

1. SUMMARY OF PROJECT OR FUNDED ACTIVITIES (2,000 character limit – up to half a page):

- a. Please summarize your implementation plan for the next two years, including your two-year jail population reduction target and your qualitative and/or quantitative targets for reducing racial and ethnic disparities.**

Multnomah County's pretrial system is decades old; every public safety partner agrees it is inefficient and duplicative. In response, a comprehensive pretrial system assessment will be conducted by Justice System Partners in fall 2019, allowing the jurisdiction to pivot to implementing priority recommendations if SJC funding is awarded. Specific focus areas of the assessment include: pretrial release policies, identifying the pretrial risk assessment best suited to local needs, and streamlining decision-making.

Ten strategies are detailed in the implementation plan, which outlines continued work on eight of the county's original 13 strategies and two new strategies focused on the pretrial system. In addition, a reformed Racial and Ethnic Disparities (R&ED) Subcommittee of the Local Public Safety Coordinating Council will use an August 2019 Decision Point Analysis of local disparities (see attached) to establish and prioritize R&ED targets for the funding period.

Multnomah County has reduced jail use by 10.3% (baseline to average ADP 1/1/19 - 6/30/19) since engaging in the Safety + Justice Challenge in 2015. While this decrease is less than the 2017 goal of 14.4%, county leadership considers the reduction to be substantial in light of increases in some crime rates and a growing population, combined with the fact that some original strategies were less successful than expected. There is also room for improvement. Successes have supported and expanded local justice leaders' long-standing vision of reducing jail use, with a focus on non-jail options for individuals suffering from mental illness and those charged with misdemeanors, goals furthered by the strategies outlined below.

The work supports a parallel local goal to keep the jail population to 85% of current budgeted capacity - consistent with a safe and well-managed facility. Multnomah County's six month ADP of 1081 is 91% of capacity; a reduction of 5.8% will reach 85.4% of capacity (a new target ADP of 1013).

2. ORGANIZATION OVERVIEW (1,000 character limit – up to a quarter page):

- a. Please briefly describe the lead agency for this grant. If this is a different agency from your previous grant, please explain why.**

The Multnomah County Local Public Safety Coordinating Council (LPSCC) will continue to be the SJC lead agency. LPSCC has spearheaded all SJC efforts to date and will continue to champion the county's collaborative jail use work outlined in this proposal. The LPSCC Executive Director is the SJC project director, and the three current SJC-funded FTE (Project

Manager, Data Analyst, and Community Engagement Specialist) are a part of the LPSCC office. Additional FTE outlined in this proposal will be strategically placed in agencies implementing the work and whose leadership are part of the LPSCC Executive Committee. As the coordinating council, LPSCC continues to be the best entity to facilitate the collaborative, multi-agency, SJC work.

The LPSCC is co-chaired by the County Chair and the Mayor of Portland. Criminal justice, public safety, behavioral health, and several community members participate with the LPSCC and contribute varied and diverse opinions about justice policy.

3. CONTEXT (4,000 character limit – up to one page):

a. Why is now the right time to continue this work in your jurisdiction?

Multnomah County has a long and successful history of justice reform that demonstrates its strong commitment to best practices and system efficiencies that has resulted in a continual reduction of jail use over twenty years. Participation in the SJC has accelerated this work and resulted in programs focused on pre-arrest diversion, case processing, and post-adjudication community supervision. A review of these efforts and successes (LEAD, more timely PV hearings, and decreases in jail sanction lengths of stay) has prompted system partners to shift focus to the jurisdiction's pretrial system, the area with the most potential for identifying remaining inefficiencies that impact jail use.

While the pretrial system in Multnomah County is robust, it is also piecemeal. It has never been evaluated as an integrated whole, and given the myriad of population and budget pressures facing the jurisdiction, now is the right time to do so. There are many moving parts - the number of cases in some crime categories are increasing, individuals with behavioral health disorders continue to occupy jail space, FTA rates are higher than policy makers find acceptable, case processing timelines can be long, there are not enough pretrial release supervision options, and declining resources could lead to the closure of additional jail units. Assessing the pretrial system now, using technical assistance resources available through the SJC, will help support wise use of pretrial resources while maintaining public safety and system integrity.

B. Who are the key system stakeholders that have supported your jail population and disparities reduction work over the past two years? Do you anticipate any turnover?

Despite the turnover outlined below, all system stakeholders and agencies continue to be champions of smart and effective use of jails, including reducing use of jail whenever possible. County Chair Deborah Kafoury has been a stalwart supporter of SJC efforts in her elected role and as co-chair of the LPSCC. Her term is through 2022.

