

LPSCC

Local Public Safety Coordinating Council
MULTNOMAH COUNTY, OREGON

Report 2019 - 2020

July 2018 – June 2020





The Multnomah County public safety system is in the midst of extraordinary changes. The COVID-19 pandemic and murder of George Floyd have reinforced the need for dramatic system transformation. The Local Public Safety Coordinating Council (LPSCC) has responded to these challenges by doubling down on efforts to create a public safety system that is focused on equity, invests in evidence-based practices and relies on data to drive decisions. Transforming a multifunctional and decentralized system requires an immense level of collaboration, and I am proud that LPSCC brings such a broad and willing set of committed partners to the table to do this work.

As we continue to move these efforts forward, the voices of our community, peers and clients are more critical than ever. They are essential as we transition from a system of incarceration and punishment to one focused on treatment and supportive services. As County Chair and Co-Chair of LPSCC, I remain committed to amplifying those voices and welcoming even more to the table. And while this transition will take time, I am confident that the new generation of leaders we have will get us there.

At the same time, I want to acknowledge all the work that has taken place to reform our current system. For the last several years, Multnomah County and LPSCC member agencies have overseen the implementation of strategies that reduce our reliance on jail. The use of jail for only true public safety risks, as well as the development of alternatives to jail for people on probation, represent necessary and meaningful movement away from the use of incarceration as a primary public safety strategy.

Jail use is, however, only one part of a much more comprehensive body of work aimed at genuine system transformation. Together, the County and LPSCC have also sought to reconceptualize law enforcement's role in upholding the safety of the community. The need to create a new paradigm of public safety that is equitable, restorative, humane and responsive to communities' needs is not new. But the passionate protests and outcry we've seen throughout the first half of 2020 have highlighted the fatal consequences of an entire criminal justice system that draws from the well of white supremacy, racism, and an excessive reliance on police and incarceration.

The significance and the urgency of LPSCC's work to create a blueprint for the future of public safety is especially clear now, as communities across the nation issue clarion calls to leave behind the status quo. Racial and ethnic disparities embedded in every part of the justice system drive the disproportionate harm inflicted on Black, Latinx and other communities of color in the name of safety and justice. But simply reducing racial and ethnic disparities cannot be our end goal; rather, we must seek true system transformation, decoupling the criminal justice system from the racist assumptions, policies and practices upon which the system is built.

LPSCC continues to promote a more equitable criminal justice system that preempts harm by improving and expanding incarceration alternatives. Our ongoing participation in the John D. and Catherine T. MacArthur Foundation's Safety + Justice Challenge pushes us to evaluate the assumptions that shape our systems, including the pretrial justice and detention system. The current Safety + Justice Challenge grant funds an overhaul of our pretrial system. Founded on the presumption of innocence, pretrial

detention should be closely examined and only used when true public safety is at risk. Studies have shown remaining in jail before proven guilty has a negative effect on the defendant, their family, and communities. We have seen firsthand how interrupting the cycle of incarceration opens up pathways to healing, stability, and ultimately, increased public safety.

During the What Works in Public Safety conference at the start of year, LPSCC partners began to re- envision our community's public safety system — a system actually and adequately equipped to respond to behavior rooted in both individual and collective trauma, poverty and health disparities. All agreed that deep and transformative work, as well as an honest assessment of our own roles in upholding the current system, would be required to create a criminal justice system that rejects the victim-offender dichotomy; offers avenues for deflection, diversion, healing and supported reentry; and treats justice- involved individuals equitably.

Despite the tall task ahead, I am confident that LPSCC's partners have both the will and the dedication to see this ambitious and necessary vision through.

Sincerely,

A handwritten signature in black ink, appearing to read "Deborah Kafoury". The signature is fluid and cursive, with the first name being more prominent.

Deborah Kafoury
Co-Chair of Multnomah County LPSCC



In 1995, I began my career in the criminal justice system as a paralegal and interpreter for an indigent defense attorney. One of the first attorney-client meetings I interpreted was for a defendant who was a Spanish-speaking immigrant. The defendant had a significant addiction to alcohol and attempted to steal beef for his hungry family from a grocery store while under the influence. The incident escalated and resulted in a Robbery II charge, a mandatory minimum sentence case under Oregon's then-new 1994 Ballot Measure 11 statute.

