

Outcome Team Safety

FY 2008 Budget Priority Setting
MULTNOMAH COUNTY OREGON

Updated: January 4, 2007

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I. Priority – *Result to be realized, as expressed by citizens –*

I want to feel safe at home, school, work, and play

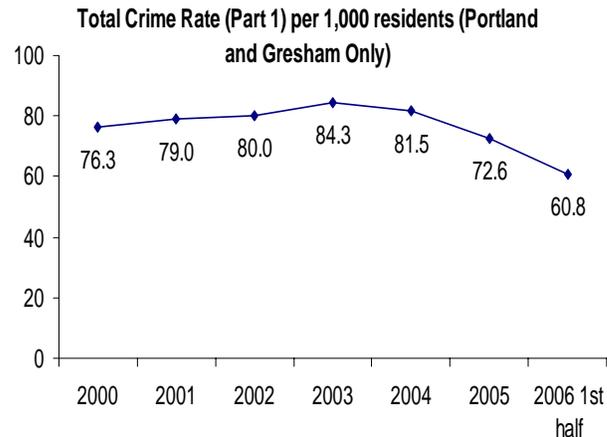
II. Indicators of Success – *How the County will know if progress is being made on the result*

The marquee indicators are a sufficient start to measuring the effectiveness of program outcomes that contribute to citizen's feeling safe at home, school, work, and at play. They each have reliable and readily available data sources, are available on a timely basis, and have historical data for analysis and future comparison. It is also expected that programs contributing to these marquee indicators will have lower level indicators and measures which will provide more insights into their movement up or down. We also acknowledge that these indicators do not measure non-public safety contributors to a citizen's feeling of safety, such as emergency preparedness or well maintained neighborhoods, but they are the most relevant to overall sense of safety.

1. Reported index crime rate per 1,000 persons – Person and Property

This chart shows the rate of reported Part I crimes per 1,000 residents. Part I crimes are: murder, rape, robbery, aggravated assault, burglary, larceny, vehicle theft, and arson. Other crimes, including DUII crimes, are not reported here. The rate decreased steadily between 2003 and 2006 after an increase over the four years prior.

Regular and current crime information is available from the Portland and Gresham police departments, as shown in this chart for 2005 and 2006. Other police agencies in Multnomah County do not participate in this regular reporting. Gresham and Portland combined represent 94% of the County's population.



Source: Law Enforcement Data System (2000-2004). Portland & Gresham Police Dept. estimates for 2005 & 2006 as of 12-06.

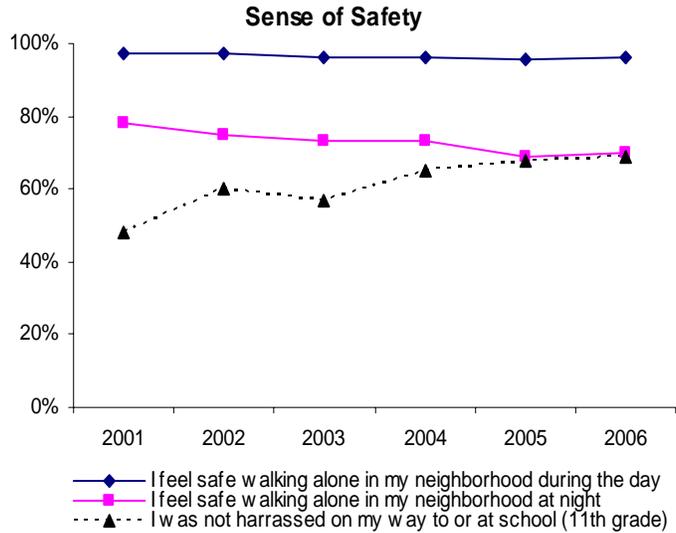
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2. Citizen perception of safety. (Multnomah County Auditor's Citizen Survey).

Sense of Safety

This chart shows two measures taken from the Auditor's Office's annual citizen survey, which asked residents how safe they feel walking in their neighborhoods at night and during the day. Sense of safety at night has declined 10% over six years, while sense of safety during the day has remained stable.

The third line is from the annual Oregon Healthy Teens Survey, administered in schools. It asks whether students were harassed on their way to school or at school in the last year. Over the past six years, 43% fewer students are reporting harassment.



