

## Section 1. Application Questions

### **1. Project or Funded activities summary (Abstract)** (1,647 character limit):

#### **a. Please summarize your two-year jail reform plan, and how you propose to use Foundation funds to effectively implement it.**

Multnomah County's jail reform plan builds on the jurisdiction's history of innovative and successful system change efforts to reduce jail use, embeds a commitment to reducing racial and ethnic disparities across the criminal justice system, and ensures a strong foundation for on-going system reforms beyond those outlined in this application. Three strategies are proposed: 1) 'Reduce Racial and Ethnic Disparities (RED) Using a Community Engagement Systems Change Framework', to understand and reduce RED at each decision point in the local criminal justice system; 2) 'Improve Community Corrections Practice to Reduce RED' through targeted interventions using culturally-responsive, community-based case management models and treatment (in lieu of jail) when probation sanctions are indicated; and 3) 'Rapid Identification, Triage, and Care Coordination of the Forensic Behavioral Health Population', which will reduce jail use by accelerating screening, referral, and coordination for detainees with behavioral health problems.

Support from the MacArthur Foundation would fund expert project management and support across all strategies as well as: Strategy 1: staffing for engagement activities, anti-racism training for system partners and the community, information technology (IT) support, community stipends and meeting expenses, and local evaluation; Strategy 2: staff/partner training, a specialized Parole/Probation Officer, a data technician, and culturally-responsive community-based services; and Strategy 3: behavioral health screening staff, case management, jail booking remodel to develop a nurse's station at the front door, and a pool of local psychiatric evaluators to expedite court-ordered assessments. MacArthur funds will leverage expertise of staff and programming and will be matched by \$2,002,742 in local support to ensure the foundation for success.

### **2. Goals** (3,313 character limit):

#### **a. What is your jail population reduction target, and the rationale behind it?**

Multnomah County's jail population reduction target for strategies 2 and 3 is 7.74%. Strategy 1, which will reduce RED system-wide, does not have specific reduction targets at this time. We are keenly aware our jurisdiction's proposal does not meet the Safety and Justice Challenge benchmark of 15-19%. Planning partners were challenged by this benchmark goal, despite their long history of implementing best practices focused on reducing jail utilization, and struggled to identify and agree on additional strategies that would quickly achieve that goal. Participation in the SJC has forced local criminal justice leadership to acknowledge that previous efforts are not sufficient to realize their shared goal for system reform, especially related to RED, and reach consensus that more must be done. There is a shared belief that the community engagement process outlined below will provide the structure and broad-based support necessary to achieve additional jail use reductions and criminal justice reforms beyond the time frame of this grant.

Strategy 2 will reduce jail usage by 21,900 bed days annually, a 5.24% reduction overall, by creating effective and culturally specific community sanctioning options for African American males and other overrepresented populations, a disparity identified through the SJC-generated RED Relative Rate Index Report (hereinafter "RED report").

Strategy 3 will reduce jail usage by 10,000 beds annually, or 2.5%, by rapidly identifying individuals with severe behavioral health problems at booking and linking them to internal and external services, reducing average jail stays (18.27 days) to a level commensurate with that of other detainees (13.51 days). It will also reduce the jail time for those individuals awaiting evaluations to establish if they are able to aid and assist in their own defense, from an average of 30 to 7 days.

**b. How does your jurisdiction plan to address racial and ethnic disparities?**

Multnomah County is uniquely positioned to address racial and ethnic disparities quantified by the SJC-generated RED Report (see attached summary) by piloting a comprehensive community engagement process, the work of Strategy 1. To this end, Local Public Safety Coordinating Council (LPSCC) partners have committed to use the county's nationally renowned Equity and Empowerment Lens, a quality improvement tool leading to more racially equitable policies and programs, and build on the Health Department's expertise in supporting authentic community engagement processes. Within this community-based participatory approach, engagement activities are designed to support the evolution of community interactions from 'transactional' (one way communication) to 'transitional' (advisory) and, ultimately, 'transformational', which is characterized by joint decision-making, shared power, and co-ownership of outcomes. The strategy will involve system partner/community anti-racism trainings combined with a multi-layered community engagement process using facilitation methods known to build the trust and two-way communication necessary to move to shared solutions. IT and data analysts will utilize RED data to develop a cross-agency disparities 'dashboard' and alert system to ensure accountability, effectively integrating ongoing RED analyses into business practices. This process will be supplemented by other systems change work, including SJC strategies 2 and 3, which address identified disparities in DCJ's use of jail sanctions with African American males and over-incarceration of individuals with behavioral health problems, a population also overrepresented by African American males.

