

# I. Introduction

The Oregon Youth Authority (OYA) was established as an independent state agency on January 1, 1996.

The OYA exercises legal and physical custody over youth offenders between the ages of 12 and 18 who commit crimes and have been adjudicated to the OYA by county juvenile courts. Youth offenders may remain in OYA's legal and physical custody up to age 25.

In addition to juvenile court commitments, the OYA can have physical custody of young offenders who commit crimes while under age 18, who are convicted in adult court after jurisdiction or statutory judicial waiver or Measure 11 charge and are in the legal custody of the Oregon Department of Corrections. OYA may retain custody of these offenders up to age 25.

## **OYA Mission**

The mission of the Oregon Youth Authority is to protect the public and reduce crime by holding youth offenders accountable and providing opportunities for reformation in safe environments.

To achieve this, the OYA:

- Emphasizes safety of the public, youth, and staff;
- Provides certain, consistent sanctions for youth offenders through a continuum of services and sanctions;
- Supports the concerns of crime victims;
- Provides comprehensive youth reformation programs;
- Promotes and supports juvenile crime prevention activities;
- Encourages involvement and responsibility of families, communities, and juvenile justice partners; and
- Selects, trains, supports, and empowers a competent and diverse workforce.

The OYA is the primary state agency involved in Oregon's juvenile justice system. The agency provides services for two types of offenders: first are juvenile commitments, youth adjudicated to the OYA through the state court system and, second, those youth convicted in adult court but housed with the OYA because of their age. If a youth is committed to the OYA through means of an adult conviction, they come under the jurisdiction of the Oregon Department of Corrections, even if they are housed with the Oregon Youth Authority.

The OYA has legal or physical custody over approximately 2,000 youth offenders, of which approximately 89 are identified as Native American. OYA services include housing at one of the agency's six close custody facilities and

four transitional facilities located throughout the state. In addition, OYA's field offices manage youth offenders who are either on parole from a close custody facility or who have been placed on probation to receive out-of-home services such as residential treatment or foster care as an alternative to confinement.

All OYA services are intended to provide public safety and accountability for youth offenders while providing reformation opportunities for those youth. The OYA engages tribal governments in three significant avenues: (1) Individually through government-to-government relationships, as established in a Memorandum of Understanding with each tribe; (2) collectively through the OYA Native American Advisory Committee; and (3) through implementing and coordinating culturally relevant treatment services for Native American youth in OYA custody.

For more information about the Oregon Youth Authority please visit the website at [www.oregon.gov/OYA](http://www.oregon.gov/OYA).

## II. Government to Government

Jack Lawson, the Oregon Youth Authority's Native American Coordinator, is the agency's lead contact in the government-to-government relationship between the OYA and tribes. Mr. Lawson can be contacted directly by phone at (503) 378-6973 or email at [jack.lawson@oya.state.or.us](mailto:jack.lawson@oya.state.or.us).

Each of Oregon's federally recognized tribes have identified a "Key Contact" to the OYA. The Key Contact serves as the information point person for their tribe. This person acts as the first link of communication between the OYA and the tribe. The role of the Key Contact is vital to the communication linkages providing opportunities to identify mutual concerns, resources for youth offenders and activities in the OYA or communities. In addition, the Key Contacts are instrumental in resolving concerns or disagreements between the OYA and their respective tribes.

The government-to-government relationship, which exists between the OYA and Oregon tribes, is an enhancement of the OYA's mission of public safety, accountability, and reformation for youth offenders. In order to accomplish this mission, the OYA cannot operate in a vacuum from community partnerships. As sovereigns, tribal governments are crucial partners in a relationship with the OYA, which provide unique opportunities for the tribes to be involved with delinquent youth from their communities, while in the custody of the OYA.

This partnership keeps youth offenders connected to their communities, enables culturally relevant treatment and intervention opportunities, provides for a

continuum of services which extends beyond their confinement and provides for additional measures for accountability and public safety.

## **Memorandum of Understanding**

In order to establish government-to-government relationships with Oregon's tribal governments, the OYA has pursued a Memorandum of Understanding (MOU) as the formal basis of the relationship with each tribe, pursuant to ORS 182.162-166. While each MOU is tailored to meet the individual needs and concerns of each tribe, they generally identify areas of mutual concern, identify services to youth of particular interest to the tribe and OYA, establish mutually agreed-upon roles and responsibilities, and identify Key Contacts in order to promote effective communication and positive relationships.

