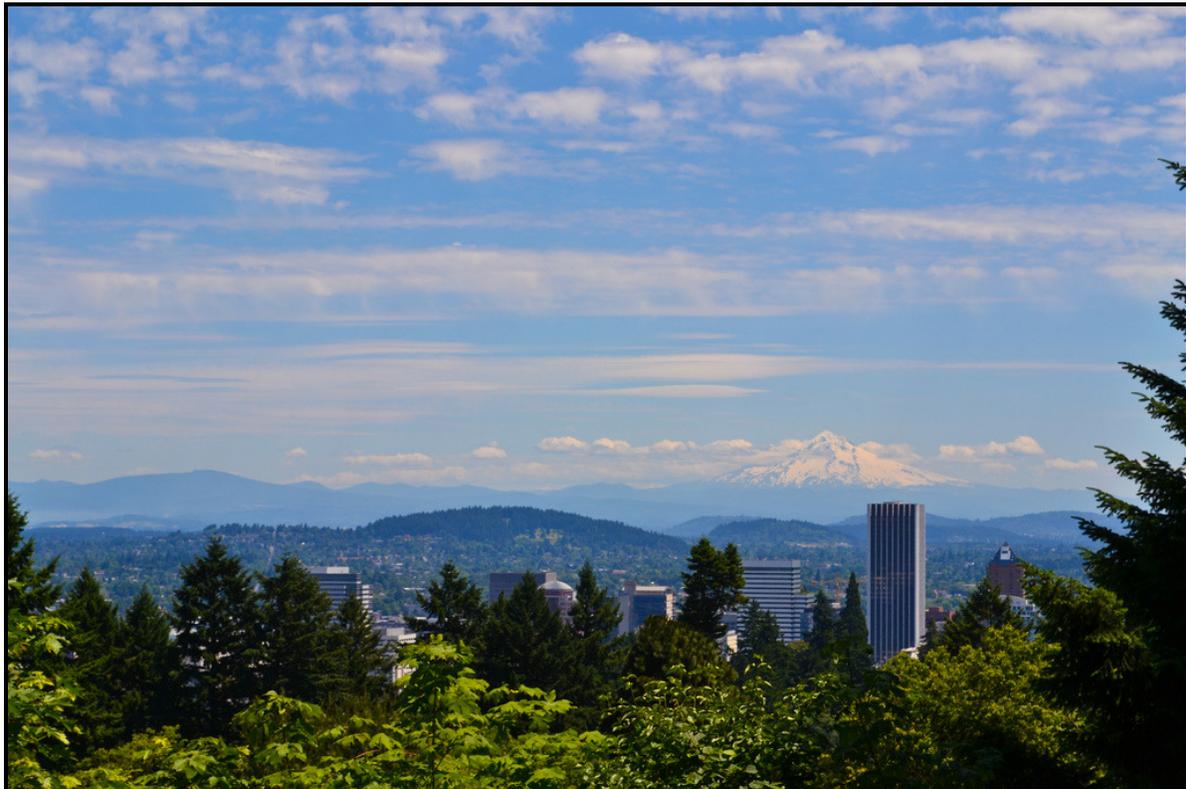


# **Local Public Safety Coordinating Council**

## Multnomah County, Oregon



**2010-2012 Report**

*June 2012*

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# Local Public Safety Coordinating Council



## Executive Committee

### Co-Chairs

Sam Adams, Mayor of Portland

Judy Shiprack, Multnomah County Commissioner, District #3

### Members

Chief Scott Anderson, Troutdale Police

Lane Borg, Director, Metropolitan Public Defenders

Bill Feyerherm, Portland State University

Judge Julie Frantz, Chief Criminal Court Judge

Joanne Fuller, Chief Operating Officer

Karen Gray, Superintendent, Parkrose School District

Judy Hadley, Citizen Representative

Deborah Hansen, Regional Director, Oregon Youth Authority

Suzanne Hayden, Citizens' Crime Commission

Jeff Hershman, Oregon State Police

David Hidalgo, Interim Director, County Mental Health Services

Chief Ken Johnson, Fairview Police

Chief Craig Junginger, Gresham Police

Chief Phillip Klahn, Port of Portland Police

Amanda Marshall, U.S. Attorney

Diane McKeel, Multnomah County Commissioner, District #4

Maureen McKnight, Chief Family Court Judge

Christina McMahan, Assistant Director, Dept. of Community Justice, Juvenile Services Division

Susan Myers, Director, County Human Services

Annie Neal, Domestic Violence Coordinator

Roberta Phillip, for Multnomah County Chair Jeff Cogen

Chief Mike Reese, Portland Police Bureau

Michael Schrunk, District Attorney

Chip Shields, State Senator

Lillian Shirley, Director, Multnomah County Health Department

Dan Staton, Multnomah County Sheriff

Scott Taylor, Director, Department of Community Justice

Judge Nan Waller, Presiding Circuit Court Judge

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## Executive Summary

Since 1995, public officials, agency heads, citizens and justice and allied professionals have met monthly as the Executive Committee of Multnomah County's Local Public Safety Coordinating Council (LPSCC). Their mission, articulated when Senate Bill 1145 established public safety coordinating councils in Oregon's 36 counties, is to *strengthen existing partnerships in the public safety system and to foster an environment of collaboration, leadership, data-driven policy, transparency and accountability.*

This 2010-2012 Report begins by providing the historical context within which LPSCC operates, followed by a review of its vision, values and organization. The report then describes the recent priorities and accomplishments of the Council and its committees, work groups and affiliated organizations. Additional materials relating to the activities discussed in this report can be found at the LPSCC website: [lpfcc.org](http://lpfcc.org)

## Introduction

In the spring of 2010, Portland Mayor Sam Adams and Multnomah County Commissioner Judy Shiprack became Co-Chairs of the Local Public Safety Coordinating Council (LPSCC). In February 2011, the Co-Chairs convened a retreat of LPSCC's Executive Committee to review the organization and structure of LPSCC, identify aspects of LPSCC's operations in need of improvement, and consider the direction of the Council's work in the coming years.

