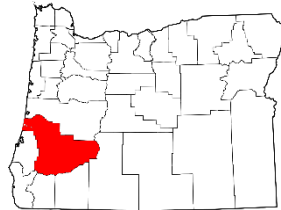
434 (7% of ED Visits)

2019 Oregon State Hospital Referrals for Target Population

2 (6.9% of OSH Referrals)

Background

Douglas County is already running a Mobile Crisis unit and will soon be opening a sobering center in Roseburg, but has identified an additional need for wraparound services, resources for stabilization of people who are in crisis, and transitional housing the bridge the gap between stabilization and permanent housing. Douglas County's IMPACTS program will supplement a number of initiatives already in progress in the county to bolster treatment and housing resources.



IMPACTS Program

Douglas County will use IMPACTS funds to create a dedicated Intensive Care Coordination team focused specifically on intercepting members of the target population before they reach the jail or emergency department and coordinating care for them. It will also fund an expansion of the Roseburg Detox Center, including the development of Crisis Resolution Rooms to give the county an option other than jail and the emergency room for people experiencing an immediate behavioral health crisis. Finally, it will support the Chadwick Clubhouse, which provides community support to people affected by mental illness.

Douglas County's IMPACTS Grant Will Fund:

Detox: **\$520,000**

3 Qualified Mental Health Associates: **\$455,580**

Crisis Resolution Rooms: **\$220,000**

Rental Assistance: **\$40,000.08**



The Klamath Tribes

\$691,580 IMPACTS Grant



The Klamath Tribes

Population

5,200 enrolled members*

Size of Target Population

18

2019 Jail Bookings for Target Population

103

2019 Emergency Department Visits for Target Population

22

2019 Oregon State Hospital Referrals for Target Population

0

Background

According to the Klamath Tribes, the population of Klamath County is approximately 4.9% American Indian/Alaskan Native, yet that population makes up 9-10% of the population on probation, approximately one third of Emergency Room visits for acute intoxication, and one fourth to one third of the population of Klamath County Jail, in addition to being overrepresented in the state juvenile and adult corrections systems. Much of these disproportionate outcomes can be attributed to trauma and hardship resulting from the treatment of the Klamath Tribes at the hands of the US Government.

IMPACTS Program

The Klamath Tribes will use IMPACTS funds to fund a dedicated jail diversion staffer to help Tribal members engage with diversion options, and a substance treatment counselor and two qualified mental health associates to staff the Klamath County Sobering Center. They will also pay for peer support services, stable housing options, and direct client support to provide for the target population’s basic needs that cannot otherwise be met.

The Klamath Tribes’ IMPACTS Grant Will Fund:

4 Staff for Jail Diversion and Sobering Center: **\$217,392**

Housing Support and Peer Support: **\$192,000**

Housing Payments: **\$25,008**

Direct Client Support: **\$25,000**

*Per 2019-2020 Oregon Blue Book



Lane County

\$2,527,697 IMPACTS Grant



Lane County

Population

382,067

2019 Jail Bookings

11,828

2019 Emergency Department Visits

4,154

2019 Oregon State Hospital Referrals

103

Size of Target Population

689 (.18% of population)

2019 Jail Bookings for Target Population

3785 (32% of jail bookings)

2019 Emergency Department Visits for Target Population

540 (13% of ED Visits)

2019 Oregon State Hospital Referrals for Target Population

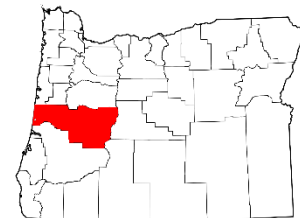
37 (36% of OSH Referrals)

Background

Eugene (the county seat of Lane County) has the highest per capita homeless population of any city in the United States, and many of those who cycle through its jail are struggling with some combination of homelessness, mental health issues, and addiction. Nearly half of their high jail utilizers are identified as chronically homeless, which means that they have been continually homeless and have a disabling condition of some kind. Lane County has already instituted a number of programs to identify and properly intervene with this population, including the FUSE (Frequent User System Engagement) program and the CAHOOTS (Crisis Assistance Helping Out On The Streets) program.

IMPACTS Program

Lane County will use IMPACTS funding to supplement their existing programs with a Forensic Intensive Treatment Team (FITT) which will focus on creating wraparound care for high jail utilizers and connecting them with the services and systems they need.