Areas of mutual concern generally include ensuring that tribal youth are identified when they enter OYA custody, that they receive culturally appropriate assessments and services, and that tribes are notified and have opportunities to participate in planning the reformation efforts and transition services for tribal youth as they change placements or leave OYA custody.

OYA currently has signed MOU's with six Oregon tribes; The Klamath Tribes; Confederated Tribes of Siletz; Burns Paiute; Cow Creek Band of Umpqua Indians; Coos, Lower Umpqua and Siuslaw; and the Coquille Tribe.

The OYA and Cow Creek Band of Umpqua Indians have updated and renewed their MOU this year, recommitting their efforts to work together on a government-to-government basis.

In addition, the Siletz tribes have begun the process of revising their existing MOU with the OYA and are looking forward to completing the process in 2008. OYA's Native American Coordinator will be working with representatives of the Siletz tribe to revise and amend the MOU.

Although the OYA has not been able to finalize an MOU with the Confederated Tribes of Grand Ronde, Confederated Tribes of the Umatilla Indian Reservation, and the Confederated Tribes of Warm Springs, there has been significant progress made to reach agreements.

The Confederated Tribes of Grand Ronde is currently reviewing the MOU and will be scheduling a meeting with the OYA Native American Coordinator in December to discuss and review any issues or concerns and begin negotiating an agreement.

The Confederated Tribes of the Umatilla Indian Reservation and OYA's Native American Coordinator have met several times over the last year in order to

finalize the MOU. The tribe's Law and Order Committee is in the final stages of reviewing the document.

In addition, for the purpose of improving tribal understanding of the OYA's mission and as a precursor to signing an MOU with the Umatilla Tribe, the OYA's Native American Coordinator arranged for two tours of the OYA's RiverBend transition facility located in La Grande. The first tour was on July 26, 2007 for members of the Umatilla's Public Safety team, including the tribal Chief of Police, Ron Harnden and, Tribal Prosecutor, Kate Beckwith. The second tour was on October 26, 2007, for the Law and Order Committee and included Leo Stewart, Vice Chair of the Umatilla Board of Directors and Chair of the Law and Order Committee. On both tours, tribal members reported they were very impressed with the program and the work the facility is doing with the young men there.

The Confederated Tribes of Warm Springs has sworn in a new tribal council this year and has appointed a new Chief Operations Officer for their tribe. OYA's Native American Coordinator has met with the new Chief Operations Officer and provided him with a history and overview of the work that is taking place between the OYA and the tribe, including the OYA Native American Advisory Committee and Public Safety Cluster meetings. In addition, OYA provided and discussed the draft MOU between the Warm Springs tribes and the OYA. The OYA Native American Coordinator will schedule a meeting with the Chief Operations Officer to further negotiate the MOU.

Although the OYA does not have established MOUs with the Confederated Tribes of Warm Springs, Confederated Tribes of the Umatilla Indian Reservation and Confederated Tribes of Grand Ronde, the OYA conducts business with the tribes as if an MOU exists.

### **2007 Government-to-Government Summit**

Four OYA leaders participated in the 2007 Governor's Government-to-Government Summit at Kah-Nee-Ta Resort on the Warm Springs Reservation . They were Robert Jester, OYA Director, Phil Lemman, OYA Deputy Director, Lonnie Jackson, Director of the OYA's Office of Minority Services, and Jack Lawson, OYA Native American Coordinator.

### **Public Safety Cluster**

Lonnie Jackson, Director of OYA's Office of Minority Services, and Jack Lawson, OYA Native American Coordinator, serve as co-chairs of the Public Safety Cluster. The Public Safety Cluster convenes state public safety agencies and tribal officials to discuss and address tribal-specific public safety issues and issues of mutual concern. The group met three times in 2007. The meetings

were hosted by tribal governments from the Grand Ronde, Warm Springs and Cow Creek tribes.

This year, the staff of the Legislative Commission on Indian Services requested the OYA continue to chair the Public Safety Cluster meetings. The OYA is looking forward to continuing the work in the cluster group and meeting the challenges of making the meetings productive and meaningful for the members, as well as enhancing the government-to-government relationships among state agencies and tribal public safety partners.

### **Native American Advisory Committee**

George Nagel, a Siletz tribal employee, and Jack Lawson, OYA Native American Coordinator, serve as co-chairs of the OYA Native American Advisory Committee. The committee is continuing to meet to establish the framework and work plan for the committee.