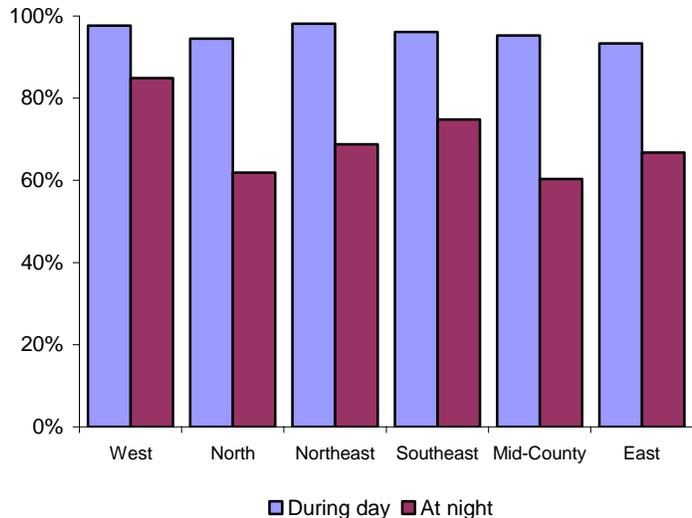
Sources: County Auditor's Office Citizen Survey, Oregon Department of Human Services Healthy Teens Survey

Sense of Safety by Area

This chart shows residents' sense of safety at night and during the day for 2006, broken down by area of the county. Mid-County had the lowest sense of safety at night, East had the lowest sense of safety during the day, and West had the highest for both.

These data were collected from the Auditor's Office's annual citizen survey.

Feelings of Neighborhood Safety When Walking Alone During the Day and at Night 2006



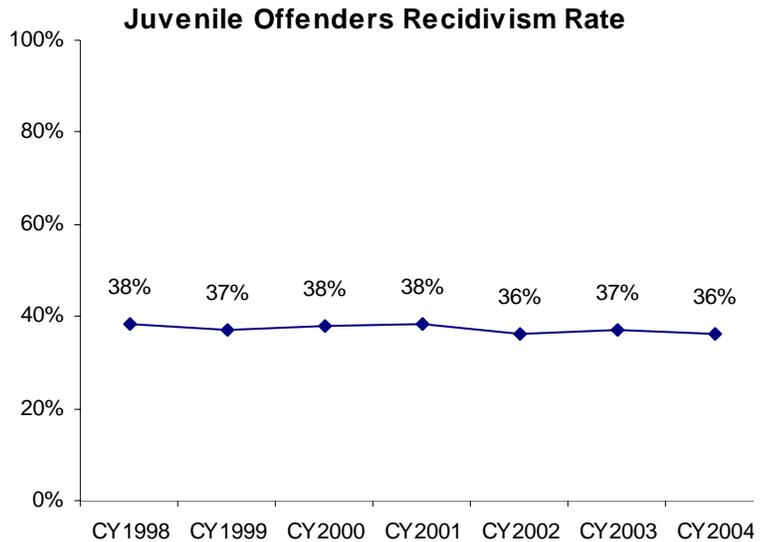
Source: Multnomah County Auditor's Office Citizen Survey

3. Percentage of adults and juveniles convicted of a crime who commit additional crimes (i.e. recidivism rates).¹

Juvenile

This measure shows the percent of juvenile offenders under the jurisdiction of Multnomah County who were referred on a new criminal offense within 1 year of their initial offense. The delay in data availability is due to this lag between the initial offense and the 1 year reoffense point.

The recidivism rate for juveniles has been between 36% and 38% for the most current 7 year period available.



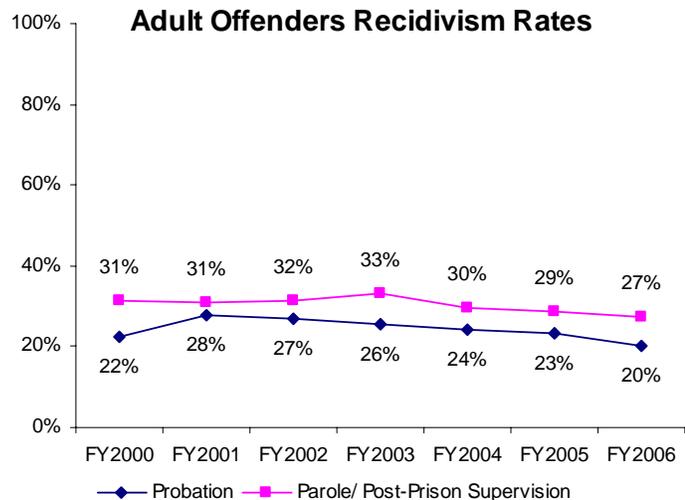
Source: Multnomah County Department of Community Justice, Research and Evaluation Unit; Oregon Youth Authority

Adult

This measure shows the percentage of adult offenders convicted of a new felony crime in the 3 year period after supervision began, broken out by type of release condition.

