



Local Public Safety Coordinating Council of Multnomah County



**Two-Year Report:
2007 & 2008**

Commissioner Lisa Naito, Chair
Executive Directors
Judy Shiprack 2007 – Carol Wessinger 2008

**Prepared by Kamala Bremer & Associates
December 2008**



Dear Friends,

I am proud to have chaired Multnomah County's Local Public Safety Coordinating Council since 2000. LPSCC takes the lead in improving the effectiveness of our public safety system and coordinating criminal justice policy. Monthly, more than thirty criminal justice activists meet to advise on policy matters and to coordinate the use of state and local resources in order to manage offenders in our community. We are elected officials, educators, law enforcement personnel, service providers and citizens who seek to improve the safety of County residents, while advancing the use of evidence-based best practices.

LPSCC's primary strategies for doing this work are:

- § **Cooperation** – LPSCC convenes public safety and community leaders to work together for a public safety system that is effective and responsive to community needs.
- § **Coordination** – Public safety and community partners streamline systems and create community-wide solutions to shared social and justice problems.
- § **Communication** – LPSCC fosters communication among members, community leaders, and citizens about the needs of those served by the public safety system, best practices in public safety and related fields, and progress toward achieving adopted goals.

The results that LPSCC has achieved can be attributed to the dedication of its members, as well as to the commitment and excellence of its staff, who plan and coordinate meetings, support work groups, and help keep the many projects LPSCC is involved with on track.

Over the past two years, in an environment of funding shortfalls, the Council has increased collaboration and achieved positive results by working across governments and departments to address public safety concerns. Attendance at Executive Committee meetings has doubled, with a large group of public safety officers, local government officials, human services department staff, and community representatives attending to share in presentations and learn about the latest developments among local justice, public safety, and human service programs.

I present for your review this two-year report that compiles information on the work and accomplishments of LPSCC, its working groups, and major partners in 2007 and 2008.

Sincerely,

Commissioner, Multnomah County
Chair, LPSCC

Commissioner Lisa Naito
Michael Schruck,
District Attorney
Presiding Judge Jean Maurer
Judge Julie Frantz
US Attorney Karin Immergut
Senator Ginny Burdick
Representative Chip Shields
Mayor Tom Potter
Chair Ted Wheeler
Peter Ozanne,
Chair's Public Safety Officer
Mayor Shane Bemis
Councilman Dan Saltzman
Scott Taylor, DCJ Director
Chief Rosie Sizer
Chief Carla Piluso
Sheriff Bob Skipper
Lane Borg, Public Defender
Joanne Fuller, Director
County Human Services
Lillian Shirley, Health
Director
Karl Brimmer,
Mental Health Director
Deborah Hansen
Oregon Youth Authority
Judy Hadley, Citizen
Rob Milesnick,
Citizen's Crime Commission
Chiquita Rollins,
DV Coordinator

Serving
Public
Safety
Agencies in
Multnomah
County



Local Public Safety Coordinating Council of Multnomah County – Two-Year Report

This ~~Two-Year~~ *Report* of the Local Public Safety Coordinating Council (LPSCC) of Multnomah County covers 2007 and 2008. Many thanks to LPSCC members who have generously contributed their time to provide information on issues and accomplishments, and to LPSCC staff for their tireless organization and support of the Council’s work. ¹



**JUDY
SHIPRACK**
Director 2007



**CAROL
WESSINGER**
Director 2008

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CHILDREN AND YOUTH

“What do your children need to succeed in this world? Search [Institute] found a total of 40 assets that are like puzzle pieces in the lives of young people. Youth who are rich in these assets tend to thrive, enjoying better health and academic success. Asset-rich youth are also safer from the dangers of alcohol, drugs, violence and sexual involvement.”

– Focus on the Family and the Search Institute²

LPSCC members know the value of prevention in the field of public safety and believe that the earliest prevention efforts – reaching children and youth – are the most successful. Savings result in the long term when dollars are invested in evidence-based programs for children and youth.

EARLY CHILDHOOD FRAMEWORK

In 2006, the Early Childhood Council of the Multnomah County Commission on Children, Families and Community undertook a major revision of the *Early Childhood Framework*, a structure for services and resources needed by young children and their families. This update integrated new research and service strategies, and aligned local strategies with the State’s newly released *Early Childhood Comprehensive Systems Plan*. The revised *Early Childhood Framework*³ was reviewed with numerous groups and at a public meeting before its adoption by the Council, the Commission on Children, Families and Community, and the Board of County Commissioners in 2007.

The Framework’s vision is that all children develop to their full potential. The principles are:

- § Everyone in the community has a role in nurturing young children.
- § Young children’s needs are met primarily through their families; formal and informal systems that build on family strengths have the best opportunity to promote success.
- § This framework is for all families and all children within our diverse community.

The Council adopted a goal for each section of the framework. The goals are:

- § Children benefit from developmentally-appropriate active learning opportunities.
- § Parents and families have the ability and support they need to nurture their children.
- § Children develop social and emotional bonds, and skills to support their continuing mental health.
- § Children are physically healthy and grow to their full potential.
- § A formal system provides the support that children and families need for success.

BACKGROUND: In late 2000, an Early Childhood Policy Advisory Group was convened by LPSCC members County Commissioner Lisa Naito, City of Portland Commissioner Dan Saltzman, and Gresham Mayor Charles Becker. Working closely with the Commission on Children, Families and Community, the

Citizens Crime Commission, and other community advisors, members proposed a comprehensive structure identifying services needed by young children and their families.

In an effort led by Wendy Lebow – now Director of the Commission on Children, Families and Community – the Commission’s Early Childhood Council developed the first Early Childhood Framework, adopted by the Multnomah County Board in 2001.

SAFE CHILD TASK FORCE



LISA NAITO
Commissioner,
Multnomah County
and Chair, LPSCC

The Safe Child Task Force was convened in 2006, as a collaboration between LPSCC and the Multnomah County Commission on Children, Families and Community (CCFC). Co-chaired by Commissioner Lisa Naito and Gresham Police Chief Carla Piluso, Chair of the CCFC, the purpose of the group was to make recommendations to better prevent abuse and mistreatment of children.

The Task Force reviewed the alarming increase in reported child abuse and neglect in the County, as well as the increase in foster care placements. They found that Multnomah County had higher risk factors for child maltreatment than the State; for example, 25% of the County’s children lived in poverty, compared to 18% of children in all of Oregon. For each protective factor where there was available data, Multnomah County also lagged behind the State.



CARLA PILUSO
Chief of Police,
City of Gresham

Child abuse and neglect are costly, particularly to children who may require extensive services and support, sometimes throughout their lives. Direct costs are related to investigations of child abuse and neglect, prosecution of criminal cases, court proceedings, law enforcement protection for victims, and health and mental health treatment for abused children and their families. Indirect costs include juvenile and adult criminal activity, mental illness, substance abuse, and domestic violence.

The *Safe Child Task Force Report*⁴ was published in September 2007. The Task Force recommended the following steps to protect Multnomah County

children and youth:

- Make child and family safety a funding and policy priority.
- Create a universal parent education system locally.
- Create a supportive community based on healthy attitudes and norms.
- Produce an inventory of child abuse prevention and intervention services.

These recommendations were presented to the LPSCC Executive Committee in February 2007. The Board of County Commissioners was briefed on the final report in April 2008, and passed a proclamation for *Child Abuse Awareness Month*.

RESULTS

- § A comprehensive inventory of child abuse prevention and intervention services was published as an appendix to the final *Safe Child Task Force Report*.

- § Task Force participants continue to work together to advocate for increased child abuse prevention and intervention policies and services, at both State and local levels.

CHILDREN'S INVESTMENT FUND



DAN SALTZMAN
Commissioner,
City of Portland

The Children's Investment Fund (CHIF) has been hailed as a highly successful program designed to help children arrive at school ready to learn, provide constructive after-school alternatives, and prevent child abuse and neglect. Grants to programs in three category areas – early childhood education, prevention of child abuse and neglect, and afterschool/mentoring – are decided by an Allocation Committee.

Services delivered with funds from the initial five-year levy reached children affected by neglect, family violence, parental drug and alcohol abuse, and homelessness. Services supported at-risk families by providing intensive case management, therapy, counseling, respite care, parent education, and other critical services.

In the 2008 general election, Portland voters renewed the Children's Levy to continue the Children's Investment Fund. For the next five-year levy, the CHIF has added a fourth category: programs that help foster children succeed.

RESULTS

- § 67,000 children were served across all CHIF programs over the initial five-year levy.
- § Over 1,200 children a year receive CHIF-funded child-abuse prevention services.
- § Families involved with CHIF programs report a reduction in the number of child abuse referrals and incidents.

BACKGROUND: City of Portland Commissioner Dan Saltzman used recommendations from the 2000 Early Childhood Policy Advisory Group toward his goal of creating a City fund to increase investment in children's services. In 2002, voters approved the Children's Investment Fund (CHIF),⁵ which generated \$10 million a year for five years.

CHILDREN IN FOSTER CARE

In 2007, the State Department of Human Services (DHS) struggled with record-breaking levels of child abuse and neglect. In a tragic case reported by *The Oregonian*, a foster father of a two-year-old girl who had suffered brain injuries was indicted for first-degree assault. The investigation revealed that both the foster father and mother had criminal histories not identified by DHS.

Partly in response to this, the Citizens Crime Commission convened a Child Protection Task Force early in 2008, co-chaired by Dick Inukai and Steve Seachrist, to make recommendations to improve safety for the 7,000 children in Oregon foster homes. In gathering information, the Task



DICK INUKAI
Co-Chair, Child
Protection Task
Force, Citizen’s
Crime Commission

Force learned from Child Welfare that 55% of children in foster care have parents addicted to alcohol or drugs, or both, and many have mental health issues. Reopening the Oregon Health Plan (OHP) was identified as a strategy that would allow more parents to get the service they need, thus helping kids remain at home and out of foster care. Other strategies were to expand Healthy Start and Head Start, increase use of kinship care (grandparents, aunts, or uncles), and increase the Beer and Wine Tax to expand alcohol and drug treatment.

A report from the State Child Protection Task Force is expected in the near future.

BACKGROUND: In 2003, homeless youth providers raised the concern that many homeless youth – up to 40% – were from the DHS foster care system, a fact confirmed by the Multnomah County Auditor. As youth “aged out” of foster care, they often had nowhere to go but the streets, and eventually into the adult homeless culture or criminal justice system. The concern was heightened by awareness that more than 50% of homeless youth in downtown Portland reported contact with the justice system.

The Citizens Crime Commission (CCC) formed the Homeless Youth Prevention Task Force to address the issue. As a result of this work, in 2005, the Citizens Crime Commission and the Juvenile Rights Project sponsored Senate Bill 1034, requiring juvenile judges to review discharge plans for foster youth to ensure a plan was in place for safe and stable housing. The passage of this bill meant that Oregon law now prevents DHS from closing a case of a 14- to 21-year-old youth if, as a result, the youth would become homeless.

In 2006, the CCC and LPSCC sponsored meetings to look at the issue of teens being discharged from foster care without work or a place to live. In partnership with the local homeless youth system, the CCC negotiated an agreement with the State Department of Human Services (DHS) to fund youth emergency beds and develop procedures to better coordinate with downtown homeless services. Louise Grant, Associate Director, and Maggie Miller, then Executive Director of the Citizens Crime Commission, were the driving force behind this initiative.

HOMELESS YOUTH REDESIGN

In April 2007, the Citizens Crime Commission, Portland Business Alliance, and Homeless Youth Oversight Committee reported on progress and plans to LPSCC. Over the following year, they had worked to incorporate the latest in adolescent brain development research into their programming. They also adopted the evidence-based *Positive Youth Development* approach, which focuses on a young person’s growth and development for long-term success and stability. As a result, outcome measurements are being modified to include developmental outcomes in addition to traditional socio-economic outcomes. Protective factors – including caring relationships, high expectations, and meaningful participation – promote the resiliency of young people.

The Department of County Human Services (DCHS) reported to LPSCC in April 2007 about their progress in serving homeless youth. In October 2007, the Homeless Youth Oversight Committee reported to LPSCC on new strategies to extend services beyond age 21, bridging the transition to adult services. The system plans to continue to build on success by:

- Improving engagement of hard-to-reach homeless populations not currently served, including minority populations;
- Expanding the service focus from a “downtown” system to a County-wide system;
- Utilizing a system where funding follows the youth, instead of services;
- Replacing traditional case management with team-based assertive engagement; and
- Determining success by a focus on developmental outcomes related to a youth’s long-term success and stability.

Mary Li, Division Manager, and Caitlin Campbell, Homeless Youth System Coordinator, have led the development and coordination of this system for the Department of County Human Services, through the Office of School & Community Partnerships.

RESULTS

- § In 2007, the Homeless Youth Continuum continued 24-hour access to services and opened an emergency shelter for youth at a new location, the Ace Hotel.
- § The Reception Center, where police can take youth as an alternative to Juvenile Detention, was relocated to the east side in 2007, at the same site as Janus’ *Warrior* *Mot her* program, creating a 24/7 adolescent receiving center.
- § A mobile health clinic started going to areas where youth congregate, serving 600 youth in 2007.
- § The *Road Warrior* program, created with United Way support, now reaches street-entrenched youth, ages 21-24, who often fall through the cracks between juvenile and adult systems.
- § In 2008, as a result of the system redesign process, the Native American Youth and Family Center (NAYA) was added as a funded partner to the Homeless Youth Continuum, made up of Janus Youth Programs, Outside In, and New Avenues for Youth.

Homeless Youth Continuum Data for the 12-month period: July 2007 to June 2008
Number of youth served: 1,022
Number enrolled in case management: 507
Number of additional youth screened: 584

BACKGROUND: Since 1998, the Homeless Youth Continuum has provided critical services to young people, ages 13 to 21, who have no viable options for housing. Multnomah County funded core services to provide 24-hour access, assessment, shelter, case management, housing, and day programming.

In 2004, the Citizens Crime Commission presented a report to LPSCC from their Task Force on Homeless Youth Prevention.⁶ The Task Force noted deep concern for the approximately 1,000 children and youth living on the street each year in the County. The report made recommendations to expand capacity of the homeless youth system, increase funding for adolescent services, and advocate for changes in legislation. With the partnership of the City of Portland, the County led efforts to improve services. The service providers – New Avenues for Youth, Outside In, and Janus Youth Services – worked together to provide supports for youth in a system of care that has become a national model.

YOUTH DETENTION

In December 2008, the Board of County Commissioners considered the problem of youth held in Multnomah County jails for crimes where they may be tried as adults. If housed with adults, youth must be appropriately segregated to ensure they are not victimized by the adult population. Juveniles are developmentally different from adults and require programs designed especially for youth, delivered by specially-trained staff. Both protective segregation and programming for youth increase custody costs in jail.

The County's juvenile justice system is designed to hold youthful offenders accountable, and to develop their competencies through treatment and education programs in order to make positive changes in their lives. Programs that address the long-term education, health, and mental health needs of youth are provided by the Department of Community Justice at the Donald E. Long Juvenile Detention Home (JDH), which maintains a safe, secure, stable, and enriching environment for juveniles in custody, while protecting the community. Staff at the JDH are trained in providing youth offender services and programs. In addition, JDH provides opportunities for appropriate peer interaction for the development of youthful offenders.

The County Board approved a resolution proposed by Commissioner Lisa Naito that juveniles held in custody would be held at the Donald E. Long Juvenile Detention Home.

GANG PREVENTION

Youth gang prevention and intervention in Multnomah County is based on a coordinated, multi-agency approach. The City of Portland focuses on outreach and the Multnomah County Department of Human Services focuses on prevention, case management, and community supports delivered primarily through community nonprofit agencies. Portland and Gresham police maintain gang enforcement teams that monitor, prevent, and intervene in gang violence. Intensive involvement of the Department of Community Justice (DCJ) Juvenile Services occurs at the point of a criminal referral. The LPSCC Executive Committee receives regular reports and supports collaboration among all these partners.

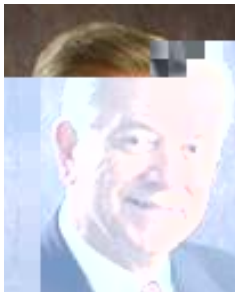
Sustained funding is an ongoing challenge for gang prevention services, which must maintain a steady flow of activities to avoid gang affiliation for each successive cohort of youth. As a new initiative, the City of Portland established an Office of Youth Violence Prevention in Mayor Tom Potter's Office. However, the highly successful Rockwood *Will and Seed* program lost their federal funding and has closed.

BACKGROUND: Following a rise in youth gang violence in 2002 and 2003, LPSCC partners increased their focus on gang issues. Mayor Vera Katz convened a *Roundtable on Gang Violence* late in 2003, and followed up with bi-weekly coordination meetings. In 2004, the City of Portland released *The Community's Response to Youth Violence: An Enforcement, Intervention & Prevention Plan for Greater Portland*. In early 2004, the Latino Gang Violence Prevention Task Force, chaired by Commissioner Serena Cruz, released *Latino Youth Gang Violence in Multnomah County: Understanding the Problem, Shaping the Future*. Teams of LPSCC partners met to create an approach that balanced strategies for prevention, monitoring gang indicators and initiating rapid action to prevent outbreaks of violence. These reports, *Healthy Communities: Youth Gang Prevention Strategies for Portland/Multnomah County*⁷ and the companion report for *Gresham/East County*,⁸ were approved by LPSCC in September 2004.

Gang Violence Prevention Task Force

Gang Violence Prevention Task Force (GVPTF) members include City of Portland bureau representatives, the Portland Police Bureau, the Department of Community Justice, the Oregon Youth Authority, the U.S. Attorney's Office, non-profit agencies, and school and business representatives. The GVPTF seeks to increase communication and coordination among the partners. At regular meetings, members share updates on recent gang-related events, in both outreach and law enforcement, and strategize to reduce gang influence, violence, and crime.

The Office of Youth Violence Prevention



TOM POTTER
Mayor,
City of Portland

The Mayor's Office of Youth Violence Prevention (OYVP) was created in July 2006 to focus on reducing violence in the City of Portland, with a special emphasis on reaching out to youth and gangs, and addressing the root causes of problems in neighborhoods that lead to gangs. Directed by Rob Ingram, the office serves as a hub for communication about youth programming, staffs the Gang Violence Prevention Task Force, and manages City funding for outreach services, including education, mentorship, community awareness, and recreation.

In 2008, the level of gang involvement appears to be on the rise. The Portland Police Bureau's Gang Violence Response Team call-out investigations for 2008 have exceeded the number in 2007. The Office of Youth Violence Prevention, while conducting a survey in 2007 and 2008 of over 1,100 youth receiving services, found that 45% of those surveyed had been recruited for gang membership. While the County's *Juvenile Detention Alternatives Initiative* (under auspices of the Juvenile Justice Council) has made headway with youth with criminal involvement, the past two years have also seen increases in juvenile weapons crime and gun possession.

From a two-year standpoint, there has been some progress in coordination of services and some outreach services that were cut in 2005/06 have been restored. The Portland Police Bureau created the Hotspot Enforcement Action Team (HEAT) in June 2008 to deal specifically with at-risk youth and gang-related issues. Successes in the first cycle of the City's *Small Grant Funding Program* resulted in renewal of that program for 2008/09.

RESULTS

The Small Grant Fund Program led to these first year results, as of August 31, 2008:

- § Of 9,149 youth contacted, 8,293 (91%) received referral information.
Resulting services included: recreational (2,026); educational (3,437); cultural (492); employment (729); social programs (876); counseling (686); and medical (47).
- § Of 1,500 family members contacted, 1,256 (84%) received referral information.
Resulting family services included: recreational (241); educational (225); cultural (144); employment (239); social programs (165); counseling (178); medical (42); and other/food sources (22).

Youth Gang Prevention

Funded through the Department of County Human Services, Youth Gang Prevention (YGP) supports community-based, cultural, and gender-specific prevention services for 460 youth at high risk of gang membership, or already involved with gangs but not in the juvenile justice system. The program serves 11- to 18-year-old African-American, Asian, Native American, Latino, and female youth and their families.

RESULTS

- § YGP prevents entry to, or reduces involvement with, juvenile justice for up to 70% of youth served.

Gang Transition Services

The Department of Community Justice's program for Gang Transition Services (GTS)⁹ provides community-based crime prevention for high-risk youth in Multnomah County. Using Oregon Youth Authority (OYA) funding, this program delivers supervision, treatment, and support from Juvenile Services staff in the Gang Resource and Intervention Team (GRIT) or community partners including: Communities of Color (a DCJ partnership with Self Enhancement Inc. and the Latino Network), Secure Residential Alcohol and Drug (RAD, a partnership between DCJ and Morrison Children & Family Services), culturally-specific shelter care (through New Directions and Victory Outreach), and the Multi-Systematic Therapy (MST) program.

- § **Gang Resource Intervention Team** – supervises 120 high-risk youth offenders (predominantly males ages 12 to 18 years) who are already in a gang or who are gang-associated and at high risk of joining. GRIT's goals are to: reduce juvenile crime; prevent disproportionate numbers of minority youth from entering a correctional facility; and assist youth gang members with positively redirecting their lives.
- § **Communities of Color Partnership (COCP)** – provides integrated services to juvenile probation clients, aged 12 to 18 years old, whose ethnic/cultural backgrounds are disproportionately represented in youth correctional facilities. In 2007, this program served 113 youth, many of whom were gang-involved. COCP goals are to provide culturally-specific services to designated youth of color. Each youth receives a comprehensive assessment and individualized case plan.

Youth entering GTS have a high degree of criminality; nearly 50% have been charged with person offenses. These youth also tend to commit multiple offenses, with a relatively small percentage of juvenile offenders committing as much as 50% of juvenile crimes.