That case broke my heart. How come the family didn't have enough food? How come he didn't have any advocacy for substance use disorder treatment? Did he really deserve to go to prison? That case, and many others through the years, convinced me that the justice system, while necessary, isn't built to help a lot of the people it touches.

In 2013, I became the executive director of the Local Public Safety Coordinating Council. While the criminal justice system had changed and improved over the decades, it was also very clear there was so much more work to be done in order to make the criminal legal system more effective and just. Battling the two pandemics at the fore of 2020 — COVID-19 and the institutionalized racism and police violence — has galvanized system transformation in ways I haven't seen before.

Many criminal justice professionals and advocates have been working for change for years. However, the community movement and demand for justice on the heels of the murder of George Floyd has provided much-needed accelerant for true and permanent reform. This report highlights some of the collaborative local work which supports this movement and how the LPSCC leadership and staff can support and drive change.

Sincerely,

A handwritten signature in black ink, appearing to read 'Abbey Stamp'.

Abbey Stamp, LCSW
Executive Director of Multnomah County LPSCC



About

The Multnomah County Local Public Safety Coordinating Council (LPSCC) was established by Senate Bill 1145 (1995) to coordinate local criminal justice policy among affected criminal justice entities.

To carry out this mission, LPSCC's Executive Committee, co-chaired by Multnomah County Chair Deborah Kafoury and Portland Mayor Ted Wheeler, convenes monthly meetings to enhance participation of countywide leadership, foster close collaboration in the development and operation of public safety operations and policies, and promote coordinated, data-driven public safety operations and policies.

The Executive Committee directs the work of several subcommittees, working groups, and affiliated committees that focus on key issues within the public safety system.

LPSCC holds an annual What Works in Public Safety conference to bring together state and regional policy makers to provide them with information on best practices to guide their decision making.

For more information visit multco.us/lpscc.

What Works in Public Safety Executive Visioning Event

The Square One Project is an innovative initiative that brings academics, advocates and practitioners to Columbia University to create a vision and a pathway to a future of criminal justice that reimagines the current system from the ground up (i.e., “square one”). Local Public Safety Coordinating Council (LPSCC) Executive Director Abbey Stamp has been a key member in these conversations. The sessions dive into important topics, like the presumption of innocence and exploring unique approaches to violence. Thanks to her participation in the [Square One Project's Executive Session on the Future of Justice Policy](#), she led the effort to organize a different kind of What Works in Public Safety conference.

Working with Multnomah County leadership, state legislators and advocates from the victim community, LPSCC led a thorough planning process to create an agenda that would help local stakeholders on the path to system transformation. The resulting agenda focused on presentations and discussions that removed the typical “boxes” the criminal legal system puts people into: victim or offender.

Using this framing as a springboard, participants explored a human-focused system, funded adequately to provide treatment and services, that is more responsive to trauma as well as racial disparities. Attendees representing the health and criminal systems present acknowledged this vision should include better funding of health, housing and human services sectors, and a smaller criminal justice footprint.

The administration of criminal justice — the creation of budgets, policies, and laws — happens at the local level. At the end of the day, participants arrived at a consensus to find a new North Star for the criminal justice system, committing to ongoing strategic planning to arrive at a new system together, and in partnership with victims of crime and individuals with lived justice experience.

The What Works event was held in January 2020. Since then, the COVID-19 pandemic and the renewed movement for racial justice in the wake of George Floyd's murder have galvanized the need for change. The groundwork established in January helped ready leadership to find meaningful and permanent ways to reimagine a system that focuses on repairing harm and is more effective and racially just. Moving forward, LPSCC will contract with an outside firm to facilitate the system-wide visioning and change processes.