In accordance with LPSCC's past practices, the Co-Chairs directed LPSCC's staff to prepare this report in order to (1) inform the members of LPSCC's Executive Committee and other stakeholders of the Council's current activities and recent accomplishments, (2) provide a basis for evaluating LPSCC's performance and (3) suggest future directions for the Council's work.

## History of LPSCC

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

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

Building on Multnomah County's history of close collaboration among its public safety officials, the County's leadership acted quickly to embrace this new vision of community corrections and public safety planning and coordination. By November 1995, the Board of County Commissioners adopted an ordinance establishing LPSCC. The Board also decided to allocate a portion of the County's share of SB 1145 funding for professional staff to support the mission and work of the Council and to conduct public safety research and analysis. As a result of this support by the Board, Multnomah County's LPSCC is widely regarded as one of the most active and effective public safety coordinating councils in the state, and has served as a national model for similar organizations.<sup>1</sup>

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<sup>1</sup> For a more detailed description of LPSCC's history and the development of its vision, values and organization, see LPSCC's [10 Year Report: 1996-2006](#).

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

## **LPSCC's Vision, Values & Organization**

By the end of LPSCC's first year of operation, the Council developed a statement of its vision, values and organization. In the 17 years since then, Council members have periodically reviewed that statement and continue to endorse it.

### **Vision**

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

### **Values**

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

## Organization

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

- Engaged Countywide Leadership. LPSCC should promote the active participation of elected officials, key public safety officials, justice professionals and community leaders from across the County.
- Close Collaboration. Once leaders throughout the County are engaged in LPSCC's operations, they must work closely and cooperatively in developing and coordinating public safety operations and policies.
- Data-Driven Planning. Public safety operations and policies must be developed and maintained with long-term goals and consequences for public safety in mind, and with systemic perspective that values empirical evidence over anecdotal examples and personal philosophies.

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

The Executive Committee, in turn, has formed standing committees and working groups, made up of interested officials and agency heads, justice and allied professionals and representatives of service providers and affected communities. These groups investigate and research issues identified by the Executive Committee and develop proposals and recommendations for consideration by the Executive Committee, the Board of County Commissioners and other local governments. These committees and working groups change periodically in response to current issues and challenges facing public safety. At present, the following LPSCC committees, working groups, and affiliated organizations are engaged in addressing critical public safety issues related to the Council's mission:

- Criminal Justice Advisory Council;
- Juvenile Justice Council;
- Mental Health Public Safety Committee;
- DSS-J Policy Committee;
- Youth & Gang Violence Steering Committee.
- Reentry Council;
- Communications Committee;
- Domestic Fatality Review Team;
- Human Trafficking Task Force;
- Veteran's Court Committee;
- Public Safety Planning Workgroup and
- What Works Conference.

## LPSCC's Priorities for 2010-2012

Since 2010, LPSCC has operated under specific goals and priorities established by its Executive Committee. These include 1) increasing access to system-wide public safety data and objective research and analysis through the cost-effective operation of DSS-J; 2) establishing a more formal reporting and advisory relationship with the Board of County Commissioners; 3) dedicating a limited portion of LPSCC's budget to a grant program to support the most promising projects of the Council's committees, working groups and affiliated organizations; 4) improving LPSCC's methods of communicating with its members, stakeholders and the public, and increase the cost-effectiveness of the Council's operations; 5) continuing to promote rigorous outcome evaluations of projects, strategies and programs supported by LPSCC and implemented by the Council and its participating agencies; 6) developing partnerships with Portland State University to share research and analytical expertise and to conduct joint investigations and analyses; and 7) selecting new public safety topics or local issues to address in the years ahead.

In February 2011, the Executive Committee held a planning retreat and developed a additional priorities to improve LPSCC's organization, processes and operations and to promote its role in increasing public safety in Multnomah County. The Executive Committee identified the following priority areas in order to more fully engage the resources and talents of its members.

### **1. Collect and analyze data to support the work of the Executive Committee.**

During the Executive Committee's February 2011 retreat, its members noted that LPSCC has access to an exceptional amount of relevant data through DSS-J, its public safety data warehouse. DSS-J has proven its value over the past 14 years by supporting critical research projects in Multnomah County, as well as analytical reports like the bimonthly Public Safety Trends Report.<sup>2</sup> Nevertheless, Committee members recognized that this data has not been sufficiently utilized to support their deliberations and decision-making process. As a result, the Executive Committee agreed that LPSCC should:

- (1) Develop system performance measures that identify and report on key indicators of the effectiveness of Multnomah County's public safety system, public safety agencies and LPSCC's policies, and that tracks progress in addressing systemic issues identified by the Executive Committee; and
- (2) Create a process to ensure that analysts in key public safety agencies (a) provide information and guidance to the Executive Committee on the availability and use of data, (b) ensure that all relevant data on local public

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<sup>2</sup>The most recent issue of the LPSCC Public Safety Trends Report is attached in Appendix A. For more details about the development and operation of DSS-J, see the report of the DSS-J Policy Committee below.

safety system's emerging issues and performance is presented to the Committee and (c) identify emerging issues and trends in the system.