Probationers are those who have been assigned supervision as a sanction for their offenses rather than going to jail. Parole/post-prison supervision refers to those offenders who are released conditionally from jail.

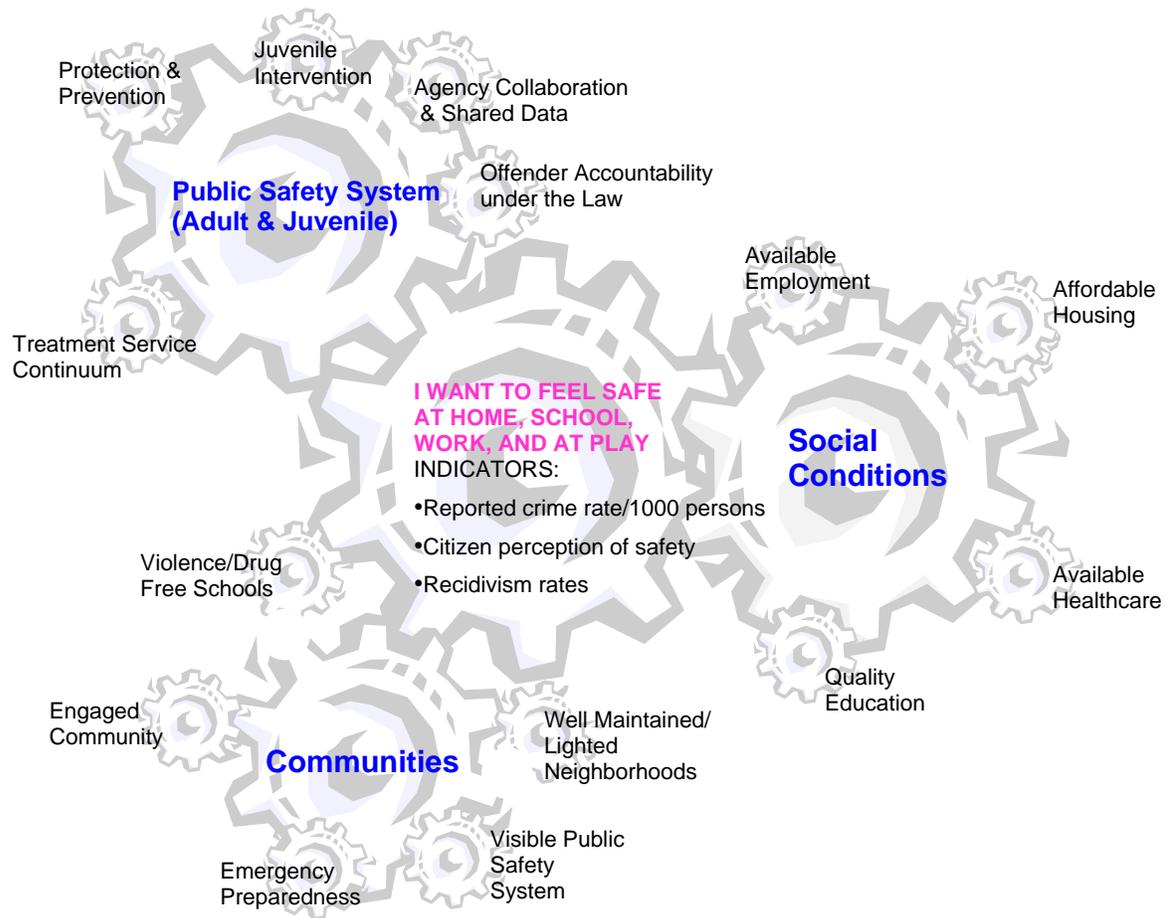
The adult recidivism rate has declined since 2003 for both probation and parole/post-prison supervision, with rates higher for the latter.



Source: Oregon Department of Corrections

¹ The juvenile and adult measures differ in that juvenile rates are reported by the initial offense date (a first offense in 2002 with a second offense in 2003 is reported in 2002). The adult rate follows the cohort through a three year period, then reports at the end of those three years (the FY06 figure is the rate for the group that began supervision in FY03).