Committee members have been working to identify the priorities of each tribe and identify ways in which the committee may better serve tribal and OYA interests and needs. The tribes and OYA agree the forum of the Native American Advisory Committee should focus on system issues, policy review, and development of resources for youth.

Some topics of the advisory committee have been:

- Priorities of the tribes
- Developing a work plan
- Gang Intervention funding
- OYA's Tribal Notification Policy
- Services to Native American and tribal youth

The committee has kept its schedule of meeting quarterly and has been alternating meeting sites between tribal and OYA locations.

### **OYA's Statewide Advisory Committee**

The OYA maintains an advisory committee of juvenile justice partners and stakeholders to provide input and information on issues and events affecting juvenile justice, as well as advising the OYA on its policies and practices. A member of the agency's Native American Advisory Committee sits on OYA's statewide advisory committee to facilitate tribal issues that need to be identified and addressed by all of the agency's stakeholders. George Nagel continues to represent the Native American Advisory Committee on the statewide OYA Advisory Committee.

## **Supportive Activities**

On September 6, 2007, the Burns Paiute General Manager Don Munkers and tribal staff Mike Nolta and Michelle Braddock toured the Eastern Oregon Youth Correctional Facility (EOYCF) located in Burns. The tour was conducted by Jim Nanson, EOYCF Superintendent.

On August 29, 2007, the OYA's Native American Coordinator attended the opening ceremony for the Christie Care program that is designed for Native American youth.

On October 25, 2007, the OYA's Native American Coordinator attended the opening ceremonies for the Confederated Tribes of the Umatilla Indian Reservation's new public safety building.

## **III. Training Opportunities**

Two major training opportunities occurred between the tribes and Oregon's juvenile justice system in 2007.

In June, a collaborative effort between the Confederated Tribes of Warm Springs and the OYA provided an Applied Suicide Intervention Skills Training (ASIST) to Warm Springs community members and representatives of the local juvenile department. The OYA funded this training while the Warm Springs tribe provided the site, as well as prepared breakfast and lunches for both days of the training.

Because Warm Springs has experienced a disproportionate number of suicides over the last decade, this training was provided to support all local efforts in suicide prevention by sharing the ASIST model, which is an evidence-based curriculum. Participant reviews were positive. Both OYA trainers, Mark McKinney, Qualified Mental Health Manager for the Hillcrest Youth Correctional Facility, and Gary Lasater, a trainer with the Juvenile Justice Training Academy, learned first hand of the ongoing consequences for survivors of tribal suicides as well as the unique prevention and healing work that Warm Springs utilizes from their cultural values.

The trainers wish to thank Charlotte Herkshan from the Warm Springs tribes for her consistent dedication to the cause of suicide prevention and healing for the family and community members affected by suicide. She also prepared breakfast and lunch for all participants, which were greatly appreciated by all.

The second major training occurred in September at the annual training conference of the Oregon Juvenile Department Directors Association (OJDDA). This year, the OJDDA conference was held in Medford and was coordinated by the Southern Oregon juvenile departments.

A unique feature of this conference was including, for the first time, a tribal and Native American track of training for the full two days of the conference. Tonya Bishop, a Cow Creek tribal member and an employee of the Douglas County Juvenile Department, coordinated the training. She was assisted by Jack Lawson, OYA's Native American Coordinator, and Caroline Cruz, of the Department of Human Services, who were also members of the training team. In addition, Keahi Souza, a contractor from Arizona with extensive work with tribes in that region, was a member of the training team.

Representatives from the Warm Springs and Siletz tribes attended the OJDDA conference.

Overview of OJDDA training track for tribal/Native American:

- Evidenced Based and Tribal Best Practices.....Caroline Cruz
- Native American Gang Interventions..... Keahi Souza
- Reducing Disproportionate Minority Contact Through Graduated Sanctions..... Keahi Souza
- Tribal and Juvenile Justice Intergovernmental Cooperation.....Jack Lawson

Several OYA staff attended Tribal Information Day on May 18, 2007, at the Oregon Capitol. Those attending were: Paul Egbert, Parole Supervisor for Linn and Lincoln counties; Angelina Hinojos, Treatment Manager for Hillcrest Youth Correctional Facility; Tony Nunez, Minority Services, Hillcrest Youth Correctional Facility; Steve Llanes, MacLaren Youth Correctional Facility Native American Services Coordinator; Lonnie Jackson, Director of the OYA's Office of Minority Services; and Jack Lawson, OYA Native American Coordinator.