About half of GTS funding is invested in community-based, culturally-specific services aimed at meeting the needs of high-risk youth in their own communities. Gang Transition Services is the only juvenile justice program focused on youth of color on probation. GTS services are critically important in safely managing youth in the community and avoiding costly OYA commitment.

RESULTS

- § In 2005, 81% of GTS participants were not committed to an Oregon Youth Authority facility; 59% had no new criminal referral six months after leaving the program.
- § In 2007, 88% of youth offenders did not commit a new crime within 12 months of completing GRIT supervision.
- § In 2007, 67% of COCP youth were crime-free six months after they left the program.
- § 15% of youth are from East Multnomah County and 14% from mid-County.

East Metro Gang Enforcement Team



CARLA PILUSO
Chief of Police,
City of Gresham

The East Metro Gang Enforcement Team (EMGET) was created under the leadership of Gresham Chief of Police Carla Piluso to reduce the impact of the criminal street gangs on the citizens, schools, businesses, and neighborhoods of the cities of Gresham, Troutdale, and Wood Village, and the unincorporated areas of East County.¹⁰ In 2006, EMGET received a multiyear state grant that enabled East County partners to expand their program and better collaborate with Portland Police Bureau's Gang Enforcement Team (GET).

In the past two years, EMGET has participated in regular meetings, joint missions, and shared investigations that have promoted the information flow between gang officers, investigators, and federal agents from law enforcement agencies throughout the Portland metropolitan area. This collaboration has given officers and investigators a way to share information face-to-face, learn new tactics from each other, and reduce duplication of services provided to the community.

The Oregon Youth Authority's 2009/11 budget request to the Governor proposed continued funding for both Gang Transition Services and the East Metro Gang Enforcement Team.

RESULTS

- § In 2007, EMGET made 1,810 contacts with suspected gang members, documented 77 new gang members, made 191 felony arrests and 71 misdemeanor arrests, referred 99 cases to the DA's office, and seized 52 weapons.

TriMet Light Rail Safety

In response to public fears about the perceived lack of security on MAX (especially after the assault of a 71-year-old man at a Gresham transit station), TriMet developed a six-point plan to enhance security on MAX trains and transit stations. Safety summits were held with the public and other jurisdictions in Gresham and Hillsboro in November 2007 to discuss these plans.

In April 2008, TriMet General Manager Fred Hansen reported to LPSCC on results from the summit. On the MAX line, TriMet increased police presence and security personnel, improved ticket vending machines, and strengthened the code of conduct. Specialized precincts were implemented in Beaverton and Gresham, with officers spending 70% of their time on platforms

or traveling on MAX. While officers already had the option of taking youth violating public transportation ordinances and minor offenses to the Reception Center located at *Hurry's Mother* , (operated by Janus Youth Programs), they were further given the ability to suspend individual usage of TriMet for six hours, allowing problem-causing groups time to calm down.

A collaborative agreement between TriMet, the District Attorney's office, and DCJ's Juvenile Services was also implemented. This allowed youth who harass, threaten, intimidate, or commit misdemeanor offenses on light rail or buses to be brought by transit police to the Intake Unit of the Donald E. Long detention center for assessment, even if they have not committed a detainable offense. Problem youth may be held up to five hours at Intake. Juvenile services staff, juvenile court personnel, and police work with these youths – many of whom have offended before – and with their parents or guardians to assess needs, provide resources, and come up with a plan to stop the activity.

RESULTS

- § While fewer than a handful of youth have been brought into detention in the past six months on transit offenses, police now have more options to hold youth accountable.
- § Police report fewer calls for intervention on the transit system, and a marked change in behavior when transit officers board TriMet buses, trains, and platforms.

HUMAN SERVICES

World-class health for all Oregonians is not just an inspirational or idealistic aspiration. It is the most pragmatic course available to us.

We must “aim high” and aspire to a new vision of health and health care in Oregon. That vision empowers us to imagine and make changes which hold the promise of a major system transformation.

– Aim High: Building a Healthy Oregon, Oregon Health Fund Board, September 2008¹¹

People who become involved with the criminal justice system all too often have pressing human needs, many of which could be addressed by a health care system that is accessible to all, and that covers mental and behavioral health needs at the same level as physical health issues. Prior LPSCC reports have described the link between mental illness, substance abuse, homelessness, and frequent admission to jail. As a result, much of LPSCC’s work has looked at the interface between human needs and the justice system.

PEOPLE WITH MENTAL ILLNESS

LPSCC members remain concerned about the high proportion of people with mental illness who are involved with the criminal justice system, especially those caught in a hard-to-break cycle of mental illness, addiction, homelessness, and frequent incarceration.

In March 2007, the LPSCC Executive Committee discussed civil commitment with staff of the Department of County Human Services’ Involuntary Commitment Program. About 4,000 commitment holds each year result in over 600 civil commitments, requiring 13 full-time mental health investigators. These holds are for seriously and chronically mentally ill individuals, who very much need treatment, but who often are homeless, won’t use shelters, and can’t track appointments. The issue was referred to the Workgroup on People with Mental Illness in the Criminal Justice System.

Mayor’s Mental Health Public Safety Task Force

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

The Task Force met intensively in late 2006 and produced an *Action Plan*¹² in January 2007. The plan identified problems occurring at the intersection of mental health and public safety, as well as solutions and timelines. Proposed solutions paralleled many long-standing LPSCC themes: restore Oregon Health Plan coverage levels so that more people with mental illness can receive treatment, increase supportive housing, expand culturally-specific programs, address the over-representation of African-Americans with mental illness in the criminal justice system, and establish a sub-acute mental health facility. Recommendations specific to law enforcement

included improvements in screening and hiring, Crisis Intervention Training for all officers, and reviewing the use of force policy. Mental Health screening at booking was recommended, as was initiating a new court advocate program.

Mayor Tom Potter and Maria Rubio, Public Safety & Security Director, presented these recommendations at the March 2007 LPSCC Executive Committee meeting. The City and County plan to use these recommendations to advocate for funding for mental health services in the legislature. Follow-up is occurring through LPSCC's reconstituted Workgroup on Mentally Ill People in the Criminal Justice System.

RESULTS

- § The Oregon Health Plan (OHP), which was closed in 2003, has opened to 9,000 additional people, but at last report still had over 75,000 people on the waiting list.
- § \$500,000 in State funds has been added to expand mental health treatment for culturally-specific offenders.
- § \$200,000 in County funds was allocated to the Avel Gordly Center for Healing, a mental health program operated by the Oregon Health & Science University (OHSU).
- § State funding allocated for mental health jail diversion is being used for a Mental Health Court, addressing issues raised under the Court advocate recommendation.
- § The City of Portland increased funding for Project Respond, a 24/7 mental health crisis outreach program, for responses exclusively to police calls (\$390,000).
- § The City of Portland provided partial funding to staff the LPSCC Workgroup on People with Mental Illness in the Criminal Justice System (\$50,000).
- § The Portland City Council and the Multnomah County Board of Commissioners adopted policies to require Crisis Intervention Training for all law enforcement personnel. The Portland Police Bureau provided mandatory Crisis Intervention Training for all officers, and has made this training available to the Sheriff's Office and Gresham Police. A committee to review police hiring, screening, and training has also been convened.
- § The Portland Police Bureau reviewed their Use of Force Policy and changed it to require that officers use only the force reasonably necessary under the totality of circumstances to perform their duties and resolve confrontations effectively and safely, and resolve confrontations without resorting to the higher levels of allowable force.
- § Portland Police Bureau changed the Emergency Medical Custody Transport Policy to require that officers not transport subjects who appear to be seriously injured, seriously ill, or unconscious.

Workgroup on People with Mental Illness in the Criminal Justice System

This LPSCC workgroup, re-formed in 2007 to follow through on the Mayor's Mental Health Task Force recommendations, was co-chaired by Joanne Fuller, Director of County Human Services, and Judge Julie Frantz. The group acted on three main priorities:

§ **Mental Health Court:** After examining the Mayor’s Task Force’s recommendation for a new Court Advocate Program, the Workgroup agreed that a Mental Health Court would best meet this need. In forming a Mental Health Court Committee, membership was expanded to include consumers and additional stakeholders. Members visited the Seattle/ King County Mental Health Court to learn how they have been successful with diversion.

The Department of County Human Services arranged to use new State funding for Mental Health Jail Diversion to hire mental health specialists to be attached to the Mental Health Court. The Court opened in summer 2008, under supervision of Judge Richard Baldwin, who also oversees the STOP Drug Court.

People accepted by the Mental Health Court have a serious mental illness that would make them eligible for mental health services (although some may not have coverage due to caps on Oregon Health Plan enrollment) and are facing probation for mid-level or repeat offenses, such as assault or criminal trespass. Low-level offenses will continue to be handled by the Community Court.

Participation is limited to 75 offenders with a mental illness, via three tracks of entry:

Bench probationers who are transferred: Judges make application to transfer eligible individuals from bench probation.

Formal probationers: Probation officers refer eligible offenders from formal probation.

Bench probationers arrested on new charges: the District Attorney agrees to diversion of the new charges and the offender voluntarily enters.

The Mental Health Court provides an opportunity for offenders to receive supervision from the Court, work with a mental health specialist to obtain treatment and stabilize their circumstances, and report back to the judge in open court. If successful in treatment, a person may be discharged by the judge.

In November 2008, Joanne Fuller and Judge Frantz reported to LPSCC that the Court is now operating, with several referrals to date. The complexity of pre-existing court procedures for managing offenders has made entry of eligible participants more difficult than expected. In coming months, the workgroup plans to continue to clarify policies and procedures, expand tracks for entry, and define success measures.

§ **Culturally-Specific Mental Health Services:** Workgroup members successfully advocated to maintain existing culturally-specific services in the 2008 County budget, even as many other programs were cut. The Mental Health and Addictions Services Division requires all providers to deliver culturally-competent services and also funds culturally-specific services for several populations: Hispanic, Eastern European, Native American, Asian/Pacific Islander, African-Americans, and Latinos in contact with the



JOANNE FULLER
Director,
Multnomah County
Department of
Human Services



JULIE FRANTZ
Chief Criminal
Judge,
Multnomah County
Circuit Court

criminal justice system. The Department of Community Justice funds culturally-specific treatment programs for youth and adults on supervision.

- § **Mental Health Assessment and Treatment Facility:** Creation of this service was a high priority for the workgroup, as the lack of sub-acute care has been a long-standing gap in the mental health system. Sub-acute services are needed when a person's symptoms escalate beyond those manageable in an outpatient setting. Currently, police encountering a person with such behaviors must choose whether to take them to a hospital or to jail.

A Mental Health Crisis Triage Center has also been proposed to help evaluate needs of people in crisis and obtain the best care for each person. This would include "23-hour beds" to allow for observation and assessment while the effects of a mental crisis diminish, after which many would return home with supports rather than face a more costly treatment admission.

In 2008, Chair Ted Wheeler proposed \$1 million of County funds toward the build-out costs of a sub-acute facility, which the Board approved. Commissioner Naito added a budget note in case additional funds are needed. Over the summer, County and regional partners worked to finalize a plan, relying in part on tax credit financing. The County is actively pursuing the goal of a 16-bed crisis and assessment facility for persons with mental illness.

Cascadia Behavioral Healthcare Crisis

In April 2008, this non-profit agency, which provides crisis management, treatment, and housing for people with mental illness or addictions, announced a financial crisis that required a government-backed loan of \$2.5 million to avoid immediate collapse. With about \$19 million in contracts with both Department of County Human Services and Department of Community Justice, the agency at that time delivered almost 80% of the County's adult mental health services. The greatest concerns were over what might happen to clients if services suddenly folded, since the agency operated general mental health services, residential services, services for high-risk individuals, and crisis services, in Multnomah and four other counties.

The crisis continued for months as County and State officials worked with new Cascadia leaders to develop a rescue plan. Released in June, the plan called for a 30% reduction in Cascadia's County-funded programs, cutting back from five to three clinics, and transitioning responsibility for a number of programs to other providers – including Bridgeview Community transitional housing, some culturally-specific mental health programs, and some youth programs. Three smaller non-profits – Central City Concern, Lifeworks Northwest and Luke-Dorf Inc. – picked up these services. In the end, the County adopted a goal of having no more than 40% of a county-funded business line through any one agency.

RESULTS

- § Services were successfully transitioned without disruption to client services.

- § The financial picture was beginning to look better for Cascadia after implementing the County's plan until late October, when a fire at the Garlington Clinic caused significant damage to the building and computer systems in the administration wing.
- § Cascadia continues to take steps to improve their financial health and deliver quality services at their three clinic sites, residential treatment, and supported housing locations.

Decriminalizing Mental Illness

Mental Health advocacy groups have taken similar positions to those developed by the LPSCC Workgroup. In September 2008, the National Alliance on Mental Illness (NAMI) National Board of Directors released a report highlighting the critical problem of criminalization of people with mental illnesses, calling for more jail diversion, improved services for people at risk of criminal justice involvement, and better collaboration between criminal justice and mental health professionals. The report, *Decriminalizing Mental Illness: Background and Recommendations*,¹³ provides a concise analysis of the history and scope of criminalization, and includes public policy recommendations to address these critical problems.

Oregon Partners in Crisis

Oregon Partners in Crisis (OrPIC) is a non-profit advocacy organization concerned with people with mental illness in Oregon's criminal justice systems. Members include sheriffs, judges, elected officials, behavioral health care officials, consumers, advocates, district attorneys, defense attorneys, and correction officials from across the state. LPSCC Chair Commissioner Lisa Naito, a co-founder of OrPIC, and District Attorney Mike Schrunk have worked in leadership roles to advocate for a statewide system to divert people with mental health or addictions issues from the legal system and into services that better meet their needs. Over the past two years, Oregon Partners in Crisis has advocated to:

- Combine pharmacy costs for the Department of Corrections and the Oregon State Hospital, and allow local jails to access these reduced costs for medications.
- Share information between mental health and criminal justice, especially jails.
- Develop alternative sentencing guidelines for people with a mental illness who are charged with a non-violent felony or misdemeanor.

ADDICTIONS TREATMENT

“Studies have consistently shown that comprehensive drug treatment works. It not only reduces drug use but also curtails criminal behavior and recidivism. Moreover, for drug-abusing offenders, treatment facilitates successful re-entry into the community.”

– Dr. Nora D. Volkow, Director National Institute on Drug Abuse¹⁴

According to the National Institute on Drug Abuse, every \$1.00 invested in addiction treatment yields a return of between \$4.00 and \$7.00 in reduced costs of drug-related crime, criminal justice costs, and theft. In the long run, treatment is far more cost-effective than allowing addicts

to continue abusing drugs and alcohol, and is less expensive than sending people to jail. In Oregon, research shows that every \$1.00 invested in treatment saves \$5.60 in other costs.¹⁵

Family Involvement Team

In February 2007, LPSCC members were updated on the Family Involvement Team (FIT), a collaboration among the Court, treatment agencies, and Child Welfare. The Team identifies parents entering Family Dependency Court who have an allegation of child abuse or neglect, along with drug or alcohol involvement, and connects these parents with enhanced addictions treatment and services. Approximately 280 parents a year accept FIT services, and about 195 enter alcohol and drug treatment. Parents demonstrate to the Court and Child Welfare that they recognize that drugs or alcohol are affecting their ability to parent and are willing to take steps to reunify the family. FIT was honored with an *Innov at ion in Gov ernment* grant from the Alcohol and Drug Treatment Council.

Addictions Treatment for Offenders

There are approximately 9,000 offenders on supervision with the Multnomah County Department of Community Justice. About 75% have alcohol or drug abuse, or addiction issues that contribute to their criminal activity. In the six months ending April 2008, the Department of Community Justice assessed 2,600 offenders as needing drug or alcohol treatment, placing 550 on treatment waiting lists.¹⁶

The Multnomah County Sheriff's Office maintains a roster, updated weekly, of offenders at Inverness Jail needing treatment. As of November 3, 2008, there were 39 inmates on this list. There generally are between 40 and 60 people on the list each week, and many have been on the waiting list for several months.

The Multnomah County Budget Evaluation Office maintains a running report of alcohol and drug treatment enrollment and services, showing that enrollments have dropped about 24% over the last six-year period – from 16,911 new enrollments in FY03 to 12,858 in FY08 – while the number of active treatment cases (many enrolled in previous years) remains about the same.¹⁷

Re-offense is a major cause for jail bookings. On an average day, 540 of the county's 1,663 jail beds are filled by offenders who are already being supervised by DCJ. The majority are in jail for new criminal activity or violations related to continued use of alcohol or drugs. In May 2008, DCJ reported 77 offenders in jail custody waiting for a residential treatment bed.

DCJ research from 2005 showed that offenders receiving addictions treatment through community residential programs had a 53% reduction in the total number of arrests and a 40% reduction in arrests that resulted in a jail booking (comparing the year after treatment to the year before treatment). Offenders receiving treatment at the now-closed River Rock secure facility in 2003/04 had a 64% reduction in arrests and a 56% reduction in arrests that resulted in a jail booking.

Clearly, addictions treatment reduces re-arrests and subsequent jail bookings. Yet community treatment beds are chronically full. There is simply not enough treatment service available due to the lack of funding for treatment.

Joint Provider Procurement

The Department of Community Justice (DCJ) and the Department of County Human Services (DCHS) contract separately for a combined total of about \$20 million dollars a year for alcohol and drug treatment. In the fall of 2008, DCJ and DCHS Mental Health and Addictions Services program worked together to develop a joint procurement process. With considerable consumer overlap between the two systems, both agencies found themselves serving a mix of offenders who happened to enter treatment through different “doors.” A unified approach to procurement will allow the departments to separate treatment recipients by risk level, achieve economies of scale, create a shared set of requirements, and reduce the administrative burden for providers.

DCHS will focus on services for the general public and low- or limited-risk offenders who are indigent, while DCJ will be the main avenue for treatment for medium- and high-risk offenders. This model will help achieve a best practice of separating low- and high-risk individuals in treatment, while targeting the right level of treatment for each offender.

“What Works” Briefing on Addictions Treatment

LPSCC briefed the Board of County Commissioners in April 2007 on the effectiveness of addictions treatment. A panel led by Commissioner Lisa Naito presented information on Oregon and national research. Eric Martin, M.A, presented a *2006 Oregon Research Brief*, showing the multiple ways that addiction treatment has been proven to save money. Mike Finigan, Ph.D. presented data showing that for every dollar spent on treatment in Oregon, \$5.60 is saved in avoided costs. Another Oregon study found that 79% of people in alcohol treatment and 86% in drug treatment were able to reduce use long-term. Of people who completed outpatient or residential treatment, there were 50% to 78% fewer incarcerations, and a 49% to 75% increase in earnings. Findings included:

Addictions treatment has a proven track record of effectiveness, being as effective as treatment of other chronic medical conditions. Treatment reduces substance use and related side effects, including criminal recidivism.

Treatment is cost-effective. A growing body of research shows that effective treatment can reduce downstream costs of addictions – such as health care, child welfare caseloads, and crowded jails and prisons.

Treatment is becoming more effective as use of Evidence Based Practices increases.

Yet Oregon ranks an embarrassing 45th in the nation for access to addiction treatment – and 49th in access for 18- to 25-year-olds. In recent years, the loss of funding for these services has resulted in rising demands on child welfare, foster care, health care, law enforcement, and corrections systems, as reported by the Governor’s Council on Alcohol and Drug Abuse Programs.¹⁸

At the end of 2005, Multnomah County collected wait lists and, after eliminating duplicates, counted 535 individuals seeking residential treatment. At least 60% were or had recently been involved with the criminal justice system: 248 were on supervision, 61 had been discharged from supervision, and 33 were in jail. To provide treatment for those 535 individuals within a year of their request would have required 111 new treatment beds

Proposal for Secure Alcohol and Drug Treatment at Wapato

In February 2008, Multnomah County Chair Ted Wheeler proposed treating offenders with drug and alcohol problems at the Wapato Jail – idle since its construction in 2004, due to budget shortfalls. Chair Wheeler’s plan called for moving inmates needing treatment from the County’s other two jails to the empty Wapato Jail. By May, the Department of Community Justice (DCJ), the Multnomah County Sheriff’s Office (MCSO), and the County Health Department had developed a business plan for opening 50 secure treatment beds at the jail.¹⁹

The population to be served would be male offenders who were currently in jail because their community supervision had been revoked and who were not compliant with their supervision requirements for treatment or had new violations for drug use. DCJ would provide a licensed secure residential program, MCSO would provide security for the jail, as well as central and perimeter control, and Corrections Health would deliver medical, dental, and mental health services. Close relationships with community providers and DCJ probation and parole officers would improve the success of transition to the community.

Questions raised about this proposal included: whether a jail setting as a controlled environment is the right place to provide addictions treatment; whether best practices indicate that it is better to return people to the community as soon as possible for treatment; who should manage the treatment program; and how it would be funded.

The Jail Policy Work Group to Advise the County on Jail Policies and Procedures reviewed the options to open Wapato. In April 2008, Bill Farver, then Chief Operating Officer of the County, led a discussion at the LPSCC Executive Committee on Wapato options, including the projected budget deficit, the worsening economy, and policy choices.

Discussion among the County Board centered on funding, with a potential public safety levy seen as essential to fund any expansion of services.

Addictions Funding through Beer and Wine Tax

“How can we fund treatment programs? Simple. Increase the beer tax and use those proceeds to fund effective programs for the hundreds of Oregonians who need and want help. Oregon ranks last in its current beer tax, a tax that hasn’t been increased in 30 years.”

– Commissioner Lisa Naito, April 2007

The idea of increasing beer and wine taxes has been proposed for a number of years, but gained some support through the 2007 legislative session despite industry opposition.

