

# **Local Public Safety Coordinating Council**

## Multnomah County, Oregon



2009 Year End Report

*March 2010*



# Local Public Safety Coordinating Council



## 2009 Executive Committee

### Co-Chairs

Ted Wheeler, Multnomah County Chair  
Dan Saltzman, City of Portland Commissioner and Police Commissioner

### Active Members

Chief Scott Anderson, Troutdale Police Chief  
Lt. Jason Bledsoe, Oregon State Police  
Suzanne Bonamici, State Senator  
Lane Borg, Director of Metropolitan Public Defenders  
Karl Brimmer, Director of County Mental Health Services  
Ginny Burdick, State Senator  
Judge Julie Frantz, Chief Criminal Court Judge  
Joanne Fuller, Director of the Department of County Human Services  
Judy Hadley, Citizen Representative  
Deborah Hansen, Regional Director of the Oregon Youth Authority  
Karin Immergut, U.S. Attorney  
Chief Ken Johnson, Fairview Police Chief  
Chief Craig Junginger, Gresham Police Chief  
Chief Phillip Klahn, Port of Portland Police Chief  
Judge Jean Maurer, Presiding Circuit Court Judge  
Diane McKeel, Multnomah County Commissioner, District #4  
Rob Milesnick, Director of the Citizen's Crime Commission  
Kent Robinson, U. S. Attorney  
Chiquita Rollins, Multnomah County Domestic Violence Coordinator  
Michael Schrunk, District Attorney  
Chip Shields, State Senator  
Judy Shiprack, Multnomah County Commissioner, District #3  
Lillian Shirley, Director of the County Health Department  
Chief Rosie Sizer, Portland Police Chief  
Bob Skipper, Multnomah County Sheriff  
Dan Staton, Multnomah County Sheriff  
Scott Taylor, Director of the Department of Community Justice  
Judge Nan Waller, Chief Family Court Judge  
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March 2010

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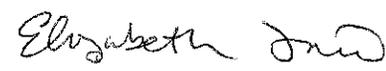
Carol Young, Multnomah County District Attorney's Office

Finally, we would like to acknowledge the chairs, leaders, facilitators, staff and participants who support the work of the Executive Committee and the cross-agency public safety committees, working groups, councils and teams whose successes are profiled in this report. Thank you for your efforts to make this system more efficient and responsive to the public safety needs of the community.

If you have questions or comments about any of the content included in this publication, please contact us using the information included on preceding page.



Peter Ozanne  
Executive Director



Elizabeth Davies  
Public Safety System Analyst

## Executive Summary

For over fifteen years, leaders and stakeholders with a vested interest in the justice system have met monthly as the Executive Committee of Multnomah County's Local Public Safety Coordinating Council (LPSCC). Their mission, articulated in 1995 when Senate Bill 1145 established public safety coordinating councils in Oregon's 36 counties, has been to strengthen existing partnerships in the public safety system and to foster an environment of collaboration, leadership, data-driven policy, transparency and accountability.

LPSCC's commitment to **collaboration** led the Council to establish co-chairs of its Executive Committee in February 2009 and a month later, to convene a special meeting of its Executive Committee to review the organization of LPSCC and consider the direction that its work should take in the coming year. LPSCC's commitment to **leadership** led the Council to renew an invitation to mayors and police chiefs in East Multnomah County to join the Executive Committee. LPSCC's commitment to **data-driven policy** led the Council to formally assume responsibility for the budget and administration of the county's public safety data warehouse, DSS-Justice, and to hire a public safety system analyst to examine cross-agency data and policies. Finally, LPSCC's commitment to **transparency** and **accountability** led the Council to anonymously survey its members to gather accurate feedback on how successful LPSCC has been over the past year and to develop the following year-end report to summarize LPSCC's work, with the goal of identifying the Council's challenges and successes and increasing its effectiveness.

The 2009 Year End Report begins by exploring the historical context within which LPSCC operates. A brief history of the Council is followed by a review of its vision, values and organization. The report then examines the economic context that surrounds the Council by looking at the demand for services in the public safety system (shifting crime trends) and the supply of those services (shifting budgets). The next two sections, which comprise the core of the report, summarizes the goals, projects and accomplishments of the Council through its Executive Committee, standing subcommittees, working groups and staff data projects, along with the successes of affiliated cross-agency public safety groups. The reports concludes with the identification of seven major actions that the Council could undertake in the coming year that support LPSCC's mission to promote collaboration, leadership, data-driven policy, transparency and accountability in the County's public safety system.

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## **I. Introduction**

On February 3, 2009 Multnomah County Ted Wheeler and Portland City Commissioner and Police Commissioner Dan Saltzman became Co-Chairs of the Local Public Safety Coordinating Council (LPSCC). On March 3, 2009, the Co-Chairs convened a Retreat of LPSCC's Executive Committee to review the organization and structure of LPSCC and to consider the direction of LPSCC's work over the coming year. For the purposes of this Year-End Report, the year 2009 commenced with these two events.

The Co-Chairs directed LPSCC's staff to prepare this report in order to (1) inform the members of LPSCC's Executive Committee, standing committees, workgroups and participating governments and agencies and the community of the Council's current activities and recent accomplishments, (2) provide a basis for evaluating the performance of LPSCC and (3) suggest future directions for the work of the Council in 2010 and beyond. The report is subject to review and approval by the Executive Committee at its regularly scheduled meeting on March 2, 2010.

## **II. History of LPSCC**

In 1995, the Legislative Assembly enacted Senate Bill 1145 for the purposes of expanding and strengthening Oregon's community corrections system. SB 1145 transferred responsibility for the incarceration of felony offenders sentenced to less than one-year from the state to counties in an effort to increase access to community-based corrections and treatment services and to enhance the management and accountability of offenders in the communities where they reside.

As part of the legislature's vision of an effective community corrections system, SB 1145 required every county in the state to establish a local public safety coordinating council to (1) coordinate justice policies and operations among local governments, public safety agencies and community organizations, (2) collaborate in planning and developing improvements in the County's criminal and juvenile justice systems, and (3) reduce crime and recidivism in the County. In signing this legislation, Governor John Kitzhaber highlighted the values underlying the creation of these coordinating councils: "local control, accountability, and crime prevention."

Given Multnomah County's history of close collaboration among its public safety officials, the County's leadership acted quickly to embrace this new vision of community corrections and public safety planning and coordination. By November 1995, the Board of County Commissioners adopted an ordinance establishing LPSCC. The Board also decided to allocate a portion of the County's share of SB 1145 funding for professional staff to support the mission and work of the Council and to conduct public safety research and analysis. As a result of this support by the Board, Multnomah County's LPSCC is widely regarded as one of the most active and effective public safety councils in the state.

In order to promote coordinated, data-driven public safety operations and policies and to realize LPSCC's promise as the primary source for system-wide public safety planning and coordination, in 1998 the Board of County Commissioners and local public safety officials obtained voter approval of a \$7.5 million Criminal Justice Information Technology Bond. As a result, LPSCC undertook the development of a data warehouse, which has become known as the Decision Support System-Justice (DSS-J). DSS-J now receives data directly from public safety agencies across Multnomah County on a daily basis and provides the basic tools for comprehensive, systemic analysis of the effects of current and proposed policies and emerging issues and trends within the County's public safety system. LPSCC oversees the data warehouse through its DSS-J Policy Committee.

### III. LPSCC's Vision, Values & Organization

By the end of LPSCC's first year, the Council's members developed the following statement of their vision and values:

#### Vision

A quality of life that ensures the public of safety, security, and freedom from fear – where all laws are enforced and all crimes have consequences. A thriving, vital, and productive community – with supportive and healthy environments for children and families. A rich variety of educational, employment, and cultural opportunities for all citizens. A shared sense of community responsibility, accountability, and fairness.

#### Values

- All public safety partners must recognize the need for a comprehensive, balanced approach to public safety.
- Violent crimes against persons must be the first target of the public safety system, followed by crimes that erode the quality of life and respect for the law.
- To prevent crime, we must focus on the causes of crime. Reducing youth involvement in crime, while increasing school and healthy social activities, must be a shared priority.
- Valid and reliable data must be collected and used to measure our progress towards articulated goals.
- The personal rights of each member of the community must be respected and protected.
- Unfair impact on, or bias against, minority communities or women caused by the public safety system must be eliminated.
- Secure and healthy children and families, strong schools, and a shared sense of community, responsibility and justice are conditions for a healthy community.
- An informed public, able to provide information and feedback, is essential to gaining the trust needed for a working partnership to prevent and address crime wherever it occurs.

#### Organization

In establishing an organizational structure for LPSCC that would align with its vision and values, Council members identified three goals that this structure should achieve:

- Engaged Countywide Leadership. LPSCC should promote the active participation of elected officials, key public safety officials, justice professionals and community leaders from across the County.<sup>1</sup>
- Close Collaboration. Once leaders throughout the County are engaged in LPSCC's operations, they must work closely and cooperatively in developing and coordinating public safety operations and policies.

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<sup>1</sup> A commitment to engaging countywide leadership recently led LPSCC to establish co-chairs of its Executive Committee and to renew an invitation to mayors and police chiefs in East Multnomah County to join the Executive Committee.

- Data-Driven Planning. Public safety operations and policies must be developed and maintained with long-term goals and consequences for public safety in mind and with systemic perspective that values empirical evidence over anecdotal examples and personal philosophies.<sup>2</sup>

Based upon these three goals, LPSCC established an Executive Committee, made up of elected officials, the heads of public safety agencies, public safety stakeholders and engaged citizens. The committee is responsible for overseeing the development of public safety plans and policies on behalf of LPSCC, managing the ongoing work of the Council and coordinating its activities.

The Executive Committee, in turn, formed standing committees and working groups, made up of interested officials and agency heads, justice professionals and representatives of service providers and affected communities. These groups conduct investigations and research into issues identified by the Executive Committee and develop proposals and recommendations for consideration by the Executive Committee, the Board of County Commissioners and other local governments.

Within the first year of LPSCC's operation, the Executive Committee established the following standing committees and working groups:

- An SB 1154 Implementation Working Group;
- The Court Workgroup (later merged into the Criminal Justice Advisory Council (CJAC));
- The Committee on Alcohol & Drug Abuse Intervention;
- The Data Standards Committee;
- The DSS-J Policy Committee;
- The Law Enforcement Working Group;
- The Committee on Juvenile Justice & Prevention;
- The Long Range Planning Committee;
- The Mental Health Committee; and
- A Working Group on Public Information.<sup>3</sup>

At present, the following committees and working groups are actively engaged in addressing issues on behalf of LPSCC:

- CJAC;
- The Juvenile Justice Council;
- The Mental Health Public Safety Subcommittee;
- The DSS-J Policy Committee;
- The Public Safety Plan Workgroup;
- The Youth & Gang Violence Workgroup;
- The System & Agency Alignment Workgroup;
- The Reentry Council;
- The Human Trafficking Task Force; and
- The Domestic Fatality Review Team.

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<sup>2</sup> A commitment to data-driven planning led LPSCC to seek valid and reliable sources of system-wide, interagency information and, ultimately, to establish a data warehouse (DSS-J) to carry out this commitment.

<sup>3</sup> For a more detailed description of LPSCC's history and the development of its vision, values and organization, see LPSCC's 10 Year Report: 1996-2006. For more recent history and developments, see LPSCC's Two-Year Report: 2007 & 2008.

LPSCC has periodically reviewed its vision, values and organization over the past 15 years. However, except for changes in standing committees and working groups, the Executive Committee has continued to endorse LPSCC's original vision, values and organization.

At its March 2009 Retreat, the Executive Committee considered changes to LPSCC's organizational structure, but concluded that the current structure should remain unchanged. In particular, the Executive Committee reaffirmed the importance of its diverse, broad-based membership as a means to facilitate communication and dialogue among public safety officials and stakeholders across the County and to involve more stakeholders in LPSCC's committees and working groups. Following the Retreat, the Executive Committee's co-chairs renewed an invitation for mayors and police chiefs in East Multnomah County to join the Executive Committee. As a result, participation on the Executive Committee and its committees and workgroups has increased and included a wider range of perspectives from across the County.