Anticipated and recent changes include:

- In 2020, a new District Attorney will be elected. As a key and influential system player, the outcome of the election will have an impact on system reform and decarceration efforts. While specific prosecutorial priorities may shift, however, voting patterns make it unlikely that the election will change the current focus on ensuring a fair and just legal system.
- The Department of Community Justice's (DCJ) new Director took on that role in 2019. She has been with the agency for over twenty years and is a national champion for integrating best practices into community corrections programs. She has been involved in SJC work since the beginning and is committed to maintaining DCJ's leadership in program implementation and process improvements.
- The current Executive Director of the largest public defense firm and the Presiding and Chief Criminal Judges have taken on their roles since the last SJC application. All three, however, have been actively involved in past and planned SJC work reflected in this application.

C. Are there any key system stakeholders who have yet to productively engage with your jail population or disparities work? What impact has that had on your ability to effectively implement your strategies? How do you plan to engage them moving forward?

All system stakeholders have been productively engaged in the jail population and disparities work.

D. Who are the key community leaders or organizations that have supported your jurisdiction's reform strategies? What will you do to ensure the continued engagement of community leaders?

LPSCC's Executive Committee includes an array of community leaders and organizations, including state and locally elected officials, leaders from Oregon's Department of Corrections, Health and Human Services, and State Police, local Health Department, Mental Health and Police leadership, community based providers, and churches, among others. LPSCC's subcommittee structure allows for regular and transparent meetings. Monthly meetings ensure ongoing engagement by system stakeholders, community agencies, and community members.

As outlined in previously, SJC planning included Black Male Achievement Initiative, Multnomah County Office of Diversity and Equity, and Albina Ministerial Alliance leadership as well as open forums for local leaders to review evolving strategies with the public. The Community Engagement Specialist (CES) funded through the SJC supplemental community engagement grant will expand upon these efforts, as outlined below.

4. DESCRIPTION OF FUNDED ACTIVITIES (8,000 character limit – up to two pages):

- a. **How does the plan you are proposing build on or improve the plan you have been advancing over the past two years? Are you proposing new strategies or adjusting your original strategies? If you are doing either of these things, why do you believe they will make your plan more effective?**

Multnomah County proposed 13 strategies in 2017. Of those, eight will be expanded in the coming grant period, and two will be added to address gaps in the pretrial system, for a total of 10 strategies reflected in the implementation plan. Of the remaining 2017 strategies, two will be integrated into the new pretrial strategies and three will no longer be pursued.

ONGOING STRATEGIES 1-8

Seven 2017 strategies are fully implemented but will continue to be monitored to maximize program effectiveness: 1) Reduce Time to Probation Violation Hearing, 2) Reduce DCJ Sanction Length, 3) LEAD, 4) Interfering with Public Transportation, 5) Treatment First, 6) Diane Wade House, and 7) Aid & Assist. Details and outcomes are available in the attached Implementation plan and outcome reports.

Strategy 8: Presiding Judge Order (PJO) details administrative, charge-based holds which keep some defendants in jail until seeing a judge. A judge-led pretrial reform workgroup has worked since 2017 to minimize the use of the PJO. The workgroup created a dashboard to display data for defendants held by the PJO allowing rich discussions about ways to improve the PJO. The next step is a macro-level discussion about how policy holds and the PJO fit into a new pretrial system, a discussion advanced by strategies 9 and 10, below.

NEW STRATEGIES

Pretrial Improvements, Strategies 9 and 10, address a long-standing need to reevaluate and improve the jurisdiction's pretrial system.

Strategy 9 activities will be informed by a pretrial system assessment and include:

- **System Assessment.** Justice System Partners began a comprehensive pretrial system assessment in September 2019 that is slated for completion by January 2020. Specific activities include site visits, interviews, document review, creation of pretrial system map, and a comprehensive data review. Recommendations will address risk assessment tools, reporting and recommendations to the court, supervision and pretrial violation response, and system performance measurement and reporting.
- **Implement case processing efficiencies.**
 - Results of the system assessment will inform the implementation of a new risk assessment tool to replace the Modified Virginia Pretrial Risk Assessment Instrument (in place since 2009) to better inform pretrial detention decisions and increase the likelihood of eliminating (or significantly reducing) dependence on

- policy holds and detention overrides.
- Potential advantages of a new risk assessment tool include better informed pretrial detention decisions, potential for eliminating/reducing dependence on policy holds, decrease in the time needed to interview defendants for release eligibility, and the potential to reallocate pretrial staff to other system needs.
- **Expand and coordinate pretrial supervision options**
 - Increase capacity of Close Street Supervision (CSS), a MCSO pretrial supervision program, by 2.0 FTE. Currently, CSS is overcapacity and unable to effectively meet the needs of defendants that may be eligible for pretrial release.
- **Improve data collection and analysis for ongoing system improvements**
 - The proposal includes 4.0 FTE to increase data and coordination capacity for MCSO, DCJ, Portland Police Bureau and the Courts, each essential to successful implementation of the proposed changes.