- § **House Bill 2535** – This bill proposed a three-pronged attack on alcohol and drug addiction – covering prevention, treatment, and law enforcement – through a dime-a-drink “malt beverage cost recovery fee” on beer sold in Oregon by large breweries, such as Anheuser-Busch and Coors. The products of small manufacturers, including all Oregon breweries, would be exempt.

Oregon’s beer tax has been less than a penny a drink for decades, the lowest tax among all 50 states. While some argued the potential for economic harm, a similar measure that passed in Alaska showed that beer sales did not drop and that small brewery sales more

than doubled. A Riley poll found 60% of likely voters supported a 10¢ beer and wine tax, with 45% strongly supporting such a measure.

A *Teat ment Wks!* day was held at the State Capitol in February 2007 to advocate for this measure. The event was co-sponsored by the Association of Oregon Counties (AOC) Public Safety Committee, chaired by Multnomah County Commissioner Lisa Naito, and the AOC Human Service Committee, chaired by Marian County Commissioner Janet Carlson. Experts in treatment and law enforcement presented statistics and success stories. Presenters included: the Oregon State Sheriff's Association President Raul Ramirez; Dr. Dennis McCarty, OHSU; Eric Martin, the Addiction Counselor Certification Board of Oregon (ACCBO); Dr. Tony Biglan, Oregon Research Institute; and the Oregon Prevention, Education & Recovery Association (OPERA). Participants met with their legislators, and the event sponsors met with leaders of the Revenue Committee and with the Judiciary and Public Safety subcommittee of Ways and Means.

- § **House Bill 2171** – This bill would have authorized counties to impose a local tax on retail sales of beer or wine, requiring that revenues be used only for funding public health and safety programs. Currently, State law preempts counties and cities from collecting revenue from such sources in exchange for the uniform collection provided by the State, with counties receiving State payments for liquor receipts, and beer and wine taxes.

The Multnomah Board of County Commissioners advocated for HB 2171, to give the County the ability to support proven alcohol and drug treatment programs that could be funded with a locally-enacted beer tax.

Many hoped for bipartisan support for passage of at least one of these two bills. In prior sessions, lobbying from the beer and wine industry had blocked even a hearing of this issue. Debate during the 2007 session focused on how funding should be apportioned between treatment and public safety programs, whether the tax was too high, and whether a statewide tax or individual county option would be better.

In the end, all proposals to increase Oregon's beer or wine tax failed in the 2007 session. Advocates are exploring options for the 2009 session.

HEALTH CARE

Access to human service programs is often restricted for people without health insurance. The lack of access to the Oregon Health Plan (OHP) has exacerbated this problem for those with low incomes and no other source of coverage. Major cuts in the plan were made during 2003 and premiums were imposed which many people were unable to regularly pay. The OHP Standard Program is now capped for adults, and even after accepting an additional 4,000 people in 2008, over 75,000 people remained on the OHP waiting list statewide.

LPSCC invited former Governor John Kitzhaber to present on the *Archimedes Project* in June 2007 to learn more about options for a more comprehensive system. His major points were:

We must control costs in health care.

We cannot control costs by defining this narrowly as an insurance problem – we must address the underlying structure of U.S. health care and rethink benefits and delivery.

We are not powerless to make these changes.

He concluded that public resources, benefits, and education for the public must all be addressed.

HOUSING

In January 2006, the LPSCC Executive Committee brought representatives of housing and public safety organizations together to discuss a Housing Agenda for Public Safety. Participants explored the connection between homelessness and involvement in the criminal justice system, and what can be done to help people exit this cycle. One strategy discussed was the *10-Year Plan to End Homelessness*,²⁰ coordinated through the City of Portland's Bureau of Housing and Community Development. Other strategies were presented by the State's Housing and Community Services program, the Neighborhood Partnership Fund, the Department of Community Justice, Children of Incarcerated Parents, and Central City Concern.

All groups agreed that housing is the lynchpin for successful treatment, as well as re-entry into the community from jail or prison, and that supportive housing is often needed.

10-Year Plan to End Homelessness

The first three years of implementing the joint City of Portland and Multnomah County *10-Year Plan to End Homelessness* showed results that exceeded the original vision. The Coordinating Committee to End Homelessness attributed this success to three critical components: strong providers who have done great work with homeless people; solid partnerships with Multnomah County, the Portland Development Commission, the Housing Authority, and others; and the political will and commitment of the Portland City Council and Multnomah County Commission to invest resources in the Plan's strategies. In addition, effective management of those resources has been critical in achieving and, in some cases, surpassing annual goals.

RESULTS

The program reports outcomes as being right on track. In January through June 2008:²¹

- § Chronically homeless persons moved into housing: 1,408
- § Homeless families housed: 1,510
- § Additional homeless persons moved into housing: 1,689
- § Permanent supportive housing units opened or were in development: 1,073
- § Percent of 10-Year Plan's supportive housing goal achieved (goal=2,200 units): 49%

BACKGROUND: In December 2004, the City of Portland and Multnomah County launched *Home Again, A 10-Year Plan to End Homelessness*,²² developed by the Citizens Commission on Homelessness. The plan envisioned that rather than shuffling homeless people from service to service and back to the street, the primary aim of all programs must be to first get people into permanent housing. The three key principles were: focus on the most chronically homeless populations; streamline access to existing services to prevent and reduce homelessness; and concentrate resources on programs that offer measurable results. With oversight from the Coordinating Committee to End Homelessness, the community identified measurable annual goals to make progress on the *10-Year Plan*.

Work to Reduce Homelessness

To better inform local planning and system coordination efforts, Portland's Bureau of Housing and Community Development partnered with the Common Ground Institute to implement a *Vulnerability Index* a tool for prioritizing the street homeless population for housing according to the fragility of their health. The *Vulnerability Index* administered in the form of a survey, which captures a homeless individual's health, risk factors, and their duration of homelessness.

For three consecutive days in October 2008, 13 teams of three or more volunteer surveyors methodically canvassed Portland from 6:00 a.m. to 8:00 a.m., and attempted to survey everyone observed sleeping outside. Each team was led by an experienced street outreach worker and included a medical volunteer. A *Vulnerability Index Fact Sheet* was produced summarizing the findings.²³ Of the 646 people surveyed in Portland:

302 (47%) individuals met at least one high-risk criterion from the *Vulnerability Index*.
The average age was 42.

The average period of homelessness was five years, and seven years for those found to be most vulnerable.

A total of 730 emergency room visits in the past three months were reported by this group, at an estimated cost of over \$1.43 million per year.

A total of 460 inpatient hospitalizations were reported in the past year.

80% of people reported having been to jail.

Housing Rapid Response (HRR)

This program – funded by the City of Portland, Portland Police Bureau, and the Portland Business Alliance – houses chronically homeless persons who have repeat contact with Portland Police or the County jail. Participants are referred to Central City Concern for housing and treatment via the City's Office of Neighborhood Involvement. Almost all participants have active chemical addictions or untreated mental illnesses. The Portland Police Bureau tracks 300 people in the downtown area who are chronic offenders responsible for a variety of drug and property crimes. The Bureau has measured a 70% reduction in recidivism for these people since the beginning of this program.

RESULTS²⁴

- § Enrollment since program inception: 133 people
- § Enrollment in alcohol and drug inpatient treatment: 28%
- § Permanent housing placements since beginning of the program: 41
- § Crime reduction: 70%.

Bridges to Housing

This program, initiated in spring 2006, serves high-need homeless families in the four-county metro area with permanent housing, intensive family services, and children's services. The program was developed by local governments and housing authorities from Multnomah, Washington, and Clackamas counties in Oregon, and Clark County in Washington, as well as

nonprofit providers of social services and housing. Bridges to Housing (B2H) is leveraging new resources to fund community-based organizations. Expected outcomes include creating 300 units of housing with services over 10 years.²⁵

Project Homeless Connect

Coordinated through the City of Portland's Bureau of Housing and Community Development, Project Homeless Connect (PHC) provides an opportunity for the community to aid homeless people in receiving needed services and to better understand the population's need.

During a PHC mission, hundreds of volunteers spend a day personally helping homeless people and families. Volunteers – business leaders, political leaders, stay-at-home parents, seniors, and formerly homeless people – join together to staff the event. A wide range of services are provided by professionals donating their time and skills to help their community. Local agencies contribute assessment, referrals, and vouchers.

RESULTS

- § In the September 2007 two-day event held at the Portland Convention Center:
 - 3,127 people were served: 678 with housing assistance; 802 with employment or benefits assistance; and 112 with alcohol and drug treatment.
 - 2,328 volunteers and 62 participating agencies staffed the event.
 - 34 businesses donated: 5,950 meals; 1,991 medical or dental appointments; apparel; shoes; prescription glasses; 92 pet appointments; and haircuts.
- § In the February 2008 event, over 1,050 homeless families and singles were served by more than 600 volunteers.
- § Another event was held in August 2008 at Waterfront Park.

FREQUENTLY BOOKED OFFENDER REDUCTION

“County residents want drug and alcohol treatment services and housing to be available to reduce the amount of time repeat offenders spend in jail. Our investments in treatment and housing, coupled with effective use of jail, are succeeding in ending the cycle of addiction that leads to crime, saving taxpayer money, and helping people become more contributing members of our society.”

—Kathleen Treb, Assistant Director, Department of Community Justice

Annual Frequently Booked Offender Report

The Multnomah County Sheriff's Office compiles an annual report on offenders frequently booked into Multnomah County Jails. It also provides comparisons to previous years' frequently booked offenders, going back to 2000, allowing for longitudinal tracking of the status of this issue.

The *Frequently Booked Report for Calendar Year 2007*²⁶ showed that the number of persons who fit the frequently-booked criteria had dropped for the second straight year, after showing

increases from 2002 through 2005. In 2006, there had been a 37% decrease in persons with 10 or more bookings. In 2007, the number decreased another 19.4% from 2006. The report concluded that, while the number of persons on the frequently booked list for 2007 decreased from the prior year, this smaller group showed a higher level of chronic activity spanning several years.

ACCESS Street Intervention Program

In the City of Portland's ACCESS Street Intervention Program pilot project, a City case manager works closely with Central City Concern's Community Engagement Program. Individuals are referred to the Estate Hotel in Old Town/Chinatown, where they can be guided to the social service resources they need. The case manager makes referrals, monitors progress, and assists clients to access other services and resources.

A report to LPSCC in May 2007 highlighted the partnership among the City, Police, and other public safety programs. A "zero tolerance" policy makes staying in services "very sticky" for ACCESS clients, so a person who leaves treatment is subject to immediate sanctions for any offense and usually brought right back. As a result, recidivism was down and livability crime dropped 22%.

BACKGROUND: A partnership between the Portland Police Bureau and the City of Portland's Office of Neighborhood Involvement, the ACCESS program is part of a strategy to reduce livability crime in downtown Portland. ACCESS links police response with intensive case management for individuals who need intervention for their own personal safety or the safety of the community. Goals include: reduce the number of repeat offenders in the downtown area; reduce disruptive street activities; help individuals gain access to mental health and substance abuse treatment; and help chronically homeless people living on the streets find healthy housing options.

Project 57 / Service Coordination Team

In January 2006, City Commissioner Randy Leonard championed a new strategy to reduce street crime and improve neighborhood livability. The City of Portland began paying for 57 additional County jail beds to hold offenders for arraignment who might otherwise be released under the system that prioritized jail beds for person crimes. *Project 57 Beds* would be used for drug dealing, possession, prostitution, commercial burglary, and auto theft – where perpetrators were customarily given citations, released, and expected to appear voluntarily at court. But 40% of these arrestees failed to appear and entered a cycle of arrest warrants, re-offense, and re-arrest. The belief was that holding these offenders longer would result in reduced crime.

In June 2007, after 18 months of operation, Project 57 found that:

- 45% of Project 57 bookings involved repeat Project 57 offenders, but 80% of the Project 57 arrestees had not been rearrested on a Project 57 charge.

- 20% of the individuals arrested accounted for almost half (45%) of the bookings.

- 80% of repeat offenders were arrested on drug-related charges.

- 95 "chronic offenders" had six or more arrests since the inception of Project 57.

- Recidivism had been reduced among the top 300 offenders by 71%.

When the City allowed their Drug- and Prostitution-Free Zones to expire in 2007, Mayor Tom Potter initiated an expansion and enhancement of the successful downtown Project 57 model to

the Southeast, Northeast, and East Precincts. Program enhancement consisted of additional residential drug treatment beds, intensive outpatient drug and alcohol treatment, transitional housing, alcohol and drug-free housing, and additional parole/probation supervision.

The Service Coordination Team (SCT), operated within the Portland Police Bureau, relies on a list of offenders – known as the Neighborhood Livability Crime Enforcement Program list – to target the top 30 arrestees each month. The Department of Community Justice (DCJ) manages funds for three residential beds at CODA and 42 day-treatment slots (12 coupled with housing), paid for by the City and operated by Volunteers of America. Services are closely coordinated among major partners, including Central City Concern, Volunteers of America, DCJ, Portland Police Bureau, and the City’s Office of Neighborhood Involvement and Bureau of Housing and Community Development.

The City of Portland renewed funding for Project 57 for 2007/08, also agreeing to fund the Sobering Station for the year and to work with the County on finding long-term funding solutions. Although continuation of Project 57 was approved in the City’s 2008/09 budget, funding was reduced to approximately 10 beds a day at the County Jail.

Project Clean Slate



MICHAEL SCHRUNK
District Attorney,
Multnomah County

In 2007, District Attorney Mike Schrunk reported to LPSCC about the expansion of *Project Clean Slate*, enabled by passage of House Bill 3054 that would provide basic financial stability for the program, which so far had been managed primarily by volunteers.

People seeking to clean up their records range from professionals to construction workers, to the homeless. Services include: assistance with removal of minor criminal convictions; conversion of past-due court and traffic fines to meaningful community service; personal and community responsibility workshops; assistance with payment arrangements for delinquent child support; and credit awareness classes. People now apply for the program through a website.²⁷

Project Clean Slate is a nonprofit operation organized under the Independent Development Enterprise Alliance and operated through the African-American Chamber of Commerce of Oregon. This program is run in conjunction with the District Attorney’s Office, Court Administrator, Circuit Court judges, private attorneys, Department of Motor Vehicles, Child Support Enforcement, and the Portland Police Bureau.

Project Clean Slate and the *Steps to Success* program (operated through Mt. Hood Community College) deal with different populations for whom the lack of a driver’s license is a major impediment to moving forward with their lives; these people are often unable to obtain a valid driver’s license because of unpaid traffic fines. The Court runs a docket one afternoon a month for referrals from both organizations.

RESULTS

§ Since February 2007, 659 people have been approved for the Court program.

- § 431 people have successfully completed the program, and had fines and fees cleared off their record, so that they became eligible to get a valid license.
- § At least 90 people are currently in the process of completing their obligations (community service and other requirements) to clear their way to complete the program.

BACKGROUND: Over 2,500 people attended the first Project Clean Slate event in 2005. The idea, developed by Roy Jay and the African-American Chamber of Commerce, in cooperation with government agencies and social-service organizations, was to allow County residents to clear up their minor criminal records and deal with unpaid fines. The program has helped thousands regain driver's license privileges, expunge minor criminal convictions, and get back on track to gain or upgrade employment, housing, and other opportunities.

DOMESTIC VIOLENCE



CHIQUITA ROLLINS
Domestic Violence
Coordinator
Multnomah County

In 2000, LPSCC issued a report on *An Evaluation of the Multnomah County Criminal Justice Response to Intimate Partner Violence*²⁸ beginning an extended period of focus on domestic violence issues. In 2007, domestic violence-related homicides accounted for 6 of 23 deaths, a quarter of all homicides in the County. In 2007 and 2008, Multnomah County proclaimed October as *Domestic Violence Awareness Month*. Domestic violence shelters and crisis lines receive over 30,000 calls a year and domestic violence calls make up 40% to 50% of chronic 911 calls in Portland.

Domestic Violence Fatality Review Team

Participating agency representatives on the Domestic Violence Fatality Review Team (DVFRT) review the facts of a case where a fatality occurred as a result of domestic violence and learn from these tragedies how to improve the local response to domestic violence. Local protocols meet state standards to protect the confidentiality of participants in the reviews, essential for success, which is based on willing participation and open dialogue among members of diverse agencies.

Three reviews have been conducted – in fall 2006, spring 2007, and fall 2007. The team’s time in 2008 was focused on implementing their recommendations. A report due at the end of 2008 combines all recommendations to date and shares progress toward implementation. Six key needs have been discovered by the team:

1. The need for more effective response from people and institutions when abuse was suspected.
2. The need to improve communication across systems.
3. The need to enhance the ability to identify and track high-risk cases.
4. The need for improved victim access and connection to a domestic violence service.



DALE KOCH
Presiding Judge,
Multnomah County
Circuit Court



LISA NAITO
Commissioner,
Multnomah County
and Chair, LPSCC

5. The need to improve information for professionals to assist them in responding to a case.
6. The need to identify and fill a gap in existing systems that limited the ability to respond.

Multnomah County's Domestic Violence Coordinator, Chiquita Rollins, presented progress reports to LPSCC in November 2007 and December 2008. She noted that agencies are making and carrying forward with their own recommendations. LPSCC members were especially supportive of recommendations to: increase education to the public, employers, and youth; improve the ability to recognize high-risk perpetrators; and improve the ability of legal, judicial, human service, and medical systems to respond effectively to abuse.

RESULTS

- § Outreach Consortia have been formed to increase presentations and training on domestic, family, and partnership violence to businesses and to youth.
- § Training is being conducted for Family Court and Juvenile Court judges and staff, for attorneys through Continuing Legal Education, and through intensive sessions for County Human Services staff and contractors.
- § Training on Domestic Violence has been expanded at the Portland Police Bureau Advanced Academy, with victim advocates participating on the scenario day.
- § Discussions are occurring among area District Attorney Offices and Corrections Departments on how to increase communication about domestic violence offenders who pursue their victims across county and state lines.

BACKGROUND: The Domestic Violence Fatality Review process was authorized by the 2005 legislature. A Multnomah County Domestic Violence Fatality Review Team (DVFRT) was formed in 2006 through a collaboration of the Family Violence Coordinating Council and LPSCC. The DVFRT has an extensive membership of local law enforcement, criminal justice, health, human service, and domestic violence agencies. In fall 2006, the team undertook their first fatality review.

Domestic Violence Enhanced Response Team

The Domestic Violence Enhanced Response Team (DVERT), a collaboration of law enforcement officers and non-profit advocates, has helped about 480 victims over four years.

DVERT's collaborative model was challenged when, in summer 2008, several domestic violence victims' advocates, the DVERT Project Coordinator, and the Multnomah County Domestic Violence Coordinator received subpoenas to turn over files related to specific defendants and victims. Defense attorneys and the District Attorney's Office argued that such information was discoverable before trial because it was "within the possession and control" of the police and the District Attorney, even though the police and District Attorney did not have actual possession of the files. The critical issue that was raised was the balance between the defendants' right to cross-examine prosecution witnesses and the victims' safety and right to privacy and confidentiality

DVERT halted services while the issue went to a Multnomah County judge, who ordered that only DVERT information that had previously been shared with the police and/or prosecutors had to be turned over to the defendant before trial. The Court found that the collaborative relationship

that exists in DVERT between the advocates and the police does not in itself mean that all advocate information, even confidential information that is not shared with the police or the DA, was within the “possession and control” of the police and the DA. However, the judge identified certain aspects of the program that were a concern. The program spent the summer clarifying roles and refining confidentiality procedures to avoid future issues.

DVERT began accepting referrals again in early October, operating under the new confidentiality procedures. The DVERT partners continue to discuss confidentiality and to adjust the new procedures so as to remain responsive to victims and community partners.

Domestic Violence One-Stop Center

Among the top ten short-term priority recommendations in the *January 2008 Multnomah County Public Safety System Planning* report²⁹ was creation of a Domestic Violence One-Stop Center. This reflected input from many that a more coordinated way of providing easy and comfortable access to services was needed.

In spring 2008, a Feasibility Study was completed. City Commissioner Dan Saltzman and County Commissioner Jeff Cogen took the lead to gain support to implement the findings. The Portland City Council approved both start-up and operating funding for 2008/09, and Multnomah County committed to providing facilities at the Gateway location at 103rd and Burnside.

An Implementation Planning Task Force, co-chaired by Commissioners Saltzman and Cogen – with broad representation of domestic violence, police, and human service agencies – is working to develop detailed operating plans and agreements.

The Domestic Violence One-Stop Center will bring community-based victim services, criminal justice services, and civil legal assistance to one location. The Center will be easily accessible, safe, and welcoming, offering victims of domestic violence access to resources to ensure their safety and help them to address their own and their children’s immediate and longer-term needs.

Victims’ Services

Victims’ Services Summit

In February 2006, *Building a Community of Support for Crime Victims in Multnomah County* was sponsored by the Local Public Safety Coordinating Council. It was coordinated by the Department of Community Justice, along with numerous victims’ organizations, and County and City of Portland staff. Held at the Immigrant and Refugee Community Organization (IRCO), information was presented on resources, collaborative efforts, and national best practices in the field of supporting victims of crime.

Progress on victims’ rights was acknowledged. Victims now have a voice at sentencing. Police are required to make an arrest in domestic violence incidents. Support for victims of sexual assault is more effective and compassionate. The summit looked at ways to better support crime victims – to help them recover financially and assist them to overcome the emotional trauma of crime – and discussed strategies for putting these ideas into practice.

RESULTS

Participants agreed to strengthen the network of groups that work in support of victims, and to:

- § Work with Information and Referral to better refer callers to the group that can help.
- § Explore the feasibility of a shared website for victims of crimes in Multnomah County.
- § Develop a listserv to facilitate information sharing among groups working with crime victims.
- § Improve communication among groups supporting victims, including a 6-month review.