#### **IV. Local Public Safety Trends in 2009**

With limited exceptions, crime rates in Multnomah County and across Oregon dropped to unprecedented levels in 2009, mirroring a national trend over the past decade. As a result, the workloads of the County's public safety agencies have also dropped.

In addition, the structural deficits in state and local revenue continued a decade-long trend in Multnomah County of reduced local public safety budgets.

#### **Crime is down in Multnomah County.<sup>4</sup>**

The most recent report from the FBI indicates that crime continues to decrease across the nation:<sup>5</sup> compared to 2008, violent crime has fallen by 4.4 percent and property crime by 6.1 percent. In Portland, violent crime fell by 8.6 percent and property crime by 15.7 percent. Gresham also saw a significant decrease in violent crime, reporting 26 percent fewer violent offenses in 2009 than in 2008, but also experienced an 8.6 percent *increase* in reported property crime. This reduction in reported crime mirrors a longer-term trend in which local jurisdictions have seen crime rates drop since the mid 1990's.

The FBI's estimate includes only the most serious crimes<sup>6</sup> and does not include lower-level felonies, misdemeanors and drug crimes. Data obtained from local police reports,<sup>7</sup> grouped into categories similar to those used by the FBI but representative of a wider range of criminal activity including less serious offenses, offer a more comprehensive view of how crime is changing in Multnomah County.

<b>Offense Type</b>	<b>2008</b>	<b>2009</b>	<b>Chg</b>
Behavior	120193	105851	-12%
Person	8958	8436	-6%
Property	41027	37507	-9%
<b>TOTAL</b>	<b>170178</b>	<b>151794</b>	<b>-11%</b>

<sup>4</sup> For additional tables and graphs presenting crime and workload trend data, see Appendix A.

<sup>5</sup> FBI Uniform Crime Report, first half of 2009. See <http://www.fbi.gov/ucr/2009prelimsem/index.html>

<sup>6</sup> Violent crimes include murder, forcible rape, robbery, and aggravated assault; property crimes include burglary, larceny-theft, and motor vehicle theft.

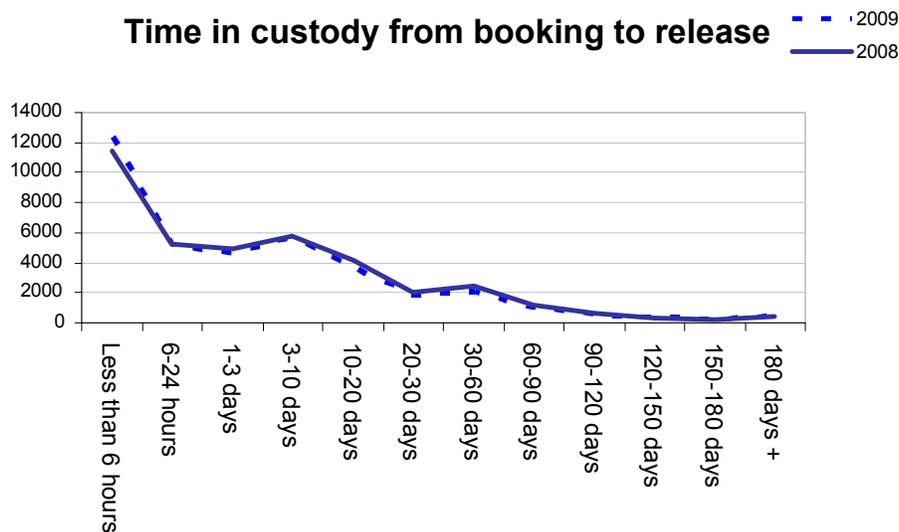
<sup>7</sup> Only reports from the Portland Police Bureau and the Sheriff's Office are currently available.

**The workloads of local public safety agencies are also down.**

Local trends in felony and misdemeanor arrests in 2009 followed the drop in the County’s crime rate. Arrests by two of the County’s largest police agencies decreased by 6.5 percent in 2009, with a particularly large drop in arrests for felony property crimes (down 26.4 percent) and for felony alcohol and drug crimes (down 12.8 percent).

		2008	2009	Chg
<b>All Arrests (PPB and MCSO only)</b>	<b>All</b>	<b>37863</b>	<b>35413</b>	<b>-6.5%</b>
	Person	3315	3182	-4.0%
	Property	9488	8642	-8.9%
	A&D	3670	3126	-14.8%
	Other	21390	20463	-4.3%
<b>Felony Arrests (PPB and MCSO only)</b>	<b>All</b>	<b>15481</b>	<b>13819</b>	<b>-10.7%</b>
	Person	554	525	-5.2%
	Property	2140	1575	-26.4%
	A&D	3168	2763	-12.8%
	Other	9619	8956	-6.9%
<b>Misdemeanor Arrests (PPB and MCSO only)</b>	<b>All</b>	<b>19573</b>	<b>18965</b>	<b>-3.1%</b>
	Person	2759	2656	-3.7%
	Property	7222	6911	-4.3%
	A&D	99	51	-48.5%
	Other	9493	9347	-1.5%

This decrease in arrests, coupled with reduced jail capacity, the adoption of an open booking policy and the use of alternative sanctions for parole and probation violators, has led to a change in the composition of the jails between 2008 and 2009. There has been a 9 percent increase in the number of individuals held in custody for less than six hours, primarily due to the change in booking policy that brought more individuals into custody who were eligible for expedited recognizance releases. At the same time, the number of inmates held for 10-30 days and for 30-90 days decreased by 13 percent and 17 percent, respectively.



The largest decreases in the County's jail population, as measured by average daily population (ADP), have been due to reductions in probation and post-prison supervision violations. The jail population resulting from these violations has decreased by approximately 25 percent between 2008 and 2009, due in large part to the Department of Community Justice's increased use of alternative sanctions. The only population whose ADP has increased is the US Marshal's inmate population. The number of jail beds for this population rose 13 percent in 2009.

#### ADP by Hold Type

	2008	2009	Chg
Not Entered	506	450	-11%
Pre-Trial	107	101	-6%
Post-Trial	392	343	-13%
Non-standard	7	7	9%
Correction PVs	266	196	-26%
Admin PVs	17	18	8%
Parole Violation	195	159	-18%
PPS Violation	29	21	-25%
US Marshal	148	168	13%
Judicial Holds	25	21	-16%
All Other Holds	297	263	-12%
<b>TOTAL</b>	<b>1484</b>	<b>1297</b>	<b>-13%</b>

Consistent with changes in other parts of the system, pre-trial supervision also experienced a decrease (9 percent) in caseload size between 2008 and 2009. It is interesting to note that the type of criminal supervised pre-trial did not vary significantly. The most significant change to the County's Pre-Trial Supervision Services was the reinstatement of MCSO's Close Street Supervision program; this program now provides supervision for higher-risk defendants who previously would have been supervised under DCJ's Pre-Trial Supervision Program (PSP).

Caseload	2008	2009	Chg
PSP1	3,147	2,621	-17%
Felony	877	711	-19%
Misdemeanor	1,467	1,270	-13%
Combination / Other	803	640	-20%
PSP2	1,655	788	-52%
Felony	582	165	-72%
Misdemeanor	505	381	-25%
Combination / Other	568	242	-57%
CSS	307	1,277	316%
Felony	171	581	240%
Misdemeanor	20	174	770%
Combination / Other	116	522	350%
OTHER	131	99	-24%
Felony	38	22	-42%
Misdemeanor	54	40	-26%
Combination / Other	39	37	-5%
<b>Total Caseload</b>	<b>5,240</b>	<b>4,785</b>	<b>-9%</b>

The District Attorney's Office received about 3 percent fewer cases in 2009 than in 2008, or about 800 fewer cases. The Office also rejected more of the cases that its attorneys reviewed for prosecution. In 2008, 29 percent of felony court cases were rejected, whereas 35 percent of felony court cases were rejected in 2009.<sup>8</sup>

Of the felony court cases that the District Attorney's Office resolved in 2008 and 2009 (excluding those that were rejected), there was a significant decrease in the percent resulting in dismissal (26% in 2009, compared to 34% in 2008) and a slight increase in the percent of resulting in a plea agreement (69% in 2009, compared to 62% in 2008). Dispositions in misdemeanor court followed a similar pattern.

	Felony Court			Misdemeanor Court			Total		
	2008	2009	Chg	2008	2009	Chg	2008	2009	Chg
<b>Cases Received</b>	<b>7456</b>	<b>7120</b>	<b>-5%</b>	<b>20306</b>	<b>19819</b>	<b>-2%</b>	<b>27762</b>	<b>26939</b>	<b>-3%</b>
<b>Cases Reviewed</b>	<b>7163</b>	<b>7092</b>	<b>-1%</b>	<b>20255</b>	<b>20060</b>	<b>-1%</b>	<b>27418</b>	<b>27152</b>	<b>-1%</b>
Issued	71%	65%	-8%	77%	75%	-3%	75%	72%	-4%
Rejected	29%	35%	20%	23%	25%	9%	25%	28%	13%
<b>Cases Disposed</b>	<b>5956</b>	<b>4887</b>	<b>-18%</b>	<b>17276</b>	<b>16343</b>	<b>-5%</b>	<b>23232</b>	<b>21230</b>	<b>-9%</b>
Dismissed	34%	26%	-23%	44%	42%	-4%	42%	39%	-7%
Guilty Plea	62%	69%	12%	44%	46%	6%	48%	52%	7%
Guilty Trial	4%	4%	-1%	11%	10%	-7%	9%	9%	-4%
Acquittal	0%	1%	59%	1%	1%	12%	1%	1%	19%

The Department of Community Justice (DCJ) also experienced a drop in its caseload, from 9058 cases in July 2008 to 8649 in July 2009. However, the composition of DCJ's caseload shifted to a higher risk level between 2008 and 2009. In 2009, there were 1207 fewer individuals assessed as "low risk," 678 more individuals assessed as "medium risk," and 207 more individuals assessed as "high risk."

Between the overall reduction in low-risk clients and shifts between caseloads, the vast majority of low-risk clients are now on a reduced supervision caseload. Most of the new medium risk clients were placed on a specialized caseload.

### Risk<sup>9</sup>

	2008	2009	Chg
High	1998	2205	10%
Medium	1763	2441	38%
Low	3150	1946	-38%
Limited	1807	1812	0%
Unscored	340	245	-28%
<b>Total</b>	<b>9058</b>	<b>8649</b>	<b>-5%</b>

### Supervision Type<sup>10</sup>

	2008	2009	Chg
Generic	3340	3113	-7%
Specialized	3371	3219	-5%
Reduced Supervision	2347	2317	-1%
<b>TOTAL</b>	<b>9058</b>	<b>8649</b>	<b>-5%</b>

<sup>8</sup> It is important to note that when a case is rejected for follow-up by police, it may be issued later; hence, the percentage of cases rejected in 2009 may decrease as more data is collected.

<sup>9</sup> Refers to the level of risk obtained through a scored risk assessment of risk to re-offend; the assessment includes the offender's prior involvement with the criminal justice system, history of escape or failure to appear, and substance abuse.

## **The budgets of local public safety agencies continue to shrink.<sup>11</sup>**

The Multnomah County FY 2010 adopted General Fund budget decreased by \$29.5 million or 7.2 percent from FY 2009.<sup>12</sup> This budget shortfall was primarily the result of reduced revenues caused by the County's on-going structural deficit. The County was able to avoid a larger cut through a suspension of wage increases and cost of living adjustments by most of its labor unions and an increase to the Motor Vehicle Rental Tax.