**3. Approach** (6,647 character limit):

**a. What are the main drivers of your jurisdiction's jail population? Please use data to demonstrate.**

The SCJ planning process, combined with a new analysis of historical data, has helped quantify drivers of the current jail population and highlight areas ripe for intervention.

In a 2015 snapshot, 44% of the jail population was pretrial, significantly lower than the national average of 63%. Probation/parole violators constituted another 28%, and warrant holds accounted for 15%. Only 8% of the jail population was locally sentenced individuals, with the remaining 5% from civil commitments, state-sentenced individuals, or unknown.

Data provided through the RED report revealed some communities of color are acutely over represented: African Americans in Multnomah County are six times more likely to be in jail than their White counterparts, with Native Americans following at 1.8 and Hispanics at 1.2. The disparity remains relatively constant across decision points with spikes at two other points: those that involve 'beneficial action' (e.g. release, diversion), and at sentencing, where African Americans were seven times more likely than Whites to receive a prison sentence.

Another driver that has long been a concern of criminal justice leaders was quantified in a 2015 Mental Health Jail Diversion (MHJD) study commissioned by LPSCC. Among the sample examined it found detainees experiencing mental illness had longer lengths of stay – 18.27 days compared to 13.51 – than other detainees. Inmates with mental health problems were booked

an average of 2.98 times during the reporting period. Black detainees were significantly overrepresented within this group: 41% compared to 19.7% of all bookings. Inmates with mental health problems lack housing and treatment options in the community, an issue exacerbated by lack of system coordination to ensure access to the right service at the right time.

b. Describe your jurisdiction's Safety and Justice Challenge implementation plan. Please include a description of planned strategies and/or policy changes, including your site's strategy to address racial and ethnic disparities[2] .

The County's SJC implementation plan consists of three strategies endorsed by the County Chair and LPSCC co-chair. Oversight will be provided by the LPSCC Executive Committee and day-to-day operations managed by LPSCC's Executive Director and a Program Manager.

Strategy 1 takes an inclusive approach to identifying and reducing RED. Activities include:

1) Assess strengths and opportunities to identify criminal justice agencies best prepared to engage communities overrepresented in the criminal justice system during the initial stages of implementation and steps to accelerate engagement across the entire system.

2) Engage at least 100 community members in the first 18 months (and 200 over 36 months) from neighborhoods disproportionately impacted by the criminal justice system, at three levels:

- Community forums to increase knowledge of project goals and provide information about the criminal justice system;
- Focus groups to solicit feedback and gain understanding of the experience of community members most involved in the criminal justice system; and
- A two-way dialog with criminal justice leaders and community members, co-creating strategies to reduce RED.

3) Offer system partners and community members anti-racism training (such as implicit bias or undoing racism) and use the county's Equity and Empowerment Lens as a quality improvement tool leading for more racially equitable policies and programs.

4) Identify and implement consistent definitions for tracking race and ethnicity across system partners. Create a cross-agency Disparities Dashboard and Alert System to hold justice system leadership accountable.

5) Identify and implement culturally-responsive strategies to reduce RED across the criminal justice system.

6) Evaluate and document lessons learned throughout this process that will inform development of replicable models for other communities.

Strategy 2 In response to SJC-generated data revealing offenders of color are disproportionately sanctioned to jail rather than community-based alternatives, the Department of Community Justice (DCJ) will create culturally-responsive sanction alternatives for individuals who violate conditions of supervision but can be maintained in the community safely. African American males experience the highest overrepresentation and will be the focus of initial efforts.

Activities include:

1) An analysis of current sanctioning practices within DCJ and other leading community corrections jurisdictions.

2) Joint planning with community providers to develop culturally-responsive, community-based alternatives to jail sanctions.

3) Investigate and implement culturally-responsive case management models and ensure DCJ models are implemented to fidelity.

4) Pilot and evaluate newly developed sanctions.