Strategy 10 includes pretrial improvements not related to the system assessment. Activities include:

- **Reduce Length of Stay for individuals with mental illness**
 - The proposal includes a 1.0 FTE Mental Health Deputy District Attorney (DDA) to identify persons held in custody on class B and C non-person misdemeanors who suffer from mental illness and are willing to engage with service providers, resulting in dismissal of their criminal case. The DDA will screen all misdemeanor cases appearing on the Aid and Assist (competency) docket to ensure minimal custody duration, and further identify cases eligible for diversion and dismissal of criminal prosecutions.
 - The proposal includes a 1.0 Corrections Counselor (Navigator) to expand a pilot that placed a Corrections Counselor in booking to meet with individuals who will be released on their own recognizance and connect them to peer support and appropriate service providers, decreasing the likelihood of future arrests and subsequent bookings and reducing failures to appear.
- **Reduce Failure to Appear Violations**
 - The courts will launch a text-based court notification system in 2020, which is expected to decrease failure to appear rates, which, at 39%, are much higher at arraignment for some non-person misdemeanors (39%), than other crimes.
- **Process Review Team**
 - Multnomah County completed a jail stress test in February 2019 to illuminate opportunities for jail reduction. Building on the results of the stress test, a newly formed process review team will meet monthly to identify areas for further exploration, including: decreasing time to resolution for complex cases, revamping community court, regular review of individuals in custody over 80 days, and case processing timelines. This team will be comprised of new SJC-funded staff and will make recommendations to the SJC policy team.

b. What is your new two-year jail population reduction target? Please indicate the percentage reduction since the baseline period, defined as the six-month average

of the confined jail population from November 2015 to April 2016, excluding contracted beds.

The 2017 application proposed 13 strategies aimed at reducing the average daily population (ADP) 14.47%, from 1205 to 1031. Since that time, 8 of the 13 strategies were implemented, resulting in a 10.3% reduction from baseline ADP. While this reduction has not yet reached the original target, additional reductions of 5.8% are projected for the next grant period, bringing the total ADP reduction to 16.15%.

C. How does your jurisdiction plan to reduce racial and ethnic disparities? What strategies are you proposing to implement and what are the concrete process benchmarks and/or quantitative targets for this work?

Multnomah County completed a Racial and Ethnic Disparities (R&ED) decision-point analysis with Justice System Partners in 2015. The results helped catalyze policy changes, including a change in prosecution practice for Interfering with Public Transportation, implementation of LEAD, and scrutiny of probation sanction practices. These strategies continue to be monitored with the goal of achieving equity.

Multnomah County recently worked with the Burns Institute to replicate the 2015 decision-point analysis to analyze any changes. The revamped R&ED Subcommittee, described in section 9 will use the 2015 and 2019 decision-point analyses to develop policy recommendations and accompanying targets. The group will reconvene the fall of 2019, and establish initial targets in spring 2020.

D. How does your jurisdiction plan to continue engaging the community in local system reform? If your jurisdiction received supplemental funding for community engagement in 2018, please outline how this two-year grant renewal will support those efforts.

The SJC grant-funded Community Engagement Specialist (CES) started on August 19, 2019, and is focusing on three primary goals: Launch the Diane Wade House Advisory Board; Bring LPSCC executive meetings to the community, and; Support expansion of judicial listening sessions. The Burns Institute is providing technical assistance, with a scope of work under development.

In addition, the CES will be involved in SJC-related planning meetings to help local leadership identify where and how to incorporate community voice, efforts that will be reflected in strategies developed by the R&ED Subcommittee.

E. At the end of the two-year grant period, what will success look like for your jurisdiction's justice system? How will you know you have achieved this vision?

At the end of the grant period, Multnomah County will have a more efficient, risk-based pretrial system, utilize the best available risk assessment instrument, and offer more effective pretrial

release options. Other successes will include reduced FTA's, shorter lengths of stay, and more responsive case processing, ensuring strategic and effective use of jail beds.