Law Enforcement Budgets. Budget cuts in 2009 had a limited impact on most of the County's law enforcement agencies. The Multnomah County Sheriff's Office cut one FTE (out of 124 in FY09) and increased its FY 2010 budget by 2 percent. The Troutdale Police Department hired 0.3 FTE (out of 29.2 in FY09) and increased its budget by 4 percent. The Portland Police Bureau cut 42 FTE (out of 1285 in FY09) and increased its budget by 3 percent, primarily through a major precinct reorganization that reduced the Bureau's five precincts to three.

The Gresham Police Department experienced deeper cuts to its budget in 2009. Sixteen out of 168 FTE were eliminated and the department's overall budget was cut by 6.8 percent. The department initially lost 12 sworn officers and 7 civilians, but through Community Oriented Policing Services (COPS) funding was able to restore 6 of these officer positions. Gresham was also able to obtain funding from the state to support the East Metro Gang Enforcement Unit.

State funding for four basic police training academies was also eliminated, forcing local governments to fund training through revenues generated by citations and fines. With leadership and coordination provided by LPSCC's System and Agency Alignment Workgroup, police agencies in Multnomah County responded to this deficit in training funds by combining forces to develop their own local training programs.

Corrections and Pre-Trial Supervision Budgets. Cuts in Multnomah County's budget had a greater impact on local corrections functions. The Sheriff's Office was required to reduce its FY 2010 corrections budget by approximately \$3 million, or 2.8 percent. In order to bring the County into compliance with the federal Prison Rape Elimination Act and best practices in corrections, the Sheriff's Office also elected to move to single bunks in its jail cells. The net result of these changes to the County jail system was a loss of 172 beds and a new budgeted system capacity of 1367 beds.<sup>13</sup>

Corrections functions performed by other county agencies also took significant budget cuts in FY 2010. DCJ's Recog Unit decreased its budget by 15 percent by eliminating 1.8 out of 14.6 FTE. Corrections Health reduced its budget by 6.6 percent, eliminating 2.1 out of 80.5 FTE.

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<sup>10</sup> Refers to three of DCJ's supervision strategies; specialized supervision caseloads focus on specific sub-populations of offenders, such as domestic violence and sex-offenders, whereas reduced supervision caseloads focus on the lowest-risk offenders on supervision and involve minimal contact between PO and client.

<sup>11</sup> For charts presenting the budget data discussed in this section of the report, see Appendix B.

<sup>12</sup> Multnomah County's fiscal year begins on July 1 and ends on June 31 of the calendar year.

<sup>13</sup> (a) Between 150 and 200 of the County's jail beds are used to house federal prison inmates under a contract with the US Marshals Service.

(b) The Sheriff's Office recently reported that state SB 1145 funding will be \$1.2 million less than it budgeted for FY 2010. As a result, additional 2 housing units with approximately 100 jail beds may have to be closed. However, state funding under Ballot Measure 57 may help offset this shortfall.

DCJ cut 180 cases from its Pretrial Supervision Program (PSP) caseload and transferred them to the Sheriff's Close Street Supervision Program (CSS). That change resulted in a net gain of 6 FTE, with 4 positions cut from PSP and 10 added to CSS, and a net budget increase of approximately \$1 million dollars for the County's pretrial services.

The Prosecution Budget. The Multnomah County District Attorney's Office was also impacted by budget cuts in 2009. The office initially cut 11.8 percent of its felony prosecution budget and 3.9 percent of its family and community justice prosecution, eliminating 15.3 attorney positions and 3 staff positions.

However, the District Attorney was able to obtain JAG (Justice Assistance Grant) funding to support four additional positions in FY10: a Deputy District Attorney (DDA) for sex offender registration, 1 DDA for gang prosecution, a DDA for domestic violence prosecution, and a DDA for the enforcement of prostitution laws. The Board of County Commissioners also decided to restore a DDA position assigned to the STOP Court. As a result of this additional support, the office ultimately lost a total of 10.3 DDAs in 2009.

The Circuit Court and Public Defense Budgets. The Multnomah County Circuit Court took a 9.8 percent cut in its final state budget, and Metropolitan Public Defenders, the largest defense firm in the County, reported a 6 percent cut to the state's public defense budget. However, the passage of HB 2287 in the 2009 legislative session, which increases fees throughout the court system, is projected to generate \$39 million for the state. Sixty-five percent of this projected revenue will go to the Oregon Judicial Department and 35 percent to Indigent Defense.

Community Corrections and Treatment Budgets. In anticipation of impending state budget cuts in late 2009, DCJ postponed major cuts to its Adult Services Division until 2010. Therefore, the Division only reduced its staff by 5.6 out of 295.1 FTE.

However, DCJ's Juvenile Services Division faced major reductions in 2009. Its budget was reduced by nearly \$3 million, or 10.4 percent, and 17.5 of its 193.8 positions were cut. These cuts meant the elimination of juvenile multi-systemic therapy treatment and foster care programs and reductions in juvenile culturally-specific intervention services. Juvenile services received further cuts following the adoption of the FY10 budget, and its detention center was reduced from 80 beds to 64 beds.

The state budget restored most of the funding that the Governor's proposed budget cut from DCHS Mental Health and Addiction Services for vital correctional services. As a result, the County continued to offer crisis services, a walk-in clinic and outpatient services. The state budget for social services also included additional funding for domestic violence programs.

## **V. Projects and Accomplishments of LPSCC's Committees, Working Groups and Affiliated Groups**

During its first year of operation in 1995, LPSCC established an Executive Committee to (1) oversee the development of public safety plans and policies on behalf of LPSCC, (2) manage the ongoing work of the Council and (3) coordinate LPSCC's activities. In order to carry out these responsibilities, the Executive Committee has met on a monthly basis and periodically established standing committees to address pervasive issues and chronic problems in the public safety system and working groups to address critical issues and acute problems in the system. This section of the report summarizes the projects and accomplishments of the Executive Committee, its committees and working groups, and affiliated public safety councils.

## **The Executive Committee**

*Chaired by Multnomah County Chair Ted Wheeler and Portland Police and City Commissioner Dan Saltzman*

This country's public safety systems have traditionally been divided horizontally among local, state and federal governments and vertically between separate local governments and agencies, most of which are headed by independently elected officials. Such an organization structure demands interagency cooperation, planning, coordination and oversight. As a result, the 1995 Oregon legislature established local public safety coordinating councils in each of the state's 36 counties for the express purpose of "coordinat[ing] local criminal justice policy among affected criminal justice entities" (ORS 423.560; SB 1145). The Executive Committee performs these functions on behalf of Multnomah County's Local Public Safety Coordinating Council.

### **Projects & Accomplishments:**

In the course of ten 90-minute monthly meetings from March 2009 to March 2010, the following actions and deliberations by LPSCC's Executive Committee are among its most notable accomplishments in 2009:

Established new directions and working groups for LPSCC. During its March 2009 meeting and Retreat, the Executive Committee reassessed LPSCC's current organization and activities, as described in Section III of this report. In order to address issues that the committee considers the most pressing and critical in 2009, it established three new working groups – the Public Safety Planning Workgroup, the Youth & Gang Violence Workgroup and the System & Agency Alignment Workgroup. Moreover, because of the importance of data analysis and reporting to the work of LPSCC and the critical role of DSS-J in performing those functions, the committee also agreed to restructure the DSS-J Policy Committee and appoint new co-chairs to lead the Policy Committee's efforts to strengthen and improve DSS-J.

Assessed the impacts of state and local budget reductions. The Executive Committee heard presentations from state and local public safety and human services agencies on the condition of their FY 2009 budgets and the anticipated reductions in their FY 2009 budgets. The committee attempted to assess the collective impact of anticipated budget reductions on the local public safety system, rates of recidivism and community safety.

Discussed the impacts of the Sheriff's new jail booking policy. The committee reviewed changes in the Sheriff's jail booking policy. Referred to as an "open booking," the new policy expanded the criteria for bookable offenses to include any offense defined by Oregon statute and a greater number of local ordinance violations. Although this policy change increased the workloads of other justice agencies, at least in the short run, and in the number of suspects held in custody for less than 6 hours, the new policy appeared to have had a limited or minimal impact on the County's overall jail population.<sup>14</sup> The Executive Committee directed LPSCC's staff, in collaboration with the Sheriff's Office, to ensure that a process is established to track the size of this new policy's impact on the County's jail population over the coming year.

Approved a new Jail Capacity Management Action Plan. In late 2009, the Executive Committee focused its attention on the Board of County Commissioners' Capacity Management Action Plan which, pursuant to state law, allows for the "forced release" of pretrial inmates before their cases

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<sup>14</sup> Average length of stay (ALS) in jail is frequently used as an indicator of a local justice system's efficiency in adjudicating cases. If suspects in Multnomah County subject to the Sheriff's open booking policy and to less than 6 hours of jail custody are included in the ALS, then the validity of ALS as an indicator of performance of the County's adjudication process will be compromised.

are resolved. Under Multnomah County's plan, forced releases are authorized when the County's jail population reaches 97 percent of the jail's funded capacity.<sup>15</sup> The committee was concerned, in particular, with the lack of community supervision of inmates released during a jail population emergency, despite the fact that other, lower risk defendants are routinely released under pretrial supervision. The committee was also concerned that a substantial number of inmates are released from the Multnomah County Detention Center in downtown Portland in the early hours of the morning without ready access to services or transportation. As a result of these concerns, the Sheriff's Office convened a "Capacity Management Review Team," which included representatives of the Executive Committee, to develop recommendations for revisions to the current plan and to draft a new plan. The Executive Committee approved the Review Team's proposals for a new plan, which is now pending review and approval by the Board of County Commissioners.

Reviewed the design of a new Drug Court for Ballot Measure 57 offenders. The committee approved a request by DCJ, the District Attorney's Office, the Circuit Court and the Metropolitan Public Defenders, inc. (MPD) to apply for a state grant for the operation and evaluation of a new Drug Court under the state's \$11 million Measure 57 Intensive Drug Court Grant Program.<sup>16</sup> Members of CJAC developed a model for the Drug Court, which would be consistent with the needs of the participating agencies, evidence-based practices, available resources and best practices in the operation and evaluation of drug courts. In February 2010, the Executive Committee approved the proposed model and the state grant was awarded later that month.

Approved a new Community Corrections Plan for Multnomah County. Council Members voted to approve the 2007-2009 Community Corrections Plan, which outlines the County's use of SB 1145 funding. Some of the key initiatives funded through this plan include more effective case planning through the expanded use of the LS/CMI tool, more effective sanctioning practices in order to reduce jail bed usage, and more effective and coordinated gang reduction strategies.

Reviewed policy changes in the juvenile justice system. The Executive Committee was informed by representatives of the Juvenile Court, the District Attorney's Office and DCJ's Juvenile Services Division that the County is facing major challenges in the administration of juvenile justice due to state and local budget cuts. Those challenges include prosecutors' increasing inability to conduct legal sufficiency reviews and issue cases for misdemeanor crimes and DCJ's limited capacity to house delinquent youth due to the reduction in available space at the Juvenile Detention Center. The committee reviewed the proposals of the effected agencies, including a new intake and assessment model that helps determine the best resolution for cases involving low, medium and high-risk youth and a process to reconnect youth on probation with school. The Juvenile Justice Council is currently examining the effectiveness of adjudication alternatives for youth in order to more accurately identify which youth need services. The Council's proposals will be presented to the Executive Committee for review and approval in 2010.

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<sup>15</sup> During one of the Executive Committee's meetings, the Sheriff's Office explained that a jail population in excess of 97 percent of jail capacity does not automatically trigger emergency releases, but instead alerts jail personnel to begin reviewing inmate release scores under the Capacity Management Plan.