III. Map of Key Factors – Cause-effect map of factors that influence/produce the result



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Based on evidence, the safety team identified three key factors that significantly contribute to achieving citizens' priority of feeling safe at home, school, work, and play. The recognition of both short and long term needs and impacts is reflected in two equally dominant factors: A **public safety system** which has the ability to immediately prevent and intervene in crime; and **social conditions** which reflect more long term issues that involve complex societal factors. To illustrate this point, a common characteristic of an offender entering the criminal justice system is the lack of one or more basic needs related to adequate, affordable housing, education, or health care. For example, 29%-37% of offenders report unstable housing conditions prior to committing their offense. While the public safety system is needed for immediate, short term response, affordable housing for offenders (indeed, all citizens) has been shown to decrease crime and recidivism. The third, less dominant but nevertheless critically important, factor in realizing the safety priority is **communities**.

It is essential to recognize how all three factors are interconnected, and must work together for citizens to feel safe at home, school, work, and at play.

In selecting these factors, evidence was evaluated from local expert interviews and panel discussions, focus group results, national best practices and, where available, local research. The Safety Outcome Team also represents many collective years of professional experience and wisdom in discrete areas affecting the safety of the community.

A **Public Safety "System"** describes multiple discrete functions, which must exist to both prevent crimes, and to then respond when a crime is committed. The system responds by assisting in victims' recovery, while holding offenders accountable. **Multiple agencies from multiple jurisdictions** work together to ensure policing (patrol and investigations), arrest (pre-trial incarceration; cite and release, and community supervision), prosecution, disposition (imprisonment and/or sanctions/supervision including post prison supervision) all occur to create safer communities. An effective system must be a balanced, unified whole. For example, when we put more officers on the street, we also ensure increased capacity in courts, treatment programs, jails and other programs.

It is critical that the Public Safety System provide effective practices for both **adult** and **juvenile** offenders. While a number of practices are similar for the adult and juvenile systems, it is important to note that these are different populations and juveniles should not be treated simply as "little adults." **Early juvenile intervention** and proper treatment of youth is essential to creating safe communities.

Other factors contributing to a well functioning public safety system include:

- **Offenders** are held **accountable under the law**. They must be responsible for their actions and appropriate, timely consequences must be applied. This must be done under the rule of law affording the accused due process protections.
- Intra and inter-jurisdictional **agencies must collaborate** and work cooperatively across and between agencies in order to ensure that offenders are arrested, prosecuted, and receive appropriate sanctions and services. Collaboration is the willingness to pursue shared goals, sometimes against self interest.

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- A **continuum of treatment services** must be available to address a range of offenders with treatment appropriate to the needs of the offender. For example, illicit drug use is a factor in 72%-82% of all arrests. It is essential that addiction and other treatment services are available to offenders in order to reduce recidivism.