Victim Services Briefing

Commissioner Lisa Naito and District Attorney Mike Schrunk co-sponsored a May 2007 briefing of the Multnomah County Board on *Building Community Support for Crime Victims*. Steve Siegel of the Denver District Attorney's Office presented on their Victim Services program, designated by the U.S. Department of Justice as a national demonstration model of a coordinated victim services network. The discussion included national best practices to continuously improve systems for helping crime victims.

Many private and public programs in the County work to address the needs of crime victims – including the Sexual Assault Response Team, the Family Violence Coordinating Council, the Child Abuse Multidisciplinary Team, the Adult Abuse Steering Committee, non-profits offering culturally-specific support programs, Parents of Murdered Children, Crime Victims United, the Trauma Intervention Program, Raphael House, Bradley Angle House, and more.

Public Safety Planning Report

Among other topics, this report to the County Board recommended better coordination of victim services. "There are a host of councils and advocacy groups, but systemic commitment and coordination seems to be lacking." A coordinated system of government and community services, would "help victims establish their safety, navigate through the complex justice system, exercise their rights to be involved and heard by the justice system, and recover financially and emotionally, as much as possible."³⁰

PROSTITUTION AND HUMAN TRAFFICKING

"I don't want anyone to think for a moment that these are victimless crimes. Or that the police resources could be better used elsewhere. Many of these women are abused, raped, robbed by both pimps and johns. Pimps are often drug dealers and gang members. Customers not only expose themselves to the threat of disease, but expose their families [to this threat] as well."

– Mayor Tom Potter, September 11, 2008

Human Trafficking in Multnomah County

The extent of prostitution and human trafficking that occurs locally has become a major issue in Portland, especially as it often involves minors. LPSCC's October 2008 meeting was focused entirely on this issue. Mayor Tom Potter and Commissioner Lisa Naito cited the need for collaboration among local, state, and federal partners to prosecute pimps, give longer sentences, and support organizations that can help prostitutes find a new way to live.

The issue is major. Law enforcement encounters three to five girls per week – often only 13 or 14 years old – who are victims of trafficking. Under the Federal Trafficking Victims Protection Act of 2000, any child under the age of 18 being sexually exploited is a victim of human trafficking and is entitled to services. But only four locations and 54 beds are available anywhere in the U.S. to support these girls with appropriate programs. Currently, Oregon is sending girls to Los Angeles to assist them.

Kemp Strickland of Immigration and Customs Enforcement (ICE), Chair of the Oregon Human Trafficking Task Force, presented information that sex trafficking has grown exponentially with the Internet. Federal prosecution through human trafficking statutes and *Robjert Safe Neighborhoods* can bring longer prison terms than local courts. The office now has 30 investigators and 40 active cases in this district, and most cases involve minors. The Multnomah County Sheriff's Office is also deeply involved through efforts led by Trafficking Coordinator Deputy Keith Bickford.

This is a challenging issue, with only 20% of sex trafficking visible and 80% conducted on the Internet. While underage girls picked up on solicitation charges can be taken to the youth Reception Center and placed with either foster families or at New Avenues for Youth, most run away again, usually within hours. Pimps on supervision are closely monitored and quickly picked up on any violation of parole or probation, but this is a very difficult area to prosecute because of the unreliability of witnesses appearing to testify. The FBI's number one objective is crime against children and young girls have rights as victims; services can be obtained for them, but they must be reached at the time of detainment.

Chiquita Rollins, the County's Domestic Violence Coordinator, shared that many of the services that used to be available were cut as the County repeatedly reduced budgets. The Coalition for Prostitution Alternatives once provided links to counseling, mental health services, safe housing, life-skills parenting, alcohol and drug treatment, job training, and long-term stability.

James Pond, founder and Director of Transitions Global, presented on the global problem. Transitions Global has found that the most effective model of care for minor victims of sex trafficking must include both rehabilitation and reintegration, allowing these girls the opportunity to heal from the past while acquiring life, social, and business skills. They hope to locate property in the Portland area and open a service site here by March 2009.

RESULTS

- § U.S. Attorney Karin Immergut agreed to take the lead on this issue through the Oregon Task Force for Human Trafficking.

- § The U.S. Attorney, District Attorney Mike Schruck, and others plan to meet with Craigslist representatives, as much of the traffic is conducted through their website.
- § For more information, see the Federal *Tafficking in Persons Report 2008* .³¹

82nd Avenue

Prostitution increased dramatically along 82nd Avenue in 2007, with calls in East and Southeast Precincts rising by 300% from 2006 to 2007. Neighborhoods asked for reinstatement of the Prostitution-Free Zone, which the Portland City Council had allowed to sunset due to concerns of constitutionality. In summer 2008, the Portland Police Bureau launched a joint effort of North, Northeast, and East Precinct to clean up 82nd Avenue.

Mayor Tom Potter announced a comprehensive plan to address this in September 2008, similar to a plan used successfully in Old Town. Officers dedicated to vice calls would patrol seven days a week and run anti-prostitution missions each month. First-time offenders would be tried in Community Court, but repeat offenders would go to Circuit Court. Once on probation, judges can exclude a person from an area or require them to enter treatment. Those who violate their probation can be rearrested and held in jail.

The City expanded their Service Coordination Team to this area, adding programs for sex abuse and drug counseling, housing, and job training to help prostitutes break the cycle of dependence.

At the November 2008 LPSCC Executive Committee meeting, Montavilla Neighborhood Association President Justin Cutler presented the key needs identified through area forums:

- Increased education and awareness of the effects of prostitution on the quality of life for both the community and the actors involved in prostitution;
- Increased citizen involvement through volunteer foot patrols, volunteers at women's shelters, and a citizen oversight committee for the City of Portland Initiative;
- Stiffer consequences for johns, pimps, and human traffickers to reduce prostitution; and
- Increased funding for successful programs with a proven track record for decreasing recidivism and increasing the quality of life for former prostitutes and johns.

In October 2008, the City of Portland announced a new contract for services to help women involved with prostitution find jobs and housing, and learn the skills needed to get off the street. LifeWorks Northwest was awarded the contract, which will be managed by the Department of Community Justice.

RESULTS

- § In two months, from mid-August to mid-October, police made nearly 150 arrests in ongoing prostitution stings along 82nd Avenue.
- § Arrested were 88 prostitutes, 56 johns, and one suspected pimp; 3 were juveniles.

RACIAL OVER-REPRESENTATION

“Addressing racial disparity in the criminal justice system is entirely consistent with a commitment to public safety and to a fair system of justice. If unwarranted racial disparities can be reduced, the justice system will gain credibility and serve a more effective role in preventing and responding to crime.”

– Reducing Racial Disparity in the Criminal Justice System: A Manual for Practitioners and Policymakers, The Sentencing Project³²

LPSCC members have been concerned since the organization’s formation about the over-representation of ethnic and racial minorities within the justice system.

Minority over-representation – meaning that the proportion of minorities in the justice system is greater than their proportion in the general population – has been documented at every stage of Oregon’s adult and youth systems.³³ Decisions at each point of the system – by outreach and human service workers, police, detention facilities and jails, prosecuting and defense attorneys, and courts – combine in a cumulative way to influence this overall composition.

While work to remove bias in these decisions has resulted in recent success in the County’s juvenile justice area, collaboration among all partners is needed to continue to improve outcomes for youth and adults.

OVER-REPRESENTATION IN JUVENILE JUSTICE

“Multnomah County’s juvenile justice practices have shown the nation that you can treat all youth fairly, make effective use of juvenile detention, hold youth accountable and reduce re-offending.”³⁴

– Judge Nan Waller, Multnomah County’s Chief Family Law Judge



DAVID KOCH
Assistant Director,
Juvenile Services

Minority over-representation is a complex social problem with multiple causes. Recent studies help explain how decisions at each stage of the juvenile justice system contribute to the over-representation of minority youth. Factors that contribute to minority over-representation include: statutory mandates; patterns of crime; lower socioeconomic status; inadequate preventative social services; law enforcement practices and policies; communication barriers; inadequate cross-cultural competency training; lack of culturally appropriate placements and services; and bias of decision-makers.

The Department of Community Justice (DCJ) analyzed racial distribution at each decision point within the system for 2006 and 2007.³⁵ The analysis revealed that:

African-American youth were about three times as likely to be referred to the juvenile justice system with a criminal referral. They were also more likely to be detained and less likely to be released.

Hispanic youth were beginning to be more evident in the juvenile justice system.

Asian youth proportions were consistent with 2006 reporting and were the most likely to be given a “Diversion/Informal” disposition of all racial groups.

Native-American youth had low prevalence rates in the juvenile justice system.

Caucasian youth were the least likely to be brought to the detention facility and the least likely to be detained after intake. Regarding case disposition, Caucasian youth were the least likely of all racial groups to be adjudicated.

In the last year, the judiciary, the District Attorney, the defense bar, and the Juvenile Services Division have worked with other system partners to implement new policies that do a better job of identifying which youth need to be detained to protect the public and which young people can instead be held accountable in the community.

Since implementing these new policies, Multnomah County has successfully reduced the detention rate for African-American youth by 15%, while improving juvenile recidivism rates for all pretrial youth. In the first year since the new detention practices have been in place, the re-offense rate of pre-trial youth has fallen from 18 to 13%.

Revised Risk Assessment Instrument

The *Risk Assessment Instrument* (RAI) was developed to reduce unintentional or subtle biases in detention decisions and has been revised several times over the past 13 years to help reduce disproportional representation of minority youth in juvenile detention. Yet representation in DCJ’s youth facilities, especially for African-American youth, remained higher than their proportion in the general population.

Last year, Juvenile Services requested an independent review of the RAI scoring system and learned that one factor they were using – the seriousness of the crime committed by a youth – had little to do with future criminality. A revised form was developed, using 6 rather than 14 factors, which has helped decrease overrepresentation of African-American youth in detention. The simpler criteria have also increased reliability among various raters, leading to greater consistency in the tool’s application. Revisions have also been made to policies on detention screening and preliminary hearing recommendations.

In the new process, an initial review is made of whether behavior of the youth poses a serious risk to community safety, in which case detention or placement in an alternative program will be used. If no such risk exists, then the new RAI score is used to measure the likelihood of re-offense or failure to appear while on release. Some releases happen at the door of detention, based on application of the policy and tool, and other decisions are made by the court, using all the information that is available, including the screening tool.

RESULTS

By using the new RAI, the juvenile justice system in Multnomah County has over the past year:

- § Reduced decisions to detain African-American youth by 15%.
- § Decreased the re-offense rate of youth released to the community by 5%.
- § Improved court appearance rates for all racial/ethnic and gender groups.

Juvenile Justice Council

The Juvenile Justice Council has been meeting for 16 years to advise on better ways to serve youth entering the juvenile justice system. Members span a broad range of expertise, from courts and law enforcement, to human services and youth advocates. Judge Nan Waller, who has chaired the Council since January 2007, served on the original Detention Reform Committee in 1992, on the *Risk Assessment Instrument* (RAI), and has been a leader on the Council since then. A new effort of the Council, championed by Julie McFarlane of the Juvenile Rights Project, is to transform the juvenile court into a model delinquency court.



NAN WALLER
Judge,
Multnomah County
Circuit Court

Governor's Summit on Eliminating Disproportionate Minority Contact

In November 2008, this Governor's Summit was held in Portland.³⁶ Sponsored by 21 agencies – including LPSCC, Multnomah County Juvenile Services Division, the national Coalition for Juvenile Justice, and several State of Oregon agencies – it brought together juvenile corrections, law enforcement and court officers, child welfare workers, commissions on children and families, educators, and youth themselves, to work together on solutions. At the Summit, Multnomah County's Juvenile Services Division was recognized for their accomplishments in reducing racial disparities within the juvenile justice system.³⁷

National Recognition

Juvenile Services Division was recognized for its detention reform work in The Sentencing Project's recent report, reviewed by the LPSCC Executive Committee in October 2008. *Reducing Racial Disparity in the Criminal Justice System* profiles the Department of Community Justice's Juvenile Services as having a model program of pretrial policies, and cites that the Juvenile Detention Reform Initiative's "reforms have had an impressive impact on reducing reliance on detention, including the detention of African-American youth."

The report cites as long-term results that the County's average daily detention population has dropped from 92 in 1993, to just 19 in 2007. Since implementation of the validated *Risk Assessment Instrument* (RAI), the re-offense rate for African-American youth has dropped from 23 to 13%, the release rate at initial screening for African American youth has risen from 44 to 51%, and their release rate at preliminary hearings has risen from 24 to 33%.³⁸

OVER-REPRESENTATION IN JAILS

In March 2007, the Multnomah County Sheriff's Office presented information to the LPSCC Executive Committee on continued racial overrepresentation in County jails. In May 2008, Sheriff Bernie Giusto presented his April 2008 report, *An Examination of the Adult Jail Population by Race, 2007*,³⁹ which reported on booking type, charges, average length of stay, and other data by the race of the arrestee/inmate, comparing 2006 and 2007.

The Sheriff's study found that although African-Americans are about 6% of the County's population, they represented 24% of people booked in 2006 and 2007, and 28% of people who were booked for felony offenses. Booking percentages for American Indian/Alaskan and Hispanic arrestees also exceeded their County population percentages.

The average felony booking of a Caucasian inmate resulted in a 24-day jail stay, but in a 30-day stay for an African-American. For felonies involving a person crime, the stays were 45 days on average for Caucasian inmates and 60 days for African-Americans.

African-Americans were less likely to be "cited and released" and more likely to be booked into jail. Although they made up 24% of jail bookings, African-Americans represented only 11% of persons receiving a cite and release. While African-Americans made up 27% of the jail's total population, 37% of inmates in the jails' disciplinary units were African-Americans.

Although a similar pattern of over-representation of minorities was found by LPSCC in 2000, when African-American inmates constituted 23.8% of the jail population, this figure rose to 27% in 2006 and 2007.

BACKGROUND: LPSCC released a report in 2000 on *Ensuring Equitable Treatment in the Criminal Justice System* that presented an analysis of the issue of racial disparities.⁴⁰ In 2002, a LPSCC Task Force on Racial Overrepresentation issued detailed recommendations for procedural changes to reduce these disparities.⁴¹ In 2005, a LPSCC study of individuals frequently booked into jail found that many had a mental illness, with a disproportionate representation of African-Americans among them.⁴²

TRANSITION FROM JAIL

“In our lives, we take for granted that we can manage change: You go away on vacation, things are there when you come home. But imagine you were gone for five years. Think about how much might be different – the economy and jobs picture could change, your neighborhood could change, and your family, friends and your support network might not be there anymore. Imagine how hard it might be to just pick up where you left off. Now imagine that instead of coming back from vacation, you are coming back from prison, and that all the system provided you with was \$20, a bus ticket, and basically said: ‘Good luck: stay out of trouble.’

“Multnomah County is one of six jurisdictions identified by the National Association of Counties and the U.S. Justice Department for having model practices for helping people return from prison or jail to the community. We make sure that people have place to go, we help people to find a place to live, and we connect people to employment and educational services. We even use the simple act of providing people transitioning back to the community with a hot meal to encourage them to check in with us and access all the services that are available in Multnomah County.”

— Liv E. Jenssen, Community Justice Manager with the Department of Community Justice’s Transitional Services Unit

RE-ENTRY: WHAT WORKS CONFERENCE

LPSCC’s annual *What Works* conference in December 2007 was on *Re-entry, Successful Transitions Back to the Community*. With over 140 registered participants, the day was opened by Joe O’Leary, Senior Policy Advisor to Governor Ted Kulongoski, Max Williams, State Department of Corrections, and Ted Wheeler, Multnomah County Chair.

The Oregon Department of Corrections presented on key factors leading to greater risk of recidivism. Offenders at high risk lacked education or training, had a mental illness or addiction, were veterans, were unemployed, or had no home to return to, and should be prioritized for re-entry services. The main protective factors were employment, stable housing, and treatment. Programs found to reduce recidivism include: intensive supervision cognitive-behavioral programs, sex offender treatment, and both prison and community work and education.

Oregon programs were highlighted. Volunteers of America (VOA) operates the Community Partners Reinvestment Program, an evidence-based re-entry program for young offenders, providing comprehensive services from community, corrections, and justice partners. VOA also runs groups in the jails for women offenders. Marion County’s Home for Good Initiative is a collaborative model that accesses inmates prior to release, trains and mentors people in transition, coordinates transition planning, and helps fill gaps and generate solutions.

SHERIFF'S OFFICE TRANSITION SERVICES

In 2007, the Multnomah County Sheriff's Office (MCSO) booked 40,785 people (including repeat offenders) into jail for at least one day, with an average length of custody of 18 days. Transition services are provided by MCSO at the Inverness Jail. Corrections Counselors provide classes on re-entry and pre-release planning, as well as needs assessment, alcohol and drug evaluation, skill building, and referral to community programs.

While most participants have been in jail under 35 days, some have been there for up to 12 months. Inmates develop an action plan of things to do upon release, such as getting identification, contacting social security, and finding housing and employment. With only 23 counselors, however, time must be prioritized to the most critical activities.

The Sheriff's Office released a report in August 2008 which adapted recent best practices in re-entry to a local plan.⁴³ The Sheriff's Office plans to add an assessment tool to match in-custody programming to individual needs; for example, a relapse prevention class might be suggested for a person with alcohol or drug issues. The assessment tool would also provide a baseline for measuring the effectiveness of providing in-custody programs.

COMMUNITY JUSTICE TRANSITION SERVICES

The Department of Community Justice (DCJ) coordinates transition for jail inmates on supervision. After release, the Probation and Parole Officer (PPO) addresses transition needs and refers an individual to community services or to one of DCJ's four re-entry programs.

- § **Transition Services Unit:** provides a comprehensive system of services that links recently released offenders to services, including pre-release planning, case coordination, housing, and transportation, along with medical and benefit assistance.

Profiled in multiple national reports as a model program – including the 2008 National Association of Counties *Reentry for Safer Communities*⁴⁴ report – the Transition Services Unit (TSU) conducts in-reach to inmates in prison who will be released back to Multnomah County. Focusing primarily on offenders with special needs, the TSU works on a *housing first* model. The TSU coordinates a Joint Access to Benefits program, which helps offenders qualify for federal disability benefits to cover physical and mental health care needs, and connects individuals with community-based services before their release.

The Transition Services Unit is hoping to do more in-reach into the jail to: develop transition plans before release occurs (as they already do with the State prison); increase their focus on females whose needs may differ from males; and work more closely with programs for African-Americans, especially for high utilizers of justice services. This would build a better bridge between the Sheriff's oversight role and subsequent community supervision.

RESULTS

- § TSU receives approximately 2,265 clients a month.

- § 78% of high-risk, high-need offenders were able to move into stable housing, obtain benefits, or obtain a GED or employment.
- § **Pre-Trial Supervision Program:** works with people who are new to the correction system or are on supervision but have committed a new crime. In 2007, more than 3,000 defendants were found eligible for release and participated in the program, which currently supervises 725 defendants, who averaged 13 days of jail prior to release to the program.
- § **Londer Learning Center:** a GED, literacy, and English language program, works with adults in transition from jail or prison, or in recovery.
- § **Day Reporting Center:** a highly structured, non-residential program that provides intensive services, when needed, to offenders transitioning from jail. Services include: assessment, case management, life skills, mental health, employment, alcohol and drug evaluations and referrals, lifestyle change groups, and domestic violence survivor groups.

JAIL RE-ENTRY PLANNING

LPSCC members have initiated planning to improve successful transitions from Multnomah County jails. An informal workgroup was formed in summer 2008 by Commissioner Lisa Naito, with the leadership of Sheriff Bob Skipper and Department of Community Justice Director Scott Taylor, to examine best practices in other communities and tackle the local re-entry issue. Members conducted a fact-finding trip, touring successful programs in Hampden County, Massachusetts, and Montgomery County, Maryland.

In October 2008, team members briefed the Board of County Commissioners and presented their findings in *Transition from Jail to Community: Improving Reentry Outcomes in Multnomah County*.⁴⁵ In November, the team brought a progress report to LPSCC, emphasizing the need for a collaborative, systematic way to support re-entry. Their recommendations were:

Establish a Re-entry Council to oversee and coordinate re-entry services, organized under the auspices of LPSCC.

Adopt a validated risk and needs assessment tool to ensure that re-entry planning begins at jail booking.

Return the jails to the direct supervision⁴⁶ method in order to foster an increased connection between staff members, and between staff and inmates.

Reach In – bring community programs into the jails to link with inmates prior to release.

Reach Out – increase the connections between the jail and community programs.

Plan for inmate transition to the community to prevent recidivism.

Establish a pre-release work release center to increase stable employment opportunities.

Institute a community-based One-Stop Re-Entry Center to support ex-offenders.

Establish a Youthful Offender Unit to link youth under age 25, whose brains are still forming, with appropriate therapy and education/GED attainment.

The committee plans to continue to examine: needs of young offenders under age 25; risk factors for women, such as being in an abusive relationship; people who frequently re-offend during probation or parole; and use of community providers to run groups in jail to ease transition.

In December 2008, the Multnomah Board of Commissioners approved a resolution sponsored by Commissioner Lisa Naito to establish a Re-entry Task Force. The passage of the Federal Second Chance Act, accompanied by assistance to county governments to address offender recidivism, provides an opportunity for Multnomah County to step up its efforts to help persons leaving jail to successfully re-enter their communities.

Policy team members of the new Re-Entry Council will include: the Sheriff, the Director of the Department of Community Justice, the District Attorney, the Public Safety Advisor to the Board of County Commissioners, the Public Defender, the Presiding Circuit Court Criminal Judge, a representative of ROAR (Reentry Organizations and Resources), and representatives from relevant community service providers and faith-based organizations. The Council will collaborate and bridge existing County and community transition programs, identify gaps in services, and recommend changes to address those gaps.