<sup>16</sup> For more information about this program, see <http://www.oregon.gov/CJC/docs/FY2009FinalMeasure57RFP.pdf>

## **The Criminal Justice Advisory Council (CJAC)**

*Chaired by Presiding Circuit Court Judge Jean Maurer*

ORS 1.851 directs the presiding judge of each Oregon judicial district to establish a local criminal justice advisory council “to consider and address methods of coordinating court, public defense and related services and resources in the most efficient and cost-effective manner that complies with the constitutional and statutory mandates and responsibilities of all participants.” In addition to the presiding judge, these councils are required by statute to include the district attorney, the local correctional administrator, public defense service providers, and representatives of the county bar association and local and state law enforcement agencies. Additional members may be added to the advisory councils at the discretion of the presiding judge.

A variation of this advisory council has existed in Multnomah County since 1988, before the foregoing statute was enacted. During its first year of operation in 1995, LPSCC created a Court Workgroup with a mission and membership similar to CJAC’s. In order to avoid confusion and duplication of efforts, that workgroup was merged into CJAC in 1996.

As the primary forum to resolve operational issues in the Circuit Court and to review and approve policies and practices affecting the court, CJAC has played a central role in LPSCC’s initiatives over the past 15 years. CJAC’s most significant actions have included (1) advocating for evidence-based sentencing and corrections practices through the development of DSS-J; (2) designing and implementing specialty courts such as Drug Court, Domestic Violence Court; Community Court and Mental Health Court; (3) establishing an automated Court Appearance Notification System to reduce the failure to appear rate of criminal defendants; (4) co-sponsoring Multnomah County’s 2008 Public Safety Plan, a six-month project involving over 80 stakeholders from the public and private sector that proposed the most cost-effective use of the County’s public safety resources and (5) providing continuous review and recommendations to the presiding judge on the presiding judge’s standards for (a) pretrial release without posting a security amount prior to a first court appearance, (b) the schedule of security amounts by offense for a security release prior to a first appearance and (c) standard conditions to be imposed for release from custody prior to first appearance under the presiding judge’s authority.

### **Projects & Accomplishments:**

In addition to its role in addressing operational challenges in the Circuit Courts and issues affecting the administration of the criminal justice in Multnomah County in 2009, CJAC has undertaken the following tasks:

Supervised the integration of the County’s two pretrial services programs. In October 2008, the County reestablished the Sheriff’s Close Street pretrial supervision program and combined it with DCJ’s Pretrial Services Program. CJAC convened representatives of the two programs on numerous occasions in 2009 to resolve issues regarding the allocation and size of the programs’ respective caseloads, the quality and extent of defendants’ pretrial supervision and court services they should be expected to provide the appropriate level of integration and collaboration between the two programs and the validity of their pretrial release screening instrument.

Developed and implemented a new Security and Emergency Plan and Business Continuity Plan for the Circuit Court. Modern trial courts must anticipate natural disasters, interruptions in support services and malicious or criminal acts directed at the courts, which can threaten or interrupt the operations of the courts. In 2008, Multnomah County’s Presiding Circuit Court

Judge selected a new court security manager and designated CJAC as the court security committee. In 2009, CJAC reviewed and approved the security manager's proposed Security and Emergency Plan and Business Continuity Plan for the court.

Established procedures to implement Ballot Measures 51 and 52. Measures 51 and 52 established new constitutional rights for crime victims regarding their notification of participation and participation in criminal court proceedings. The constitutional provisions called for the establishment of specific procedures to implement the new rights of victim, which CJAC finalized and implemented in 2009.

Developed procedures to implement Ballot Measure 57. Measure 57 enacted new mandatory prison sentences for felony property offenders, along with provisions to establish alcohol and drug treatment services in lieu of prison. In order to implement the measure's provisions for new intensive treatment services, the state legislature established a grant program for specially designed Drug Courts in participating counties to be administered by the Oregon Criminal Justice Commission. Members of CJAC representing the affected agencies met in late 2009 and early 2010 to develop the County's grant application. The County's application was approved by the Criminal Justice Commission in February and implementation of the new Drug Court began in the same month.

Created procedures to expedite the disposition of criminal cases in order to hasten the release of defendants subject to holds from other jurisdictions to the custody of those jurisdictions. Jail inmates subject to charges in other counties or states may contribute to the unnecessary use of jail beds in Multnomah County in cases in which local charges could be resolved and out-of-county holds on other charges could be removed. Therefore, the Circuit Court in consultation with the members of CJAC established new procedures in 2009 to expedite the disposition of charges in Multnomah County and to permit the release of defendants to other counties without further delay and expense.

Designed and implemented a process for the conduct of "good time hearings" under House Bill 3508 (2009). House Bill 3508 authorized additional reductions in the sentences of prison inmates convicted of specified felony offenses, based upon the prison behavior of eligible inmates. The legislation applied its provisions increasing "good time" retroactively, and established the right of prosecutors to object to awards of good time and request judicial hearings to review the awards. CJAC approved detailed procedures proposed by the Circuit Court to implement the hearings process. To date, the court has conducted over 400 hearings requested by the District Attorney's Office.

## **The Juvenile Justice Council (JJC)**

*Chaired by Judge Nan Waller*

The Juvenile Justice Council (JJC) began its work in Multnomah County 16 years ago as the Detention Reform Steering Committee, which guided the development of the County's nationally-recognized "Juvenile Detention Alternatives Initiative" (JDAI). JDAI was designed to control the rate of juvenile detention, eliminate disproportionate detention of youth of color and place eligible youth in evidence-based programs in the community under correctional supervision.<sup>17</sup>

JJC, which consists of representatives from local police agencies, schools, the Board of County Commissioners, the judiciary, juvenile defense attorneys, DCJ's Juvenile Services Division, the District Attorney's Office, the Oregon Youth Authority and youth service providers, continues to monitor and adjust the county's detention policies to ensure that the original objectives of JDAI continue to be met. JJC is also committed to ensuring community support for its detention policies and practices.

In order to ensure a "bottom up" rather than "top down" approach to detention reform, JJC established a Detention Reform Team, which is made up of managers and line staff from DCJ's Juvenile Justice Division and has designed most of the changes in detention policies, procedures and practices in JDAI. This team also developed and continues to refine the risk assessment instrument governing detention and program placement decisions in the County. A Detention Reform Legal Team also reports to JJC and addresses technical and legal issues related to Detention Reform and how they affect the representation of juvenile clients.

However, JJC's mission statement confirms that its activities and concerns extend far beyond detention reform in its efforts to make the community safer and hold youth accountable:

The mission of the Juvenile Justice Council is to provide a forum for the development and implementation of policies, procedures and practices to improve the juvenile justice system. The Council engages [its members] and other system stakeholders within Multnomah County to improve the juvenile justice system by promoting public safety, responding to the needs of victims and assuring the equitable and effective delivery of services to youth and their families.

### **Projects & Accomplishments:**

In addition to monitoring and refining policies and practices governing juvenile detention and community placement and supervision, JJC undertook the following tasks in 2009:

Facilitated collaboration between MCDA and DCJ in screening and sorting cases. In the midst of continuing reductions in the county general fund, the District Attorneys Office determined that attorneys would no longer be able to conduct legal sufficiency reviews for all cases received and would only continue to review juvenile cases involving person felonies, gun charges and custodies. In order to address this problem, the District Attorney's Office began working with DCJ to see if juvenile counselors could review police reports and perform the necessary sorting and screening as cases enter the system. After legal sufficiency has been established, cases are assessed based on risk and need. Low-risk cases are typically resolved with a warning or

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<sup>17</sup> As an example of the national recognition of JDAI, see Joanne Katz and Gene Bonham, "Effective Alternatives to Incarceration: Police Collaborations with Corrections and Communities," (U.S. Office of Community Oriented Policy Services, March 2009).

letter to parents, low- to medium-risk cases typically result in community service or restitution, and the highest risk cases go on to adjudication. DCJ is hoping that by refining the process of intake and assessment, staff will be better able to identify youth who can be placed on electronic monitoring instead of detained in custody.

Examined the effectiveness of alternatives to adjudication. JJC is in the process of examining the effectiveness of adjudication alternatives in order to more accurately identify which youth need services. Council members are also examining the effectiveness of these interventions when working with youth who cross-over from the Child Welfare System to the Juvenile Justice system, with particular attention to factors that are known to increase the likelihood that CWS youth will enter the juvenile justice system (such as length of stay, number of moves, and age). JJC has determined that there is a need for more communication between foster care caseworkers and law enforcement and an overall need to improve the relationship between youth and law enforcement. The Council is also interested in intervening with youth charged with a minor in possession (MIP) by sending second-time offenders to court and placing them into any necessary treatment.

In cooperation with Crime Victims United (CVU), prepared a report to LPSCC in response to CVU's assessment of the County's juvenile justice system. At LPSCC's September 2008 meeting, the Council accepted JJC's recommendation that it meet with CVU over the coming months to review CVU's report assessing the County's juvenile justice system. JJC and CVU agreed that representatives of CVU and JJC's Executive Committee would undertake this review process. During the next nine months, representatives of JJC and CVU met five times, discussed each of CVU's recommendations, reviewed relevant data and policies, and discussed their differing perspectives with regard to CVU's assessment.

In February 2010, JJC submitted its conclusions and recommendations resulting from this process to LPSCC in a "Juvenile Justice Report to LPSCC." During LPSCC's discussion of this report, questions were raised about CVU's criticism of the County's juvenile justice system based upon a recidivism rate above the state average. The discussion revealed that (1) Multnomah County has a smaller number of youth on probation than other counties with a significantly higher portion of high-risk youth, (2) the size of the population of youth on probation is the result of a conscious policy decision by JJC and DCJ, based upon evidence-based practices, to concentrate limited resources on those youth with the highest-risk and greatest need of services and treatment, (3) the County's rate of recidivism has declined steadily over the past seven years and (4) the policies of JJC and DCJ reflect their commitment to reduce minority over-representation and disproportionality and greater access to culturally specific services.

Reviewed the FY 2010 budgets of agencies that serve the juvenile justice system.

Reviewed the responses to recent increases in gang activity and violence by local law enforcement agencies and DCJ.

## **The Mental Health and Public Safety Subcommittee**

*Chaired by Judge Julie Frantz and DCHS Director Joanne Fuller*

In October 2006, Portland Mayor Tom Potter formed a Mental Health Task Force, co-sponsored by Multnomah County Chair Ted Wheeler and State Senators Avel Gordly and Ben Westlund, in response to the death of James Chasse, who died of injuries sustained while in police custody.

The Task Force produced an Action Plan in January 2007, which identified problems occurring at the intersection of the mental health and public safety systems, as well as solutions to those problems. The Action Plan's proposed solutions to these problems included (a) restoring Oregon Health Plan coverage so more of the mentally ill can receive treatment, (b) increasing supportive housing, (c) expanding culturally-specific programs, (d) addressing the overrepresentation of African-Americans with mental illnesses in the criminal justice system, (e) establishing a sub-acute mental health facility, (f) improving the recruitment and hiring processes for police officers, (g) developing crisis intervention training for police and corrections officers and (h) creating a new court advocates program for the mentally ill.

Mayor Potter presented these recommendations to LPSCC at the Executive Committee's March 2007 meeting. In response to that presentation, the Executive Committee reestablished a Mental Health and Public Safety Subcommittee to provide coordination and oversight at the intersection of the public safety and mental health systems, as well as a forum for affected agencies and stakeholders to address issues and initiate improvements in those systems.

### **Projects & Accomplishments:**

In addressing the recommendations of the Mayor's Task Force, the Mental Health and Public Safety Subcommittee has focused over the past three years on the development of a Mental Health Court, a Sub-Acute Mental Health Center a crisis intervention training program. In 2009, the subcommittee has been occupied with the following tasks in support of those projects:

Continued to oversee the operations of the Mental Health Court. The subcommittee launched the Mental Health Court in July 2008. Now that the court is operational, the subcommittee has monitored the court's operations and considered adjustments and improvements in those operations over the past year. The court currently has 35 clients. Referrals to the Mental Health Court from judges and DCJ and attorneys are based solely on an "Access I diagnosis," such as a bi-polar disorder or schizophrenia. The most common criminal charge is theft. With input from the subcommittee, the court is currently considering the expansion of its referral requirements in order to increase the number of offenders who can participate in the program.