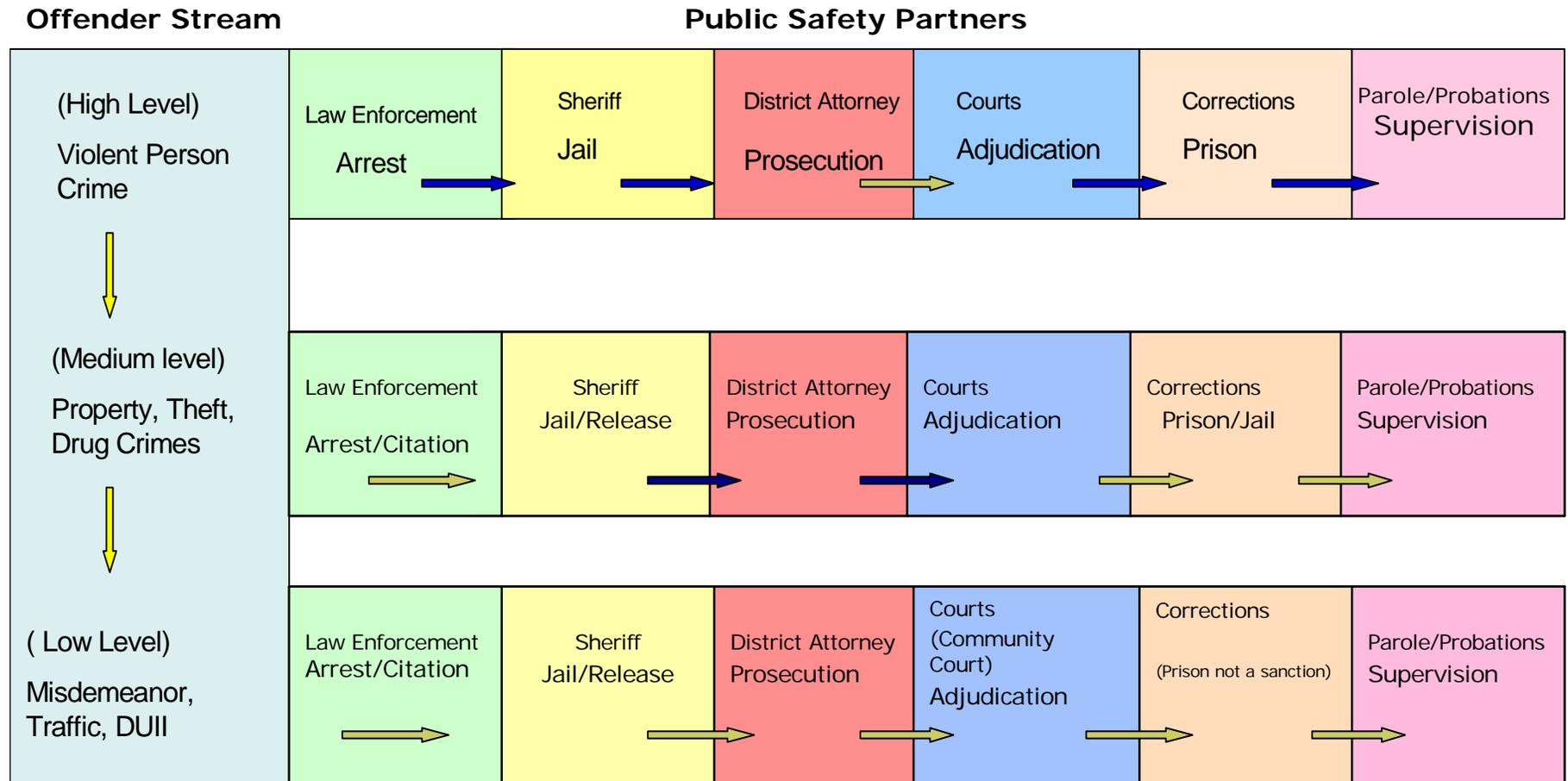
Social conditions are an equally dominant factor in citizen's feeling safe at home, school, work, and at play. Evidence shows that for those at-risk individuals with criminal attitudes and beliefs, declining social conditions such as **available employment, quality education, available health care, and affordable housing**, can increase crime and recidivism. In a more broader sense, a community's declining social conditions affect the population's general sense of safety.

Evidence shows that **Communities** who are regularly **engaged with each other**, and with their government, help define problems and solutions, and create a greater sense of safety and government accountability amongst its citizens. Community can be broadly defined as all county citizens, or may encompass a more narrow group of stakeholders, such as providers, vendors, neighborhood associations, victims, etc. For a citizen to feel safe in their community there is a need for a **visible public safety presence, well maintained and lighted neighborhoods, emergency preparedness** on the part of government as well as individual citizens, and schools free of **gangs, violence and drugs**.

The chart on the next page provides an overview of the Streams of Offenders model that is a foundation for understanding the interrelatedness of the Public Safety System.

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Streams of Offenders Model



Balanced Public Safety System: A system that can address a continuum of crimes and offenders with an appropriate and proportional level of response.

IV. Selection Strategies and Request for Offers – *Focused choices to realize results*

The Safety Team identified three principles that are the foundation for the selection strategies and are important when considering any program offer.

- Citizens expect **fair and equitable** treatment for all citizens, victims, and offenders. This includes **culturally competent** staff, and culturally responsible services and sanctions.
- **Evidence** shows that programs have a high probability of contributing to the desired outcomes.
- **Innovation** that leverages existing resources and brings organizations together to improve services and/or reduce costs

Program offers that contribute to the achievement of the following six strategies should be given highest prioritization.

1. Hold offenders responsible for their actions and apply appropriate consequences

Evidence suggests that the most effective public safety system is a balanced public safety system. A 'Streams of Offenders' model provides a system that can address a continuum of crimes and offenders within a stream (e.g. dangerous, violent felons; firearms; misdemeanor property offenders; gangs; alcohol and drugs; etc.) with an appropriate and proportional level of response across the system.