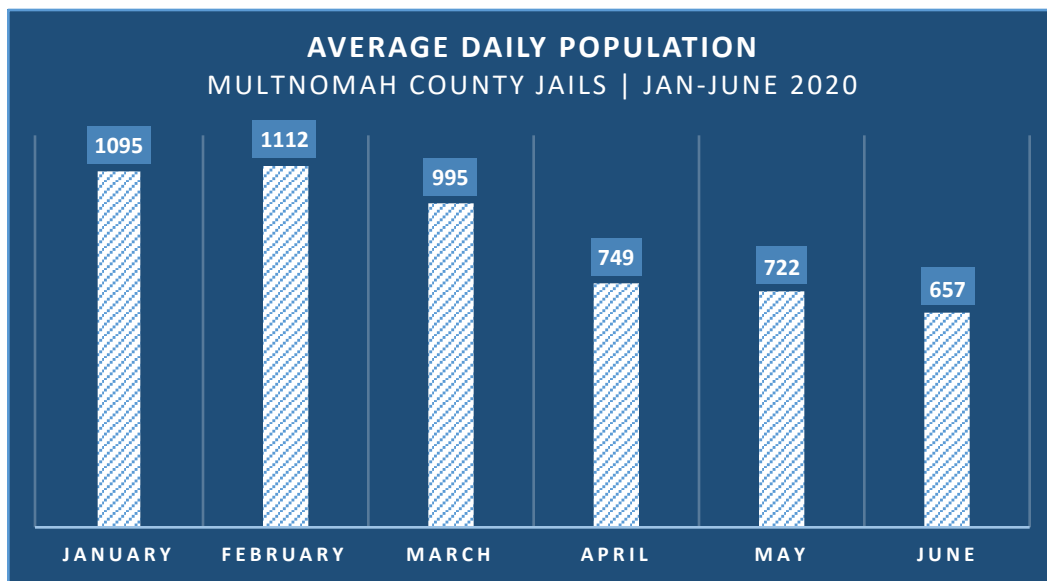
Kimberly Dixon speaks at the What Works Conference

COVID-19 Response

On Friday, March 13, 2020, at 7 a.m. in the Multnomah County Board Room, approximately 30 health and criminal justice leaders came together to address immediate concerns about the growing COVID-19 pandemic. All participants were physically distanced and spread across the large room. The conversation, the last one conducted in person before the County transitioned to remote meetings, focused on two main areas: 1) how to prevent and mitigate COVID-19 cases in the jail system, and 2) keeping justice-involved individuals and public safety staff safe and healthy.

In order to communicate and collaborate effectively in response to new restrictions and guidance provided by state and local leadership, the criminal system policymakers continued to meet virtually at least twice per week to continue to safely reduce the jail population, as well as court, probation, and legal operations. The group took the following actions to reduce the possibility for disease transmission and to protect all staff and justice-involved individuals while preserving the long-term viability of law enforcement and jail operations throughout the duration of the state of emergency:

- Law enforcement officers — operating within Multnomah County — were given additional discretion to reduce the strain on the criminal justice system. When appropriate, officers can elect to issue a citation requiring a person to appear in court at a later date. This does not apply to those arrested on more serious charges, such as domestic violence, sex crimes and violent person crimes (see Average Daily Population chart).
- The Sheriff's Office opened an additional dorm at Multnomah County Inverness Jail to allow for better implementation of physical distancing guidelines.



- With input from public health and corrections health physicians, enhanced screening measures were enacted when individuals arrived at jail. This process includes screening for specific symptoms related to COVID-19, travel history and contact history, as well as testing per Oregon Health Authority guidelines and enforcing physical distancing.
- Sheriff's Office staff conducts enhanced facility cleaning — a standard practice during cold and flu season.
- The prosecution and defense bar shifted most of its in-person operations to electronic or telephonic communications.