## **2. Utilize the collective knowledge and experience of Executive Committee members more effectively.**

Several members of the Executive Committee noted the vast accumulation of knowledge and experience among its members. Many members are experts in public safety policies and practices due to their chosen professions. However, Committee members observed that much of this accumulated knowledge and experience is contained in reports that are gathering dust somewhere or are otherwise inaccessible to the Executive Committee.

In order for the Committee to take full advantage of this wealth of knowledge and experience and to avoid "reinventing the wheel," LPSCC's staff was directed to compile this material, as well as the leading local and national research on issues relevant to LPSCC's mission, and place the material on the Council's website. This information will not only support LPSCC's deliberations and decisions; it will provide orientation for new members of the Council's committees and workgroups.

## **3. Improve LPSCC's Communication with the Public.**

At the February 2011 retreat, the Executive Committee members recommended that LPSCC prioritize communication with the public, based upon its recognition of the importance of increasing the public's understanding of the objectives and operations of the local public safety system, as well as the importance of a greater understanding by LPSCC of the public's concerns and priorities. Specifically, the Executive Committee recommended that LPSCC:

- (1) establish a speakers bureau made up of volunteer members of the Committee who are willing to give presentations to the public on the work of LPSCC and local public safety issues; and
- (2) coordinate the presentations of LPSCC's members with other public safety agencies and officials.

## **4. Improve the Executive Committee's knowledge and oversight of LPSCC's ongoing initiatives.**

To increase the Executive Committee's knowledge of and ability to oversee LPSCC's initiatives, Committee members recommended that LPSCC's committees and work groups present periodic progress reports to the Executive Committee to ensure it remains informed of these group's ongoing work and is able to monitor their progress and effectiveness. Furthermore, those groups must appear before the Executive Committee to obtain its approval before implementing any new policies or strategies.

## **5. Focus the Executive Committee's meeting agendas on relevant action items.**

Executive Committee members urged that the Committee's monthly meeting agendas focus on matters relevant to the mission and goals of LPSCC and critical to the effectiveness of Multnomah County's public safety system. Members observed that Executive Committee meetings are sometimes taken up with informational presentations that are not relevant to the Committee's primary responsibilities or concerns. Moreover, items on meeting agendas do not always lead to specific actions by the Committee, and agendas sometimes fail to provide members with advance notice of items that call for Committee action.

As a result of this discussion, the Executive Committee agreed that monthly meeting agendas should ensure that (a) agenda items calling for Committee action are identified in advance of its meetings, (b) meeting time is reserved for matters of ongoing and critical concern to the Committee, such as evaluations of data on crime trends and justice system performance, and (c) time is reserved for progress reports from LPSCC's committees and working groups. Accordingly, the co-chairs and staff of LPSCC have adopted new practices and a new template for meeting agendas.

## **LPSCC's Accomplishments in 2010-2012**

### **The Executive Committee**

*Co-Chaired by Portland Mayor Sam Adams and County Commissioner Judy Shiprack*

During its first year of operation in 1995, LPSCC established the Executive Committee to (1) oversee the development of public safety plans and policies on behalf of LPSCC, (2) manage the ongoing work of the Council and (3) coordinate LPSCC's activities. In order to carry out these responsibilities, the Executive Committee has met on a monthly basis since 1995 and periodically establishes committees and working groups to address systemic issues and chronic problems in the public safety system.

### ***Ongoing Work & Accomplishments***

Executive Committee meetings provide a forum for participating agencies to exchange information about changes in policies and practices that may impact the public safety system and agency operations. The Executive Committee also receives presentations from state and local public safety and human services agencies on the condition of their budgets, and holds multiple roundtable discussions regarding the impact of the anticipated reductions in those budgets. By the end of the 2012 budget season, the Executive Committee was considering an intergovernmental budget planning process to promote joint public safety budgeting.

The Executive Committee also oversees and directs the work of its committees and workgroups:

- In March of 2010, the Executive Committee approved a Strategic Action Plan for DSS-J, which will guide future development of the county's data warehouse and the projects it supports. The Committee also received recommendations from the DSS-J Policy Subcommittee and approved project priorities in October of 2011.
- The Committee approved a Gang Action Plan directing the work of a new subcommittee addressing young and gang violence in early 2011.
- The Committee reviewed the findings and recommendations of the Domestic Violence Fatality Review Team in November of 2010.
- The Committee reviewed the recommendations and findings of the Mental Health and Public Safety Committee in September, 2010 and June and July of 2011.
- In June 2011, the Executive Committee hosted a conference of the Network of Criminal Justice Coordinating Councils (CJCC) in Portland. CJCC members attended an Executive Committee meeting and participated in panels and discussions with LPSCC members and staff throughout the three-day conference.

The Executive Committee regularly reviews and approves plans relating to public safety services in Multnomah County as required by Oregon statute. For example, the Committee voted to approve the 2011-2012 Community Corrections Plan in November 2011. That plan outlines the County's use of SB 1145 community corrections funding, including support for case planning through the expanded use of a risk assessment tool, sanctioning practices to reduce jail bed usage and coordinated gang reduction strategies.

In May 2010, LPSCC approved the Juvenile Crime Prevention Plan, which directs the use of approximately \$1 million every two years for juvenile crime prevention. The plan provided for the implementation of an evidence-based case management system, as well as strategies to improve outcomes for African-American and Latino youth in the justice system and at risk of entering the system. The plan also addressed the geographical distribution of services to youth in the county and for a review of cases charging youth with crimes under Measure 11.

The Executive Committee reviewed the annual Corrections Grand Jury Report in 2010 and in 2012. The grand jury of twelve citizens is empaneled every year to evaluate the Multnomah County jail system for safe conditions, effective operations, and humane treatment of inmates and to issue a report regarding that evaluation.