The SJC data team will monitor these efforts and submit a quarterly report to LPSCC leadership. The jurisdiction will use an interactive jail population dashboard tied into the existing criminal justice data warehouse to provide a real-time snapshot of the jail population to policy-makers and the SJC Policy Team. This dashboard is currently under development by SJC-funded staff. Using real-time data, SJC policy-makers will be able to identify populations with early release potential, trends that may hinder appropriate release, flow of jail intake/release, case processing barriers, and the impact of holds on jail capacity.

5. RESULTS (8,000 character limit – up to two pages):

a. How will you ensure you reach your jail population reduction target for the next two years? (Please use data in your response to this question.)

Multnomah County public safety partners take pride in their data-driven approach to policy development and accountability. Monthly policy and data team meetings ensure ongoing oversight and alignment with outcomes and best practice. As programs evolve, additional data can be accessed due to the jurisdiction's collaborative approach to data collection and analysis. The activities and jail reduction targets outlined in this application will benefit from this foundation, and strengthened by an additional 3.0 FTE of data and project support to guide assessment and implementation efforts.

Since eliminating 118 jail beds in FY2017, Multnomah County has struggled to eliminate emergency population releases, which occur when the population reaches 95% of capacity. This ongoing stressor, combined with a shared value for reducing jail use whenever possible, has refocused the efforts of Multnomah County's public safety leaders on the need to both implement and monitor jail reduction strategies as well as focus on better jail utilization management. The pending comprehensive pretrial system assessment will support both goals by identifying system efficiencies, additional pretrial release options, and facilitating continued movement towards being a risk-based and data-driven system.

All justice partners acknowledge having the jail functioning at 95% capacity is poor practice. Our goal is to reduce jail utilization to a safe and manageable to 80-85% of capacity, a goal consistent with the Safety + Justice Challenge focus on reducing the use of jails.

As is demonstrated in our implementation plan and accompanying calculations, the jurisdiction's integrated and collaborative approach to data collection, policy development, program implementation, and evaluation works. The success of this approach is evident in outcomes of the 2017 strategies outlined in section 9 and in synopsis below.

- Persons in custody on a PV hold had their lengths of stay reduced by over one-third by having their PVs arraigned and resolved at the justice center (a procedural court) rather than at the main courthouse,
- The Department of Community Justice has reduced their average jail sanction length from 8.25 days to 7 days,
- As of August 1, 2019, there are 192 LEAD clients, bringing the program closer to capacity and it is working: those engaged in LEAD demonstrate a 40% decrease in jail use,
- The Diane Wade House was launched, and system partners are currently focused on ensuring appropriate referrals and reaching capacity. When completed, one less sanction per client annually will result in a savings of 1200 jail bed days a year, a reasonable and attainable result, and
- System partners are increasing the capacity of the Aid & Assist docket: since implementation, the average time to completion of fitness to proceed reports has decreased by 73%.

The jurisdiction seeks to improve results for individuals who have contact with the crisis system and law enforcement by keeping them out of jail and the criminal system. Multnomah County will partner with Policy Research Associates to complete a Sequential Intercept Mapping process on September 20, 2019 for intercepts 0 and 1. The goal is twofold; 1) identify ways to increase jail diversion opportunities, and 2) use findings to support work at the City of Portland to develop a “Portland Street Response” model that aims to reduce the number of emergency calls for “unwanted persons” and homeless-related emergency calls to the police deployment. The 1.0 FTE PPB Data Analyst included in this application will add capacity to track and analyze arrest data to line the results of this effort with SJC goals.

B. How will you ensure that you reach your jurisdiction’s qualitative or quantitative targets for reducing racial and ethnic disparities? (Please use data in your response to this question, as applicable.) *Please note: the Foundation recognizes that many strategies designed to reduce racial and ethnic disparities may also have an impact on the overall jail population.*

Quantitative and qualitative measures for all strategies include measuring impact on racial and ethnic disparities via tracking patterns of activity across racial/ethnic groups along the criminal justice process. Two strategies, LEAD and Diane Wade House, designed to impact on racial disparities have qualitative as well as quantitative, components built into their program evaluations, with client interviews planned to assess the impact of culturally specific services provided. A third strategy focused on racial disparities, IPT is being evaluated using quantitative measures evaluated along with all SJC strategies Program quarterly reports that outlined quantitative evaluations are attached.