We are looking for Program Offers that:

- Explicitly identify which population (stream of offenders) it serves
- Provide alternatives to incarceration by holding offenders (other than violent felons) accountable for repairing harm done to victims and communities (restorative justice)
- Reduce re-offense and recidivism and, where appropriate, stabilize the social conditions under which offenders re-enter the community
- Demonstrate system balance by:
 - Clearly identifying other system components required to achieve its stated outcomes
 - Clearly identifying that sufficient capacity and resources exist within the system to support this program

2. Safety system components work effectively together

Evidence demonstrates that agency collaboration improves the use of available resources and information, maximizes the range of services available, and eliminates redundant investments in similar programs. Collaboration values shared vision and common purpose amongst key stakeholders, over territorial rights to services and

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programs. It assumes a willingness to operate against self-interest in service to the larger goal.

We are looking for Program Offers that:

- Demonstrate a collaborative approach that benefits service delivery and/or reduces cost of service delivery without regard to which agency provides the service
- Develop a foundation for future multi-jurisdictional collaboration to provide a sustainable safety system for the benefit of the entire community
- Provide a continuum of funding for treatment during transition between programs and back into the community (Example: If an offender is receiving mental health treatment before they come into the public safety system, they need to continue to get treatment from the same source while in jail or on probation and in the community)
- Use shared resources and information to develop programs that are based on the streams of offenders model and present the program offers jointly; programs for frequent offenders are encouraged

3. Intervene early to keep juveniles out of the public safety system

Experts testified that juveniles differ from adults in core ways, and interventions and programs across all factors should address those differences. Evidence suggests that intervention needs to occur both in ways that prevent initial criminal involvement and avoid further penetration into the criminal justice system. Successful intervention reduces criminal activity and re-offense and decreases the number of juveniles who end up in the adult public safety system.

We are looking for Program Offers that:

- Provide treatment and interventions effective for juvenile populations; programs for African American youth are encouraged
- Have been successful at prevention of crime
- Reduce delinquency and recidivism
- Involve families and caregivers in addressing the conditions that put youth at risk

4. Treat drug/alcohol addiction and mental health issues

Evidence shows that crime rates and recidivism increase when individuals with criminal attitudes and beliefs experience problems such as alcohol/drug addiction, and/or mental illness.

The County should look for alcohol/drug, and dual diagnosis (addiction and mental health needs) treatment program offers that serve people at risk of committing or recommitting crimes, and especially value those that include an emphasis on connecting these offenders with available housing.

We are looking for Program Offers that:

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- Deliver evidence based addiction treatment addressing factors that result in a person being criminally involved, such as criminal thinking/attitudes, substance abuse, criminally involved associates, unstable housing, lack of employment, etc. and when successfully addressed, result in an individual making lifestyle changes that result in law abiding behavior
- Reliably and accurately identify and report alcohol and drug use/ abuse characteristics at entry into the criminal justice system
- Demonstrate an ability to place offenders into housing
- Address the mental health needs of addicted offenders (dual diagnosis)
- Address the mental health needs of offenders requiring treatment; alternatives to incarceration for mentally ill offenders are encouraged

5. Prepare, prevent, and respond to emergencies

The County seeks Program Offers that insure the County meets its statutory obligations in providing emergency management for County residents by doing the following:

We are looking for Program Offers that:

- Engage in processes, strategies and participate in exercises that build County and regional emergency management capability
- Plan for appropriate, proportional and coordinated response to emergencies including development of County business continuity plans
- Provide public education about how to prepare for and cope with emergencies.
- Demonstrate collaborative coordination of emergency preparedness efforts and resources within County agencies and agencies throughout the region

6. Identify and engage relevant communities in defining public safety needs and developing crime prevention and protection programs.

Evidence shows that communities feel safer when they share the responsibility and ownership of programs with government. Communities can be broadly defined as all county citizens, or may encompass a more narrow group such as providers, neighborhood associations, vendors, business associations, stakeholders, victims, etc. which may vary by relevance. Therefore, the program offers should encourage appropriate community involvement in promoting safety, preventing crime, and protecting communities through processes and services.

We are looking for Program Offers that:

- Incorporate a system or process which includes stakeholders in program design, decisions and implementation in the areas of:
 - Crime prevention
 - Community protection
 - Safety promotion