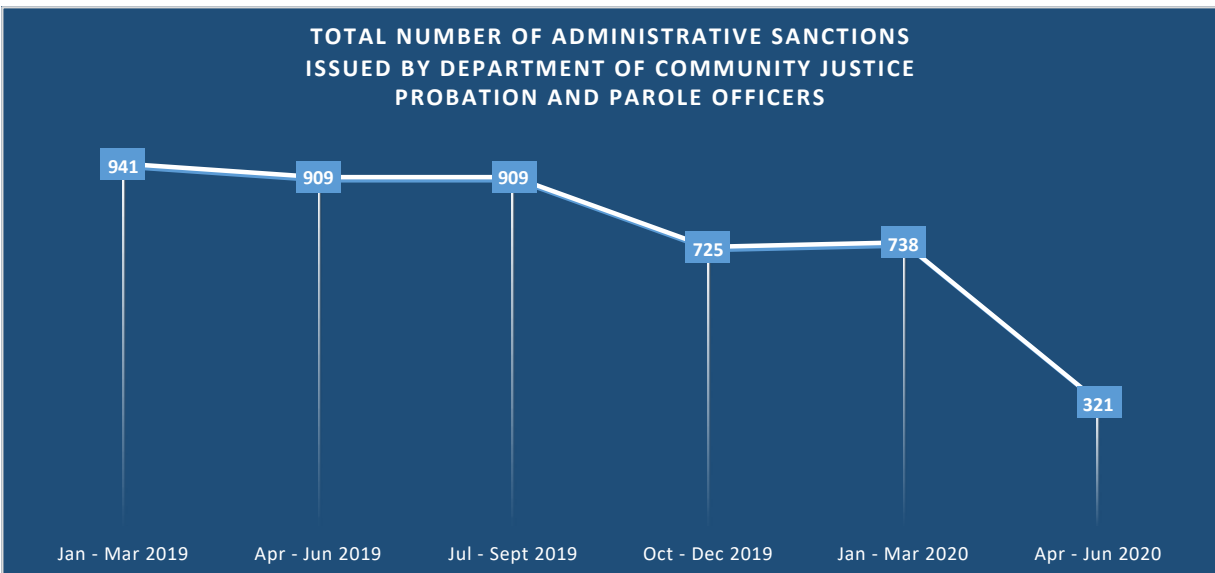
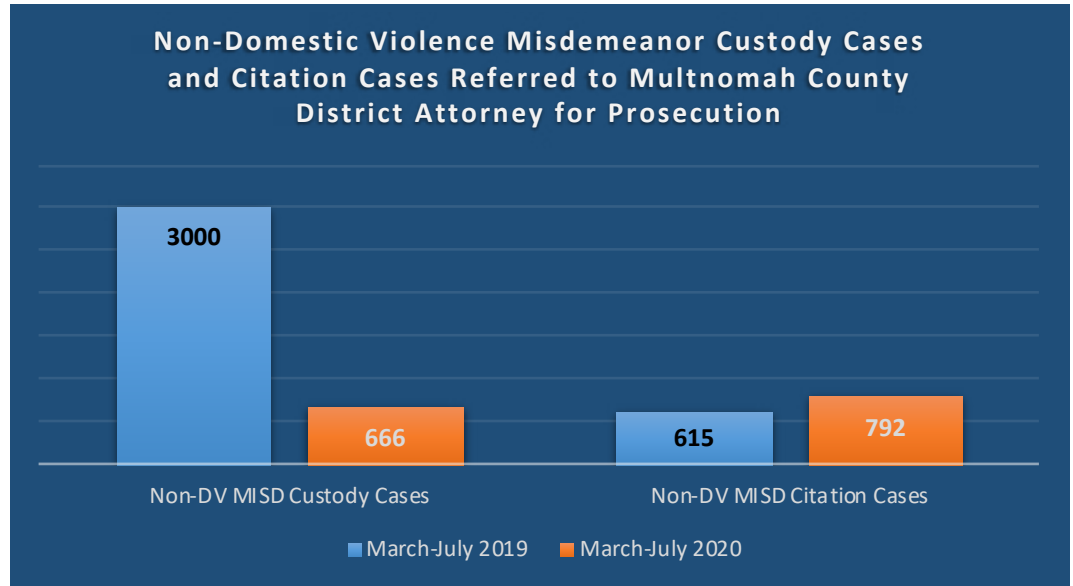
- The staff of the District Attorney's Victim's Assistance Program continues to inform crime victims of their rights and continues to help crime victims across the criminal justice spectrum.

- The District Attorney's Office continues to work with the court, defense bar, law enforcement and other criminal justice partners to balance

the needs of public health and public safety, to reduce the detention rate and overall jail population to prevent the spread of the novel coronavirus, and to protect the well-being of all individuals in custody.