As noted previously, the Burns Institute presented a follow-up Decision Point Analysis (DPA) to the SJC Policy team on September 11, 2019 to facilitate analyses in areas where policy

changes occurred subsequent to the first implementation round (e.g., diversion eligibility and probation jail sanctions). This DPA, which included comparison rates between the first analysis in 2015, will allow the SJC Policy and Data teams to do a deeper dive into proposed strategies impact on R&ED.

As mentioned throughout this application, the reformed R&ED subcommittee will establish a scope of work, which will include quantitative targets for reducing racial and ethnic disparities.

Additionally, the National Center for Victims of Crime and George Mason University will be conducting a qualitative analysis for the Diane Wade House using a participatory research approach that will include community members and system actors in shaping the research plan. On September 16, 2019, staff from the NCVC and George Mason University are conducting a visit to Multnomah County to begin the evaluation process.

C. What metrics will you track to monitor the effectiveness of your jail population and disparities reduction strategies and what is your plan for doing so? Your response should correspond to the metrics proposed in the accompanying implementation plan.

As referenced throughout this application, Multnomah County's public safety partnership has a robust and collaborative approach to data tracking to monitor program effectiveness. The proposed strategies will be integrated into this existing process, ensuring regular data collection and, at a minimum, quarterly reports to the policy team members. It should be noted that additional activities may result from the Pretrial Assessment outlined in Strategy 9. Once fully developed, additional metrics may be added. Metrics specific to proposed strategies, and reflected in the attached implementation plan, are as follows:

- Overall population metrics: percentage of capacity, which equates to jail use reductions. These will include count and proportion of bookings by crime charge and type, individual demographics, and length of jail stay.
- Case processing timelines for targeted crime categories: Tracking of case processing timeline for pretrial defendants affected by proposed strategies, by individual characteristics.
- FTAs, bookings, and new prosecutions: Data, as available, is available from DSSJ and SWIS. Monitoring will include rate throughout criminal justice decision points and adjudication processes, by person and case characteristics
- Policy successes: more accurate pretrial risk assessment, more release options. Tracking individual assessment outcomes, and utilization of increase pretrial release options by case and person characteristics.

6. LEADERSHIP (4,000 character limit – up to one page):

- a. What other agencies, organizations, or individuals will participate in implementation? How would you describe their level of commitment to the**

implementation of your jurisdiction's plan?

a. The pretrial system assessment and accompanying work is spearheaded by the Chair's Office, DCJ, OJD, and MCSO with all partners fully committed to continued participation. There is broad consensus that a hard, honest look at the pretrial system is overdue. In addition to their shared vision for change, however, the jurisdiction's antiquated pretrial system impacts each agency in differing, and often profound, ways, resulting in varied and yet complementary forms of commitment.

- Despite their strong commitment to the work, as currently staffed, the Oregon Judicial Department is unable to expand efforts to those outlined in this application. In response, the attached budget includes 1.0 FTE policy analyst, who will work closely with the trial court administrator and chief criminal judge with a sole focus on SJC efforts. The chief criminal judge and the pretrial reform workgroup chair are dedicated to this work and, given additional staff, will shepherd the court through the pretrial system assessment.
- The Multnomah County Sheriff's Office is strongly committed to a safer jail and endorses strategies that improve jail capacity management, especially in light of possible additional budget reductions that could impact funded jail beds. The Sheriff's office administers Close Street Supervision, one of the pretrial release programs discussed above, and is eager to implement recommendations resulting from the pretrial assessment.
- The District Attorney's office has long been committed to increasing safe and trusted pretrial release alternatives. The DA has championed the need to fix the jurisdiction's significant FTA problem and maintains an ongoing commitment to finding quality alternatives to prosecution, whenever safe and consistent. This commitment is reflected in the addition of a 1.0 FTE DDA to work with partners to divert misdemeanants with mental health issues and connect them to services.
- The Department of Community Justice administers recognizance and pretrial supervision functions and is dedicated to improving the pretrial system, including exploring other pretrial assessment tools that might be more effective.
- The application includes 1.0 FTE data analyst for the Portland Police Bureau, which will facilitate increased law enforcement participation by offering data capacity and ensure enhanced participation, allowing for more comprehensive findings.
- Community based providers are involved throughout the pretrial system and other systems impacted by SJC and are highly committed to supporting the efforts outlined in this application. This involvement includes Bridges to Change, who runs the Diane Wade House, a strategy outlined in the 2017 application. In addition, culturally-specific organizations and mental health providers are key partners in adjustments planned through this funding.

B. Is leadership in your jurisdiction committed to an iterative process that seeks measurable reductions in jail population and in racial and ethnic disparities?