Lane County's IMPACTS Grant Will Fund:

1 Prescriber and 1 Mental Health Nurse: **\$731,180**

3 Mental Health Specialists and 1 Mental Health Court Liaison: **\$690,320**

1 Substance Use Counselor: **\$170,580**

2 Peer Support Specialists: **\$108,240**



IMPACTS Grantees

Lincoln County

\$288,490 IMPACTS Grant



Lincoln County

Population

49,962

2019 Jail Bookings

2,238

Size of Target Population

72 (.14% of population)

2019 Jail Bookings for Target Population

358 (16% of jail bookings)

2019 Emergency Department Visits for Target Population

224

2019 Oregon State Hospital Referrals for Target Population

1

Background

Lincoln County has recognized the need for alternatives to jail for those suffering from behavioral health problems, and has taken multiple steps in recent years to intercept high utilizers and find alternative paths to treatment and recovery for them. However, with the onset of COVID-19, it has become more difficult for existing systems to identify and aid the frequent utilizer population, since the County has been proactive about reducing their jail population and has thus been citing and releasing those who previously would have been identified during the booking process. Lincoln County is thus interested in developing processing for identifying and helping frequent utilizers prior to booking.

IMPACTS Program

Lincoln County will fund a Law Enforcement Assisted Diversion (LEAD) program to identify frequent utilizers of the criminal justice system and attempt to divert them to appropriate services as early in the process as possible. IMPACTS funding will go towards counseling for members of the target population and housing assistance for those who need it.



Lincoln County's IMPACTS Grant Will Fund:

Outreach Counseling: **\$202,800**

Housing Assistance: **\$44,670**

Transportation Assistance: **\$15,000**



IMPACTS Grantees

Union County

\$562,945.27 IMPACTS Grant



Union County

Population

26,835

2019 Jail Bookings

1,154

Size of Target Population

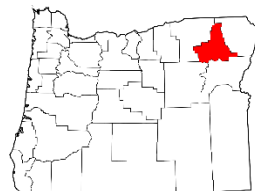
106-500*

2019 Jail Bookings for Target Population

577-980*

Background

Union County estimates that 80 to 85 percent of the individuals booked into their jail in 2019 suffered from a substance abuse issue, that 50 percent suffered from a mental health issue, and that 10 to 15 percent were truly homeless, with a much higher percentage having no stable place to live. Among the major challenges to stability for their frequent utilizer population, they have identified the top ones as access to housing, access to employment, and navigating the challenge of establishing health care coverage.



IMPACTS Program

Union County will use IMPACTS funds to expand their existing transitional housing options and hire housing managers to increase their effectiveness. They will also add an additional worker to their existing mental health Respite House, increasing its capacity as an alternative to jail or hospitalization. They will add an additional Supported Employment Specialist to work directly with the target population to find and keep employment. Finally, they will train their peer support workers and program coordinator to help members of the target population re-establish Oregon Health Plan coverage when it been lost due to incarceration.

Union County's IMPACTS Grant Will Fund:

2 Peer Support Workers: **\$153,790.32**

1 On-Call Respite House Worker: **\$109,241.60**

1 Supported Employment Specialist: **\$84,800.75**

Additional Recovery Housing Capacity (12 People): **\$54,000**

*Union County is still working to identify what portion of its FCJI population will be included in its target population



VIII. Baseline Target Population Data

As a condition of receiving IMPACTS funding, the Grant Review Committee asked grantees to provide baseline data on their anticipated target populations (people who have four or more jail bookings or otherwise qualify as frequently criminal justice involved based on the previous year of booking data). IMPACTS staff will continue working with grantees to help improve the quality and completeness of their baseline data sets, as COVID-19 and the summer's wildfires have severely affected several of our grantees and made data-gathering more difficult for them. The eventual goal is to be able to accurately show the effect that each IMPACTS program has had on local jail and emergency room resources and on the use of the Oregon State Hospital, as well as track a number of key outcome measures that give a more complete picture of the effectiveness of each program.

The initial baseline data that grantees have provided largely reflects our understanding of the IMPACTS target population and the criminal justice system as a whole. The total statewide target population consists of 1853 people, 1716 for the county grantees and 137 for the tribal grantees. This target population had an aggregate of 9221 jail bookings in the past year, for an average of 4.98 bookings per person. The 1501 target population members for whom emergency department data was submitted had an aggregate of 2324 emergency department visits in the past year, for an average of 1.55 visits per person.