## **The Criminal Justice Advisory Council**

*Chaired by Presiding Circuit Court Judge Jean Maurer 2010-2011. Chaired by Presiding Judge Nan Waller, 2012-present*

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

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

As the primary forum to resolve operational issues in the Circuit Court and to review and approve policies and practices affecting the court, CJAC has played a central role in LPSCC’s initiatives. CJAC’s most significant actions have included (1) advocating for evidence-based sentencing and corrections practices through the development of DSS-J; (2) designing and implementing specialty courts such as Drug Court, Domestic Violence Court; Community Court and Mental Health Court; (3) establishing an automated Court Appearance Notification System to reduce the failure to appear rate of criminal defendants; (4) co-sponsoring Multnomah County’s 2008 Public Safety Plan, a six-month project involving over 80 stakeholders from the public and private sector that proposed cost-effective uses of the County’s public safety resources and (5) providing continuous review and recommendations to the presiding judge on court standards and practices for pretrial release.

### ***Ongoing Work & Accomplishments***

CJAC conducts monthly reviews of the status of the County’s jail population, forced releases and lengths of stay of offenders in jail. CJAC monitors and adjusts the pretrial release authority and the County’s two pretrial supervision programs, the Pretrial Supervision Program and Close Street Supervision.

CJAC continues to consider methods of coordinating court, law enforcement, prosecution and public defense services in the most cost-effective manner, while complying with its constitutional and statutory mandates.

In the face of potentially drastic budget cuts in the state’s judicial budget, CJAC has monitored increases and reductions in local judicial resources with respect to the various components of the public safety system. CJAC also tracked proposed

legislation governing criminal procedures and offenses and coordinated the implementation of new laws by local justice agencies.

## **The Juvenile Justice Council**

*Chaired by Judge Nan Waller 1994-2011. Co-chaired by Judge Maureen McKnight and Christina McMahan, Assistant Director/Juvenile Services Division Director, Multnomah County Department of Community Justice, 2012-present*

The Juvenile Justice Council (JJC) began its work in Multnomah County in 1994 as the Detention Reform Steering Committee, which guided the development of the County's nationally-recognized "Juvenile Detention Alternatives Initiative" (JDAI). JDAI was designed to control the rate of juvenile detention, eliminate disproportionate detention of youth of color and place eligible youth in evidence-based programs in the community under correctional supervision.<sup>3</sup>

The mission of the Juvenile Justice Council is:

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

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

### ***Ongoing Work & Accomplishments***

In addition to monitoring and refining policies and practices governing juvenile detention and community placement and supervision, some of the tasks undertaken by JJC in 2010 and 2011 included:

- review and approval of the Department of Community Justice Strategic Plan and new Assessment Grant;
- review of Project Clean Slate for juveniles;
- assessment of 2010 criminal trend and recidivism statistics and the Juvenile Crime Prevention Plan;

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<sup>3</sup> For an example of the national recognition of JDAI, see Joanne Katz and Gene Bonham, "Effective Alternatives to Incarceration: Police Collaborations with Corrections and Communities," (U.S. Office of Community Oriented Policy Services, March 2009).

- review of compliance monitoring of the Office of Juvenile Justice & Delinquency Prevention and the policies of the U.S. Office of Immigration and Customs Enforcement and Office of Refugee and Resettlement affecting juveniles;
- review of the results from the conditions of confinement survey;
- update of the Juvenile Community Detention and Electronic Monitoring Report;
- review of evidence-based case management practices initiative and gun assessment update;
- review of the Department of Community Justice’s Strategic Plan;
- review of updates from Multnomah County’s Office of Diversity & Equity initiatives affecting JJC and the juvenile justice system;
- assessment of the work of Multnomah County’s youth and gang violence Rapid Response Committee;
- review of the Striving to Reduce Youth Violence Everywhere (STRYVE) Grant;
- received update of Model Delinquency Court;
- review of ongoing budget and legislative updates throughout the year from system stakeholders.

## **Mental Health and Public Safety Committee**

*Co-Chaired by Judge Julie Frantz and Multnomah County Chief Operating Officer Joanne Fuller*

In October 2006, Portland Mayor Tom Potter formed a Mental Health Task Force, co-sponsored by Multnomah County Chair Ted Wheeler and State Senators Avel Gordly and Ben Westlund. The Task Force produced an Action Plan in January 2007, which identified problems occurring at the intersection of the mental health and public safety systems, as well as solutions to those problems. The Action Plan’s proposed solutions to these problems included (a) restoring Oregon Health Plan coverage so more of the mentally ill can receive treatment, (b) increasing supportive housing, (c) expanding culturally-specific programs, (d) addressing the overrepresentation of African-Americans with mental illnesses in the criminal justice system, (e) establishing a sub-acute mental health facility, (f) improving the recruitment and hiring processes for police officers, (g) developing crisis intervention training for police and corrections officers and (h) creating a new court advocates program for the mentally ill.

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

## ***Ongoing Work & Accomplishments***

In April 2010, members of the Mental Health and Public Safety Committee (MHPSC), along with other stakeholders in Multnomah County, participated in a workshop on *Sequential Intercept Mapping and Taking Action for Change* facilitated by the U.S. Department of Justice's GAINS Center. This workshop assisted participants in identifying strengths, gaps and opportunities in the criminal justice system with regards to its response to persons with mental health issues and in developing an action plan to address these systemic issues.

Following the GAINS workshop, the MHPSC formed a Jail Diversion Task Force (JDTF), which has focused on two strategies identified during the workshop: (1) develop diversion programs from jail or before jail and (2) address communication and information sharing issues.