Strategy 3 will pilot a process to ensure individuals with behavioral health problems are identified at booking and receive expedited supports and assessment. Two pressure points identified through the MHJD study and the SJC planning process will be addressed:

1) All individuals brought to booking will be triaged by a registered nurse and receive a behavioral health/medical screen and a breathalyzer (when indicated) to identify the presence of drugs/alcohol in their system that may require medical intervention. Results will allow jail and corrections health staff to coordinate care, refer to a hospital, and facilitate immediate release to appropriate crisis treatment. The effort will involve an analysis and pilot of data sharing agreements that allow coordination while adhering to HIPAA and 42CFR requirements.

2) The County's Mental Health and Addictions Services will work with Court staff to identify qualified local psychiatrists to conduct evaluations to establish if a defendant is able to aid and assist in their own defense (rather than transport to the State Hospital in another city). This process will reduce the average jail stay from 30 to 7 days.

c. Why have you chosen this approach? What information do you have to suggest that this approach will meet the goals described in Question 2? If possible, present data to demonstrate that planned activities are likely to achieve your reduction target.

Strategy 1: Multnomah County has successfully utilized the community engagement model outlined in this application to conduct multiple community planning processes, most recently to support LPSCC's comprehensive gang assessment, which engaged 200 students, 150 community residents and more than 80 gang-involved individuals. This work was conducted by trained Community Health Workers (CHW). The proposed RED work will be supported through the County's Equity and Empowerment Lens, a tool developed by the County's Office of Diversity and Equity staff, who have traveled nationally to introduce it to other jurisdictions.

Strategy 2: Multnomah County's DCJ is nationally recognized as a leader in implementing evidenced based practices and reducing RED within the juvenile system. DCJ will utilize their success as a Juvenile Detention Alternatives Initiative (JDAI) model site as a roadmap for this work, which reduced juvenile bed use by  $\frac{2}{3}$  over 20 years. DCJ's Community Healing Initiative (CHI) and CHI early intervention programs offer culturally-specific services to gang-impacted youth and families.

Strategy 3: The proposed approach builds on local treatment strengths, statewide initiatives to address behavioral health treatment gaps, a long-standing plan to align behavioral health and the criminal justice system, and the jurisdiction's open booking process (which allows for flexible jail processing). A review of emerging practices identified a San Francisco model that uses a mental health screen at booking, a process that reduced behavioral problems in the jail, improved treatment readiness, and increased communication between jail staff and providers. The model has been modified to include substance abuse issues, and to identify medical issues that warrant immediate transfer to a medical facility. The strategy also takes advantage of a new

psychiatric emergency room slated to open in 2016, where individuals in a mental health crisis can be referred instead of jail.

#### **4. Results** (13,313 character limit):

##### a. If awarded implementation funding, what is the vision for how your jurisdiction's criminal justice system will change and in what time frame?

Strategies outlined in this application are the natural extension of LPSCC's decades-old vision for comprehensive system reform, deepened and further operationalized through the data-driven decision making at the core of the SJC. Each strategy will be evaluated by either an internal or external evaluator, in coordination with ISJG, to help monitor progress and outcomes.

Beyond program and process improvements, the SJC has prompted hard and meaningful conversations among criminal justice partners. The development of Strategy 1 forced leaders to talk about the challenges and opportunities associated with community participation, particularly when it intentionally involves offenders, a dramatic paradigm shift in how criminal justice policy is currently made and changed. Strategy 1 also forced leaders to talk about race, racism, institutionalized racism, and harm caused by criminal justice practice, facilitating conversations about power and privilege that had never been discussed in this setting before.

Strategy 1 positions Multnomah County to engage with community members in a new, authentic way. The national tenor around communities of color and law enforcement is painful. Engaging communities of color and those with direct criminal justice experience is needed to improve trust and relationships between traditionally adversarial groups that will result in better outcomes across the system. The approach outlined in this document will allow Multnomah County to develop a blueprint for this difficult and critical work.