Target Population Size

Grantee	Target Population Number
Clackamas County	55
Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians	-
Confederated Tribes of Grand Ronde	50
Confederated Tribes of Warm Springs	99
Cow Creek Band of Umpqua Indians	20
Deschutes County	547
Douglas County	247
Klamath Tribes	18
Lane County	689
Lincoln County	72
Union County	106-500
Total Target Population	1883-2277

Jail Use

GRANTEE	AVERAGE # OF JAIL BOOKINGS PER TARGET POPULATION MEMBER JULY 2019 - JUNE 2020	% OF TOTAL JURISDICTION JAIL BOOKINGS
CLACKAMAS COUNTY	3.04	2%
CONFEDERATED TRIBES OF COOS, LOWER UMPQUA, AND SIUSLAW INDIANS	-	-
CONFEDERATED TRIBES OF GRAND RONDE	-	-
CONFEDERATED TRIBES OF WARM SPRINGS	12.35	75%
COW CREEK BAND OF UMPQUA INDIANS	.25	25%
DESCHUTES COUNTY	3.34	24%
DOUGLAS COUNTY	5.93	24%
KLAMATH TRIBES	5.72	
LANE COUNTY	5.49	32%
LINCOLN COUNTY	1	3%
UNION COUNTY	106-500	-



Emergency Department Use

GRANTEE	AVERAGE # OF EMERGENCY DEPARTMENT VISITS PER TARGET POPULATION MEMBER JULY 2019 - JUNE 2020	% OF TOTAL JURISDICTION EMERGENCY DEPARTMENT VISITS
CLACKAMAS COUNTY	-	-
CONFEDERATED TRIBES OF COOS, LOWER UMPQUA, AND SIUSLAW INDIANS	-	-
CONFEDERATED TRIBES OF GRAND RONDE	-	-
CONFEDERATED TRIBES OF WARM SPRINGS	-	-
COW CREEK BAND OF UMPQUA INDIANS	-	-
DESCHUTES COUNTY	2.43	1.4%
DOUGLAS COUNTY	1.76	7%
KLAMATH TRIBES	1.22	-
LANE COUNTY	0.78	13%
LINCOLN COUNTY	-	-
UNION COUNTY	-	-

Oregon State Hospital Use

GRANTEE	# OF OREGON STATE HOSPITAL REFERRALS FOR TARGET POPULATION JULY 2019 - JUNE 2020	% OF TOTAL JURISDICTION OREGON STATE HOSPITAL REFERRALS
CLACKAMAS COUNTY	-	-
CONFEDERATED TRIBES OF COOS, LOWER UMPQUA, AND SIUSLAW INDIANS	-	-
CONFEDERATED TRIBES OF GRAND RONDE	-	-
CONFEDERATED TRIBES OF WARM SPRINGS	-	-
COW CREEK BAND OF UMPQUA INDIANS	-	-
DESCHUTES COUNTY	9	67%
DOUGLAS COUNTY	2	6.9%
KLAMATH TRIBES	0	0%
LANE COUNTY	7	36%
LINCOLN COUNTY	-	-
UNION COUNTY	-	-



Race/Ethnicity of Target Population²

	WHITE	BLACK OR AFRICAN AMERICAN	NATIVE	ASIAN/PACIFIC ISLANDER	LATINX	UNKNOWN
CLACKAMAS COUNTY	81.13%	1.77%	3.0%	6.87%	9.01%	0%
CLACKAMAS COUNTY TARGET POPULATION	83.64%	7.27%	0%	0%	3.64%	0%
DESCHUTES COUNTY	86.84%	0.94%	1.76%	2.49%	8.26%	0%
DESCHUTES COUNTY TARGET POPULATION	79.34%	1.65%	3.84%	1.1%	6.95%	7.13%
DOUGLAS COUNTY	87.48%	0.95%	3.64%	2.17%	6.07%	0%
DOUGLAS COUNTY TARGET POPULATION	59.51%	0.40%	1.21%	0%	2.43%	36.44%
LANE COUNTY	81.29%	2.03%	2.81%	5.03%	9.32%	0%
LANE COUNTY TARGET POPULATION	90.71%	6.10%	0.87%	0.29%	2.03%	0%
LINCOLN COUNTY	81.98%	1.21%	5.31%	2.32%	9.5%	0%
LINCOLN COUNTY TARGET POPULATION	80.56%	4.17%	6.94%	2.78%	0%	5.56%
UNION COUNTY	88.22%	1.32%	2.11%	3.51%	5.17%	0%
UNION COUNTY TARGET POPULATION	88.7%	1.89%	0.94%	0%	8.49%	0%