The JDTF meets monthly with representatives from the Sheriff's Office, Behavioral Health, Corrections Health, Portland Police, Cascadia Behavioral Health, and advocates from the consumer and mental health professional community.

MHPS continues to oversee the operations of Multnomah County's Mental Health Court, which the Committee launched in July 2008. The court is now fully operational, though the committee considers adjustments and improvements in those operations. Referrals to the Mental Health Court were initially based on an "Access I diagnosis," such as a bipolar disorder or schizophrenia. With input from the MHPSC in 2011, the court increased the number of offenders who can participate in the program by allowing consideration of clients dually diagnosed with behavioral or health issues. The Mental Health Court currently has nearly 50 clients.

## **The Decision Support System-Justice (DSS-J) Policy Committee**

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

In 1996, Multnomah County obtained voter approval of a \$7.5 million bond that included improvements to information technology among the County's law enforcement and justice agencies. Bond funds were used to develop the Decision Support System for Justice (DSS-J), a data warehouse that integrates public safety data from local agency data bases while allowing those agencies to continue their operations and maintain their data systems without interference.

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

In FY 2010, the Board of County Commissioners transferred responsibility for the administration of DSS-J to LPSCC, which now oversees the continuing development and administration of the system through the DSS-J Policy Committee.

### ***Ongoing Work & Accomplishments***

In early 2010, representatives of the County's Information Technology Services Division (County IT) presented the DSS-J Policy Committee with an outline of emerging financial and technical issues facing DSS-J. The system's original technology was over 10 years old. While other county data system applications had changed over the years to keep up with improved technology and cost-effectiveness, DSS-J had not. Accordingly, County IT agreed to review the structure and architecture of DSS-J and present options to the Policy Committee to upgrade the system.

Following the completion of this review, the Policy Committee recommended that DSS-J be transitioned to a newer technology platform to 1) better manage storage, maintenance and development costs associated with DSS-J; 2) increase users' ability to access and analyze the data in DSS-J and 3) improve the overall cost-effectiveness and performance of DSS-J. In early 2011, a project manager was hired to manage the transition of DSS-J from its older Oracle database to a SQL Server 2008 R2 system. By July 2012, the migration of DSS-J to this new platform is expected to be complete.

Based on the input from County IT and users of DSS-J, the Policy Committee recognized the need for a Strategic Action Plan, which was submitted and approved by the Executive Committee in March 2010. This Plan outlines the steps necessary to implement the following strategies:

- increase demand by justice agencies and policymakers for public safety data;
- expand the use of data from DSS-J through regular reports issued by LPSCC and its member agencies;
- establish clear lines of authority and refine the organizational structure of DSS-J;
- reduce the costs of the technology supporting DSS-J;
- improve the accessibility of DSS-J's data tools;
- improve the breadth, depth, and accuracy of the data collected in DSS-J; and
- capitalize on the knowledge and expertise of LPSCC's staff, County IT and the system's users to strengthen and expand DSS-J.

In recognition of the critical importance of data analysis to LPSCC's success, the DSS-J Policy Committee has focused on methods to present data to policymakers on a routine basis and to encourage greater reliance on data in developing public safety policies. The DSS-J Policy Committee considers LPSCC's Public Safety Trends Report a good example of the importance of the regular reporting and analysis of data regarding critical trends and issues in the public safety system. The DSS-J Policy Committee continues

to refine and expand the Trends Report, and to explore other means to improve LPSCC's data reporting and analysis functions.

The DSS-J Policy Committee's activities and accomplishments in 2010-2012 included:

- securing approval of the 2010 DSSJ Strategic Plan and overseeing implementation of the plan;
- conducting annual reviews of the usage of DSS-J reports and frequent users of the system;
- examining security and access requests and conducting an inventory of current users and security groups;
- partnering with County IT to increase the ability to analyze DSS-J data using GIS software;
- overseeing the transition of DSS-J from an Oracle to a SQL platform and regularly reviewing and prioritizing the work of the DSS-J Technical team;
- leading a discussion focused on evidence-based decision making during the national conference of the Network of Criminal Justice Coordinating Councils;
- converting the Public Safety Brief into a Public Safety Trends report, revising that report to increase the detail and quality of data reported and improving the design of the report; and
- creating a document for policymakers describing the DSS-J system, and its role in policymaking and operations.

## **The Youth and Gang Violence Steering Committee**

*Chaired by Roberta Phillip, Senior Policy Advisor to Multnomah County Chair Jeff Cogen*

At its March 2009 Retreat, the Executive Committee acknowledged the importance of incorporating the four strategies into local efforts to reduce youth and gang violence: (1) a sustainable planning process, (2) comprehensive analytical research to support the process, (3) the active involvement of affected communities and (4) coordinated intergovernmental responses to violence. Accordingly, the Committee formed a Youth and Gang Violence Workgroup (Y&GV Workgroup) and directed the workgroup to employ a comprehensive, evidence-based approach to youth and gang violence prevention, intervention and enforcement strategies and to focus on long-term reductions in youth and gang violence, as well as immediate, coordinated responses to violent incidents.

In October 2010, the LPSCC's Executive Committee reviewed the Y&GV Workgroup's written overview of current interagency responses to youth and gang violence, including enforcement, intervention, outreach, and prevention. In November 2010, the Executive Committee reviewed and approved the workgroup's proposed Action Plan to Reduce Youth and Gang Violence.

Upon completion of the work of the Y&GV Workgroup, a new Youth and Gang Violence Steering Committee began meeting in the spring of 2011. The Steering Committee adopted the following statement of its vision, mission, and strategies:

The Youth and Gang Violence Steering Committee is committed to collaborating and communicating across systems and with affected communities. The Committee's vision is a violence-free, opportunity-rich future for every member of our community.