In addition, OYA's staff continue to receive ongoing training on tribal governments and issues. These trainings are conducted by the OYA Native American Coordinator and include tribal representatives when available. Trainings occur in all areas of the OYA, including field offices (parole and probation), youth correctional facilities, and with community contracted providers.

- All new employees of the OYA receive an orientation on tribal governments and Senate Bill 770.
- Staff is continuing to be trained on OYA's Tribal Notification Policy.
- Cultural competency training is required for all OYA staff working with youth offenders. This training includes information on the statutory requirements for state agency relationships with tribes and is coordinated with the OYA Training Academy, and is provided both during New Employee Orientation and as an annual staff update.
- OMS staff and agency leaders provide periodic updates to agency managers and county juvenile departments regarding issues of interest to Oregon's tribes.

## **Tribal Training Opportunities**

On September 13 and 14, 2007, the Confederated Tribes of Grand Ronde hosted a conference on methamphetamine interventions and community action. Christina Puentes, OYA's Minority Youth Transition Specialist, was invited to present information on gangs and gang interventions at the conference. In addition, several OYA employees attended the conferences including: Joe Mesteth, Parole Supervisor; Haven Jones, OYA Parole Officer; Steve Llanes, Native American Services Coordinator for the MacLaren Youth Correctional Facility; and Jack Lawson, OYA Native American Coordinator.

## **IV. Services for Native American Youth**

### **Collaborative Services with Tribes**

The OYA Juvenile Parole and Probation Officers (JPPOs) located in OYA field offices are responsible for both the direct supervision of youth offenders in the community and for coordinating Multi-Disciplinary Teams (MDT) for youth on their case load in close custody facilities. In their role as coordinators for treatment services for youth offenders, the JPPOs have direct contact with tribes when coordinating services for tribal youth.

The OYA tribal notification policy directs the JPPOs to notify the tribes and provide procedures to follow when an Oregon tribal youth is identified in the OYA. The notification procedure also includes the OYA Native American Coordinator. In addition, tribes are identified as core members of the MDT team when a youth from their tribe is involved. This allows tribes to participate in planning and delivering services to tribal youth.

The OYA field offices have identified several opportunities of collaborative services for tribal youth:

The OYA regional field offices in Polk, Yamhill, Clackamas, and Multnomah counties have reported working with the Siletz, Umatilla, and Grand Ronde tribes. Some of the collaborative efforts include: attending tribal court, tribal involvement in Citizen Review Board (CRB) meetings, arranging for residential substance abuse treatment, and arranging for youth to participate in tribal activities.

In addition, the Central and Eastern Oregon field offices have met with tribes to discuss case planning, treatment referrals, and collaborating with the Yellow Hawk Clinic to secure residential treatment for a Umatilla tribal youth.



## **Culturally Relevant Services**

The OYA recognizes that treatment and reformation efforts are more effective when provided in the context of the youth's culture. OYA's services offer youth opportunities to participate in Sweatlodge and pipe ceremonies, talking circles, culturally relevant support groups, and individual meetings with staff, contracted providers, and volunteers. Participation in these services provide youth with opportunities to incorporate values from Native American cultures into their thinking and beliefs. These services also provide for positive identity development, build and strengthen self esteem, offer youth increased options for thinking and behavior issues, and generally support and enhance other treatment opportunities in OYA.

In addition, the OYA coordinates culturally specific treatment and services between Oregon's tribes and their youth in OYA custody. These services are provided directly by tribes and/or by OYA employees, volunteers, or contracted service providers.

An example of this is the regularly scheduled Sweatlodge ceremonies held at most of the OYA facilities. Steve Llanes, the Native American Services Coordinator at MacLaren, conducts Sweatlodge ceremonies, meets with youth on an individual basis, and conducts talking circles and support groups. In addition, Mr. Llanes is in contact with community members, offering them opportunities to participate in Sweatlodge ceremonies with the youth at MacLaren.

The Hillcrest Youth Correctional Facility is unique to the OYA, in that it currently houses both young men and women. In order to meet the needs of both females and males, the facility has two contracted providers, one for girls and the other for boys. The providers conduct Sweatlodge ceremonies, talking circles, support groups, and meet with the youth individually. Dusty McKay, the contracted provider for Hillcrest, does a great job connecting with the young men and Gloria Brooks has been a long-time contracted provider with the OYA providing services for the girls.