Re-entry Organizations and Resources

Operated by Mercy Corps Northwest, Re-Entry Organizations and Resources (ROAR) is an alliance of over 45 organizations in the metro area that have been meeting since June 2007 to plan services for people returning to the community after incarceration. ROAR members believe incarceration often has a negative impact, not only on the individual, but also the family, neighborhood, and community, especially those disproportionately impacted by crime. The goal is to be a catalyst for maximizing successful re-entry and reducing the incidence of incarceration.

Cited as a model program by the Governor's Re-Entry Council, ROAR acts as a clearing house, central information depository, and advocacy organization for the re-entry continuum. ROAR is developing plans for a One-Stop Re-Entry Resource Center, jointly supported by all system partners, to offer triage and information to individuals within their first week at home.

Background: In May 2007, Oregon Governor Ted Kulongoski created the Governor's Re-Entry Council to address the issues of the 4,000 inmates released each year from State prisons to communities, and the thousands released from jails. Although prisoners spend longer periods of time incarcerated, the recidivism rate has remained the same for a decade, with one-in-three prisoners committing a new felony crime within 3 years of release. The Governor therefore proposed a new focus for successful re-integration of offenders who are released from prison, to reduce risk of re-offense.

At the federal level, the *Second Chance Act of 2007: Community Safety through Recidivism Prevention* was signed into law in April 2008, with a combination of policy changes and funding targeted to improve the transition from prison to the community. This legislation was strongly supported by the National Association of Counties. Department of Justice grants to state and local governments for re-entry will cover housing, addiction treatment, and mentoring programs.

MULTNOMAH COUNTY JAILS

Management of the Multnomah County jails became controversial in 2007 and 2008. The issues include the never-opened Wapato jail, emergency population releases from jail when it was overbooked, and conditions of confinement when an inmate was murdered in custody by his cellmate. Debate ranged over high costs, high overtime use, unmonitored sick-time, and inmate management. Work has been undertaken to implement major recommendations from the past few years and progress is being made on all fronts.

JAIL POLICY WORK GROUP



MICHAEL SCHRUNK
District Attorney,
Multnomah County

A Permanent Work Group to Advise the County Commission on Jail Policies and Procedures was established by the County Board at the end of 2006, and re-established in December 2007. Chaired by District Attorney Mike Schrunk, the 18 members formed subcommittees chaired by Ted Wheeler (Financial); Karin Immergut and Mike Schrunk (Staffing and Management); Lisa Naito (Medical and Mental Health); and Sandra McDonough (Grand Jury Concerns).

The Jail Policy Work Group presented six reports to the Board over two years, completing their work at the end of 2008 and leaving oversight to Sheriff Bob Skipper, Deputy Chief of Public Safety Peter Ozanne, and the Corrections Grand Jury.

The Jail Policy Work Group was able to look past public controversy and focus on its primary directive: to establish cohesive communication and continuous collaboration between the Board and the Sheriff's Office. Specific accomplishments included review of leave-use changes and contractual language changes to limit comp-time accumulation – both expected to increase efficiency and result in positive increases in morale. The Work Group also reviewed the Post Factor Study (relating to the number of staff needed to cover each “post”), plans for an objective-based classification system, opening the Wapato facility, and establishing a facility-based work-release center.

A final report was delivered to the Board of County Commissioners on October 17, 2008. This report recounted the findings of each subcommittee and recommended that the following items remain high on the Sheriff and County Board's priority lists:

- Implementation of the Post Factor recommendations for jail staffing and an objective-based classification system;
- Continued monitoring of leave usage and ability for all deputies to utilize vacation leave;
- Recruitment of deputies for entry positions and mentoring of existing staff;
- Opening of the Wapato facility with a blend of jail and treatment beds;
- Establishment of a facility-based work release;
- Continued work on transition/re-entry to link jail with community services; and
- Continued oversight of medical costs and monitoring of the medical delivery model.

In November 2008, District Attorney Michael Schrunk confirmed completion of the committee's work at the LPSCC Executive Committee meeting.

BACKGROUND: After concerns were raised in 2006 about excessive overtime use at the jails and the unexpected closure of the Board-funded Work Release Center, Commissioner Lisa Naito requested former Sheriff Dan Noelle to assess the status of operations at the Multnomah County Sheriff's Office (MCSO); Noelle's report raised a number of issues, and was shared with the County Board. Commissioner Naito then requested the District Attorney's Office to conduct an independent review of the policies and procedures of correctional facilities operated by the MCSO. The resulting report⁴⁷ encouraged changes in contracting, budget, and labor negotiation procedures; correction of sick leave abuse and overtime policies; improvement of jail staffing patterns and inmate supervision; establishment of more effective working relationships between the MCSO and the Board; and creation of a permanent jail oversight committee to assist the Board in monitoring follow-through.

A Corrections Grand Jury is formed annually to examine the condition of County jails, juvenile detention facilities, and community corrections (parole & probation) programs. Convened under jurisdiction of the District Attorney's Office, the review is conducted by a body of seven citizens chosen randomly from the community. The Grand Jury visits facilities, interviews staff, and takes testimony before developing their findings. Annual reports are posted on the District Attorney's website.⁴⁸

PUBLIC SAFETY AGREEMENT

A Memorandum of Understanding was signed by Chair Ted Wheeler and Sheriff Bernie Giusto in January 2008, in which the County Chair would play a more active role with respect to the Sheriff's Office, especially in overseeing costs and assuring accountability.

A new Deputy Chief Operating Officer for Public Safety position was created to align budgetary, policy, and operational aspects of public safety. In April 2008, Chair Ted Wheeler hired Peter Ozanne to fill this position.

A number of priorities in the Public Safety Agreement moved forward in 2008, including: reforming sick leave use, improving coordination between the County and Sheriff's Office human resources, a successful renegotiation of the Multnomah County Corrections Deputy Association contract, and information technology improvements. Although the Memorandum of Understanding expired with the retirement of Sheriff Giusto, the commitment remains to work collaboratively together.

Newly Elected Sheriff



BOB SKIPPER
Sheriff,
Multnomah County

In June 2008, the Multnomah County Board of Commissioners appointed Bob Skipper as Interim Sheriff, following the retirement of Sheriff Bernie Giusto. Sheriff Skipper returned from his fifteen-year retirement from this position to serve in the interim role, then stood for this post and was elected in the November 2008 general election. Sheriff Skipper previously worked in the Multnomah County Sheriff's Office from 1960 through 1989, serving as Sheriff for the County from 1989 to 1994.

JAIL MANAGEMENT AND BED USAGE

County jails have assumed new roles, such as holding inmates who are sentenced to the State penitentiary for a year or less, and for federal agencies on a contractual basis. But in recent years, County budgets have been reduced sharply, requiring cuts in many programs, including jails. As a result, the Multnomah County Sheriff's Office (MCSO) must manage jail populations closely.

Total budgeted jail capacity was reduced from 2,079 beds in 2000, to 1,633 beds in 2008. For 2009, jails are budgeted for 1,539 beds. Changes in various parts of the public safety system have decreased pressure on jails and resulted in:

- Reduced average length of stay, from 20 days in November 2007, to less than 17 days in August 2008;

- Reduced number of inmates with holds, which dropped 15% from June 2008 to August 2008, as a result of reduced jail sanction time for probation violation offenders;

- Increased release of offenders on their own recognizance; and

- Increased non-custodial sanctions, such as community service, the Day Reporting Center, and electronic monitoring.

Yet, while reducing jail beds reduces jail costs in the short run, this is a complex issue. While Multnomah County has a stable rate of crime overall, when compared to 72 U.S. cities with over 100,000 population, Portland ranks:

- Very low for violent crime rates – at 58th for overall violent crime and 65th for murder.

- Very high for property crime rates – at 21st for overall property crime and 12th for theft.

The District Attorney's Office has argued that "while the ready availability of jail beds in this community for violent offenders has dramatically reduced the violent crime rate ...the lack of jail space for property crime offenders has the opposite effect."

The MCSO produces periodic reports that analyze segments of the jail population and report on best practices applicable to management of County jails. An example is the October 2008 report, *Review of When Arrested and in Jail : 2003 to 2007*⁴⁹ Findings include:

- Women comprise 22% of total arrests and have a lower re-arrest rate than men.

- 20% of total bookings were of women, who comprise 13% of the jail capacity.

- Women are 1.97 times more likely to be arrested for Forgery/Counterfeit than men and 1.61 times more likely to be arrested for Fraud.

PUBLIC SAFETY INITIATIVES

“The goal of public safety is to work as partners with community members to protect people and prevent crime through a coordinated system that is just and accountable to all.”

– Planning Committee Vision, Multnomah County Public Safety System Planning Report, Crime and Justice Institute, January 2008

LPSCC and its members have sponsored a number of broad public safety initiatives, where close collaboration among several partners is needed to achieve a positive outcome – which a single agency cannot achieve on its own.

WARRANT REDUCTION AND ENFORCEMENT

In May 2007, there were nearly 30,000 outstanding warrants in Multnomah County, including 20,616 misdemeanor and citation warrants, and 9,124 felony warrants. This large backlog had been caused primarily by a high rate of failures to appear (FTA) at court for scheduled appearances. A County audit concluded that the “warrant backlog keeps wanted persons from being held accountable for their actions and threatens public safety.”

Commissioner Lisa Naito, Chair of LPSCC, proposed that Multnomah County implement an action plan to restore integrity to the criminal justice system by addressing the problem of excessive numbers of outstanding warrants through a three-pronged approach:

Prevent the need to issue warrants for FTAs by expanding the Court Appearance Notification System (CANS).

Deal with the logjam of outstanding warrants by adding capacity in the District Attorney’s office to determine which warrants to pursue and which to dismiss.

Enforce warrants by adding capacity in the Sheriff’s Office and the Courts.



LISA NAITO
Commissioner,
Multnomah County
and Chair, LPSCC

This coordinated approach would increase accountability for offenders and provide greater protection for victims and all citizens in Multnomah County. Each effort is described below.

Court Appearance and Notification System

In 2008, the County Department of Community Justice (DCJ) assumed operational management of the Court Appearance Notification System (CANS), which places computerized telephone calls to defendants prior to their court hearing to remind them of where and when to appear, so that defendants would be less likely to fail to appear at court. The CANS Oversight Group continues to guide the development of new applications for this system.

The program has been so successful that it is expanding coverage to additional Circuit Court locations. DCJ has started using CANS to remind clients of court-ordered fees and fines, resulting in collection of about \$10,000 a month, mostly in supervision fees. The District Attorney’s Office

is using CANS to notify for child support enforcement case events. CANS has implemented a new language function, in which a call recipient may receive the information in Spanish.

RESULTS

- § From February 2008 through November 2008 (10 months), CANS placed reminder calls to defendants in over 17,801 unique cases, on more than 21,000 scheduled court events.
- § The reminder message was successfully delivered for 82% of these hearings.
- § Defendants appeared for 90% of the events for which they received a successful notification, and for 82% of arraignments.
- § The FTA rate for successfully-reminded defendants was very low, only 8%; those who were not reminded by CANS failed to appear 15% of the time.
- § CANS may have prevented over 1,100 instances of FTA and avoided 820 warrants, resulting in net cost avoidance to the County of \$1.1 million.

BACKGROUND: Funded initially with \$40,000 of LPSCC seed capital in 2005, CANS was developed by LPSCC in partnership with an oversight group, including the Circuit Courts, Police, Sheriff, Community Justice, District Attorney, and Public Defender. The pilot was successful in reducing failures to appear (FTAs) for court dates, and resulted in over a million dollars in avoided costs to the public safety system. Each FTA can incur up to \$1,500 in costs across the County's criminal justice system, including the cost of having a warrant issued by a judge, processed by the Sheriff's Office, and served by law enforcement, as well as the arrest and incarceration costs.

District Attorney Warrant Review

The District Attorney's Office received funding for a two-person team to evaluate the 30,000 outstanding warrants, work with the courts to recommend dismissal, and work with the Sheriff's Office to recommend enforcement priority. The team reduces the warrant backlog by: resolving issues surrounding mistaken identities; proactively processing out-of-state warrant cases; examining cases of inmates with outstanding warrants in other jurisdictions; and developing policies to examine backlogged warrants on serious cases.

The DA's office has made progress sorting through the sizeable backlog of outstanding warrants and prioritizing serious cases for the Warrant Strike Team.

Warrant Strike Team

In October 2007, the Multnomah County Board approved funding for a Warrant Strike Team in the Sheriff's Office to address the problem of felony and misdemeanor warrants not being served. This team is located at the District Attorney's (DA's) Office to facilitate close partnership in prioritizing and executing specific warrants. In 2008, two additional Sheriff's deputies were added, to make a four-member team.

The program has had a positive impact on the number of warrants served and number of wanted persons arrested. The strike team saves community resources by identifying, arresting, and facilitating the transportation of wanted subjects (including those with felony and misdemeanor warrants in other jurisdictions).

The team is researching the potential of immediate transport of suspects to the appropriate jurisdiction and improving officer safety through additional backup. Several high-risk warrants have been served successfully recently and there is more movement on this issue than in decades

RESULTS

- § From October 2007 through September 2008, the Warrant Strike Team made 1,461 warrant service attempts and 447 warrant arrests.
- § By November 2008, with the combined efforts of the DA's Office and the Warrant Strike Team, the number of outstanding warrants had been reduced to 24,000.
- § Of warrants served, 34 serious "Ballot Measure 11" offenders were arrested, and 12 warrants required use of force.

2008 PROPERTY CRIME BALLOT MEASURES

Department of Community Justice (DCJ) Director Scott Taylor led a workgroup to examine the potential impacts on county and justice services if mandatory sentencing initiatives passed in the 2008 general election. The group found that imposition of new mandatory sentences could cause multiple effects, including changing the length of stay in jail, jail bed usage, court backlog, defense bar impacts, plea negotiations, city enforcement levels, and the costs of implementing the measures. The workgroup presented a status report to LPSCC in fall 2008.

Ballot Measure 57 passed in the November 4, 2008, general election, increasing sentences for certain drug traffickers, property offenders, and identity thieves. It also requires drug treatment for certain offenders and tougher sentences for those who refuse treatment, with the goal of stopping the cycle of crime. With passage of Measure 57, the County, under the guidance of DCJ, will reexamine the consequences and impact of this initiative. The Ballot Measure workgroup will meet with members of LPSCC, the courts, the State, and public safety stakeholders to effectively implement the initiative.

BACKGROUND: Ballot Measure 61 was a voter initiative for the 2008 general election that would have sharply increased sentencing requirements. The measure was projected to require the state to build three new prisons at a cost of more than a billion dollars, with no funding solutions included. Oregon Senator Floyd Prozansk led the effort to develop a less-damaging alternative to refer to voters, titled Measure 57.

EMERGENCY PREPAREDNESS

Homeland Security

Karin Immergut, United States Attorney for the District of Oregon, sponsored and organized the Oregon Anti-Terrorism Conference and Training, held in August 2008 in Portland. In keynoting the conference, U.S. Attorney General Michael Mukasey said, the "goal [of keeping America safe from another terrorist attack] cannot be achieved by the federal government alone, by any state government alone, or by any local police force alone. The key to protecting the American people is our network of prevention, and all of you are vital parts of that network."⁵⁰

Recent developments at the federal level include the passage of the Foreign Intelligence Surveillance Act (FISA) Amendments Act of 2008, which gives intelligence professionals long-term authority to monitor foreign intelligence targets located overseas, including the ability to intercept and evaluate electronic communications. New Attorney General Guidelines for FBI activities in the United States will shift the agency from investigating crimes after they occur to collecting the intelligence necessary to detect and prevent attacks before they occur



KARIN IMMERGUT
U.S. Attorney,
District of Oregon

TOPOFF Exercise

In October 2007, Portland was the site of the **TOPOFF 4** exercise,⁵¹ a major Department of Homeland Security full-scale exercise, involving top officials at every level of government to test federal, state, and local response to a terrorist incident scenario. This was the largest exercise in the nation’s history, and participants were challenged by the sheer volume and complexity of information that had to be routed, displayed, and communicated. Local participants included multiple disciplines: first responders, public health, incident managers, law enforcement, and disaster relief. LPSCC members were briefed in advance that the exercise would encompass an entire incident management cycle: prevention, preparedness, response, and recovery, as well as a public information component.

Many federal, state and local agencies learned how to work together within a “unified command,” the large-event management framework that the National Incident Management System (NIMS) uses. While the exercise demonstrated internal strengths within many organizations, the scale and complexity of the exercise challenged their ability to maintain smooth working relationships and effective communications. Areas for improvement were: clearer roles for the different departments and jurisdictions, updating of Multnomah County’s Emergency Operations Plan, and better communication with elected officials to facilitate delivery of accurate and coordinated public information.

Another functional exercise in November 2008 tested logistics for the supply ordering chain that provisions hospitals, health systems, and public responders with the materials necessary in a health crisis. Participants included multiple state and local agencies, and major hospital systems in the Portland metropolitan area. This exercise also tested access to shared information across responding organizations, areas identified for improvement as a result of **TOPOFF 4**. The final evaluation of this exercise is pending at the time of this report.

Regional Preparedness

The Urban Area Security Initiative (UASI) – is a Homeland Security program to enhance regional preparedness in each of 60 major U.S. metropolitan areas. Funds assist participating jurisdictions to develop integrated regional systems for emergency prevention, protection, response, and recovery. In the metro area, representatives of public health, transportation, fire, police, and other public safety organizations participate in regular meetings. Working groups bring their proposals to a collective of the region’s emergency managers for funding distribution decisions.

The Regional Emergency Management Group (REMG) – meets quarterly and is currently chaired by Beaverton Mayor Rob Drake. This metro-area intergovernmental group brings elected

officials and practice-level managers together to share information about the handling of local emergencies, and to discuss policy issues.

MULTNOMAH COUNTY PUBLIC SAFETY PLAN



TED WHEELER
Chair,
Multnomah County

In January 2008, Multnomah County Chair Ted Wheeler released a comprehensive review of the local criminal justice system. The *Multnomah County Public Safety System Planning Report*⁵² was the result of a six-month study commissioned by the County Chair and Commissioners.

Overseen by a Core Work Group formed by the Criminal Justice Advisory Committee and chaired by Court Administrator Doug Bray, the process brought together judges, police officers, prosecutors, parole officers, victims' advocates, treatment providers, and other public safety experts to identify gaps and prioritize investments most likely to reduce crime. Over 200 individuals participated in discussions supporting the study, including front-line public safety professionals, managers, elected officials, crime victims, and ex-offenders. Almost 1,200 people participated in an online survey. The Crime & Justice Institute⁵³ coordinated the study and wrote the final report

While the report cited that overall crime rates were down and re-offenses were occurring at lower rates than a decade ago, it warned that the impact of future budget reductions could easily translate into increased crime. According to experts interviewed, the local justice system no longer “has the infrastructure necessary to sufficiently manage the offender population.” Lack of jail alternatives, drug treatment beds, and mental health services were cited as major gaps.

Following analysis of the current system, 53 proposals for improvements were developed in six areas: substance abuse treatment, mental health triage, transitional services, case processing and system integration, and services to victims. A Planning Committee chaired by Presiding Judge Dale Koch developed criteria and selected priorities among these.

Short-term priorities were:

- Transition individuals with acute and chronic diseases out of the jails.
- Plan for improved mental health and substance abuse treatment services.
- Evaluate creation of a specialized mental health court.
- Fully implement video arraignment.
- Continue work to improve data sharing between agencies.

Long-term priorities were:

- Enhance mental health services, including a sub-acute treatment center.
- Add both secure and community-based substance abuse treatment beds.
- Augment transition services for offenders leaving jail.
- Hire additional victims' advocates.

In releasing the report, County Chair Ted Wheeler said, “Public safety professionals agree that the most critical gaps are mental health and substance-abuse treatment options, as well as more

productive alternatives to expensive jail beds. This is where we should look to focus our resources to reduce crime.” He said that the comprehensive review raised serious concerns about the state of our criminal justice system, once nationally known for its effectiveness, but now hampered by years of successive budget cuts.

Priorities identified in the report received consideration in the County’s 2008/09 budget review process, but Chair Ted Wheeler recognized that “it will be very hard to make substantial progress in implementation without additional revenue.” Plans to ask voters to support a local-option levy in November were put on hold, given the nationwide economic situation. The Plan will be used as the County considers how to reduce spending in light of the current financial crisis, and in planning any request to the voters for additional funding in the future.

GRESHAM PUBLIC SAFETY PLAN



SHANE BEMIS
Mayor,
City of Gresham

Mayor Shane Bemis reported to LPSCC in June 2007 about Gresham’s recent Public Safety Summit to hear citizens’ concerns, where the top issue raised by the community was gangs. A Public Safety Task Force was subsequently convened to identify the need for law enforcement services and programs, research ways to reduce crime, and make recommendations for action.

From this work, a Public Safety Funding Strategy emerged and in July 2008, the Gresham City Council voted unanimously to refer a five-year local option levy for police services to the November 4 general election ballot. The levy would fund increased police services and would be used to combat gang and drug activity, property crimes, family crimes, and provide an overall increased police presence in the community. However, similar to the fate of other public safety levies throughout the state, this measure did not pass.

COMMUNITY CORRECTIONS FUNDING

In an effort led by Chair Commissioner Lisa Naito, the Public Safety Committee of the Association of Oregon Counties (AOC), advocated successfully at the 2007 State Legislative Session for increases in SB 1145 funding for Community Corrections, which covers the costs of community supervision, and coordination of community prevention and public safety programs. The 2005/07 State budget included an increased allocation for LPSCC, and a \$3 million increase in funding for the County’s Department of Community Justice and the Multnomah County Sheriff’s Office, for their roles in housing offenders locally rather than using the State prison.