Strategies 2 and 3 will expose the lack of options available to detainees of color, especially those suffering mental health and substance abuse problems while laying the groundwork for long-term success. These individuals churn through the jail due to a lack of early identification, coordination and, ultimately, access to quality, long-term supports and alternatives such as supported, low barrier, wet housing and treatment options for those with co-occurring disorders. All too often the forensic community is left out of the services and treatment pipeline. While the SJC and local budgets are not sufficient to fully fund these missing services, SJC planning, data alignment and a systematic approach to identification and coordination will support the County's continued work with the Affordable Care Act, as well as State, and City leaders to press for long-term fixes for these vulnerable individuals with very complex needs and behaviors.

##### b. How will you know that this vision for success has been achieved, and what indicators of success will you track along the way?

Implementation of this vision will require focused project management and supports paired with a commitment across partners to accountability. In order to ensure success the County Chair, LPSCC Co-chairs and Executive Committee, and SJC Policy Team will receive quarterly reports tracking the following indicators and their progress against activities and timelines outlined in the program implementation plans.

In addition, for Strategy 1, Program Design and Evaluation Services (PDES) will provide evaluation. PDES is a research and evaluation unit within both the Multnomah County Health Department and Oregon Public Health Division. Established in 1992, PDES has been committed to partnering with clients to promote healthy communities and reduce inequities. Their team of over 20 people includes doctoral-level scientists, statisticians research analysts, project managers, interviewers, and support staff. They offer a full range of technical services to

help design and evaluate programs, as well as conduct applied research and surveillance projects. PDES scientists have collaborated on projects to address disparities as well as criminal justice projects. Through continued data collection and analysis, PDES will assist with ongoing quality improvement and sustainability.

**Indicator 1:** Decrease the county jail's average daily population by, at a minimum, 7.74% over two years. Additional reductions will be realized in subsequent years as racial and ethnic disparity strategies identified through the community engagement strategy are fully implemented. **Tracking mechanism:** Daily jail population is monitored closely by the Sheriff's Office and reported monthly. In addition, Multnomah County is establishing a partnership with Code for America to be a pilot site for their jail dashboard, which provides virtually real-time (updated three times a day) feedback. Implementation timelines are under negotiation, but will occur during the three year SJC timeframe.

**Indicator 2:** Reducing RED will become a core component of agency system reform efforts for 75% of criminal justice agencies. **Tracking mechanism:** The LPSCC Executive Director will monitor criminal justice agency's adoption of reducing RED as part of their reform efforts.

**Indicator 3:** Measures will be finalized as the strategies develop, but current discussion indicates the average rate of RED across the criminal justice system will be reduced by 10% within 36 months. **Tracking mechanism:** The success of RED strategies will be monitored via the process evaluation and updated RED data collected by system partners and reflected in the disparities dashboard, once it is in place.

**Indicator 4:** Criminal justice transparency and community trust will be increased by 60% within 36 months as measured by pre and post tests. **Tracking mechanism:** Transparency and community trust will be monitored by PDES through the evaluation process using pre and post tests and qualitative interviews of engaged community members over the grant period.

**Indicator 5:** There will be ongoing and meaningful citizen involvement by at least 10 individuals in criminal justice planning and policy discussions within 36 months. **Tracking mechanism:** Ongoing participation by community members will be tracked quarterly by the Community Health Workers using meeting sign-in sheets and minutes.

**Indicator 6:** A disparities dashboard will be implemented within two years to monitor disparities at each decision point and serve as an early warning system when disparities in the system change. **Tracking mechanism:** Disparities dashboard implementation will be monitored by the SJC Program Manager, who will coordinate with the IT developer to track progress in developing data systems needed for implementation. Successful completion of an MOU among system partners by the end of six months will be also be tracked by the SJC Project Manager, indicating agreement for maintaining the dashboard consistently across partners and a commitment to create an action plan to address disparities.

**Indicator 7:** A replicable community engagement model for criminal justice reform will be disseminated nationally within four years. While this is beyond the SJC tracking cycle, system partners are committed to moving forward whether or not the MacArthur Foundation is involved. **Tracking mechanism:** Progress towards a national criminal justice community engagement model will be tracked through the local process evaluation and reported quarterly.

**Indicator 8:** At least 20 strategies to reduce RED will be identified and five implemented within 36 months. **Tracking mechanism:** Identification and subsequent implementation of culturally-responsive RED strategies will be monitored by the implementation teams against timelines outlined in the implementation plans, with at least 10 identified in early implementation phases (within the first 12 months).