Its mission is to reduce youth and gang violence, reduce related disproportionate minority contact, and lessen the disproportionate negative impacts of gang violence on communities of color.

LPSCC has adopted a comprehensive, three-pronged approach that balances and coordinates enforcement, intervention, and prevention strategies and that pursues well-defined, long-term goals and outcomes. In support of this approach, the Steering Committee's work is based upon evidence-based and best practices, the latest research and the most reliable data. In pursuit of LPSCC's goals and outcomes, its responsibilities include serving as a resource, a technical advisor and an advocate for effective strategies.

The Steering Committee is currently considering recommendations to LPSCC's Executive Committee for revisions to its charter and organizational structure to conform to the Steering Committee's current operations and in recognition of new gang reduction and prevention strategies and recent developments in the community.

### ***Ongoing Work & Accomplishments***

The Youth and Gang Violence Steering Committee oversaw development of a Network Analysis Collaborative beginning in July 2011. That effort brought together analysts from the Department of Community Justice, the Portland Police Bureau, Multnomah County Sheriff's Office and LPSCC staff to design a pilot project using network analysis software and shared data. The goal of the project is to respond to incidents of gang violence across Multnomah County by identifying potentially high risk gang-involved youth and examining appropriate responses.

A \$4.5 million Striving to Reduce Youth Violence Everywhere (STRYVE) grant was recently awarded to Multnomah County's Health Department by the federal Center for Disease Control. Multnomah County is one of four communities in the nation chosen as a demonstration site. The Steering Committee, on behalf of LPSCC, is serving as the oversight body required by the grant. The goal of STRYVE is to add a public health and prevention focus to local efforts to reduce youth violence in North and Northeast Portland.

## **Reentry Council**

*Chaired by Department of Community Justice Director Scott Taylor and Sheriff Dan Staton*

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

In adopting this resolution, the Board of Commissioners recognized that the nationwide focus in recent years on programmatic support for prison inmates returning to their communities had failed to address the needs of returning jail inmates. However, with Congress's passage of the Second Chance Act in 2007, local governments became eligible for federal financial assistance to reduce recidivism using methods consistent with Bureau of Justice Statistics' research on prison reentry.

With the critical need for jail reentry planning and services in Multnomah County, as well as this new opportunity for federal support, the Board's December 2008 resolution directed the Reentry Council to (a) meet the conditions of receiving financial assistance under the federal Second Chance Act; (b) collaborate with the Multnomah County Local Public Safety Coordinating Council; (c) coordinate the Multnomah County Sheriff's Office's in-jail reentry programs with the Department of Community Justice out-of-jail reentry programs and with services provided by community service providers; (d) identify gaps in programs and services and recommend methods to address those gaps; and (e) submit quarterly reports to the Board of Commissioners.

### ***Ongoing Work & Accomplishments***

In 2010-2012, the Reentry Council focused on reentry planning for female offenders. In the spring of 2010, the Multnomah County Sheriff's Office (MCSO) determined the number of female jail inmates by crime and sentence type. The Reentry Council reviewed this data and formed a work group to survey the female inmate regarding barriers to reentry. The work group developed an electronic "E-Recog form," which will eventually automate interviews and data collection as part of the County's pretrial release system.

One of the primary goals of the Reentry Council is to break down the barriers that jail inmates face in securing a place to live and gainful employment, which includes the difficulty in obtaining forms of identification. Jail counselors, with assistance from Portland's Transition Projects, are now working with inmates to begin the process of obtaining identification prior to release.

The Reentry Council is considering linking jail data with the Health Information Exchange Project, which offers the potential of combining jail and public safety data with

public health data. Other information system projects under consideration include a medical records system for Corrections Health, a direct messaging service between public safety and health agencies and a governance model for the Health Information Exchange.

The Reentry Council is also studying the Reentry Enhancement Coordination (REC) Program to determine if the program should be replicated to improve jail reentry in the county. The REC Program, funded by Byrne Grant funds through the Oregon Criminal Justice Commission (CJC), completed two years of operation in March 2011. Based on the Criminal Justice Commission's research, the REC shows promising results in reducing recidivism.

Under the guidance of the Reentry Council, and with support from the Bureau of Justice Assistance's 2010 Congressionally Selected Awards Program, DCJ and MCSO have partnered with Volunteers of America to replicate the Community Partners Reinvestment (CPR) model reentry program in the County's jails. CPR provides enhanced reentry services to the highest risk population: 18-24 year old males. The program begins in jail with pre-release treatment, cognitive therapy and transitional support, which continue for one year after release. The CPR team provides integrated case management in which VOA counselors and mentors, DCJ Parole Officers, MCSO Jail Counselors and offenders and their families work together to ensure a coordinated effort to overcome systemic barriers to successful reentry.

With the oversight and support of the Reentry Council, a Reentry Transition Center opened in January 2010. In its first two years, the Reentry Transition Center received 1,248 people and provided 786 participants with support for immediate reentry needs and intensive transition services. The Reentry Transition Center operates with the assistance of 16 community-based partners, as well as informal partnerships with other organizations and agencies that provide transitional and supportive services. These organizations assist offenders with employment, housing, mental and physical health and addiction services, as well as education and vocational training.

## **Communications Committee**

*Chaired by Parkrose School District Superintendent Karen Gray*

The Executive Committee formed a Communications Committee in March 2011 in recognition of the need to improve LPSCC's communications with the public and the public's understanding of LPSCC's functions.