² The Criminal Justice Commission does not currently have demographic breakdowns of the populations of tribal service areas, and so is unable to provide side-by-side demographic comparisons. The target populations to be served by the tribal IMPACTS grants are almost entirely American Indian/Native Alaskan.



IX. Quality Improvement Measures

SB 973 created the Quality Improvement Subcommittee of the IMPACTS Grant Review Committee to establish outcome measures and evaluation tools for programs receiving grants under the IMPACTS program and establish a statewide system for tracking simple, clear and meaningful outcome data that is timely and easily accessed to inform best practices and improve outcomes for individual participants. The Quality Improvement Subcommittee has been meeting regularly since January of 2020 to discuss metrics by which the effectiveness of IMPACTS grant programs can be measured. Because IMPACTS is focusing on a population that exists at the intersection of high criminal justice involvement, intense healthcare needs, behavioral health and addiction issues, and high rates of homelessness, there are a number of spectra on which the potential success of programs can be assessed. The Quality Improvement Subcommittee's discussions have focused on three groupings of outcome measures:

1. Criminal Justice
2. Healthcare
3. Housing

Because the Grant Review Committee chose to fund a diverse selection of programs, we would not necessarily expect progress along all of these metrics by every grantee, but by monitoring all of them we hope to get a better sense of how the various needs of the target population are being served and how the programs might improve in the future.

Due to the challenges our grantees faced due to local efforts to manage the COVID-19 pandemic, the Grant Review Committee made the decision to request only a limited set of data measures from grantees, and work over time to gather additional data to further inform the development of the program. The committee initially chose to focus on easy-to-track quantitative measures that would provide an accurate idea of the costs sustained to local criminal justice and health systems for dealing with the target population, including:

1. Percentage of target population with identified mental health disorder
2. Percentage of target population with identified substance use disorder
3. Total jail bookings of the target population



4. Percentage of total jurisdiction jail bookings represented by the population
5. Total emergency department visits by the target population
6. Percentage of total jurisdiction emergency department visits represented by the total population
7. Total Oregon State Hospital referrals for the target population
8. Percentage of total jurisdiction Oregon State Hospital referrals represented by the target population.

Additionally, the grantees were asked to track aggregate demographic data for their target populations, including:

1. Age
2. Race/Ethnicity
3. Sex
4. Tribal Affiliation
5. Criminogenic Risk Score (where available)

For future reporting we are planning to expand our data gathering, and work with grantees to make sure we are receiving the most complete data sets possible. Additional performance measures we are asking grantees to track include:

Criminal Justice:

1. Emergency services contacts with target population

Healthcare:

1. Engagement in mental health treatment (number of target population members currently accessing services, number of target population members able to access services in first 30 days of IMPACTS services, number of target population members still accessing services 90 days after entry into IMPACTS)
2. Engagement in substance use treatment (number of target population members currently accessing services, number of target population members able to access



services in first 30 days of IMPACTS services, number of target population members still accessing services 90 days after entry into IMPACTS)

3. Engagement in peer support services (number of target population members currently accessing services, number of target population members able to access services in first 30 days of IMPACTS services, number of target population members still accessing services 90 days after entry into IMPACTS)
4. Acute psychiatric hospitalizations of target population

Housing:

1. Percentage of target population identified as houseless
2. Percentage of target population temporarily housed
3. Percentage of target population permanently housed

Level of IMPACTS Contact:

1. Number of target population members who have contact with IMPACTS programs 3+ times a week/1-2 times a week/1-3 times a month/not at all in any given month

Additional Demographic Data

1. Percentage of target population with an identified developmental disability
2. Percentage of target population with an identified physical disability

X. Future of IMPACTS

The first round of payments have gone out to the 2019-2021 grantees, and many have already begun hiring staff and setting up their programs. In the first few months of 2021 we will begin receiving data on outcome measures and will be able to direct our technical support capacity to those grantees who need it. The Quality Improvement Subcommittee will continue to meet to refine our outcome measures and data gathering, and after the first round of reporting we will convene the Policy Subcommittee to look at the work our grantees are doing and discuss potential policy recommendations to the legislature.