Promoted and oversaw the establishment of the Sub-Acute Mental Health Center. The development of a site for a Mental Health Sub-Acute Treatment and Crisis Center has been planned for the current site of the Ramada Inn next to the Rose Quarter in Portland. The center will house the Hooper Detox Sobering Station on the first floor and sixteen sub-acute beds on the second floor. Funding will be provided through agreements between Multnomah County, the City of Portland and the Portland Development Commission. With a planned opening in 2012, the Mental Health and Public Safety subcommittee is monitoring and guiding the design and construction of the facility.

Continued to seek support for crisis intervention training. With support from the subcommittee, a mental health crisis intervention training program has been established at the Portland Police Bureau, Troutdale Police Department and the Sheriff's Office. Responses to the training have

been positive, but the agencies are concerned about the sustainability of the skills developed by the training programs. Recent cuts in the state's budget for the Department of Public Safety Standards and Training (DPSST) will make it difficult to continue these programs. Therefore, subcommittee is committed to finding other sources of funding and support.

Began a process to analyze problems and propose solutions at the intersection of the mental health and public safety systems. With support from LPSCC and the Department of County Human Services, the subcommittee has recently secured technical assistance from the U.S. Mental Health Services Division's Gains Center. Nationally known for its expertise, the Center provides consultation services to local communities for the purpose of integrating mental health and substance abuse treatment programs that serve clients in the criminal justice system. With guidance from the Gains Center using its Intercept Model,<sup>18</sup> the subcommittee has undertaken an assessment of Multnomah County's public safety and mental health systems. The assessment is expected to help managers and professionals in both systems to identify opportunities to support individuals with mental health problems at various points in the criminal justice system.

### **The DSS-Justice (DSS-J) Policy Committee**

*Chaired by Commissioner Judy Shiprack and Trial Court Administrator Doug Bray*

In 1996, Multnomah County's Board of Commissioners and public safety officials obtained voter approval of a \$7.5 million bond to improve information technology among the County's law enforcement and justice agencies. This bond money was used to fund the development of the Decision Support System for Justice (DSS-J), a common data warehouse that integrates public safety data from local sources while allowing individual justice agencies to continue their operations and data systems without interference.

Over the past decade, DSS-J has allowed users to query justice agency data, track events such as criminal incidents, arrests, case dispositions and criminal histories, and respond to requests for research regarding operational and policy issues affecting the public safety system. The system is used by research analysts and DSS-J staff to evaluate programs and policies, design and generate recurring reports and analyze systemic issues and problems throughout Multnomah County's public safety system.

In the County' FY 2010 adopted budget, the Board of County Commissioners formally transferred responsibility for the administration of DSS-J to LPSCC, which agreed to oversee the further development, improvement and administration of the system through the DSS-J Policy Committee.

### **Projects & Accomplishments:**

Considered updates to the access policy for DSS-J. The Policy Committee reviewed the policy for making DSS-J accessible to new users who are not employees of agencies participating in the system. The committee agreed to review and update procedures for granting access to DSS-J, including appropriate sanctions for misuse of the system and its data. To complete this task, the committee will reconvene and consult with the DSS-J Security Subcommittee.

Identified the major issues facing DSS-J in 2010-11. Representatives of the County's Information Technology Services Division (County IT) presented the Policy Committee with an outline of the financial and technical issues facing DSS-J. The system's technology is 10 years

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<sup>18</sup> For more information about this model, see [http://gainscenter.samhsa.gov/pdfs/integrating/GAINS\\_Sequential\\_Intercept.pdf](http://gainscenter.samhsa.gov/pdfs/integrating/GAINS_Sequential_Intercept.pdf)

old and, while other county data system applications have changed over the years to keep up with improved technology and cost-effectiveness, DSS-J has not. County IT agreed to review the structure and architecture of DSS-J and present feasible options to the committee to update and upgrade the system.

Developed and approved a Strategic Action Plan for DSS-J. Based on the foregoing input of County IT and feedback from numerous users of DSS-J, the committee discussed the need for and the necessary elements of a Strategic Action Plan for DSSJ and approved a final draft of the plan in January 2010. The draft plan will be submitted to the Executive Committee for its approval at the committee's March 2, 2010 meeting.

Oversaw the development of a Failure to Appear (FTA) Report. The Policy Committee reviewed a proposal developed by staff at LPSCC and DCJ to add FTA reporting to the DSS-J web tool. The committee proposed several additional variables for the report and discussed how it should prioritize this project and other similar projects. It approved Phase I in the development of an FTA Report. The online report is expected to be available by mid-2010.

Continued to oversee developments and improvements in LPSCC's data analysis and reporting functions. In recognition of the critical importance of data analysis and reporting to LPSCC's success, the Policy Committee discussed the future of data reporting and how to display information to policy makers on a routine basis to encourage its use. The committee considers the County's Safety Priorities Brief an example of the potential for regular presentation of data and analysis of critical issues, trends and problems facing the local public safety system. It directed LPSCC's staff to expand and improve that report and identify other means to improve LPSCC data reporting and analysis functions.<sup>19</sup>

## **The Public Safety Planning Workgroup**

*Chaired by District Attorney Mike Schrunk and DCJ Director Scott Taylor*

In 2007 and 2008, the Crime & Justice Institute, a nonpartisan consulting and research agency, worked with Multnomah County to develop a public safety plan designed to "assist decision makers in building and maintaining the most balanced, effective, and cohesive public safety system possible within available resources." This six-month study, commissioned by the Board of County Commissioners and overseen by a core group of policy analysts and local public safety professionals, brought together over 80 stakeholders from the public and private sectors, including judges, police officers, prosecutors, parole and probation officers, victims advocates, treatment and services providers and private citizens to identify gaps in functions and services in the County's public safety system and to propose the most cost-effective use of the County's limited public safety resources. The final plan was released in 2008 and included over 50 proposals for improvements in the public safety system. The plan also prioritized the most cost-effective strategies likely to reduce crime.

By the time of LPSCC's March 2009 retreat, little work appeared to have been done to implement the proposals in the Public Safety Plan. As a result, the Executive Committee established the Public Safety Planning Workgroup to ensure that the plan would be acted upon after so much time and effort devoted to the effort. The workgroup was directed to (a) review the status of the proposals recommended in the Public Safety Plan (b) identify proposals that had not been implemented, (c) focus on the proposals that were given the highest priority and

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<sup>19</sup> For more detailed information about these functions and tasks, see Section VI. of this report, "LPSCC's Data Analysis and Reporting Goals for 2009."

(d) determine which of those proposals are feasible to implement under current conditions, which agencies or organizations should be responsible for implementing them.

### **Projects & Accomplishments:**

The Public Safety Planning Workgroup has carried out the Executive Committee's directions over the past year as follows:

Reviewed the status of all the proposals in the 2008 Public Safety Plan. LPSCC staff began this process by surveying those persons primarily responsible for implementing the Public Safety Plan's 53 original proposals to determine their current status. This survey revealed that nine of the proposals had been or will soon be implemented, seven proposals had been partially implemented, and 37 had not been implemented. The workgroup then met to review the survey results, with particular attention to the proposals identified in the Public Safety Plan as a high priority. Following the workgroup's review and discussions, LPSCC staff developed a guide book on the proposals, along with a two-page summary detailing the status of each project, its priority level, and its budget.

Identified the most feasible, high priority proposals in the Public Safety Plan. At its second meeting, the workgroup selected the following highest priority proposals in the Public Safety Plan, based upon the group's assessment of feasibility in light of the current level of available public safety resources:

- a common pretrial database;
- an integrated Criminal Justice Information System (CJIS);
- the restoration of adult misdemeanor supervision;
- standardized police reports; and
- a "Holds Team."

The workgroup also expressed support for proposals to establish a Mental Health Crisis-Respite Facility and a system for tracking defendants subject to a "determination of fitness to proceed" by the Oregon State Hospital. The workgroup forwarded three additional proposals to the Multnomah County Reentry Council for its consideration: (1) establishment of a "Transition Vocation Team," (2) coordination of inmate transition services and (3) establishment of more housing for homeless offenders and inmates returning to the community.

Promoted the initial steps in the development of a common pretrial database. In response to the Public Safety Plan's proposal on this subject, staff at the Sheriff's Office began developing a less costly alternative that proposed to document and coordinate the steps in the jail booking process and to develop an electronic custody report in the Sheriff's Warrants Identification System (SWIS). The first draft of this alternative proposal was presented to and approved by the Public Safety Planning Workgroup in September 2009. Following the workgroup's approval, Sheriff's Office staff planned to convene other affected agencies and stakeholders to begin refining the proposal and assessing its cost and feasibility in conjunction with a similar proposal under consideration by the Reentry Council.

Supported the concept an Integrated Criminal Justice Information System (CJIS). As a result of formal support from LPSCC and leadership from the District Attorney's Office, outside technical consultants were retained in 2008 to undertake a study to assess the condition of the County's public safety information systems and the feasibility of a project to link all of these systems together. The study, which was submitted to LPSCC in early 2009, estimated that the project would take three to five years to complete at a cost of approximately \$10 million. After reviewing the results of the consultant's study, the workgroup concluded that it was not realistic to

undertake such a project in light to the current state of the County's budget. However, the workgroup did support the concept of CJIS, as well as the County's efforts to seek outside grant funding to support the project. It also recommended that future changes in DSS-J and other public safety data system be implemented in ways that align with the goals of CJIS. Based on that recommendation, LPSCC staff reviewed the consultant's study, identified strategies proposed in the study that would be feasible, and includes those strategies in the DSS-J Strategic Action Plan.

Recommended further investigation of a proposal to restore misdemeanor supervision.

DCJ's ability to supervise most misdemeanor offenders has been dramatically cut over the past decade; currently, the department can only supervise clients convicted of domestic violence misdemeanors and other select categories. The workgroup requested DCJ to determine the system impacts of expanding supervision service for additional high-risk misdemeanants, including potential increases in the use of jail and added costs of supervision.

Supported the development of standardized police reports. The Public Safety Plan proposal to standardize police reports across Multnomah County was originally believed to be highly dependent on the development of CJIS; as a result, no further work had been done to implement this proposal. The workgroup considered the feasibility of the proposal in light of the Portland Police Bureau's current effort to develop a new PPDS data system for use by other law enforcement agencies in the County. The workgroup referred the proposal to LPSCC's System and Agency Alignment Workgroup for further study and possible implementation.

Highlighted the importance of a "Holds Team." The Public Safety Plan proposed the establishment of a "Holds Team" to expedite the disposition of cases in which defendants are held in custody on warrants from other jurisdictions pending resolution of their cases in this county. After the Public Safety Planning Workgroup highlighted this proposal as a top priority in order to promote the most effective use of jail beds, the members of CJAC began developing an expedited docket to process cases with out-of-county holds so that the defendants in those cases could be transported to other counties as quickly as possible.

Promoted efforts to track pretrial offenders subject to a determination of their capacity to stand trial. This Public Safety Plan proposal had not been implemented in part because of a Sheriff's Office's estimate of the time and effort required to complete the necessary reprogramming of its data system. However, due to the high priority placed on implementation of this proposal by the workgroup, the Circuit Court and the Sheriff's Office have worked together to design a notification process that alerts judges when defendants return to jail after a determination of "fitness to proceed" by the Oregon State Hospital in Salem.

### **The Youth and Gang Violence Workgroup**

*Chaired by DCHS Director Joanne Fuller, BPI Program Director Michael Ware and Gresham Police Chief Craig Junginger*

For over a decade, public safety agencies, service providers, and community members throughout Multnomah County have worked together under the auspices of LPSCC and local governments to implement nationally-recognized strategies to combat youth and gang violence. However, recent tragic events involving youth and gun violence in 2009, coupled with police reports that gang membership is increasing throughout our community and in East Multnomah County in particular, alerted LPSCC's Executive Committee to the need to renew its focus on the problem of youth and gang violence.