In the 2009 session, AOC will advocate for a study of community corrections costs associated with 1145 responsibilities to occur every six years, in order to maintain the State’s level of funding for county services.

INFRASTRUCTURE UPDATES

“If public policy makers choose the right kinds of things, you can have some very good outcomes for the people in your state, both reducing the costs to the criminal justice system and the crime rates – a win-win situation.”

– Steve Aos, Associate Director, Washington State Institute for Public Policy⁵⁴

Supporting the work of LPSCC and its member agencies is the infrastructure that allows these organizations to work effectively and to work together efficiently. To strengthen this foundation, LPSCC has remained dedicated to using evidence-based practices and to using interagency collaboration to improve the flow of work among systems. LPSCC has consistently supported quality research and analysis, and the development of shared information systems to allow for better decision-making throughout the public safety system.

CRIMINAL JUSTICE ADVISORY COMMITTEE

Members of the Criminal Justice Advisory Committee (CJAC) are Judges, Court Administrators, County Commissioners, the Director of the Department of Community Justice, the District Attorney, the Public Defender, the Sheriff, Chiefs of Portland and Gresham Police, and other key representatives. Presiding Judge Jean Maurer chairs the Committee, which formed in 1988, and was established statewide by legislative action in 1993. Since LPSCC’s formation in 1995, CJAC has operated as a resource to address detailed criminal justice issues.

The Committee meets each month to reviews items referred from LPSCC for more in-depth consideration, report on recommendations, and where appropriate, plan implementation. The Pretrial Subcommittee focuses on issues surrounding the pretrial detention and release of offenders held by County Corrections Facilities prior to adjudication.

In 2007, CJAC assumed the role as the sponsoring body for the development of the County Chair’s Public Safety Plan, which was presented to the Multnomah County Board in November 2007. The 134-page plan represented almost six months of work by CJAC membership and approximately 80 others from the private and public sector. This large group came together to provide Multnomah County’s leadership with an integrated plan for the allocation of County funds to establish and maintain public safety programs and resources.

In 2008, the Criminal Justice Advisory Committee also assumed the role as the Security and Emergency Preparedness Committee for the Circuit Court. In this expanded role, the membership will focus on security and emergency preparedness issues associated with maintaining Circuit Court operations, including the delivery of services to: support public safety and the quality of life in our communities; improve the lives of children and families in crisis; and provide just, prompt, and safe resolution of civil disputes. Presiding Judge Jean Maurer has established a Coordinator to prepare plans for the Committee’s approval on emergency preparedness, business continuity, and security.

EVIDENCE-BASED PRACTICES

LPSCC's annual *What Works* Conferences have become a hallmark of the Council's strategy to upgrade knowledge and improve practices across County and State public safety systems. These full-day sessions attract upwards of 150 people from all areas of the public safety community, and from communities throughout Oregon.

LPSCC "What Works" Conferences

December 2006	What Works: Evidence Based Practices in Public Safety
December 2007	Re-Entry: Successful Transitions Back to the Community
November 2008	Governor's Summit on Eliminating Disproportionate Minority Contact in the Juvenile Justice System (shared sponsorship)

Evidence-Based Practices: Sanctioning

In July 2008, the Vera Research Institute presented a report on *Assessing the Effectiveness of Immediate Sanctions* to the Multnomah County Board. Contracted by the Department of Community Justice to evaluate the impact of sanctions on offenders who ended supervision in 2005, the study found that people who received a sanction while on supervision were 44% more likely to have their supervision revoked.

Jail, the most common sanction, was usually given due to failure to report to an offender's parole or probation officer. But these intermediate sanctions did not improve outcomes. In fact, the re-arrest rate for those receiving intermediate sanctions was 20% higher and the re-conviction rate 15% higher. The report recommended increasing the use of sanctions other than jail for violations that do not increase risk to the public.

Monthly Priority Briefings and Data Updates

Priority Briefings are sent to County Departments each month. These compiled snapshots of current data allow partners to view a "dashboard" of indicators for each major system:

DCHS provides a *Basic Needs Monthly Briefing*, summarizing data across its divisions for basic needs programs. Data includes: number of clients served; average daily help-line calls; health clinic visits; mental health inpatient days; and numbers receiving case management, protective services, alcohol and drug treatment, and emergency housing.

The County Budget Evaluation Office produces a *Community Based Alcohol and Drug Treatment Data Briefing*, which tracks services across a 6-year period.

The Sheriff's Office produces a regular *Monthly Jail Statistics Report* encapsulating the prior month's data.

Justice Mapping

Eric Cadora, co-founder and Director of the Justice Mapping Center,⁵⁵ presented research to LPSCC in June 2008 on his work in mapping the residency of offender populations and their impact on communities. Justice Mapping is use of computer mapping and other graphical depictions of quantitative data to analyze and communicate social policy information. The approach is based on the fact that where people live is influenced by their different social and

economic strata – and therefore, criminal justice, social welfare, and economic development can be designed around the needs of jurisdictions and neighborhoods.

When deciding about justice investment in communities, mapping can help show where the populations to be served are located. Offices can be located close to the population they are working with, reducing costs. Overlap of service populations between justice and human services, or youth and adult services, can facilitate building community collaborations.

CRIMINAL JUSTICE INFORMATION SYSTEM

The interagency Criminal Justice Information System (CJIS) is being planned to improve the ability, flexibility, and efficiency of data sharing among justice partners within the region.

In April 2007, the LPSCC Executive Committee voted to become the sponsoring agency for CJIS, with District Attorney Mike Schrunk heading the implementation workgroup.

In April 2008, District Attorney Schrunk reported to LPSCC that MTG Management Consultants was selected as the contractor to help develop the system. Through the rest of the year, the committee worked with MTG on the initial definition phases for the CJIS Network. This included a feasibility study that: established the vision, technology considerations, and recommendations; created a governance structure; and defined an implementation road map. To be called the Multnomah County Regional Justice Network (RJNet), the new system will provide the connections and technologies to bring information together for the local criminal justice community. Recommendations are expected early in 2009.

DECISION SUPPORT SYSTEM-JUSTICE

The LPSCC Data Standards Committee, chaired by District Attorney Mike Schrunk, established the need for a data warehouse that led to the establishment of the Decision Support System-Justice (DSS-J) to provide all criminal justice agencies access to the same statistical data.

In 2007, DSS-J was incorporated into the County Information Technology program, with system costs charged back to the customer agencies. A long-term goal has been to add the Gresham Police Department to the shared database, so that county-wide information will be available and cross-agency tracking improved. Planning is temporarily on hold as, related to the development of the Criminal Justice Information System, Gresham is considering adopting the Portland Police Data System (PPDS), which would make source availability automatic for DSS-J.

RESULTS

Providing regular and special applications that reduce time for customer agencies, DSS-J has:

- § Developed a weekly probation notification report for each judge, listing his or her probationers on bench probation who have been arrested or booked in the past week.

- § Linked a monthly report of people who have been on custody in the jail for more than 90 days to District Attorney and defense attorney assignments, saving each agency from hand-tracking this information and increasing the ability to identify reasons for delay.
- § Developed a report for the courts on Driving Under the Influence of Intoxicants sentencing, related to number of jail days, for first and subsequent convictions, to see whether sentencing time has changed.
- § Worked on capturing Protective Order information in the Sheriff's Jail Management System (SWIS), which may enable members to search for current or past restraining and protective orders, as well as stalking orders.
- § Responded to ad hoc special requests, such as a Department of Community Justice review of people released on recognition and their failure to appear rates, helping them to validate their recog tool.

PUBLIC SAFETY SYSTEM REVITALIZATION PROJECT

Mark Greinke, Chief Technology Officer for the City of Portland, provided a report to LPSCC in March 2008 about the issue of critical public safety systems approaching obsolescence. Given the lead-time and funding required to replace systems, this project, operated under a unified charter and consolidated project management office, will need to look at priorities.

- § **Computer Aided Dispatch (911/CAD)** – supports emergency dispatch services for over 700,000 citizens in Portland. The current system was implemented in 1994 and supported maintenance will end in 2011. The planned strategy is to implement a commercially-available replacement system with selection due in 2008 and full cutover to the new system in 2011.
- § **Portland Police Data System (PPDS)** – supports 5,000 users across 70 local, State, and federal agencies, and was developed in-house in the 1980s. The current system is expensive, operates on an antiquated IBM mainframe, and is difficult to integrate with other public safety systems. The replacement strategy is similar to that above, with a new system cutover date of 2010.
- § **Public Safety Radio System (800MHz)** – supports approximately 7,000 users across 90 local, State, and federal agencies. This system is over 10 years old and has an end-of-life cycle in 2011. Replacement and cutover is similar to the other systems.

The key challenge for all these systems is funding. The cost estimate for all three replacement systems is \$75 million through 2011. Federal grants are being sought, but awards are likely to be low given current economic trends.

COURT FACILITIES

In 2007, the Legislature provided funding for the Interim Committee on Court Facilities to assess the scope of the State's court facilities problems. Their report ranked the downtown Multnomah County Courthouse 38th of 48 facilities reviewed, giving it the lowest level of ratings for security, seismic safety, plumbing, power system, and information technology.⁵⁶

The current downtown County Courthouse was built in 1914. With up to 5,000 people using the building every day, the seismic danger and Courthouse security are serious concerns. The lack of adequacy of the building affects nearly every public safety organization, as judges and the courts need an efficient space for operations, the District Attorney's Office is located in the Courthouse, and the Sheriff's Office transports inmates and provides Courthouse security. The current Courthouse also lacks appropriate facilities for victims of crime or for advocates to support people seeking restraining orders.

The downtown Justice Center, built in 1981, and the Juvenile Justice Center, built in 1994, received overall rankings of 4th and 5th in the State.

Multnomah County's court in Gresham was not included in the study. However, the existing single Gresham courtroom, constructed in 1950, has outlasted its useful life and needs major structural, mechanical, electrical, and plumbing work. Years of relying on this one courtroom has created a backlog of jury trials, numbering in the hundreds.

DOWNTOWN COURTHOUSE

In fall 2007, work toward a new downtown County courthouse at the North Hawthorne Bridgehead progressed through a memorandum of understanding with the Portland Development Commission, which secured \$9 million in Downtown Urban Renewal Funding to relocate the Hawthorne Bridge westbound off-ramp. Agreement for a tunnel easement between the Justice Center and courthouse site was reached in December 2007 with neighboring property owners.

Following a study of financing alternatives, the County decided to seek legislation in the 2009 legislative session to allow for increased document recording fees in the County, with the new revenue directed toward construction and maintenance of court facilities. In November 2008, the LPSCC Executive Committee voted unanimously to endorse the County's proposal. Other endorsements include the Multnomah Bar Association, the Oregon State Bar, the District Attorney's Association, the Association of Oregon Counties, and the building trades.

BACKGROUND: In 2000, Multnomah County convened a Courthouse Work Group, chaired by Commissioners Lisa Naito and Serena Cruz, to examine the work of the 1995 Courthouse Task Force and update recommendations on future space needs for courts.

In 2001, the County Board commissioned another study to determine whether to renovate the Multnomah County Courthouse or to evaluate alternative court facilities. A Courthouse Blue Ribbon Steering Committee found the existing Courthouse to be past its functional lifespan and insufficient to accommodate the County's court system. After extensive review, the Committee found that renovation of

the existing downtown Courthouse would be uneconomic and impractical. They recommended that a new downtown court facility be established.

In 2004, a County workgroup chaired by Commissioner Maria Rojo de Steffey and Chair Diane Linn made recommendations regarding land acquisition and site proposals. The Morrison Bridgehead Property was declared surplus, with net proceeds from the sale earmarked for use toward a downtown courthouse.

In 2006, the Facilities and Property Management Division examined over 25 sites and prepared a preliminary planning proposal for site acquisition. The North Hawthorne Bridgehead Block, in Portland's Government Center area, was selected as the preferred site.

EAST COUNTY JUSTICE FACILITY

Multnomah County has been seeking a long-term solution for East County Courts for a number of years. In 2007, in the single courtroom of the Gresham Court, over 1,700 cases were reviewed and prosecutors issued charges on more than 1,200 of those. The need to update current space for the Sheriff's Office led to development of a combination solution, with the County, the City of Gresham, and the State Courts planning to construct a new courthouse and shared municipal services building. The East County Justice Center was expected to be funded primarily by the sale of surplus County properties and a City of Gresham contribution.

Envisioned as a multi-use facility with multiple courtrooms, the project is a unique collaboration among the courts, law enforcement, facilities managers, and elected officials. Plans include consolidating District Attorney functions and providing space for the Sheriff's Office and Gresham Police in one facility. No booking, jail, or detention functions are planned for the Center.

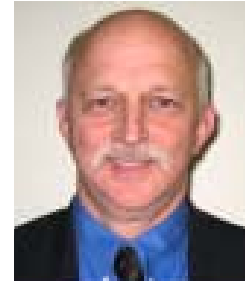
Two public meetings were held, in July 2005 and February 2007, to gather public input and ideas for the project. The county narrowed the site options and settled on a parcel at SE 185th Avenue and SE Stark Street, formerly home to a bowling alley and other small businesses.

In July 2008, Multnomah County Chair Ted Wheeler convened a meeting of stakeholders for the planned East County Justice Center. The group met for three hours to discuss the scale and scope of the facility in light of new information pointing to substantially higher costs than previously projected. As of October 2008, various options for funding had been reviewed and many eliminated. A final plan is pending.

MAJOR PARTNERS: KEY ACHIEVEMENTS

DEPARTMENT OF COMMUNITY JUSTICE

The Department of Community Justice (DCJ) promotes public safety and strives to reduce recidivism among juvenile delinquents and adult offenders through a balance of supervision, services, and sanctions. Working closely with community service providers to develop services that match the needs of individual offenders while maintaining the safety of the community, DCJ recognizes that protecting public safety includes intervening with the underlying causes of criminal behavior to reduce the risk of future criminal activity.



SCOTT TAYLOR
Director,
Department of
Community Justice

New Director Joins the Department

After serving more than a decade at the State level as an Assistant Director of the Department of Corrections, Scott M. Taylor joined the County as Director of DCJ. As a member of the Oregon Association of Community Correction Directors, he continues his efforts at the State level and with the legislature to help craft criminal justice legislation that benefits the community, and press for the appropriate resources for Multnomah County community corrections. His continued national involvement with the American Probation and Parole Association, the National Institute of Corrections, and the Urban Chiefs informs the County's local work and promulgates successful homegrown policies at the national level.

In the past year, Taylor and DCJ staff have presented or submitted papers at the annual conferences of the American Probation and Parole Association, the National Institute of Corrections, the Juvenile Detention Alternatives Initiative, and the International Community Corrections Association.

Adult Division – Effective Sanctioning Practices to Reduce Adult Reoffending

“The good news is that most DCJ clients successfully complete their period of supervision and are not rearrested or reconvicted after discharge. Most people on probation or post-prison supervision were neither rearrested (75%) nor reconvicted (85%).”

– Dr. Andres F. Rengifo, Vera Institute of Justice⁵⁷

The Department of Community Justice's Adult Division is charged with monitoring and enforcing conditions set by the courts and the Board of Parole and Post-Prison Supervision. The Adult Services Division (ASD) promotes public safety and strives to reduce recidivism with adult offenders through a balance of supervision, services, and sanctions. ADS provides supervision, sanctions, and services to over 8,000 adult offenders sentenced to probation or released from custody on parole (post-prison supervision).

Of the county's approximately 1,500 jail beds, approximately 500 are currently allocated for use by DCJ's adult division to sanction people on probation or post-prison supervision who breach the terms of their supervision. But with jail being the most expensive way a DCJ Probation and Post-Prison Officer can sanction someone, and with research that demonstrates that a jail sanction alone does not necessarily change people's behavior, are there more effective ways the county can hold low-level offenders accountable, curb reoffending, change offenders' behavior, and keep the public safe?

As part of DCJ's Effective Sanctioning Practices initiative, DCJ is working to remove barriers to the department's use of community-based sanctions and is examining how DCJ uses jail. Community based sanctions – such as day reporting, electronic monitoring, and community services – actually increase the level of accountability and, for many offenders, create more motivation for positive change than a stay in jail.

Since DCJ enhanced the department's sanctioning practices, the department has actually sent *more* people to jail for a short-term sanction. But by reducing the length of each individual sanction, a Probation and Post-Prison Officer can more effectively sanction offenders and save costly jail bed days. Since DCJ changed its sanctioning practices, it has helped reduce the county's overall demand for jail beds by 75 to 100.

By reducing DCJ's overall jail bed use, the County has been able to enhance public safety by avoiding any unsupervised releases and has reduced the County's reliance on one of the most costly sanctions available. During the same time, the adult recidivism rate has remained about the same and the Portland Police Bureau has reported some of its lowest crime rates since the Bureau has been keeping these records.

Juvenile Services – the Multnomah Model: Reducing Juvenile Recidivism and Promoting Positive Youth Outcomes



DAVID KOCH
Assistant Director,
Juvenile Services

DCJ's Juvenile Services Divisions' mission is to enhance community safety and reduce criminal activity by holding youth accountable in a fair and just manner, assisting them to develop skills necessary for success and effectively use public resources. The juvenile division invests in continuing to develop, implement, and provide efficient and effective services that are customer focused, culturally competent, attentive to victim's needs, and based on best practices to reduce recidivism, increase high school completion, enhance youth accountability, and improve outcomes.

At the Juvenile Services Division, staff focus the County's scarce resources to curb the re-offending of the highest need, highest risk juveniles, focusing on the most effective ways to hold young people accountable and promote public safety.

The *Multnomah Model* of juvenile justice policies and practices has been profiled and promulgated by the U.S. Justice Department, the National Association of Counties, and the crime victims and law enforcement group, *Fight Crime: Invest In Kids*. Multnomah County is one of five model sites of the Annie E. Casey Foundation's Juvenile Detention Alternatives Initiative, a national initiative helping juvenile justice systems to safely reduce reliance on secure detention

and generally strengthen their juvenile justice systems through a series of inter-related reform strategies. The juvenile justice practices that are part of the Multnomah Model are being replicated in over 100 jurisdictions across the country and are on the cusp of becoming the “best practice” in juvenile justice policy.

After a slight increase in juvenile arrests in 2006, according to the latest data from DCJ’s annual survey of juvenile justice statistics, juvenile crime in Multnomah County dropped considerably in 2007 – down 11 % over the previous year. Juvenile recidivism in Multnomah County is at the lowest rate in six years and that rate fell more sharply than the statewide average.⁵⁸ In 2008, the County pioneered a new risk assessment instrument, vetted by all the juvenile system’s public safety partners, which has successfully reduced pre-trial recidivism and addressed the challenging problem of racial and ethnic over-representation in the juvenile justice system.

“It’s probably the steepest decline in one year that we’ve ever seen,” said David Koch, Assistant Director, Juvenile Services. “While the number is significant, it’s hard to pin the improvement on a specific initiative or program. That’s perhaps the most difficult question to answer because no one agency can take credit. I think a lot has to do with the parents, the schools – keeping kids in school lowers the crime rate – social service agencies, police, law enforcement has a role. Probation officers – without their involvement and supervision it would not be possible to support the kids.”⁵⁹

DISTRICT ATTORNEY

During 2007 and 2008, the District Attorney’s (DA’s) Office has created a number of new and innovative programs. By working with its partners, the Office has made the criminal justice system better for victims, defendants with special needs, and the citizens of Multnomah County.



MICHAEL SCHRUNK
District Attorney,
Multnomah County

RESULTS

Some of the areas in which programs were adjusted and improved are:

- § Throughout the DA’s Office, attorneys and staff have modified and revamped procedures to accommodate the new victims’ rights initiatives, resulting in better victim notification and coordination.
- § The pretrial unit organized the warrant project, restructured probation violations, worked with others to create a Mental Health Court, and had great success with *Project Clean Slate*.
- § The Domestic Violence Unit worked to find a way to include appropriate domestic violence cases in the new Multnomah County Mental Health Court. They implemented protocols to ensure that victims’ rights are honored in domestic violence cases and participated in planning for a Domestic Violence One-Stop Center. The Domestic Violence unit provides specialized services to underserved populations who face barriers to system involvement. A deputy DA is devoted to prosecuting the financial exploitation, physical abuse, and neglect of the elderly in our community.