Appendix A. IMPACTS Grant Review Committee Membership List

Grant Review Committee Seat	Member Name and Position
Director of Oregon Health Authority or designee	Steve Allen, Co-Chair (OHA Behavioral Health Director)
Director of Department of Corrections or designee	Jeremiah Stromberg (Assistant Director of Community Corrections)
Chief Justice of the Supreme Court or designee	Hon. Suzanne Chanti (Lane County Circuit Court Judge)
Executive Director of Oregon Criminal Justice Commission or designee	Kenneth Sanchagrin (Interim Director, Oregon Criminal Justice Commission)
Director of Housing and Community Services Department or designee	Conner McDonnell (Housing Navigator, Oregon Housing and Community Services)
District Attorney	Kevin Barton (Washington County District Attorney)
Defense Attorney	Erik Swallow (Umpqua Valley Public Defender)
Chief of Police	Deputy Chief Jeff Williams (Beaverton Police Department)
County Commissioner	Commissioner Claire Hall (Lincoln County)
Director of hospital that provides acute mental health treatment	Alicia Beymer (VP of Operations, Peacehealth)
Representative of a community-based mental health treatment facility	Stacy Brubaker (Jackson County Mental Health)
Representative of a community-based substance use disorder treatment facility	Greg Brigham (CEO, Adapt Oregon)
Sheriff	Sheriff Curtis Landers (Lincoln County)
Representative of a federally recognized tribal government	Dr. Sharon Stanphill (Cow Creek Band of Umpqua Tribe of Indians)
Non-voting member of the Senate	Senator Denyc Boles (Senate District 10)
Non-voting member of the House	Vacant (Previously Representative Mitch Greenlick, House District 33)
Public member	Janie Gullickson (Mental Health Association of Oregon)
Public member	Ramiro Navarro (Project ABLE)
Public member	Jaron Riddle (CADC)



Appendix B: Behavioral Health Justice Reinvestment Steering Committee Members:

Member	Position
Patrick Allen, Co-Chair	Director, Oregon Health Authority
Jason Myers, Co-Chair	Marion County Sheriff
Kevin Barton	Washington County District Attorney
Eric Carson	Recovery Mentor
Suzanne Chanti	Lane County Circuit Court Judge
Emily Cooper	Legal Director, Disability Rights Oregon
Julia Delgado	Director of Programs, Urban League of Portland
Jim Doherty	Morrow County Commissioner
Andi Easton	Vice President of Government Affairs, Oregon Association of Hospitals and Health Systems
Lee Eby	Clackamas County Jail Captain
Joel Fish	Chief, Enterprise Police Department
Mitch Greenlick	State Representative, District 33
Janie Gullickson	Executive Director, Mental Health Association of Oregon
Eric Guyer	Director, Jackson County Community Justice
Claire Hall	Lincoln County Commissioner
Silas Halloran-Steiner	Director, Yamhill County Health and Human Services
Sandra Hernandez Lomeli	Youth Programs Director, Latinos Unidos Siempre (L.U.S.) Youth Organization
Cheryle Kennedy	Chairwoman, The Confederated Tribes of Grand Ronde
Allison Knight	Public Defender, Lane County
Belinda “Linda” Maddy	Department of Public Safety Standards and Training Crisis Intervention Training Coordinator, Crisis Intervention Teams Center for Excellence
Angel Prater	Executive Director, FolkTime
Floyd Prozanski	State Senator, District 4
Steve Sanden	Executive Director, Bay Area First Step
Paul Solomon	Executive Director, Sponsors, Inc.
Abbey Stamp	Executive Director, Multnomah County Local Public Safety Coordinating Council
Duane Stark	State Representative, District 4
Elizabeth Steiner Hayward	State Senator, District 17
Heidi Steward	Assistant Director, Offender Management and Rehabilitation, Oregon Department of Corrections
Kay Toran	President, Volunteers of America-Oregon
Nan Waller	Multnomah County Circuit Court Judge
Shannon Wight	Deputy Director, Partnership for Safety and Justice
Jackie Winters	State Senator, District 10