Yes. Multnomah County's LPSCC is proud of its strong commitment to best practices and data-driven decision making and expanding this lens to reduce R&ED. Application of these values, combined with a dedicated policy team, will guide the iterative process at the core of this work moving forward.

C. How will leadership in your jurisdiction hold themselves publicly accountable for this work?

The LPSCC Executive Director and justice system leaders regularly brief the County Board on SJC progress. With the addition of SJC-funded community engagement work, additional community-focused events and meetings will increase accountability for the success of SJC work. This is critically important because recent cuts to local community corrections budgets have been reported in the news, increasing community fear about crime. The onus of communicating to the public our ability to safely work within the confines of a new budget reality is on leadership.

In addition, LSPCC has a strong partnership with County Communications and will engage in other communications efforts (press releases, articles, etc.) in concert with M&R, including posting data reports, community engagement efforts, and collaboration with the Burns Institute on the LPSCC SJC webpage.

7. LEARNING AND EVALUATION (6,000 character limit – up to one and a half pages):

- a. Do you believe any of the strategies you have already implemented, or new ones proposed in this application, have the potential to be held up as model programs and be replicated by other jurisdictions? Please explain.**

Strategies proposed in the 2019 application include innovations of national interest, program replications with modifications to align with local needs, and data-driven process improvements. Specific strategies are outlined below, along with their potential for serving as model programs that could be replicated by other jurisdictions.

- Reduce DCJ sanction length: The county effectively used research to establish that longer jail sanctions are no more effective than shorter jail sanctions to change behavior or enhance probation compliance. This approach has informed policy development and will be continually monitored to determine long term impact on recidivism.
- Diane Wade House: The County created culturally-specific programming for a targeted population (African American women). Ongoing data monitoring will allow the jurisdiction to assess the impact of the provision of culturally specific services on recidivism, jail use, and success in community supervision.

- Interfering with Public Transportation: Demonstrated the impact of policy/prosecution change, a policy change prompted by an analysis and demonstrated a reduction in disparity.
- Aid & Assist: Strategy infused a rapid competency assessment resource and specialized docket to aid and assist cases, and has already demonstrated a shorter length of stay for persons in custody with competency issues.

B. What activities, if any, has your jurisdiction participated in over the last two years to share information about your work and involvement with the Safety and Justice Challenge?

The Multnomah County Local Public Safety Coordinating Council has hosted multiple site visits over the last few years. The jurisdiction’s work with the Safety and Justice Challenge has been discussed with the National Council of State Legislators, the National Association of Counties, The National Network of Criminal Justice Coordinating Councils, and the National Center for Victims of Crime (and George Mason University). The LPSCC staff and partners have also participated in and conducted a number of SJC webinars and presentations at SJC meetings.

In addition, the LPSCC office is engaged in several national-level criminal justice reform leadership opportunities, such as the Columbia University Executive Session on the Future of Justice Policy (Square One Project), BJA Comprehensive Opioid Abuse Plan National Advisory Board on Law Enforcement and First Responder Diversion Programs, and the LEAD National Support Bureau.

C. What local and/or national communications activities has your jurisdiction engaged in around your Safety and Justice Challenge efforts?

The County, alongside public relations firm M+R, created and implemented a one-year communications plan designed to highlight and educate the public about the County’s strategies related to the Safety + Justice Challenge. This plan included a combination of website/blog posts, op-eds, informational fliers, videos, social media posts, press conferences and news stories on strategies and programs to reduce reliance on jail. The efforts reached local and national audiences through publications such as the Oregonian newspaper and the New York Times. In addition, Multnomah County Communications developed several videos of local leadership about the importance of eliminating racial disparities are posted on the LPSCC SJC webpage.

8. SUSTAINABILITY AND NEXT STAGES (4,000 character limit – up to one page): Note: some questions removed for easier uploading to portal. See RFP for questions.

- a) How do you plan to sustain the jail population and disparities reduction strategies in your proposal after the grant concludes?**

- i) Do you anticipate needing any additional partners to advance this work after the grant concludes? Which stakeholders will be most important to have on board?**
- ii) Do you anticipate any gaps in funding once the grant concludes? If so, how do you plan to address these gaps?**
- iii) How do you plan to track the progress and impact of your continued work?**

Multnomah County's existing SCJ team includes all key stakeholders needed to successfully implement the plan outlined in this application; they are all important. No additional partners are needed at this time. As is true in any grant-funded effort, there will be funding gaps at the end of the grant period. The commitment to data-driven assessment, however, will provide policy makers the information necessary to identify successful system efficiencies that 1) do not need additional funding, or 2) warrant reallocating local funds to sustain. As with existing strategies, Multnomah County is committed to monitoring progress on an ongoing basis.