### ***Ongoing Work & Accomplishments***

In September 2011, the Communications Committee presented a Communications Plan to the Executive Committee outlining its goals, strategies and timetable. In its first year, the Communications Committee accomplished the high priority tasks outlined in its plan, including the development of a brochure describing LPSCC's goals and operation, a wallet card outlining LPSCC's goals and mission, and an Executive Committee "Welcome Packet" for new members.

To increase the efficiency and sustainability of LPSCC operations, the Communications Committee also recommended that LPSCC adopt Multnomah County's "Green Meetings" policy. Accordingly, LPSCC's staff instituted practices to reduce the amount of paper and increase the amount of recycling and composting at LPSCC meetings. At the direction of the Communications Committee, LPSCC's staff also updated the LPSCC website to simplify navigation and usability, and ensure that the content remains current.

In accordance with the Communications Plan, the County's Office of Communications staff worked with LPSCC's staff to conduct outreach to the press regarding LPSCC's 2011 "What Works" conference. This led to a feature in *The Skanner*. "Oregon's Criminal Sentencing Policy: Reform? Or Rebuild."<sup>4</sup>

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

*Co-Chaired by Presiding Judge Jean Maurer (2010-2011), Judge Nan Waller (2012-present); Commissioner Diane McKeel (2010-2011); Commissioner Deborah Kafoury (2012-present)*

The Multnomah County Domestic Violence Fatality Review Team was formed in the fall of 2006 in accordance with Oregon Law. The team includes professionals from local law enforcement, criminal justice, health and human services and domestic violence agencies. Each year, participants select one to three criminal cases in Multnomah County involving a death caused by domestic violence. They carefully review the details of the cases to gain insight into the causes of the incidents and to develop strategies to avoid similar incidents in the future.

In 2011, the Team restructured its fatality review process. It revised its meeting format by identifying likely information sources and key informants and then gathered complete information in advance of the meetings. The Team also reduced the meetings to two: one to review the case, the other to develop key findings and recommendations. It also held a stand-alone meeting to compare and contrast key findings and recommendations from the two case reviews. In 2012, the Team will conduct each review in a single meeting, which will allow time for more in-depth discussions of findings and recommendations.

### ***Ongoing Work & Accomplishments***

In 2010 and 2011, the Domestic Violence Fatality Review Team completed three case reviews and made structural changes, including changes in the case review meeting format and the addition of dedicated agency staff in place of an outside meeting facilitator. A process for tracking and sharing information from statewide media reports was established, written protocols and training for interviewers were updated, procedures for preparing and staffing case review meetings were rewritten, and a review of other domestic violence fatality review teams around the country was undertaken.

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<sup>4</sup> See <http://www.theskanner.com/article/Fail-Oregons-Sentencing-Policy-2011-12-29>

The Team's significant findings from its most recent reviews included:

- All of the victims had recently made a decision to leave their abusers or attempted to end the relationship.
- None of the victims in these cases identified their experiences as domestic violence and did not see themselves as victims; although the majority experienced violence, coercion and control prior to the event that led to the homicide.
- Family and friends often knew of the domestic violence but did not know what to do.
- Offender suicidality and mental illness were identified as significant risk factors leading up to these homicides.
- In some of the cases, offenders had histories of severe violence as adolescents.

The Team's recommendations included:

- Develop clear, concise and consistent messages about domestic violence risks and the role of family, friends and other associates in speaking up about their concerns. Develop strategies to get these messages out to the general public.
- Provide training for all crisis lines on the potential overlap between suicidality and homicidality, especially in the context of the end of a relationship.

Realizing that some of its past recommendations were aimed at broad societal issues or complex system changes beyond the Team's ability to influence, the Domestic Violence Fatality Review Team hopes to identify more concrete, actionable recommendations. Its future recommendations may include asking groups with related missions, such as the Family Violence Coordinating Council and the Local Public Safety Coordinating Council, to form work groups to address specific topics regarding the prevention of domestic violence.

## **The Human Trafficking Task Force**

*Managed by Deputy Sheriff Keith Bickford, Human Trafficking Coordinator*

Human trafficking, including sex trafficking, has been identified as a growing problem in Oregon due to the interstate traffic permitted by Interstates I-5 and I-84 and the Willamette and Columbia rivers. In 2005, Multnomah County received a grant to coordinate and improve efforts to reduce human trafficking. The grant provides funding for a human trafficking coordinator, who now manages the operations of the task force.

The objectives of the Human Trafficking Task Force include (a) locating victims of human trafficking and connecting them with necessary services, (b) identifying gaps in services for victims and developing strategies for filling those gaps and (c) coordinating efforts of law enforcement agencies to arrest and prosecute human traffickers. In June 2009, the City of Portland and Multnomah County passed resolutions recognizing the

work of the Human Trafficking Task Force and supporting the Oregonians Against Trafficking Humans Campaign (OATH).

### ***Ongoing Work & Accomplishments***

The Human Trafficking Task Force has collaborated with the U.S. Attorney's Office and ICE to ensure that undocumented aliens can report their suspicions of human trafficking without risking deportation. The Task Force has also explored the relationship between human trafficking and gangs through investigations, planning, and community outreach. The Human Trafficking Coordinator directs the Task Force's efforts to build trust among vulnerable immigrant populations, including a grass roots approach to education about human trafficking that includes OATH.

The Task Force has identified the need for a shelter devoted exclusively to serving underage female victims of sex trafficking. In September 2011, Multnomah County's Board of Commissioners voted to approve funding to open a shelter with comprehensive services for trafficking victims.