- Many court trials and hearings are postponed and in-person court services significantly limited, as indicated by the state Chief Justice's Order and the local administration of those restrictions.

- Parole and probation officers continue to check in and respond to public safety concerns for individuals on supervision. However, those who violate their probation — but don't commit a new crime — will not be sanctioned to jail, unless there is a public safety risk (see Total Number of Administrative Sanctions Issued by Department of Community Justice Probation and Parole Officers).





Multnomah County Justice Reinvestment Program

The Multnomah County Justice Reinvestment Program (MCJRP) was launched in 2014 to identify defendants who can be safely supervised in the community to avoid sending them to prison. To do this, MCJRP offers a large menu of wraparound services like housing, education, treatment, occupational support and intensive probation supervision. The program also provides a comprehensive risk and needs assessment to approximately 1,000 defendants each year. Since its inception, the MCJRP assessment and adjudication processes have decreased the number of people sentenced to prison by approximately 40%.

A unique component of the MCJRP is the Treatment Readiness Dorm (TRD) program at Multnomah County Inverness Jail, which prepares MCJRP-eligible men for successful engagement in community-based substance use disorder treatment and enhanced probation supervision. The participants may be in custody pre-adjudication and/or serving sanctions. Partner agencies include Volunteers of American of Oregon, the Multnomah County Sheriff's Office, the District Attorney's Office and the Department of Community Justice.

A rigorous evaluation of the TRD program completed in 2019 demonstrates that 529 participants completed 20,501 treatment sessions. This equates to 29,600 hours of evidence-based readiness for change and substance use disorder treatment services. Key outcomes for clients who stayed longer in the TRD include:

- Participants spent a significantly longer time engaged in community-based substance use disorder treatment programs.
- Participants were less likely to experience at least one jail booking and, if booked, used significantly fewer jail bed days in the 365 days post release.
- Participants were less likely to abscond from probation supervision, receive supervision sanctions or face revocation.
- Revoked participants demonstrated longer successful terms of community supervision.

Outcome results suggest that it is critical for clients to receive at least 30 days of TRD services to achieve maximum benefit. Read the [full TRD evaluation report](#) for more information.

Despite these successes, Multnomah County received less funds for MCJRP from the State during the 2019 legislative session. As a result, the Justice Reinvestment Steering Committee was required to reduce the number of defendants eligible for the program. To comply, the committee focused on two primary values: 1) maintaining comprehensive services and supports, and 2) decreasing racial and ethnic disparities. The resulting decision was to keep crimes with the most acute racial and ethnic disparities eligible, increasing the likelihood for defendants of color to avoid a prison sentence. The County and system partners are committed to continued lobbying efforts to secure more funds from the legislature for this vital program.

Safety and Justice Challenge

Although Multnomah County does not rely on bail bonds, the pretrial system is out of date. With financial support from the John D. and Catherine T. MacArthur Foundation, the County is embarking on an overhaul of the pretrial justice and detention system. A 2019 [study conducted by Justice System Partners \(JSP\)](#) highlighted the need to assert the presumption of innocence, use jail only in cases of true community safety, and update old risk assessment tools and charge-based practices.

The key recommendations from JSP's assessment provide a roadmap for the County to pivot to a risk-informed approach that better aligns with best practices in pretrial justice. Additionally, the COVID-19 pandemic has necessitated dramatic shifts in pretrial practice, case adjudication and probation practices. Policymakers and health officials agree that a low jail population must be maintained in order to keep individuals incarcerated during the pandemic as safe as possible. These shifts brought the jail from operating at an average of 95% capacity, to below 60% in June 2020. The strategies outlined below are designed to sustain the reduced jail population and reduce racial disparities across the criminal legal system.