The Rogue Valley Youth Correctional Facility, located in Grants Pass, has had a Sweatlodge on its grounds since 2001. The Southern Oregon Indian Center (SOIC) in Grants Pass has continued to be an active participant in the lives of the young men in the facility. SOIC is conducting bi-weekly Sweatlodge ceremonies and regular Sunday meetings, spiritual ceremonies, and training with an emphasis on connecting the youth with their culture. In addition, the SOIC assists in coordinating bi-annual Pow Wows for the facility.

The Tillamook Youth Correctional Facility and Camp Tillamook have continued to contract with tribal members of the Confederated Tribes of Grand Ronde to conduct Sweatlodge ceremonies for youth in the facilities in Tillamook.

Recently, the Sweatlodge at the North Coast Youth Correctional Facility has been reconstructed. Dusty McKay, a contracted provider for the Hillcrest Youth Correctional Facility, and Steve Llanes, Native American Services Coordinator for MacLaren Youth Correctional Facility, constructed a Sweatlodge with the assistance of four youth from the facility.

In addition, OYA has obtained the services of a Native American volunteer to conduct the Sweatlodge services at the North Coast Youth Correctional Facility in Warrenton. The volunteer is Glenn Lamotte, a former youth offender under OYA custody who received a Governor's Youth Award in 2005 and currently is a transition specialist employed by Life Works Northwest. We are all very proud of Glenn and appreciate his willingness to share his experiences and strength with youth offenders still having difficult times in their lives and helping them to make better choices for themselves.

### **Cultural Events**

Both the MacLaren and Hillcrest Youth Correctional Facilities continue to host annual Pow Wows. The Pow Wows provide opportunities for community participation by tribes and Native American organizations, allow new or renewed youth contact with their tribe's cultural and traditional values, and educate all youth offenders on Native American culture. The OYA appreciates the generosity of the Warm Springs Tribe and the Leno family from Grande Ronde for providing and preparing the salmon, and the Native American Rehabilitation Association (NARA) for the drums and singers for these events. Youth offenders and OYA staff gain a lasting benefit from participating in the Pow Wows.

### **Minority Youth Transition**

The OYA Office of Minority Services (OMS) continues to employ a full-time transition specialist, Christina Puentes, who coordinates treatment and aftercare for youth returning to their communities. Ms. Puentes works with Native American youth residing in Marion, Washington, Clackamas, Lincoln, and Multnomah counties. These youth include not only enrolled youth from Oregon's tribes, but also youth whose tribes are outside Oregon. The transition program has several community contractors that provide specific services for the youth as they return to their communities.

# **Legislative**

## **Senate Bill 267**

The OYA's Native American Coordinator is continuing to work with OMS staff members and other agency-wide efforts to develop and implement curricula which contain evidence-based criteria and are culturally relevant to Native American and other minority youth. As a member of the agency's Curriculum Review Committee, which reviews treatment curricula for potential use in the OYA, the coordinator developed criteria to review the curricula's ability to provide differing cultural perspectives for the committee. As a member of the Correctional Program Checklist evaluation team, the coordinator continues to assist the agency to address responsivity factors in treatment programming for minority youth in reviews of individual treatment programs.

### **Gang Intervention Funding**

The 2007-09 OYA budget contains a new \$1.55 million statewide grant program to address gang issues. Oregon tribes are not eligible to apply directly for these grants, and some tribes have expressed concern regarding compliance with ORS 182.164 in the development and implementation of this grant program.

Some tribes expressed concern that they were not consulted in the development of the gang grant program. OYA has responded that this grant was developed by the legislature, and was not contained in the Agency Request or Governor's Recommended Budget. OYA has suggested that concerned tribes raise this issue with legislative leadership as the tribes deem appropriate.

On implementing the gang grant program, OYA's statutes generally preclude tribes and entities other than counties from contracting with the agency unless they are providing direct youth services. OYA has been advised by legal counsel that it does not have statutory authority to contract directly with tribes.

Given those circumstances, OYA has taken steps to ensure tribal consultation and access to these funds to meet tribal needs regarding youth gangs. OYA is requiring counties applying for these funds to document how tribes were involved in the application development process. OYA has provided each county with contact information for OYA's tribal Key Contacts, and emphasized this requirement in meetings with county juvenile department directors. In addition, OYA will review its statutory contracting limitations as part of its process to develop legislative concepts for the 2009 Legislative Assembly.

## **Ongoing**

The agency's Native American Coordinator continues to meet with the tribal Key Contacts to share information, coordinate services, resolve concerns, review and negotiate Memoranda of Understandings, and provide updated reports to tribal councils. The OYA is actively committed to building and supporting strong government-to-government relations with Oregon's nine federally recognized tribes.