At its March 2009 Retreat, the Executive Committee acknowledged the importance of incorporating into existing local efforts to reduce youth and gang violence (1) a sustainable planning process, (2) comprehensive analytical research to support the process, (3) the active involvement of affected communities and (4) coordinated intergovernmental responses to violence. Accordingly, the committee formed a Youth and Gang Violence Workgroup and directed the workgroup to employ a comprehensive, evidence-based approach to youth and gang violence prevention, intervention and enforcement strategies by focusing on long-term reductions in youth and gang violence, as well as immediate, coordinated responses to violent incidents. The Executive Committee's direction to the workgroup regarding a comprehensive, evidence-based approach to reduce youth and gang violence is attached in Appendix C.

### **Projects & Accomplishments:**

The workgroup focused its attention over the past year on (a) identifying current efforts in Multnomah County to reduce youth and gang violence, (b) establishing a process to coordinate and strengthen ongoing intervention and enforcement strategies, (c) identifying populations of at-risk youth and affected communities as the most appropriate subjects of prevention strategies and (d) developing an inventory of existing prevention programs and services, as well as gaps in those services in light of evidence-based practices in prevention. The workgroup formed an Intervention and Enforcement Planning Team, a Best Practices in Prevention Subcommittee and Prevention Data Subcommittee to address the following tasks:

Summarized existing approaches to youth and gang violence enforcement, intervention and prevention. LPSCC's staff produced a concise summary of past and present efforts in Multnomah County to reduce youth and gang violence in order to inform the members of LPSCC and the workgroup, their participating agencies and stakeholders, the public and the media of the nature and success of those efforts and proven evidence-based strategies employed in the County. The summary is attached in Appendix D.

Began to convene "Stop the Violence Offender Meetings." The Intervention and Enforcement Planning Team was formed in 2009 with support from the staff of LPSCC, DCJ, the Portland Police Bureau and the Portland Office of Youth Violence Prevention. The Team has planned a series of "Stop the Violence Offender Meetings" that employ "Ceasefire" strategies first developed over 10 years ago by Professor David Kennedy and his colleagues in Boston and successfully implemented in Portland through the U.S. Department of Justice's "Strategic Approaches to Community Safety Initiative."

In preparation for these meetings, law enforcement officials, community members, service providers and former gang members and offenders are working together to develop meeting agendas, to clarify the group's message and to identify at-risk gang members most likely to benefit from these meetings. Convened in various locations throughout the County, Stop the Violence Offender Meetings involve presentations by community members, former gang members and offenders, service providers and law enforcement officials that convey the following messages: (a) violence is wrong and unacceptable to the community, (b) the community wants you to return to a crime-free life and become productive and valued citizens, (c) help is available to leave your life of gangs and violence; and (c) more violence will result in an immediate and coordinated law enforcement response, including state and federal prosecution leading to long prison sentences, frequently served in distant parts of the country.

The first Stop the Violence meeting was held on December 16, 2009. Over 20 gang members on felony probation attended the meeting, as well as more than 30 representatives of local law enforcement agencies, service providers and affected communities, former gang members,

offenders and their families, and victims of violent crime. The Planning Team expects to hold three or four more of these meetings in 2010.

In order to exchange information on best practices and successful outcomes across the country, the Planning Team has joined the National Network for Safe Communities. Founded by Professor Kennedy and his colleagues at John Jay College of Criminal Justice, the network includes mayors, police chiefs, prosecutors, justice professionals, community leaders, service providers, street workers and scholars who have adopted Ceasefire strategies as an integral component of their violence and gang prevention initiatives.

Piloted survey to inventory current prevention programs and services and identify gaps in those services. The Best Practices Subcommittee, after reviewing LPSCC's 2004 "Healthy Communities" plans for Portland and Gresham, decided to begin its work by updating those plans. As its first step, the workgroup agreed to conduct an inventory of current prevention programs and services for at-risk youth, including the identification of gaps in those programs and services using best practices in youth and gang violence as its criteria. Accordingly, LPSCC's staff designed a written survey in November 2009 to administer to service providers and stakeholders throughout the County. The preliminary results of a "pilot" survey administered solely to members of the Best Practice Subcommittee were distributed to the subcommittee in January 2010. The Best Practices Subcommittee will reconvene in February to evaluate and revise the survey and explore additional methods to complete its inventory of prevention programs and services.

Began a literature review of best practices in prevention. The Best Practices Subcommittee also decided to undertake a literature review to identify risk factors associated with youth violence, as well as evidence-based programs and strategies to address those risk factors. DCHS's research staff conducted the review and structured findings in accordance with evidence-based public health practices, examining the risk protective factors that an individual youth encounters in different environments and throughout different stages of personal development. The results of this ongoing review will be used in the subcommittee's inventory and assessment of prevention programs and services in Multnomah County and gaps in those programs and services.

Planned a "geocoding analysis" to strengthen prevention strategies. The Data Subcommittee decided to undertake an analysis derived from the Harvard Geocoding Project,<sup>20</sup> using a "neighborhood-level" approach to identify risk factors associated with high-risk locations as opposed to high-risk individuals. Used in conjunction with information obtained from the foregoing literature review, this analysis, which has yet to be completed, should reveal underlying causes of youth and gang violence in affected communities and lead to the design of more effective prevention, intervention and enforcement strategies. The Data Subcommittee plans to use the results of the analysis, along with the results from the literature review and the Best Practices Subcommittee's inventory of programs and services, to examine relationships between risk factors in local communities and selected prevention strategies.

Investigated potential collaborative prevention strategies with schools. During late 2009, the Youth and Gang Violence Workgroup focused on relationships between education policies and practices and youth crime and delinquency, with particular interest in the impacts of school discipline and expulsion practices and their disproportionate application to youth of color. With school administrators and related service providers attending its meetings, the workgroup

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<sup>20</sup> See <http://www.hsph.harvard.edu/thegeocodingproject/>

reached preliminary agreement regarding the following elements of effective collaborative strategies with schools:

- support the development of a district-wide student disciplinary policy that takes into account the unique circumstances of individual students;
- focus on students with the greatest disciplinary challenges without neglecting students engaged in less problematic at-risk behavior;
- share more data while complying with privacy and confidentiality policies;
- anticipate the students likely to have discipline problems without labeling students as discipline problems prematurely;
- develop sustainable partnerships among schools, service providers, law enforcement, county human services and juvenile services;
- engage teachers in bias training without giving offense;
- hold teachers accountable for their disciplinary decisions without limiting their ability to make those decisions;
- intervene at early stages of child development to prevent delinquent behavior; and
- hold students accountable through conduct agreements and clear policy statements.

In subsequent meetings, the workgroup concluded that it was important to respect existing collaborative prevention efforts in schools including, in particular, the work of Multnomah County's Commission on Children, Families and Communities (CCFC) in conjunction with local school districts. As a result, the workgroup invited the participants in that effort to participate in the workgroup's meetings, and agreed to become an active partner in a joint effort to address disciplinary processes and prevention strategies in the County's schools.

### **The System and Agency Alignment Workgroup**

*Chaired by Portland Police Chief Rosie Sizer and Sheriffs Dan Staton (11/09 - current) and Bob Skipper (5/09 - 10/09)*

At its March 2009 Retreat, LPSCC's Executive Committee recognized LPSCC's persistent but unsuccessful attempts to balance and align the public safety investments, polices and practice of local governments and law enforcement and justice agencies so that Multnomah County's public safety system can truly be considered a system. Without such balance and alignment, the system's cost-efficiency and optimal impact on crime will be compromised by conflicting and competing strategies and by a combination of relatively understaffed and overstaffed functions that cannot complement or support each other.

About the same time, and in recognition of similar problems resulting from a lack of balance and alignment among local law enforcement agencies, police chiefs throughout Multnomah County formed their own working group to coordinate and consider consolidating police functions such as recruiting and hiring practices, training programs, data collection and reporting, and communication systems. In light of this existing working group, the Executive Committee requested the chiefs to combine their effort with a new System and Agency Alignment Workgroup co-chaired by Portland Police Chief Rosie Sizer and Sheriff Bob Skipper.

The Executive Committee establish a mission for this new workgroup to identify areas in which local governments and public safety agencies can cooperate to (a) avoid costly duplication of efforts, (b) address imbalances in the County's public safety system caused by variations in resources and (c) increase cost-effectiveness of interagency strategies and practices in the public safety system. The committee recognized that the new workgroup would proceed in 2009 with the police chiefs' important efforts to investigate collaborative and coordinated policing

strategies. The committee anticipated the workgroup would eventually add members for the purpose of addressing interrelationships among other agencies, as well as systemic issues of alignment and balance with widespread impacts on the County's public safety system.

### **Projects & Accomplishments:**

Investigated coordinated policy strategies. During the course of the year, the workgroup met to coordinate or consolidate recruitment, hiring and training programs, as well as investigation and SWAT operations. The workgroup expects to implement some of its most feasible and cost-effective recommendations in 2010.

Developed local alternatives to DPSST's training programs. One of the workgroup's principal objectives in 2009 was to address the loss in DPSST's training capacity as a result of recent cuts in the state budget. Concluding that police training can be delivered effectively "in-house" by local trained and experienced police officers, the workgroup developed a curriculum for a local training program. DPSST has agreed to provide classroom space if local police departments provide the staff to deliver the training. Chief Sizer reported that the new curriculum is likely to result in better training, especially in the areas of supervision practices and leadership development. The workgroup intends to share its training model with other counties in the state.

In order to carry out the original mission of the System and Agency Alignment Workgroup, the Executive Committee will need to provide the workgroup with further guidance, including suggestions for members to add to the group and additional issues to address in 2010.

### **Reentry Council**

*Chaired by DCJ Director Scott Taylor and Sheriffs Dan Staton (11/09 - current) and Bob Skipper (5/09 - 10/09)*

In October 2008, an informal work group presented a report to the Board of County Commissioners entitled "Transition from Jail to Community: Improving Reentry Outcomes in Multnomah County." The report proposed that the Board establish a Reentry Council to be operated under the auspices of LPSCC. The Board responded by adopting a resolution in December 2008 formally establishing a County Reentry Council.

In adopting this resolution, the Board of Commissioners recognized that the nationwide focus in recent years on programmatic support for prison inmates returning to their communities has failed to address the needs of returning jail inmates. However, with Congress's passage of the Second Chance Act in 2007, local governments became eligible for federal financial assistance to reduce recidivism using methods consistent with Bureau of Justice Statistics' research on offender reentry. A condition of receiving this federal financial assistance under the Second Chance Act is the formation of a local "Reentry Task Force" comprised of "relevant...local leaders; and...representatives of relevant agencies; service providers; non-profit organizations; and stakeholders" in order to "examine ways to pool resources and funding streams to promote lower recidivism rates for returning offenders and minimize the harmful effects of offenders' time in... jail... on families and communities."

With the critical need for more jail reentry planning and services in Multnomah County, as well as this new opportunity for federal support, the Board's December 2008 resolution directed the Reentry Council to "(a) meet the conditions of receiving financial assistance under the Federal Second Chance Act; (b) collaborate with the Multnomah County Local Public Safety Coordinating Council; (c) collaborate and bridge the Multnomah County Sheriff's Office's in-jail reentry programs with the out-of-jail reentry programs by the Department of Community Justice

and services by community partners; (d) identify gaps in programs and services and recommend changes to address those gaps; (e) make quarterly reports to the Board of Commissioners; and (f) be structured in two tiers, with a Policy Team and an Operations Team.”

### **Projects & Accomplishments:**

In order to carry out the directions in this resolution, the Reentry Council undertook the following tasks in 2009:

Reviewed the State of Oregon’s prison reentry efforts. At the Reentry Council’s first meeting, the Council received a presentation from Ginger Martin, Assistant Director of the Oregon Department of Corrections regarding the department’s reentry programs and strategies. Although some of the issues and challenges for jail reentry differ from prison reentry (most notably, lengths of stay and population stability), the Council expects that the Department of Corrections’ experience and accomplishments with reentry will prove valuable to local efforts.