- Pretrial Justice: Awarded \$2 million from the MacArthur Foundation to reimagine the local pretrial system and continue community engagement efforts:
 - Local pretrial systems will be risk informed, reduce use of bail, provide nimble and responsive pretrial supervision programs, and better align all recognizance and pretrial policies, programs, and operations.
 - Community will be engaged in criminal justice reform efforts through increased community-focused LPSCC Executive meetings, expansion of the Judicial Listening Sessions and through membership on the Diane Wade House Community Advisory Board.
- Increase Access to Justice: As court hearings, supervision and other social services have increased their reliance on technology — including virtual hearings and telephone check-ins for supervision and telehealth — it is vital that defendants have the required technological resources to actively participate. MacArthur Foundation funding will be used to purchase phones to address this need.
- Reducing Racial and Ethnic Disparities (RED): LPSCC has launched a new Racial and Ethnic Disparities Subcommittee that will be specifically tasked with using data — starting with the [2019 Decision Point Analysis](#) — to create policy to decrease RED in true partnership with members of our community. The group will consist of an equal number of criminal justice agency leaders and community members.
- Continue monitoring ongoing jail reduction strategies, including the Diane Wade House, Law Enforcement Assisted Diversion (LEAD) and reducing sanction length for individuals on supervision with DCJ.

Youth Justice Innovations

Several juvenile justice and youth-led improvements were accomplished in the last two years. A few highlights include:

- The passage of SB 1008 in 2019 that ended the automatic adult prosecution of youth charged with serious person felonies and will eliminate the majority of mandatory minimum sentences (previously imposed by Ballot Measure 11 in 1994) for youth.
- After successfully implementing several strategies to reduce the utilization of detention for justice-involved youth, we reduced detention capacity by eight beds on July 1, 2019.
- As part of our ongoing commitment and focus on reducing racial and ethnic disparities in the juvenile justice system, the Community Healing Initiative programs in Black and Latinx communities offer culturally specific, community-centered support for families through wraparound care manager supports, youth skill building opportunities, parent groups, mentoring and neighborhood events.
- Training on new trauma-informed and evidence-based behavior management models for juvenile detention staff was funded in FY21.
- Co-funded by the County and the City of Portland, a Youth Violence Prevention Coordinator oversees implementation of Gang/Prevention Plan strategies.
 - The Parent Partnership strategy seeks to help support parents of justice-involved youth. The group produced a Parent's Handbook for navigating the juvenile justice system. As part of this strategy, parents volunteer to attend preliminary delinquency hearings and the Alternative Placement Committee (which discusses possible placements for youth) as an on-site resource to parents.
 - Through violence and gang prevention efforts, a Mentor Network was created to support professional mentors for youth. This strategy creates an ongoing forum for Youth Mentors to collaborate, share knowledge and coordinate community activities. At the end 2019, the Mentor and Parent groups conducted listening sessions to inform the future of mentoring services, as well as Portland's use of Student Success Act funding.
 - Another violence prevention effort is to better connect youth and law enforcement. The Multnomah Youth Commission, Word is Bond and Youth Educating Police are key groups moving this important work forward. As a group, these youth completed and presented research on youth perceptions of law enforcement.
 - Word is Bond participants, supported by SummerWorks, completed their summer internships aimed at improving relationships between Black men and members of law enforcement. The program included officers from the Portland Police Bureau (PPB), Lake Oswego Police and Hillsboro Police working closely throughout the summer.
 - These youth-led organizations provided implicit bias training for PPB and created Know Your Rights videos with PPB officers.

National Work by LPSCC Staff

The LPSCC Office staff work to support the collaboration among LPSCC Executive Committee and manage several criminal justice reform initiatives. For this reason, the LPSCC Office staff has received national recognition for collaborative justice transformation skills. Several entities have requested site visits and partnership with staff. Therefore, much of the staff's work has morphed into maintaining and growing external connections outside Oregon and across the country. This has allowed LPSCC member agencies and our collaborative justice policy work to influence and shape the national conversation around system transformation.