## **Multnomah County's Community Response to Commercial Sexual Exploitation of Children**

*Chaired by Commissioner Diane McKeel*

Multnomah County's Community Response to Commercial Sexual Exploitation of Children (CSEC) is a project that builds on current collaborative efforts to address sexual exploitation of children in Multnomah County. CSEC is funded by a grant from the Office of Juvenile Justice and Delinquency Prevention, which supports a Collaboration Specialist and a Victim Advocate. The goals of CSEC are to (1) recognize exploited youth and youth at risk of exploitation, (2) investigate and prosecute cases against adults who exploit children and youth and (3) intervene with essential services and compassionately serve victims.

### ***Ongoing Work & Accomplishments***

The CSEC has made progress towards its goals as follows.

Goal #1: Recognize exploited youth and youth at risk of exploitation: CSEC offered twelve training sessions. The total number of people trained since June 2010 exceeds 6,200. The trainings included an awareness training for a Portland-area faith based group called 11:45. This group includes more than 200 people, primarily from the African American community.

Goal #2: Investigate and prosecute cases against adults who exploit children and youth: Under the leadership of Janus Youth Programs, DCJ's Juvenile Justice Division and the Portland Police Bureau developed a laminated card for police to reference when they are dealing with issues involving CSEC. The Senior District Attorney and County

Commissioner Diane McKeel convened a workgroup to review and update local child abuse protocols to include responding to victims of CSEC.

Goal #3: Intervene with essential services and compassionately serve victims: A group of service providers met to discuss collaborations to improve services for people transitioning to adulthood who were sexually exploited as children. In August 2011, the Multnomah County Board of Commissioners allocated one-time funds of \$258,000 to create a new residential option for victims of sexual exploitation. In December 2011, Janus Youth programs opened Oregon's first residential program for this population.

## **Veterans Court Working Group**

*Chaired by Commissioner Judy Shiprack*

In February 2012, Commissioner Shiprack formed the Veterans Court Working Group. This working group is tasked with evaluating the establishment of a Veterans Court in Multnomah County, exploring training and operational funding opportunities and making recommendations to LPSCC on next steps for a veterans court in Multnomah County.

Veterans courts are hybrids of mental health and drug treatment courts with the goal of diverting veterans to appropriate correctional services through peer support and an agency team-based approach to delivering the services. Veterans courts can access federal Veterans Administration funded services and offer the local governments an opportunity to develop low- or no-cost solutions to the needs of offenders who are military veterans. In October 2011, Ron Wyborg from Creative Government Solutions facilitated a series of interviews with stakeholders in Multnomah County, which helped identify resources already in place and opportunities for additional services. The results of these interviews were encouraging and the work of the Veteran's Court Working Group is moving forward.

## **The Public Safety Planning Workgroup**

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

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

However, by 2009, little work had been done to implement the proposals of the Public Safety Plan. As a result, the Executive Committee established the Public Safety Planning Workgroup to ensure that the plan would be implemented after so much time and effort had been devoted to developing the plan. The workgroup was directed to (a) review the status of the proposals recommended in the Public Safety Plan (b) identify proposals that had not been implemented, (c) focus on the proposals that had been given the highest priority and (d) determine which of those proposals were feasible to implement and which agencies or organizations should be responsible for implementing them.

### ***Ongoing Work & Accomplishments***

During 2009 and 2010, the Public Safety Planning Workgroup reviewed the status of all the proposals in the 2008 Public Safety Plan. The workgroup found that, out of the plan's 53 original proposals, nine had been implemented, seven had been partially implemented and 37 had not been implemented. The workgroup then identified the following high priority proposals that could still be implemented:

- a common pretrial database;
- an integrated Criminal Justice Information System (CJIS);
- restoration of adult misdemeanor supervision;
- standardized police reports; and
- a "Holds Team" to review orders preventing inmates release from jail.

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

Since early 2011, the Public Safety Planning Workgroup has suspended operations to afford time for the affected agencies to implement the workgroup's priority proposals and to adjust to the realities of increasingly shrinking county budgets. It may now be time for the Executive Committee to direct the workgroup to assess progress of affected agencies in implementing priority proposals, as well as the feasibility of further efforts to implement them in light of current condition of state and county budgets.

### **What Works Conference**

*Administered by Mary-Margaret Wheeler-Weber, LPSCC Staff*

LPSCC has regularly offered a What Works Conference to local and state policy makers on evidence-based best practices to guide the development and implementation of cost-effective public safety policies. The event generally attracts audiences of 100.

Past conferences have addressed successful offender transition back to the community during re-entry (2007), evidence-based decision-making (2006), early childhood development (2005), public safety and public health (2004), and the gap between mental health and criminal justice systems (2002). Speakers at past conferences have included Governor John Kitzhaber, Steve Aos, Director of the Washington State Institute for Public Policy, and Elyse Clawson, Executive Director of Boston's Crime and Justice Institute.

The theme of the 2010 What Works Conference was smart public safety reinvestment during an era of budget reductions. Speakers included Ed Latessa, the Corrections Institute, University of Cincinnati, Len Engel, Crime and Justice Institute, and Max Williams, Director of the Oregon Department of Corrections. Conference co-sponsors included the Portland Citizens' Crime Commission, the Oregon Department of Corrections, and the Crime and Justice Institute.

The 2011 What Works Conference focused on juvenile justice and youth development. Speakers included Judge Patricia Martin, President of the National Council of Juvenile and Family Court Judges, Hill Walker, co-director of the University of Oregon's Institute on Violence and Destructive Behavior, Jonathan Cloud, President of JVD Consulting, Thalia González, Assistant Professor of Law at Occidental College and Karen Gray, Superintendent of Parkrose School District.

**Appendix: March, 2012 Public Safety Trends Report**