The comprehensive pretrial system assessment project was presented to the LPSCC Executive Committee. There is impressive buy-in from all stakeholders to take a deep and systematized look at the pretrial processes. The buy-in expressed illustrates system-wide commitment to the work. The process will benefit from the ongoing partnership and consultation with Justice System Partners and will pursue additional partners as needs arise.

b. The strategies submitted in this application are primarily process assessment and efficiencies, utilizing existing resources enhanced by grant funded support such as data and policy analysts. As such, strategy outcomes will be inherently sustainable once the efficiencies are in place. Staff implementing system changes, such as the system navigator, close street supervision, and the Deputy DA will be evaluated using collected data and, as appropriate, be considered for reallocated state or local funds, based on their effectiveness. Despite the intent and desire to maintain funding for successful strategies, however, recent reductions at the state level, outlined elsewhere in this application, have resulted in dramatic cuts to DCJ, MCSO, and LPSCC. In response, Multnomah County leaders are actively working with state legislators and policy makers to adequately fund the justice system, with a focus on community-based services and efforts to enhance the focus on decarceration. Regardless of the success of these efforts, public safety partners are exploring their ability to re-assign and consolidate workloads if the pretrial assessment identifies efficiencies that will support that.

In addition to resources associated with the SJC strategies, the success of criminal justice reform efforts is dependant on continued and enhanced access to supportive services, housing, and behavioral health treatment, all of which come at a high and ongoing cost. The county will continue to assist providers build capacity to bill Medicaid, work to stabilize the low income housing market, advocate with state and local partners to share funding burdens and pursue other grant funding that can increase long-term access to these critical services.

c. Implementation of SJC strategies over the past two years has required significant in-kind contributions of staff time, including elected officials, policy makers, managers and line staff

implementing the programs. While data analysis has been supported by SCJ funding, at least five additional analysts are critical members of the data team. All of these resources are funded through a combination of county general funds and state supports. While it is impossible to estimate the amount, monthly meetings across disciplines to plan and implement these programs are substantial.

Costs for the Diane Wade House (\$60,000/month) will shift to County General fund when FY19 grant funds are fully expended. These, and other service strategies, also require on-going access to treatment services which are currently funded through a mix of county, state and federal/medicaid sources. The ability to bill for services will be expanded in the upcoming grant period, including the Diane Wade House, among others.

9. PAST PERFORMANCE (8,000 character limit – up to two pages): Note: questions removed for easier uploading to portal. See RFP for questions.

a. Seven of the original 13 strategies are implemented and included in this application for on-going data collection: 1) Reduce Time to PV Hearing, 2) Reduce DCJ Sanction Length, 3) LEAD, 4) IPT, 5) Treatment First, 6) Diane Wade House, and 7) Aid & Assist.

Incomplete strategies include:

- Presiding Judge Order: Implementation was hampered due to high-level charges included in holds. System actors met monthly to debate alternatives but have not produced viable options. The system assessment will advance the work.
- MH Diversion: A pre-arrest MH Diversion pilot was attempted, but due to lack of referrals and transport dilemmas, the strategy was changed and now reflected in Strategy 10 (referrals at recog). The addition of a MH DA through this grant will reduce prosecution of this high-need population.
- FTA: The same MH population have the highest pretrial ‘fail to appear’ rates. After finding many obstacles, the jurisdiction will now focus on the court texting pilot and improving trust with homeless service providers to support court attendance of their clients.

Eliminated strategies:

- Release to Treatment: Lack of appropriate treatment and declining local revenues thwarted implementation.
- Move Bench Probation to DCJ: Although the policy launched and trainings were conducted, the strategy did not impact jail use.
- Sanction Length (OJD): Trainings on sanction best practice were held but did not impact jail use.

b. Multnomah County's ADP has been on a declining trend since implementation; the six-month ADP (Jan-June 2019) is 10.3% lower than baseline (Nov 2015-Apr 2016). Many of the 2017 strategies had small impacts on the overall ADP, and the jurisdiction takes pride that all strategies reflect progressive justice policy (LEAD, IPT, etc). However, sanction-based strategies (PV hearing changes and sanctioning practices) had the largest reduction. The length of stay for defendants with PV hearing changes is approximately 40% shorter and the average sanction length reduced by about 20%. Yet, there is more work to be done. SJC partners are aware they have neither met the original 14.47% reduction, or the local goal of keeping the ADP to 85% of jail capacity. The lessons of the past two years have been that 'nibbling around the edges' of the existing system is not sufficient: what is needed is to take a hard look at the antiquated pretrial system which hinders efforts to ensure a safe, fair, and equitable justice system.