Some examples of this work include:

- Site visits
 - National Association of Counties: site visit on behavioral health and justice initiatives
 - National Council of State Legislators: site visit with a legislative focus
 - National Network of Criminal Justice Coordinating Councils: hosted an annual meeting for other coordinating council staff and leaders
 - Burns Institute: site visit for assistance developing community engagement efforts housed in the Safety + Justice Challenge
 - The National Center for Victims of Crime and George Mason University: site visit to develop a qualitative evaluation for the Diane Wade House
- LPSCC staff have grown professional connections with the following organizations, which resulted in technical assistance opportunities, local learning, and networking:
 - The SAMHSA GAINS Center
 - Policy Research Associates
 - The John D. and Catherine T. MacArthur Foundation
 - Arnold Ventures
 - R Street Institute
 - Pretrial Justice Institute
 - Bureau of Justice Assistance
- Membership on the Executive Session on the Future of Justice Policy (Columbia University Justice Lab)
- Multiple presentations across the country on:
 - Decreasing Racial and Ethnic Disparities
 - Collaboration
 - System reform
 - How to facilitate consensus-building for criminal justice reform and improvement
 - Trauma Informed approaches
 - Program evaluation
 - Law Enforcement Assisted Diversion implementation
 - Using data to inform program and policy administration

Committee Members

as of June 30, 2020



Chair Deborah Kafoury
Multnomah County
LPSCC Co-Chair



Mayor Ted Wheeler
City of Portland
LPSCC Co-Chair

Honorable Cheryl Albrecht
Chief Criminal Court Judge

Kellie Barber
Child Welfare Senior Operations
Manager, Oregon Department of
Human Services

Mohammad Bader
Interim Director, Multnomah County
Department of County Human
Services

Gunnar Browning
Field Supervisor, Oregon Youth
Authority

Honorable Stephen Bushong
Presiding Circuit Court Judge

Patricia Charles-Heathers
Director, Multnomah County Health
Department

Ebony Clarke
Director, Multnomah County
Behavioral Health Division

Deena Corso
Director, Multnomah County
Department of Community Justice –
Juvenile Services Division

Djimet Dogo
Associate Director, IRCO

Jan Elfers
Community Representative

Lisa Hay
Federal Public Defender

Patrick Huskey
Lieutenant, Oregon State Police

Mary Kane
Senior Legal Counsel, Portland
Public Schools

Chuck Lovell
Chief, Portland Police Bureau

Carl Macpherson
Director, Metropolitan Public
Defender

Colette S. Peters
Director, Oregon Department of
Corrections

Erika Preuitt
Director, Multnomah County
Department of Community Justice

Mike Reese
Sheriff, Multnomah County Sheriff's
Office

Brian Renauer
Professor, Portland State University –
Criminology and Criminal Justice

Alix Sanchez
Senior Manager, Multnomah County
Department of County Human
Services – Domestic & Sexual
Violence Coordination Office

Robin Sells
Chief, Gresham Police Department

Honorable Susan Svetkey
Chief Family Court Judge

Rod Underhill
Multnomah County District Attorney

Billy Williams
U.S. Attorney's Office

Mary Zinkin
Executive Director, Center for Trauma
Support Services

Subcommittees and Work Groups

Decision Support System-Justice (DSS-J) Policy Committee

Chaired by DA Rod Underhill

Jail Usage Workgroup

Chaired by Commissioner Lori Stegmann and Sheriff Mike Reese

Justice Reinvestment/3194 Steering Committee

Chaired by David VanSpeybroeck

Mental Health and Public Safety Subcommittee

Chaired by Judge Nan Waller

Racial and Ethnic Disparities (RED) Subcommittee

Chaired by Judge Nan Waller

Youth and Gang Violence Subcommittee

Chaired by District Attorney Kirsten Snowden

LPSCC Staff

(as of June 30, 2020)

Abbey Stamp

Executive Director

Sarah Mullen

Project Manager

Leneice Rice

Community Engagement Specialist

Kyle Schwab

Data Analyst

Lily Yamamoto

Justice Reinvestment Project Manager

Christina Youssi

Executive Assistant

Affiliated Public Safety Groups

Criminal Justice Advisory Committee (CJAC)

Chaired by Judge Cheryl Albrecht

Commercial Sexual Exploitation of Children (CSEC)

Chaired by Commissioner Jessica Vega Pederson

Reentry Council

Chaired by Sheriff Mike Reese and Jay Scroggin

Domestic Violence Fatality Review Team

Chaired by Judge Nan Waller

Juvenile Justice Council

Chaired by Judge Amy Holmes Hehn and Deena Corso



Left to right: Kyle Schwab, Leneice Rice, Abbey Stamp, Christina Youssi, Lily Yamamoto, Sarah Mullen