Identified the target inmate population. Earlier meetings focused on the selection of an appropriate target population for reentry services. The Council reviewed various reports and statistics focused on different populations of inmates (e.g., those who are “frequently booked,” those with the mental health issues, those who are incarcerated for a minimum period of time) and eventually decided to focus on women, property offenders, and/or sentenced offenders. The Council plans to focus on the housing and employment needs of this population.

Investigated Cook County, Illinois’ “Jail Data Link” Project. In November 2009, the Council reviewed information on Cook County’s “Jail Data Link” project,<sup>21</sup> which focuses on a “recovery oriented system for individuals with mental illness who are involved in the criminal justice system; an improved continuum of mental health care for individuals involved with the criminal justice system; and increased collaboration between system partners and stakeholders to advocate for funding, legislation, and the expansion of existing initiatives and practices.” Council members requested additional information regarding this project before determining whether to pursue a similar strategy in Multnomah County. Liv Jenssen, DCJ Transition Services, has formed a smaller workgroup to coordinate information gathering and has also organized a conference call with Cook County officials for later in 2010.

Supported the automation for the County’s pretrial “Recog” form. In conjunction with a related effort by LPSCC’s Public Safety Planning Workgroup, the Council considered the feasibility and approved the concepts of (1) converting the County’s “Recog” interview form, which is used to collect information relating to the decision to release a criminal defendant from jail pretrial on his “own recognizance” without depositing bail or a security deposit, into an electronic format and (2) linking the resulting automated Recog data to the data systems of other justice agencies and relevant service providers. County IT is currently developing an estimate of the costs and logistics involved in automating the Recog form.

Reviewed proposals in the 2008 Public Safety Plan regarding the transition or reentry of jail inmates into the community. The Reentry Council is currently considering the feasibility and implementation of three proposals forwarded to the Council by the Public Safety Planning Workgroup: establishment of a “Transition Vocation Team;” the coordination of transition or reentry services and “Transitional Centers” to provide temporary housing for homeless offenders returning to the community.

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<sup>21</sup> If readers of this report are interested in seeing how Jail Data Link works and viewing sample data for the Returning Home Initiative, please contact Liv Jenssen, Manager of the Transition Services Unit.

## **The Human Trafficking Task Force**

*Managed by Deputy Sheriff Keith Bickford*

Human trafficking, including sex and labor trafficking, is a growing problem in Oregon, due in part to the traffic permitted by Interstates I-5 and I-84 and the Willamette and Columbia rivers and the state's large seasonal farming community. Some observers claim that Portland has one of the largest sex industries of any city in the United States.

In 2005, the County received a six-year grant to coordinate and improve efforts to reduce human trafficking. The grant provided funding for a human trafficking coordinator, who now manages the operations of the task force. The objectives of the task force include (a) locating victims of human trafficking and connecting them with necessary services, (b) identifying gaps in services for victims and developing strategies for filling those gaps and (c) coordinating efforts of law enforcement agencies to arrest and prosecute human traffickers. In recognition of the importance of the task force's work, the City of Portland and Multnomah County passed resolutions in June 2009 recognizing the work of the Human Trafficking Task Force and supporting the Oregonians Against Trafficking Humans Campaign (OATH).

### **Projects & Accomplishments:**

In addition to pursuing the objectives described above, the Human Trafficking Task Force's accomplished the following tasks in 2009:

Collaborated with relevant federal authorities. The task force has collaborated with the U.S. Attorney's Office and U.S. Immigration and Customs Enforcement to ensure that undocumented aliens can report suspicions or observations of human trafficking without risking deportation. The task force is also exploring the relationship between human trafficking and gangs through ongoing investigations, planning, and community education.

Alerted parents and schools about the problem of human trafficking. The task force and OATH held a conference in spring 2009 at Reynolds High School to educate parents, students, educators and other school community members about human trafficking in Oregon. Juvenile Judge Nan Waller delivered the keynote address. Task force members considered the conference a "wake-up call," particularly for parents. The task force has also begun working with local schools to develop a human trafficking curriculum, which will be piloted in Reynolds and South Salem High Schools.

Supported the establishment of a secure shelter for juvenile victims of sex trafficking. The task force identified the need for a shelter in Multnomah County that is devoted exclusively to serving underage female victims of sex trafficking. Currently, when young female victims of human trafficking are found by law enforcement, there is no secure place to take them for housing and support services. As a result, many of these victims return to their pimps. Oregon Senator Ron Wyden, in collaboration with State Representative Brent Barton and County Commissioner Diane McKeel, has introduced a proposal in Congress for three \$750,000 block grants to build or renovate suitable facilities. The shelters would provide housing, counseling, programming, education and medical services for 12 to 15 girls.

Promoted and screened the film "Playground." The task force promoted and organized screenings of the documentary film "Playground," which focuses on the sexual exploitation of children within the United States.<sup>22</sup>

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<sup>22</sup> A link to an excerpt of the film can be found at <http://www.playgroundproject.com/>.

## **The Domestic Violence Fatality Review Team**

*Co-Chaired by Judge Jean Maurer and Commissioners Jeff Cogen (2009) and Diane McKeel (2010)*

Formation of a Domestic Violence Fatality Review Team is authorized by the ORS 418.712 through 418.718, with membership governed by those statutes. The Multnomah Fatality Review Team was formed in fall of 2006, and includes professionals from local law enforcement, criminal justice, health, human service, and domestic violence agencies and organizations. Each year, participants select one to three criminal cases in Multnomah County involving a death caused by domestic violence and carefully review the details of the case in order to gain insight into the tragedies and develop recommendations for strategies to avoid similar incidents in the future.

### **Projects & Accomplishments:**

The Fatality Review Team conducted two reviews in 2009. While the content of the reviews and the identities of the victims and perpetrators were held in strict confidence by participants, the team developed four sets of specific recommendations for improvements in the response of the public safety system to domestic violence (DV) grouped under the following general proposals:

*Improve responses from individuals and institutions when abuse is suspected.* Most victims of DV homicides have seen a health care provider in the year prior to their death or have talked to family, friends or co-workers, but relatively few victims call police, the County's DV Crisis Line, or other domestic violence services. Therefore, people outside the public safety system often have the best opportunity to intervene. Family members, employers, professional staff, and public safety officials can be more effective in their response to suspected DV if they are more informed about the issues, and the services and resources available to help. The Fatality Review Team recommended the following actions:

- Develop information on public safety planning and make this easily available to a variety of audiences;
- Provide information to students in middle and high schools about relationship safety and the dangers of DV;
- Increase information and screening for youth involved in gangs who are either victims or perpetrators of DV and are in middle or high school;
- Improve the knowledge and competence of mental health practitioners to address DV and dating violence and provide safety planning through initial and continuing education and training;
- Develop an initial screening for DCHS to assess DV, mental health, alcohol and drug issues and low cognitive functioning; and
- Develop and maintain capacity for DV training for employees of DCHS and human services providers.

*Enhance the ability to identify and track high-risk cases.* Evidence-based assessment tools have become available in the past five years that help to identify high-risk DV offenders. Increasing use of such a tool to identify DV perpetrators with a high-risk of reoffending and increasing access to that data to more people who interface with victims will permit law enforcement officers, court officials and DV advocates to encourage more victims to seek help and respond

appropriately to offenders based on the risk they pose. The Fatality Review Team recommended exploring additional targeted response to “high danger” cases and expanding jail-based services for both DV victims and perpetrators.

*Improve information for justice and social service professionals to assist them in responding to specific cases.* Health, human service and court professionals have contacts with victims and perpetrators of DV, yet are often unaware of the individual’s history with DV. These professionals have an opportunity to help, not only through improved referral to DV services, but by improving treatment services for co-occurring health, mental health and substance abuse disorders. Increased access to relevant public records would promote treatment of these inter-related issues. The Fatality Review Team recommended developing strategies for appropriate responses to DV victims who wish to continue or return to relationships with partners identified as perpetrators.

*Identify and fill gaps in the public safety system that limit the ability to respond to DV.* There is a lack of sufficient DV services – from information, to shelters, to advocacy. Sometimes essential services are not available at all. Gaps in the continuum of DV services, especially for services targeted to special populations, would likely reduce the incidence of DV homicides. The Fatality Review Team recommended the following actions:

- Improve access to housing for DV survivors in order to increase their ability to leave a dangerous situation;
- Expand anti-trafficking and anti-prostitution efforts for at-risk youth;
- Assure services are available for families following a domestic violence homicide, such as grief counseling and follow-up on individual welfare (esp. for minor children); and
- Based on three years of reviews, the DVFR Team recognizes the overarching need to have leadership in our community speak out strongly against DV.

## **VI. LPSCC’s Data Analysis and Reporting Goals**

In recognition of the critical importance of data analysis and reporting, the Executive Committee’s Co-Chairs directed the Council’s staff, in partnership with the DSS-J Policy Committee and County IT, to focus on the following goals in 2009:

### **Develop a Strategic Action Plan for DSS-J.**

LPSCC’s staff, in collaboration with the DSS-J Policy Committee, County IT and representatives of stakeholder agencies, developed a draft Strategic Action Plan that outlines priorities and strategies to improve the administration and operation of DSS-J and to realize its full potential as the primary source for interagency public safety data and analysis in Multnomah County.

Subject to approval by the Executive Committee at its March 2, 2010 meeting, the Strategic Action Plan outlines the steps<sup>23</sup> needed to pursue the following strategies:

- Increase the overall demand for public safety data;
- Expand the use of data from DSS-J through regular reports by LPSCC and its member agencies;
- Establish clear lines of authority and refine the organizational structure of DSS-J;
- Reduce the costs of technology supporting DSS-J;

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<sup>23</sup> For more detailed information on the strategies and actions included in this plan, see Appendix E.

- Improve the accessibility of DSS-J's data tools;
- Improve the breadth, depth, and accuracy of the data collected in DSS-J; and
- Capitalize on the knowledge and expertise of DSS-J's staff, County IT and the system's users in strengthening and expanding DSS-J.

The DSS-J Policy Committee believes that implementation of these strategies will (1) improve the focus and direction of DSS-J, (2) ensure realization of the full potential of the system (3) justify the County's continuing financial support of DSS-J and (4) most importantly, ensure that Multnomah County's public safety policies and practices are data-driven, evidence-based and cost-effective.

### **Establish a Public Safety Analysts Team to support the work of the DSS-J Policy Committee.**

LPSCC's staff assembled a team of public safety analysts from across Multnomah County to (a) identify best-practices for processing and analyzing public safety data, (b) determine areas for improvement in data collection and management, (c) develop a common understanding of key public safety concepts (e.g. risk assessment, recidivism) and (d) promote collaboration between the DSS-J Policy Committee and the analysts' public safety agencies.

In July 2009, the Public Safety Analyst Team ("PSAT") identified obstacles to sharing and updating public safety information and working on common documents and data sets. The team decided to create a "wiki" <sup>24</sup> to allow the team to develop and update a common public safety data dictionary, distribute contact information, share new resources and provide a central hub for reporting data and reports. As a result, LPSCC's staff developed a "PSAT wiki" (<http://psat.wikidot.com/>) with these features, and is working on a similar wiki for LPSCC and other interested parties to share resources and find information (<http://lpfcc.wikidot.com/>).

### **Improve LPSCC's Public Safety Priorities Brief.**

For the past six years, Multnomah County's Budget Office has published the "Public Safety Priorities Brief" (the Brief), a monthly report designed to update policy makers, agency managers, and other stakeholders in the County on the current state of the public safety system, as well as to highlight major changes or emerging trends in public safety. On July 1, 2009, responsibility for the publication of the Brief was transferred to LPSCC.