- § The protection of children from pedophiles on the Internet is a priority in the sex crimes unit. New laws passed in 2008 criminalize the electronic luring of minors for sexual purposes. Throughout 2008, a deputy from that unit met regularly with an interagency task force targeting online offenders.
- § With the sponsorship of LPSCC, the DA's Office, Sheriff's Office, Portland Police Bureau, State courts, and Multnomah County launched the Criminal Justice Information System (CJIS) feasibility study. Listed as number three of both the short-term and long-term public safety planning issues, CJIS would create a technological environment in which public safety partner organizations could share real-time data across the system.
- § The Drug Unit started two new programs in 2008. The COPS Methamphetamine Initiative Grant targets suspects involved in the manufacture and distribution of substantial quantities of methamphetamine, with a component to expedite dependency cases involving children brought into foster care as a result of their parents' abuse of methamphetamine. The Neighborhood Livability Crime Enforcement Program (NLCEP) is designed to encourage offenders who repeatedly commit relatively minor offenses in the inner downtown Portland area into engaging in substance abuse treatment. This program is an alternative to the Drug Free Zones, which expired in September 2007. Since January 1, 2008, the crime rate in the downtown area has decreased by 10%.
- § The Drug Unit has streamlined and automated the docketing process. As part of that process, the CANS project introduced a call-reminder system to remind defendants to appear in court. The DA's office has worked with the court to expand opportunities for compliance and rehabilitation.
- § The Career Criminal/Gang Unit participated in the creation of the regional CRASH team, resulting in a formalized process for coordination with other counties in Oregon regarding the investigation and prosecution of vehicular homicides and assaults. Deputies in this unit are available at all times for vehicular call-outs and warrant reviews.
- § The Criminal/Gang Unit is involved in the promotion of an adaptation to electronic case and trial management.
- § The Sex Crimes Unit works closely with a federally-funded law enforcement effort to bring all registered sex offenders in Multnomah County into compliance.
- § In response to several dangerous street mob incidents involving juveniles, the Neighborhood District Attorney Unit (NDA) facilitated the first system-wide law enforcement to involve parents whose children violate curfew, as part of the solution to this public safety issue. The NDA perfected a unique type of search warrant, called a *community warrant*, that utilizes community input and citizen observations as the primary basis of a neighborhood criminal investigation. The NDA works with police, social service agencies, and probation officers to identify the most chronic street-level users of drugs and provide needed social service resources to address their addictions is part of a new direction in neighborhood prosecution. Providing a framework for a new, dual preventative/treatment strategy for prostitution offenders is an ongoing project to help prevent recidivism and increase the livability for communities affected by prostitution.

Gang Enforcement Team

The Gang Enforcement Team (GET) vigorously investigates gang crimes, primarily focusing on crimes involving handgun violence. As a component of GET, the Gang Violence Response Team (GVRT) responds to scenes where violent, non-homicidal, gang crimes have occurred and assumes investigative responsibility. This immediate response has resulted in a clearance rate of 50%, which is far above the national average for similar violent gang crimes.

Crisis Intervention Program

Developed in 1994, the Crisis Intervention Program (CIT) is designed to help officers communicate effectively with individuals with mental illness or a developmental disability. In 2007, following a recommendation from the Public Safety Task Force, the Bureau initiated mandatory training for all officers. As of November 2008, 549 officers and 75 sergeants have completed the 40-hour course. Officers gain a better understanding of the mental health system and individuals who have mental illness, which leads to safer outcomes for everyone involved.

GRESHAM POLICE DEPARTMENT

Accomplishments for 2007/08

Crime Trends (2006/07 to 2007/08)

- § Total Part I Crimes decreased by 10.36%: Part I Person Crimes decreased by 25.21%; and Part I Property Crimes decreased by 8.32%.
- § Total Part I Crimes case clearance rates increased from 18.52% to 20.15%: Part I Person Crime clearance rates increased from 47.84% to 49.88%; and Part I Property Crime clearance rates increased from 18.52% to 20.15%.
- § Officers issued 16,135 citations for traffic violations, with the top three violations being Exceeding the Maximum Speed Limit, Disobeying a Stop Sign, and Driving Uninsured.



CARLA PILUSO
Chief of Police,
City of Gresham

Neighborhood Crimes Response Team

- § Investigated over 300 complaints from the Tip Hot Line, involving 48 different crimes, including theft, forgery, assault, and drug-related offenses.
- § Obtained a 63% arrest rate.
- § Recovered approximately \$271,500 in property, including 36 firearms and 15 stolen cars.
- § Seized approximately 8 pounds of Methamphetamine, 10 pounds of Cocaine, and 45 pounds of Marijuana. Also investigated 21 Marijuana grow operations, seizing in excess of 600 Marijuana plants.

- § Partnered with the Children's Services Division to combat the effects of Methamphetamines on children. Investigated 41 cases involving children and removed 6 children from unsafe homes.

Drug-Free Zone

Based on the Rockwood Drug-Free Zone's (DFZ) success and an analysis of drug activity throughout the remaining areas within the City, the City Council approved the expansion of the DFZ to include West Rockwood and City Central. In 2007/08, there was an 800% increase in the number of exclusions issued compared to the prior fiscal year (6 in 2006/07, 54 in 2007/08).

TriMet Eastside Precinct

To address increased demands for police services on TriMet property and vehicles, TriMet partnered with Gresham Police Department (GPD) to establish an Eastside Precinct for Transit Police. This Eastside Precinct, which is funded by TriMet, consisted of five Police Officers and one Police Sergeant at the end of 2007/08.

Investigations Division Enhancements

- § A barcode system was purchased to automate the handling and tracking of property held in evidence, which interacts with GPD's records management system.
- § The space available for property and evidence increased from 5,000 to 11,900 square feet at the Clear Creek Business Park facility.
- § Using funds from the 2007 Justice Assistance Grant, the Investigations Division was able to send a Detective to polygraph training. At the end of 2007/08, this polygrapher completed 15 examinations for cases such as death investigations, rapes, child abuse, thefts, and criminal mischief.

Initiatives for 2008/09

- § Continue to fill vacancies to maintain staffing levels to meet the demand for service, while continuing to recruit and hire the most qualified individuals.
- § Continue to incorporate new technology to enhance department operations and create efficiencies (e.g., in-car video cameras and updated software for mobile data computers).
- § Continue operation of the Rockwood Community Police Office to provide citizen access to police and community services, and enhance Rockwood Urban Renewal efforts.
- § Work to secure continued grant funding for the East Metro Gang Enforcement Team (EMGET) to directly address one of the community's top issues: gang-related crime.
- § Purchase and equip a mobile command vehicle to be used by the Crisis Negotiations Team (CNT) and Vehicular Crimes Team (VCT).

MULTNOMAH COUNTY SHERIFF'S OFFICE



BOB SKIPPER
Sheriff,
Multnomah County

The Multnomah County Sheriff's Office's (MCSO) vision statement, *Exemplary service for a safe, livable Community* represents the agency's commitment to providing quality, cost-effective public safety services for the citizens of Multnomah County. Through its Corrections and Law Enforcement divisions, and with the support of Business Services and Professional Standards, the Sheriff's Office strives to improve the quality of service delivery to the community.

Within its own business processes, as well as in collaboration with other public safety partners, both within and outside the County's borders, the Sheriff's Office has made several significant improvements to public safety service delivery in the last two years. While some of these changes received attention in the community, many process improvements were not visible to the general public. However, such changes brought greater efficiencies to how the agency operates internally.

Corrections Division

Post Factor Study

Working in a 24-hour/365-day-a-year environment, the Corrections Division must have sufficient staffing to cover absences such as sick leave and vacation time. A post factor is used to calculate how many positions are required to provide sufficient staffing coverage throughout the year. Based on recommendations from the 2006 Corrections Grand Jury, the Sheriff's Office hired the consulting firm of Pulitzer, Bogard & Associates Inc. in May 2007 to review the post factor used by the Corrections Division. As a result of the consulting firm's findings, the Sheriff's Office implemented several key changes to policies and practices. MCSO:

- Developed a recruitment plan to increase staffing levels and to fill existing vacancies;
- Assessed the hiring eligibility criteria for Corrections Deputies to ensure the right persons are hired for the job;
- Reviewed objective classification models to ensure that the housing of offenders is done in a manner that provides the safest environment for both offenders and Corrections Deputies;
- Performed management training regarding the union contract pertaining to roles, responsibilities, and expectations of staff and management; and
- Created new positions in Hospital Duty and Suicide Watch, which had been funded 100% on overtime, but were deemed to be ongoing functions.

Incorporating these changes, along with the process of filling vacancies and assessing staffing levels, will help to reduce overtime and promote the safety of Deputies and inmates.

Jail Inmate Safety Railings

In the correctional facilities operated by the Sheriff's Office, some housing units are two tiers high. Additional railings were installed in order to eliminate the possibility of an inmate

attempting suicide or falling from an upper tier. Although the cost to the County was in excess of \$838,000, potential costs in human life and possible liabilities have been abated.

U.S. Marshal's Contract

The Sheriff's Office successfully renegotiated its contract with the U.S. Marshal's Service, increasing the daily bed rental fee from \$116 per day to \$125 per day. The increase in revenue from this adjustment is approximately \$500,000 for fiscal year 2009. Another significant accomplishment was the inclusion of annual cost-of-living adjustments into the contract, enabling rates to keep pace with the economy.

Inmate Programs

Through the Programs Unit and Corrections leadership, MCSO worked to provide a greater focus on family reintegration through structured classes, and also by breaking down the barriers between the community and jail. MCSO has become actively involved in the *Children of Incarcerated Parents* movement and has expanded connections between Corrections, the Department of Human Services, and the Center of Family Success to address the contact visitation process for parents and their children. The Corrections Program Unit has provided enhanced parenting programs, most notably *Parenting from the Inside Out*.

Enforcement Division

Warrant Strike Team

In 2007, to reduce the approximately 30,000 outstanding warrants in the County, Commissioner Lisa Naito spearheaded the creation of a Warrant Enforcement Team. MCSO's role was the creation of the Warrants Strike Team. Since its inception in October 2007, the team has grown from two to four Deputies and now deals with out-of-area warrants, as well as local warrants. MCSO has also entered into agreements with other local jurisdictions to expedite the transport of arrestees immediately to their jail facilities.

Since the beginning of the Warrant Strike Force, there have been over 750 arrests made, including the arrest of a "serial robber" who was wanted by other jurisdictions, as well as the FBI. It was learned after this offender's arrest that he was in the preparation phase for another bank robbery. Between October 2007, when the Warrant Enforcement team was formed, and November 2008, the total number of outstanding warrants has dropped from approximately 30,000 to under 25,000.

Corbett Community Resource Deputy

With approval from the County Board in October 2008, MCSO established the position of Corbett Community Resource Deputy. This Deputy provides the Corbett area with a single full-time contact to attend to the community's diverse needs. Responsibilities include: triaging human services needs, including Elder Services; assessing crime trends and developing action plans; and establishing relationships with Corbett area businesses, Fire/Rescue, community organizations, and schools. The Community Resource Deputy encourages greater citizen involvement in community policing, and works to strengthen the relationship among residents,

MCSO, and County government. Since the position's creation, the Deputy has initiated or performed follow-up on 72 cases, including a suspicious person call that lead to a warrant arrest.

TOPOFF 4

MCSO participated in *Top Officials 4 (TOPOFF 4)*, one of the most comprehensive anti-terrorism exercises ever conducted in the United States. The exercise was based on the scenario of a dirty radioactive bomb exploded by terrorists near Portland's Steel Bridge. Prior to TOPOFF, MCSO had met federal requirements for having key staff certified in the Department of Homeland Security's National Incident Management System (NIMS). Although TOPOFF 4 engaged all aspects of MCSO in a terrorism exercise, Enforcement's roles varied from being first responders to providing security for the remaining bridges and investigating other potential terrorist activities implied in the scenario. The exercise assisted MCSO and the County in developing policies and procedures regarding how to respond in an emergency situation.

Business Services

Time Analysis Unit

As an outcome of the 2006 Grand Jury report and the subsequent Post Factor study, the Sheriff's Office created the Time Analysis Unit in an effort to better understand the use of sick leave and the impacts of overtime on the agency. Although the primary focus was on the use of sick leave within the Corrections Division, it now analyzes leave use for all the work units by looking for patterns of abuse and assisting managers in documenting and counseling potential abusers. As of December 2008, 363 employee calendars (a graphic illustration of an employee's leave use over a four-year period) have been created.

Since creation of the unit, the number of sick leave hours used has been reduced considerably. In fiscal year 2007/08, sick leave use by Corrections Deputies and Sergeants was reduced by over 25% from the previous year. MCSO is now working with other County departments to develop their own processes for monitoring leave and managing abuse issues.

TeleStaff

In July of 2007, the Sheriff's Office began using a new electronic time and attendance program called *TeleStaff*. This program allows staff to pull up their own work schedule calendars for review, and in some work groups, employees can also enter their own leave data.

Other components, such as automating the annual bid process, where employees bid for shift and days off based on seniority, have proven to be a great benefit to administrative staff, taking this process from a manual effort to one that is highly automated. Shift Lieutenants within the facilities can use *TeleStaff* to see who is working at any post, at any time of the day, and it allows them to accurately track overtime attributed to specific activities. The first steps of integrating *TeleStaff* into the county's payroll system have begun and, when completed, will increase the efficiencies of the Time and Attendance Unit.

COURTS



DALE KOCH
Presiding Judge
2007, Multnomah
County Circuit



JEAN MAURER
Presiding Judge
2008, Multnomah
County Circuit

Two major Circuit Court Initiatives occurred during 2007 and 2008.

Mental Health Court



JULIE FRANTZ
Chief Criminal
Judge,
Multnomah County
Circuit Court

Judge Julie Frantz (Chief Criminal Judge) and Joanne Fuller, Director of the Department of County Human Services (DCHS), have worked together on the problems of chronic, low-level offenders who have a diagnosed mental illness. Following the 2007 legislative session, Multnomah County DCHS obtained funds to establish a pilot program for the diversion of mentally ill individuals from jail. Part of this money has been used to start a Mental Health Court, based on the *treat ment court* model. The program is funded with a grant from the Oregon Department of Human Services, Addictions and Mental Health Division.

The Mental Health Court is staffed with one Qualified Mental Health Professional and two Qualified Mental Health Associates, hired by DCHS. The program is designed for a capacity of 75 offenders. The Mental Health Court diverts individuals with a diagnosed mental illness, who are facing a probation violation from the normal course of jail detention while awaiting hearing, into a case manager relationship with a qualified mental health practitioner. If the program is completed successfully, the offender will avoid jail sanctions and, in some instances where there are companion crimes, avoid conviction or even being charged. One Circuit Court judge presides over the Mental Health Court. The program was developed by a work group co-chaired by Judge Frantz and Joanne Fuller, which included the District Attorney's Office, the Metropolitan Public Defender, DCHS staff, Circuit Court staff, and other business partners.

Wraparound Oregon

Wraparound Oregon is an initiative which began in Multnomah County, presided over by Chief Family Court Judge Nan Waller, to build an integrated system of community-based support to help children, youth, and families who need the most intensive and costly care from multiple agencies in Multnomah County.



NAN WALLER
Judge,
Multnomah County
Circuit Court

Beginning with a determination that there must be fundamental change in the way services are currently delivered to children in need, and learning valuable lessons from programs elsewhere, the Wraparound Oregon Community Team set a course for change and launched an aggressive fund-raising campaign in 2004. By 2006, multiple sources of funds had been established. Funding for this program comes from the Meyer Memorial Trust, the Northwest Health Foundation, the Office of Juvenile Justice and Delinquency Prevention, the Oregon Community Foundation, the Robert Wood Johnson Foundation, and the Substance Abuse and Mental Health Services Administration (SAMHSA).

The system is designed for high-need, multi-system children. Ultimately, *Wraparound Oregon* will lead to system integration across all populations, with interdependent partnerships between families, neighborhoods, public and nonprofit sectors, business, and the philanthropic communities.

The program is built on the following project components: family-driven decision-making; care coordination; single plans of care based on the strengths and needs of the family; child and family teams; shared resources that follow the child and meet individual needs; a continuation of services; a provider network; culturally appropriate services; permanent placements; and family-member location and engagement.

Wraparound Oregon is:

- Providing a range of cross-system training opportunities with nationally known experts;
- Building a web-based Management Information System for multiple system use; and
- Being evaluated by Portland State University Child Welfare Partnership and the Regional Research Institute for Human Services.

This program continues to attract national attention, even while continued funding will be a significant challenge as the initial grants reach the end of their funding commitments.

LPSCC EXECUTIVE COMMITTEE MEMBERS 2007 AND 2008



SAM ADAMS – COMMISSIONER AND MAYOR-ELECT, CITY OF PORTLAND

Sam Adams, a current Portland City Commissioner, became Mayor-elect in May 2008. Commissioner Adams is a vocal advocate for public arts, well-planned transportation systems, economic development, urban environmental sustainability, and transparency and accountability in government.

Coming to the City Council in 2004, he has been persistent in securing support within the city for Portland's business sector. On the legislative level, Commissioner Adams co-founded the Small Business Advisory Council, created the Neighborhood Business District Grant Program, and reformed the Business License Fee to be more encouraging of economic stability and development.

Previously, Commissioner Adams was Chief of Staff to Portland Mayor Vera Katz, and was on the staff of Congressman Peter DeFazio. Community involvement has included the Lane County Public Welfare Board and as a Board Member of the Cascade Aids Project.

Sam received his B.A. from the University of Oregon.



SHANE BEMIS – MAYOR, CITY OF GRESHAM

Shane Bemis became Mayor of Gresham in 2007. Elected to the Gresham City Council in 2002, he was appointed Council President in 2004. Mayor Bemis was the architect of the plan to assign uniformed officers to patrol MAX trains, increasing safety on light rail in Gresham,. His advocacy sparked the creation of a dedicated TriMet precinct housed in the Gresham Police Department.

Mayor Bemis serves on the board for the East Metro Economic Alliance, which advocates for economic development and job growth in the region, and the board for the Regional Organized Crime and Narcotics Task Force, which offers a coordinated effort to fight crime and drug use. He has been invited to participate in the Oregon Business Alliance's Centered Leadership Program, which seeks creative bi-partisan solutions to pressing issues. Mayor Bemis is also active in the Gresham Area Chamber of Commerce and the Gresham Downtown Development Association, and, as Mayor, is also the Chairman of the City's redevelopment commission. In 2005, Shane was honored as Gresham's *Citizen of the Year* for his service to the community.



LANE BORG – METROPOLITAN PUBLIC DEFENDERS, NEW LPSCC MEMBER

Lane Borg is the Executive Director of Metropolitan Public Defenders. After graduating from Pomona College and Lewis & Clark Law School; he started his legal career at MPD in 1985. He has worked for Multnomah Defenders and the Circuit Courts. In 1995, he started Borg Strom & Greenlick and practiced law for 13 years before going back to MPD.

Mr. Borg serves on the Ag Research Foundation that supports Oregon State University. He served on the OSB Ethics Committees, Bar Discipline Board, and Unlawful Practice of Law Committee, and was an Adjunct Professor at Lewis & Clark Law School for 16 years.



KARL BRIMNER – DIRECTOR, MULTNOMAH COUNTY MENTAL HEALTH AND ADDICTIONS

Karl R. Brimner is the Director of the Multnomah County Mental Health and Addiction Services Division, Department of County Human Services. Previously, he served as CEO of the Child Study and Treatment Center in Washington State, the state's only psychiatric hospital for children, as Director of the State of Washington Mental Health Division, as Director for Alaska's Division of Mental Health & Development Disability Department, as the Alaska Emergency Mental Health Coordinator for the Division for Mental Health, and in Wraparound Services for the Alaskan Youth Initiative. He has also worked as a manager and family therapist. Mr. Brimner received his Master of Education in Counseling, Psychology and Administration from the University of Alaska.



GINNY BURDICK – STATE SENATOR

Ginny Burdick was elected to the Oregon Senate in 1996. She served as Chair of the Senate Judiciary Committee in 2005 and 2007, and in 2008 was appointed Chair of the Senate Finance and Revenue Committee. She also serves on the Senate Rules and Executive Appointments Committee. In 2005, Senator Burdick co-authored the bi-partisan methamphetamine package that has been credited with the virtual elimination of home methamphetamine labs in Oregon. She succeeded in closing the gun show loophole in 2000 with a ballot measure requiring background checks at gun shows. A native of Portland, Senator Burdick earned her Masters in Journalism from the University of Oregon and is a consultant specializing in crisis communications.



JULIE FRANTZ – CHIEF CRIMINAL JUDGE, MULTNOMAH COUNTY CIRCUIT COURT

Julie Frantz has served on the Multnomah County Circuit Court bench since 1994. Judge Frantz practiced criminal defense with the Metropolitan Public Defender before joining the civil litigation firm of Schulte, Anderson et al. in 1982, where she became a partner. She has been an adjunct professor at Lewis and Clark Law School and currently serves on the faculty of Oregon's New Judges College.

Judge Frantz has served as the President of the Oregon Circuit Judges Association, Vice-Chair of the Judicial Conduct Committee, and President of the Oregon Law Foundation. She served on Oregon's Board of Governors and was named the first woman President of the Oregon State Bar in 1993. She is currently Chief Criminal Judge, Chair of the State Criminal Justice Advisory Committee, co-chairs the implementation of the county's first Mental Health Court, and serves as a regional director of National Association of Women Judges.

Judge Frantz has been the recipient of numerous awards, including the Multnomah Bar Association Award of Merit, the *Distinguished Graduate Award* from her law school, and the *Fred A. Stickel Public Sector Award*. She has been a mentor to young lawyers for many years, a frequent speaker on trial practice, ethics and professionalism, and is an active member of her community and numerous volunteer organizations, including serving on the Board of the I Have a Dream Foundation, as President of the Oregon Episcopal School Board of Trustees, and Advisory Board of Girl Scouts Beyond Bars.

Judge Frantz received her undergraduate degree in 1971 from Stanford University, and law degree in 1975 from Lewis and Clark Law School, where she currently serves as Governance Chair on its Board of Visitors.



JOANNE FULLER – DIRECTOR, MULTNOMAH COUNTY DEPARTMENT OF HUMAN SERVICES

Joanne Fuller, MSW, serves as the Department Director for Multnomah County Department of County Human Services. Previously, Ms. Fuller served as the Director of the Multnomah County Department of Community Justice, from 2001 through 2006. She has worked in community justice, juvenile delinquency, and social services at Multnomah County for 20 years. Ms. Fuller is considered a national expert in juvenile justice and adult probation best practices. She is also a passionate advocate for victims.



BERNIE GIUSTO – SHERIFF, MULTNOMAH COUNTY, RETIRED LPSCC MEMBER

Bernie Giusto was elected Multnomah County Sheriff in 2002. He served as Gresham Police Chief 1996,- 2002. He was a member of the Oregon State Police from 1974 - 1996.