c. An evaluation of the impact of the IPT policy-change was completed in 2018. The number, rate and RRI was calculated for cases referred to and issued by the DA's office, revealing that the policy change resulted in a significant decrease in the number of IPT charges prosecuted. These findings were presented at an SJC convening and can be found in the attached report. Other R&ED impacts have been hard to demonstrate due to a lack of infrastructure and analyst capacity, despite the inclusion of two other 2017 strategies designed to address known disparities revealed in the 2015 R&ED report and reassessed in the new 2019 analysis. In response, the R&ED Subcommittee is being redesigned to facilitate a concrete R&ED reduction process and provide data needed for ongoing improvements consistent with the jurisdiction's level of commitment to this work.

i. LPSCC's existing R&ED subcommittee is changing its juvenile focus to adult, using the SJC disparities guidance as a roadmap. The subcommittee is working with the SJC policy team to identify areas for policy change. While not a decision-making body, the subcommittee will include system decision-makers and will make recommendations to the SJC Policy Team and the LPSCC Executive Committee. The membership of the group will be expanded to include additional system and community representatives. This is a long-standing group, and is poised to continue this work.

ii. Data on individual race/ethnicity, gender, and age is tracked in each agency case management system. This data is downloaded daily into the criminal justice data warehouse. This data was recently utilized to create the IPT report referenced above and attached to this application.

The 2015 Decision Point Analysis raised awareness and improved data collection. These efforts will be retooled based on the August 2019 Burns Institute Decision Point Analysis that suggested potential disparities in jail bookings rates, cases issued for prosecution, cases entered into diversion, and PVs resulting in jail.

iii. The drivers of incarceration and inequity include poverty, endemic violence, systemic racism, and patterns in calls for service and policing. Locally, efforts to tackle these drivers has just begun. The SJC-funded Community Engagement Specialist, with assistance from the Burns Institute, will enable the jurisdiction to engage in deeper conversations and analyses about the system issues that drive incarceration. The decision-point analysis is an added tool to move these challenging conversations about system reform and equity forward.

iv. The potential impact of each strategy on racial equity in the targeted areas of the criminal justice system have not yet been measured, outside of the two decision-point analyses referenced above. Quarterly reports are all disaggregated by race when possible. These analyses help point policy-makers to areas in the system that need targeted policy change (as illustrated by LEAD and IPT). The newly formed R&ED Subcommittee will lead the work by identifying policy areas through the latest decision-point analysis, spearheading deeper R&ED analyses, and helping create reduction goals.

d. Initial SJC planning involved community outreach efforts, which informed strategies in the 2017 application. Since that time, SJC partners have focused efforts on implementation and targeted engagement has waned, except for a series of community judicial listening sessions. The hire of the CES has launched a new phase in community engagement to inform SJC efforts moving forward, including creation of the Diane Wade House Advisory Board, expansion of the judicial listening sessions and hosting LPSCC Executive meetings in the community.

The CES will build and strengthen relationships with the judiciary and community leaders, assess community needs and work to improve the community's understanding of justice systems. The CES will serve as a liaison and additional community voice to SJC efforts.

e. The jurisdiction has experienced successes and challenges, such as:

- Over the last two years, there has been significant turnover of justice leadership, creating challenges with continuity and a loss of some strategy champions.
- Initiative fatigue: the jurisdiction is engaged in several system reform efforts across the justice spectrum, from pre-booking diversion to a multi-million dollar prison diversion effort. There has been significant reform over the last few years, which is powerful yet exhausting.
- The County and state have had recent budget shortfalls, decreasing 28 FTE in community corrections. This extreme cut has caused partners to focus on core mission, limiting bandwidth for additional projects.
- The dedicated SJC FTE is integral to our success so far by creating continuity and sustainability.
- The support of ISLG and JSP is integral. It decreases the need to rely on diminishing local resources and provides valuable third party expertise.
- The SJC work has ongoing participation with the Portland Police Bureau. However, the bureau is significantly understaffed and is legally limited to share identifiable data.

- System partners are dedicated to finding ways to ensure smart justice, finding equity, and limiting the jail use. SJC funds and participation in the network have helped launched several strategies and motivated change.
- In Portland, there is an increase in calls for service for property crimes (+4%), person crimes (+13%), and “society” crimes (+2%). These increases challenge policy-makers to deploy non-jail responses.