This transition period provided LPSCC's staff with the opportunity to assess the quality and effectiveness of the Brief and consider ways to improve it. LPSCC's staff conducted a survey, which indicated that the Brief is regarded as informative by its users and generally contains accurate and relevant public safety updates. However, the survey results also revealed that most users neither primarily rely upon the document for public safety updates nor share its contents with colleagues. The results also reflected the need for more relevant data and more in-depth analysis.

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<sup>24</sup> Similar to the concept underlying "Wikipedia," a wiki is a website that permits participants to edit site content, exchange comments and post materials. Depending on the nature and purpose of the wiki, edit-rights and view-rights may be open to the public or password protected.

Based on the findings of the Safety Priorities Brief survey, LPSCC's staff resolved to take the following actions:

- Consult with public safety analysts and interested survey respondents to determine what additional data, statistics, and topics should be included in the Brief and to ensure that changes to the Brief maintain the document's existing level of accuracy and relevance.
- Make the Brief more relevant and important to readers by adding an analytical component that provides insight into current public safety issues and trends. The analytical component of the Brief will be published quarterly, providing analysis of key trends, policy changes and emerging issues in the public safety system with the benefit of the knowledge and expertise of the Public Safety Analysts Team.
- Update the LPSCC website to include background information on the Brief, past issues of the Brief, descriptions of each section, a glossary of key terms and acronyms, and links to other public safety reports and data sources.
- Investigate technological options for the Brief (such as blogs, wikis, and discussion forums) that will allow readers to discuss trends and issues with one another and provide feedback on the content of the Brief.

### **Create an automated "Streams of Offenders" simulation model to assess impacts of public safety budget and policy decisions.**

The Multnomah County Adult Public Safety System (MAPSS) model was conceived of during budget meetings with the public safety leaders in 2008. In December 2008, LPSCC's Public Safety System Analyst (then with the Budget Office) was asked to develop a tool that would (a) graphically depict the typical movement of offenders through Multnomah County's public safety system; (b) allow users to input policy changes and estimate the impact of those changes on other parts of the system; and (c) encourage collaborative policy making and inform budget decisions by public safety agencies.

The resulting MAPSS model, based on the "Streams of Offenders" diagrams created in previous budget years, uses data available from DSS-J and other local sources to depict the movements of typical defendants and offenders through the public safety system. The model allows users to change the number of cases assigned to a certain function or outcome in the system, and then uses population estimates and basic probability calculations to direct those cases to the most appropriate next decision point and estimate the impact of that change at other stages in the system.

The MAPSS model has been presented at CJAC, LPSCC and the Analyst Team. Future iterations of the model will incorporate feedback garnered from these presentations, along with ongoing input from agency analysts, policy makers and experts in simulation models (see recommendation x in Section VII).

## VII. Future Directions for LPSCC in 2010-2011

Based upon the experience of LPSCC and its staff over the past year, the Executive Committee's Co-Chairs recommended that the committee approve the following actions in 2010-2011. These actions were discussed at the March and April 2010 Executive Committee meetings to ensure full input by LPSCC members and were approved by the Council.

### **1. Increase access to system-wide public safety data and objective research and analysis through the cost-effective operation of DSS-J.**

A primary responsibility of LPSCC is to critically assess current and proposed public safety strategies, policies and programs for consideration by the Board of County Commissioners and the leadership of other local governments in Multnomah County. In light of the widespread commitment to evidence-based policies and practices throughout the County, access to system-wide data and objective research and analysis is essential to carrying out that responsibility.

In recognition of its responsibility, LPSCC advocated for and subsequently sponsored the development of DSS-J, which now serves as the County's repository for system-wide public safety data and the basis for objective research and analysis of the local public safety system. However, persistent cuts in Multnomah County's budget have made it difficult to conduct significant, ongoing research and analysis. As a result, LPSCC has been unable to fully carry out its responsibility to advise the County and other local governments regarding the most effective, evidence-based policies and practices.

In recognition of this deficit in available research and analysis, Multnomah County's 2008 Public Safety Plan included the following recommendation:

Enhance criminal justice systems research capacity [by] [fund[ing]] a dedicated, independent systems researcher to examine cross-agency criminal justice system data to identify and quantify improvements to the criminal justice system.<sup>25</sup>

With the recent addition of a Public Safety System Analyst to its staff and assumption of the responsibility to administer DSS-J, LPSCC is now capable of producing the necessary research and analysis to advise Multnomah County and other local governments on effective, evidence-based policies and practices. However, to ensure that it remains capable of performing this critical function, LPSCC must operate DSS-J in the most cost-effective manner possible.

Over the past 15 years, the annual cost of maintaining and operating DSS-J has steadily increased to a cost that now exceeds \$500,000. A significant factor in this increase is the steady migration of other County departments and agencies away from the Oracle-based "technology platform" upon which DSS-J depends. The County's Information Technology Division has advised LPSCC that the cost of maintaining LPSCC can be significantly reduced by switching to the same technology platform used by the rest of the County.

LPSCC's Co-Chairs recommend that a portion of LPSCC's annual budget resulting from salary and administrative savings<sup>26</sup> be set aside over the next two years to help support this change in DSS-J's technology platform.

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<sup>25</sup> Multnomah County Public Safety System Planning Report (2008), p. 17.

<sup>26</sup> LPSCC has been able to realize significant cost-savings through cuts in staffing, travel and professional services (used in the past to fund outside consultants to publish reports such as this Year End Report).

## **2. Establish a more formal reporting and advisory relationship with the Board of County Commissioners.**

LPSCC's staff has received comments from County Commissioners, their staffs and others that the County and Board of Commissioners would benefit from more advice and input on public safety issues in advance of those issues coming before the Board. These comments are consistent with LPSCC's view of its role as advisor to the Board on public safety matters using relevant data from DSS-J, objective analysis by the Council's staff and research regarding evidence-based policies and practices.

LPSCC's Co-Chairs recommend a more formal process that provides the Board of County Commissioners, Portland City Council and other governing bodies with the opportunity to request input from LPSCC and its staff on public safety issues and policies of concern. This process should provide the Council with sufficient time to deliberate and discuss the policies and issues referred to it by the Board. As part of this process, the requesting body may direct LPSCC to report back on the substance of its deliberations and discussions and the perspectives and opinions of Council's individual members without expecting the group to formally and collectively endorse policy recommendations. LPSCC staff members will also request notice of all relevant public safety hearings and presentations at the County, City and State so that these opportunities can be communicated to members.

## **3. Dedicate a limited portion of LPSCC's budget to a grant program to support the most promising projects of the Council's committees, working groups and affiliated organizations.**

The County Budget Office has informed LPSCC's staff that Senate Bill 1145 grant funds totaling \$100,000 have accumulated over the years in the Council's budget and that these one-time-only funds must be used without further delay. The funds must be devoted to promoting the mission and goals of SB 1145.

LPSCC's Co-Chairs recommend that these funds be used for an internal grant program to support promising projects and strategies developed under the auspices of LPSCC. In order to promote the Council's collaborative, interagency approach to developing and implementing public safety policies and practices, only the following groups would be eligible to apply for these grants:

- The Juvenile Justice Council;
- The Mental Health & Public Safety Subcommittee;
- The DSS-J Policy Committee;
- The Public Safety Plan Workgroup;
- The Youth & Gang Violence Workgroup;
- The System & Agency Alignment Workgroup;
- The Reentry Council;
- The Human Trafficking Task Force;
- The Domestic Fatality Review Team; and
- Any other interagency working groups affiliated with LPSCC.

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LPSCC currently supports a part-time Executive Director, a full-time public safety system analyst and a part-time intern.

#### **4. Improve LPSCC's methods of communicating with its members, stakeholders and the public, and increase the cost-effectiveness of the Council's operations.**

LPSCC must continue to take advantage of the latest information technology in order to communicate effectively with its members, public safety stakeholders and the public to (a) enhance widespread understanding of the issues facing LPSCC and affecting public safety in Multnomah County and (b) increase the cost-effectiveness of the Council's operations and administration.

For example, LPSCC's staff, in collaboration with the County's Public Affairs Office, is currently designing a new, more compelling and user-friendly website for LPSCC. The new website will permit access to material regarding the Executive Committee's proceedings and deliberations, the work products of the Executive Committee's subcommittees and working groups, the latest research regarding evidence-based policies and practices, reports and analysis from LPSCC's staff and participating agencies, internet links to other sources of information, research and analysis of developments in public safety across the country and agendas and materials for upcoming meetings of the Executive Committee and its subcommittees and working groups. The latter feature is expected to reduce the time and costs of preparing and reproducing hard copies of written materials for all LPSCC meetings.

LPSCC's staff has also developed a "wiki," which is a website like Wikipedia that permits input and editing by users of the site. This wiki will permit participants in the work of LPSCC's committees and working groups to share information and perspective on current issues. The wiki will also permit Executive Committee members and stakeholders to comment on pending issues before the committee and on agendas and materials for its upcoming meetings.

LPSCC's Co-Chairs urge members of LPSCC's Executive Committee, subcommittees and working groups to promote this latest information technology by personally taking advantage of the information, opportunities for enhanced communication and cost savings that these innovations offer.

#### **5. Continue to promote rigorous outcome evaluations of projects, strategies and programs supported by LPSCC and implemented by the Council and its participating agencies.**

LPSCC should continue to promote rigorous evaluations of its own strategies and programs and those of its member agencies in at least three ways. First, the Council can serve as a model for rigorous evaluation by ensuring that its own operations and processes are regularly evaluated. In conjunction with the issuance of this report, LPSCC's staff administered a concise survey of Executive Committee members for the purposes of (a) assessing participants' level of satisfaction with LPSCC's meetings, activities and administration and (b) identifying areas for focus and improvement. LPSCC's Co-Chairs urge members of the Executive Committee to complete this survey and subsequent surveys without delay.

Second, whenever feasible and cost-effective, LPSCC should require outcome evaluations of its own projects and the strategies and programs it supports. The Council should also encourage and promote outcome evaluations of the strategies and programs implemented separately by its member agencies. When such evaluations are not feasible, LPSCC should request confirmation that these strategies and programs replicate comparable efforts in other jurisdictions, which were subject to outcome evaluations.

Third, when responding to request for advice and input from Board of County Commissioners and other local governments, LPSCC should note whether relevant strategies and programs are capable of being evaluated for outcomes, and whether such evaluations have been conducted in Multnomah County or elsewhere.

## **6. Develop partnerships with Portland State University to share research and analytical expertise and to conduct joint investigations and analyses.**

At the Executive Committee's March 2009 Retreat, several members advocated for the establishment of partnerships with local academic institutions. A recent appointment of LPSCC's Executive Director to the faculty of PSU's Criminal Justice Policy Research Institute provides the opportunity to establish such a partnership. LPSCC's Co-Chairs propose that staff explore with the Institute the possibility of sharing research and expertise, engaging graduate students in the work of the Council and undertaking joint research and grant projects of mutual interest.

LPSCC staff members are also pursuing a partnership with PSU researchers Dr. Wayne Wakeland and Dr. Matt Jones to refine and expand the MAPSS model. Both professors have a sophisticated knowledge of simulation modeling and criminal justice policy, and Dr. Wakeland was involved in a similar modeling project in Lane County, a project which garnered strong support from the National Institute of Justice. The team of PSU researchers and LPSCC staff is currently applying for a federal grant to fund their work.

## **7. Select new public safety topics or local issues to address in the coming year.**

During its March 2009 Retreat, the Executive Committee identified a variety of major topics for LPSCC to address in 2009 and formed the Public Safety Plan Workgroup, the Agency and System Alignment Workgroup and the Youth and Gang Violence Workgroup to address three of these topics. With the work of some of the Executive Committee's subcommittees and workgroups winding down or gaining traction, LPSCC's Co-Chairs believe that LPSCC has the capacity to undertake another project or initiative in 2010 and 2011. Therefore, the Co-Chairs recommend that the Executive Committee consider a new project focusing on a topic of critical importance to the public safety system.