Sheriff Giusto was on the Gresham City Council from 1989 until 1995, serving as Council President in 1991-1992. He has served on the TriMet Board, the Metropolitan Human Rights Commission in 1990-1991, and the Multnomah County Commission on Children and Families from 1993 -1995.

Sheriff Giusto received his B.S. degree in Political Science and Urban Government from Willamette University in 1974.



JUDY HADLEY – CITIZEN MEMBER

Judy Hadley has been a LPSCC Executive Committee member since its inception. Ms. Hadley, who has been in public service nearly all of her working life, is currently employed in reference services at the Multnomah County Library. Her public safety philosophy includes the support of innovative diversion programs that reduce the occurrence of recidivism. She values the application of research principles with regard to public planning and service delivery. She considers consistent measurement and evaluation of programming to be especially important, and her belief is that through the design of creative public policy every citizen's quality of life can be enhanced.

Ms. Hadley is currently a member of the DSSJ Policy Committee, a former board member of the Council for Prostitution Alternatives and the Multnomah County Citizen Involvement Committee. She is a former Chair of both the City/County Committee on the Disabled and the Multnomah County Community Justice Citizen Advisory Committee.

DEBORAH HANSEN – OREGON YOUTH AUTHORITY

Deborah Hansen worked at the Second District Juvenile Court of Utah until 1988, when she moved back to Oregon. Ms. Hansen has been in management of the Oregon Youth Authority since the agency's beginning and is currently the supervisor for Probation and Parole in Multnomah County. She is adjunct faculty in Criminal justice at Portland State University, Clackamas Community College, Mt. Hood Community College, and Portland Community College.

Ms. Hansen received her undergraduate degrees in Criminology, Social Work and Social Welfare from the University of Utah. Her graduate degrees are from Willamette University, with a Graduate Certificate in Public Management, and Criminal Justice Administration from Western Oregon University.



JIM HENNINGS – METROPOLITAN PUBLIC DEFENDER, RETIRED LPSCC MEMBER

James Hennings retired in June 2008 after 37 years of service as the Executive Director of Metropolitan Public Defender. During his tenure, the office grew from two attorneys to approximately 140 employees, 60 of whom are attorneys. Over the years, 23 alumni have become judges and many more have become leaders in the Oregon bar, including the first minority Oregon Bar President and the first female Oregon Bar President. In 2007, the Oregon Criminal Defense Lawyers Association (OCDLA) awarded Mr. Hennings with the *Ken Morrow Lifetime Achievement Award*.

Metropolitan Public Defender (MPD) has been recognized nationally for its exceptional quality in the provision of indigent defense representation. MPD also pioneered the effort to identify and utilize appropriate alternatives to incarceration, such as educational services, mental health care, and drug and alcohol treatment, all of which have benefitted clients and saved significant taxpayer dollars.



KARIN IMMERGUT – UNITED STATES ATTORNEY, DISTRICT OF OREGON

Karin Immergut was sworn in as the United States Attorney for the District of Oregon in October 2003. She has served as Chair of the Attorney General's Advisory Committee since September 2007 and as Chair of the Attorney General's White Collar Crime Subcommittee for nearly four years. She was an Assistant U.S. Attorney in the Oregon office from December 2001 to October 2003, during which she handled cases involving white-collar crime and helped coordinate a national gun violence reduction initiative.

Prior to joining the U.S. Attorney's Office for the District of Oregon, U.S. Attorney Immergut worked for the Multnomah County District Attorney's Office, primarily as a white collar crime prosecutor. Previously, she served for six years as an Assistant U.S. Attorney in the Central District of California, where she served as the Chief of the Training Section, Deputy Chief of the Narcotics Section, and also the HIDTA Coordinator. She has also worked as a civil litigator at the law firm of Covington & Burling in Washington, DC, and at the law firm of Gravel & Shea in Burlington, Vermont.

U.S. Attorney Immergut received her law degree from University of California, Berkeley Boalt Hall School of Law, and her undergraduate degree from Amherst College.



DALE KOCH – PRESIDING JUDGE, MULTNOMAH COUNTY CIRCUIT COURT, RETIRED LPSCC MEMBER

Dale Koch is Circuit Judge for the State of Oregon in Multnomah County. Before returning to general trial work in January 2008, he served as Presiding Judge for Multnomah County for six years, and prior to that as a family court judge for nine years. Prior to his 1992 appointment to the bench, he was in private practice for 18 years following 4 years in the Multnomah County District Attorney's Office.

Judge Koch served as Past President of the National Council of Juvenile and Family Court Judges (NCJFCJ) in 2006-2007, as past Chair of the NCJFCJ Permanency Planning Committee, and as a member of the Advisory Committee that developed the *Greenbook (Effective Interventions in Domestic Violence and Child Maltreatment Cases: Guidelines for Policy & Practice)*. Presently, he serves as co-chair of the National Judicial Institute on Domestic Violence.

Since 2005, Judge Koch has served on the Board of Directors of the National Center for State Courts. For the Oregon Judicial Department (OJD), he has served as the past Chair of the Oregon State Family Law Advisory Committee, past Chair of the

Judicial Conference Family and Juvenile Law Committee, as a past member of the Judicial Branch Executive Committee, and a current member of the State Civil Law Advisory Committee.

In Multnomah County, Judge Koch is a retiring member of the Executive Committee of the Local Public Safety Coordinating Council, and serves on the Oregon State Bar Judicial Administration Committee and the Multnomah Bar Association Court Liaison Committee. He chairs the Criminal Justice Advisory Committee, and previously served as the Lead Judge of the Victims Act Model Court team.

Since 1993, Judge Koch has taught on subjects involving family violence and child abuse and neglect cases. In 2000, the Chief Justice of the Oregon Supreme Court honored him with the *Juvenile Court Champion Award*. In 2006, he was awarded the *Fred A. Stickel Public Service Award* by the Citizens Crime Commission.

Judge Koch holds both undergraduate and law degrees from the University of Oregon.



RANDY LEONARD – COMMISSIONER, CITY OF PORTLAND, FORMER LPSCC MEMBER

Randy Leonard was elected Portland City Commissioner in November 2002. Previously, he served Portland for 25 years in the Portland Fire Bureau as a firefighter from 1978 to 2002, serving as President of the Portland Firefighters Association from 1986 through 1998. From 1993 through 2002, Commissioner Leonard served in the Oregon State Legislature.

Commissioner Leonard graduated from Portland State University with a B.S. in History.



JEAN MAURER – JUDGE, MULTNOMAH COUNTY CIRCUIT COURT

Jean Maurer began her legal career in 1974, and worked as a prosecutor and a lawyer in private practice until being appointed to the bench in 1996. She began her tenure as the first woman to serve as Presiding Judge for Multnomah County in January 2008. She has served as an adjunct professor at Lewis and Clark Law School, as President of the Oregon Circuit Judges Association and the President of the Gus Solomon Inn of Court.

In 2003, Judge Maurer was the recipient of the Multnomah Bar Association Award of Merit. She remains an active member of local and statewide bar and judicial committees and organizations.



ROB MILESNIK – EXECUTIVE DIRECTOR, CITIZENS CRIME COMMISSION

Rob Milesnick is the Executive Director of the Citizens Crime Commission; a nonprofit organization that advocates for a balanced approach to public safety that focuses on treatment, early intervention, and incarceration. He is a certified third-party mediator who worked as a Drug and Alcohol Counselor for the Oregon Judicial Department.

Mr. Milesnick has served on the Board of Directors of the Northeast Coalition of Neighborhoods, and the Portland Police Bureau's Citizen Review Committee. He continues to serve on the Board of Advisors to the Portland Human Rights Commission, the Oregon Voluntary Action and Service Commission, and the Governor's Juvenile Justice Advisory Council.

Mr. Milesnick earned his law degree from Syracuse College of Law.

MAGGIE MILLER BARKLEY – FORMER EXECUTIVE DIRECTOR, CITIZENS CRIME COMMISSION, RETIRED LPSCC MEMBER

Maggie Miller Barkley worked as Executive Director of the Citizens Crime Commission from 2002 through 2007. In this role, she participated in work on Counter-Terrorism, published a Recidivism Reduction Report, and supported creation and funding of the Children's Investment Fund. She led work with the Juvenile Rights Project to improve outcomes for foster care children and youth and to secure passage of Senate Bill 1034 to improve foster care discharge plans.



LISA NAITO – COMMISSIONER, MULTNOMAH COUNTY, AND CHAIR, LPSCC

Lisa Naito has been a Multnomah County Commissioner since 1998 and Chair of the Local Public Safety Coordinating Council since 2000. A national and state leader on public safety policy, she chaired the National Association of Counties' Justice and Public Safety Steering Committee in 2005/6 and 2007/8. At the state level, she chaired the Association of Oregon Counties' Public Safety Committee in 2006 and 2007. She served as co-chair of the Domestic Violence Fatality Review Committee of LPSCC, co-chair of the Safe Child Task Force and co-chair of the Persons with Mental Illness in the Criminal Justice System Work Group. She has been an advocate for children, homeless youth and juvenile reforms. Lisa is a former Metro Councilor, State Representative and Deputy District Attorney.



PETER OZANNE – DEPUTY CHIEF OPERATING OFFICER FOR PUBLIC SAFETY

Peter Ozanne previously served as the first Assistant County Manager for Criminal Justice in Maricopa County, Arizona, as the first Executive Director of LPSCC, and as the first CEO of Oregon's statewide public defense system

He was co-author of the State's first corrections master plan and was Chief Counsel to the U.S. Attorney in Oregon.

Mr. Ozanne is a tenured professor of law at the University of Oregon.



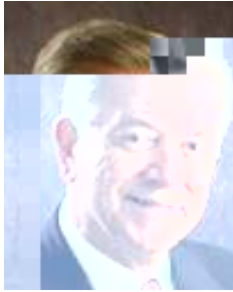
CARLA PILUSO – CHIEF OF POLICE, CITY OF GRESHAM

Carla Piluso was appointed Chief of Police for the City of Gresham in October 2002, capping a law enforcement career that began in 1979. During her 28-year career, she has experienced all aspects and ranks of the Gresham Police Department.

Chief Piluso serves as the Chair of the Multnomah County Commission on Children, Families and Community and is also very involved in community organizations. She is currently a member of the Board of Directors of the Police Activities League, Human Solutions, the Salvation Army, and the Historic Downtown Gresham Kiwanis.

She has received numerous awards, including: in 2002, the prestigious *Women Helping Women Award* from Soroptimist International of Gresham; in 2005, the *Champion Award* for her work in Gang Violence Prevention from the Public Safety Coordinating Council of Multnomah County; in 2007, the *Judge Stephen B. Herrell Award* for Outstanding Collaborative Efforts to End Family Violence; in 2007, the *March of Dimes White Rose Award* for her commitment to improving the status of women in the region and her extensive contributions to the community; in 2007, the Willamette University – *Distinguished Alumni Citation*; and in 2007, the Salvation Army's *Doing Most Good Award*, for going "above and beyond" in the community.

Chief Piluso holds a Bachelor of Science Degree in Political Science and Speech from Willamette University.



TOM POTTER – MAYOR, CITY OF PORTLAND

Tom Potter was elected Mayor of Portland in 2004, serving his term until choosing not to run for reelection in 2008.

Prior to his service as Mayor, he joined the Portland Police in 1966. As a young patrolman, he was the first Portland officer to join a neighborhood association. As a lieutenant, he was nationally recognized for leading the best Crime Prevention program in the country. In 1986, he became captain in the North Precinct and four years later, became Portland's Police Chief. In that position, he created the Chief's Forum, which brought together neighborhoods, police officers and the business community to solve common problems. A Family Services Division was formed to work with high schools to develop anti-crime and child-protection programs, and better protect victims of domestic violence. He also started a "Bias Crimes" unit to investigate crime where prejudice played a part, and ended the bureau's involvement in INS raids and deportation arrests aimed at Latinos. Then Chief Potter aggressively recruited more women and minorities to the bureau. When he finally stepped down, major crime had declined and rigorous officer training had been reinstated.

After leaving the bureau, Mayor Potter was asked by police organizations across the country to consult on community safety issues, affirmative action, and community involvement. In 1997, he became the Interim Executive Director of the Oregon Public Safety Training and Standards. A year later, he served as Executive Director of New Avenues for Youth, which helps homeless youth get off the streets.

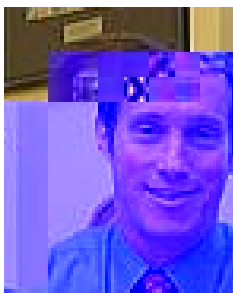
Other community involvement has included the Portland Police Sunshine Division; Parents Friends and Family of Lesbians and Gays; Shepherd Legal Scholarship Fund Committee; and the Portland Citizens Crime Commission.

Mayor Potter graduated from the University of Portland with a degree in Police Administration.



CHIQUITA ROLLINS -- DOMESTIC VIOLENCE COORDINATOR, MULTNOMAH COUNTY

Chiquita Rollins is one of Oregon's premiere authorities on domestic violence and has 25 years of experience working in the field. She is the County's Domestic Violence Coordinator (1994-present), overseeing staffing of the Family Violence Coordinating Council and administration of a \$4 million budget. She is the lead policy and planning expert for the County and the City of Portland, served on Governor's Council on Domestic Violence from 1998-2005, and received the Oregon State Attorney General's "Outstanding Contribution to Victim Services" award in 2001. In 2009, Dr. Rollins will be presenting a series of lectures in Japan on intervention best practices.



DAN SALTZMAN – COMMISSIONER, CITY OF PORTLAND, NEW LPSCC MEMBER

Dan Saltzman is currently serving his third term as Portland City Commissioner, and has been assigned by Mayor-Elect Adams to oversee the Portland Police Bureau in addition to the Portland Children's Investment Fund.

Mr. Saltzman also served as Multnomah County Commissioner from 1993-1998 and has served on the Board of Directors for Portland Community College and HOST Community Development. His focus continues to be making children our highest priority by preventing child abuse and domestic violence.

Mr. Saltzman received a B.S. from Cornell University's School of Civil and Environmental Engineering, and an M.S. from Massachusetts Institute of Technology.



MICHAEL SCHRUNK – DISTRICT ATTORNEY, MULTNOMAH COUNTY

Michael Schrunk has been Multnomah County District Attorney since January 1981. He has extensive experience in prosecution of criminal cases and, while perviously in private practice, represented plaintiffs and defendants in civil litigation and defended criminal cases. He is past president of the Multnomah County Bar Association and the Oregon District Attorney's Association.

Mr. Schrunk has been a leader in several innovative justice initiatives: the Neighborhood District Attorney Program in 1990; the Drug Court in 1991; and Portland's Community Court Project in 1998. Mr. Schrunk currently chairs the Regional Organized Crime Narcotics Task Force.

He has served as a lecturer for the National District Attorneys Association, American Prosecutors' Research Institute, the National College of District Attorneys, and the Drug Enforcement Administration. He has served as a consultant for the American University and for a Federal Justice Program/U. S. Department of Justice in Zagreb, Croatia.

He was the chairman of the Jail Policy Work Group to Advise the County Commission on Jail Policies and Procedures, he is on the American Bar Association's Diversion Task Force, and he serves on the Oregon State Bar, Bar Press Broadcasters Council, Partners in Crisis, CARSA, Safe Child Task Force, and the Policy Panel on Early Childhood Trauma. He has provided articles and reviews for the Bureau of Justice Assistance and the National Institute of Justice and has served nationally and internationally as a consultant on criminal justice policy and operations. Mr. Schrunk is the recipient of several national awards including the US Department of Justice's Public Service Award for Community Leadership and the Lecturer of Merit Award from the National College of District Attorneys.

Mr. Schrunk is a graduate of the University of Oregon Law School.



CHIP SHIELDS – STATE REPRESENTATIVE

Chip Shields was elected to the Oregon House of Representatives in 2005. Prior to this, Representative Shields served as Executive Director of Better People, a non-profit, living-wage job placement and counseling center in N/NE Portland that he founded in 1998. Since its founding, they have helped hundreds of people find living wage jobs. He has also been involved with a number of community organizations and advocacy groups, and is the Chair of the Public Safety Strategies Task Force, which is studying ways to increase the amount of state resources going to programs with a proven track record of reducing crime, which will present its findings to the Oregon Legislature in 2009.



LILLIAN SHIRLEY – DIRECTOR, MULTNOMAH COUNTY HEALTH DEPARTMENT

Lillian Shirley, RN, MPH, MPA, Director of the Multnomah County Health Department, provides public health leadership in collaboration with community partners to address the county's health needs, and offers health policy leadership on both a county and state level.

Early in her career, Ms. Shirley served as the executive director for Medical Aid for Indochina, a non-profit medical relief organization. Following completion of her Bachelor's Degree in Nursing, Ms. Shirley worked as Director of Joint Maternity Programs for Boston University Medical Center, and later as Director of Public Health for the City of Boston, was responsible for preventive and community-based health services. After the merger of Boston's public hospital with Boston University's medical center, Ms. Shirley became the interim Commissioner of the newly formed

Boston Public Health Commission, with executive responsibility for the establishment, design, and organization of the new public health authority in Boston.

Community and professional activities include member of the Board of Care Oregon, the Managed Care Medicaid Plan for Oregon, Community Health Partnerships, National Association of County and City Health Officials (NACCHO), Center for Women's Health, Public Health Foundation, Oregon Health & Science University, OHSU School of Medicine Dept of Community Medicine Adjunct Faculty and OHSU School of Nursing, Adjunct Faculty, Portland State College of Urban and Public Affairs.

Ms. Shirley received a Master's Degree in Public Health from Boston University School of Medicine and a Master's Degree in Public Administration at the John F. Kennedy School of Government at Harvard University.



ROSIE SIZER – CHIEF OF POLICE, CITY OF PORTLAND

Rosanne Sizer was officially sworn in as Chief of Police for the Portland Police Bureau in July 2006. Chief Sizer joined the Police Department in 1985 and has worked throughout the Bureau in various assignments, including precincts, Drugs & Vice Division, TriMet Division, and the Detective Division. Before becoming Chief, she was Commander of Southeast Precinct and prior to that, Central Precinct.

During her tenure at Central Precinct, then Commander Sizer developed communications, strategic, and tactical plans for various street protests, serving as the tactical commander for hundreds of police officers in an effort to balance free speech rights with the safety of people and property.

Chief Sizer has a long history of building relationships within the community, acting as the Bureau's unofficial liaison with people who have not traditionally had relationships with the police (e.g., social service organizations, political dissenters, and community activists). With a leadership style of innovation and collaboration, building relationships within the community is a top priority for all Police Bureau members. As Chief, she is committed to organizing police resources to have the most effective and positive impacts on the community.



BOB SKIPPER – SHERIFF, MULTNOMAH COUNTY, NEW LPSCC MEMBER

Bob Skipper was appointed Multnomah County Sheriff in July 2008, and elected to that position in November 2008. Previously a member of the Sheriff's office from 1960 through 1994, he held positions in Vice and Narcotics, Uniform Patrol, Operations, and as Chief of the Corrections Division, until he was first appointed and then elected Multnomah County Sheriff in 1989, serving in that position until retiring in 1994.

An interest in education is reflected in Sheriff Skipper's positions as a Board member of the Gresham Barlow Education Foundation from 1995 to 1998, and a member of the Orient School Board from 1970 through 1978.

He is currently owner and president of Skipper & Jordan Nursery, Inc. and Secretary/Treasurer of S3 Manufacturing Inc.



SCOTT TAYLOR – DIRECTOR, DEPARTMENT OF COMMUNITY JUSTICE

Scott Taylor is the Director of Multnomah County Department of Community Justice. Prior to joining Multnomah County, he served as Community Corrections Chief for the Oregon Department of Corrections. His experience with Oregon Department of Corrections includes four years as Assistant Director of Correctional Programs and five years as the Assistant Director of Community Corrections.

Mr. Taylor is a consultant with the National Institute of Corrections, serves on the Board of the American Probation and Parole Association, is former Treasurer of the Interstate Commission for Adult Offender Supervision, Co-Chairman of the APPA Re-entry Initiative, and was a past President of the Oregon Criminal Justice Association and the Western Correctional Association. His professional experience includes positions as the Regional Manager for Community Corrections, Field Unit Supervisor, Probation and Parole Officer, Institution Counselor, and Juvenile Institution Group Life Supervisor. In addition, Mr. Taylor is the former Mayor of Canby, Oregon, and currently is a Board Member of the Canby Utility Board.

Mr. Taylor holds a Masters of Public Administration degree from Portland State University and two Bachelor degrees in Sociology and Police Administration from Washington State University. In addition, he completed the University of Oregon's Pacific Program for management and leadership and currently serves on that Board of Directors.



TED WHEELER – CHAIR, MULTNOMAH COUNTY

Ted Wheeler took office as Multnomah County Chair in January 2007. He is both the Chief Executive Officer of Multnomah County government and the Chair of the Board of County Commissioners.

Chair Wheeler has been an active volunteer leader of several community organizations including Neighborhood House, the Boy Scouts of America, and the Oregon Sports Authority, and served as an overnight shelter host with the Goose Hollow Family Shelter for many years. He was the founder of Walk for the Wildwood, and was a founding committee member for the Heron Point Wetlands Rehabilitation Project.

Before taking office, Chair Wheeler worked for several financial services companies, including the Bank of America and Copper Mountain Trust. He has served as a Lecturer in Political Science at Northeastern University and is the author of "Government that Works: Innovation in State and Local Government" published by McFarland and Company in 1993.

Chair Wheeler earned a BA degree in Economics from Stanford University, an MBA from Columbia University and a Masters in Public Policy from the John F. Kennedy School of Government at Harvard University.

DAVE YANDELL – OREGON STATE POLICE

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