**Indicator 9:** Uniform race/ethnicity data collection across justice system partner agencies will be in place within 36 months. **Tracking mechanism:** Uniform race and ethnicity data collection will be monitored by the SJC Project Manager, with cross-agency agreement on definitions for use in data systems within 12 months.

**Indicator 10:** RED rates in DCJ jail bed sanctioning will be reduced by 10% within 36 months, and overall reduction of jail sanctioning by 15% within 36 months. **Tracking mechanism:** Reduction of jail bed sanctioning will be monitored by the DCJ Research and Planning Unit using internal data systems.

**Indicator 11:** The average length of jail stay for individuals involved in the aid and assist process will be reduced by 15% in 24 months. **Tracking mechanism:** Reduction of the average jail stay for individuals awaiting aid and assist evaluations will be tracked by the Corrections Health Case Manager until behavioral health and corrections data sharing agreements are finalized and data systems in place.

**Indicator 12:** An aligned and accessible referral network for detainees with severe behavioral health problems that includes information sharing agreements between criminal justice and behavioral health providers will be in place within 36 months. **Tracking mechanism:** Reduction of jail use for individuals with behavioral health problems will be measured by the Corrections Health Case Manager until behavioral health and corrections data sharing agreements are finalized and data systems in place.

## **5. Context/Opportunity** (9,980 character limit):

### **a. Why is now the best time to engage in jail reform in your jurisdiction? What impact has the planning process had on the context in which you're working?**

Multnomah County's Safety and Justice Challenge plan builds on 15 years of system changes that have already reduced jail usage by approximately 40%; the county's current usage is about half the national average. These changes include: Transition to use of a validated risk assessment to make release decisions in place of a bail bond system; Implementation of an expedited recognizance process, in which 40% of inmates are released expeditiously; Creation of two distinct pretrial release programs that supervise defendants in the community; 11 specialty court/diversion programs, and; Implementation of Effective Sanctioning Practices which reduced the average jail sanction from 15 to 11 days. These reforms provide the groundwork for further jail reform efforts, particularly when combined with other initiatives the jurisdiction has underway, described below.

SJC's collaborative and sometimes contentious planning process has propelled the group to a shared goal of system reform. In particular, the RED report prompted considerable discussion, even discomfort, amongst policy leaders. Notably, however, there was not disagreement with its contents. Involvement of the Office of Diversity and Equity and Black Male Achievement leadership has enhanced and pushed these conversations to deeper levels of understanding. All partners agree that continuing forward at this time is critical in order to capitalize on the

momentum of the planning process and the shared vision for change. In fact, SJC Policy Team meetings are scheduled to occur this Winter and Spring to continue planning for system reforms. As such, the current jail reform process mirrors the jurisdiction's justice reinvestment efforts launched three years ago, which aim to reduce state prison population. Almost three years of often difficult planning and weekly 7AM meetings between policy leaders led to implementation of system-wide changes and a 30% reduction of the number of people sent to prison. The relationships forged through this process brought the same leaders to the SJC jail reform table and will keep them there as the strategies are implemented and successes lead to further reform.

The RED report and other SJC-generated data about race has spurred additional dialog internally and externally. For example, the Assistance Chief of the Portland Police Bureau brought disparity data to his command staff and he is continuing conversations with the W. Haywood Burns Institute about how to continue to address and reduce disparities in his agency.

**b. What challenges do you anticipate? And, how will you overcome them?**

Comprehensive, collaborative system reform in the criminal justice system is always challenging, even in a system with extensive and successful experience. While the LPSCC provides a forum for collaborative work, the criminal justice system is naturally built on adversarial relationships, creating challenges to effective collaboration and reaching consensus.

Throughout SJC planning, policy leaders have worked to find the "sweet spot" between political will and risk tolerance. The strategies and reductions presented in this application illustrate a starting point for local leaders who champion jail reform while understanding the need to grow the depth of risk tolerance and political will through continued collaboration--working with, through, and around the naturally adversarial system. This optimistic perspective of continued change is based on the experience of criminal justice leaders who have seen the ebb and flow of reform over time. The key is staying at the table, acknowledging the discord, and moving forward on areas of consensus.

Beyond the policy group's internal process, other challenges exist. They include supporting national, statewide and local efforts to secure housing options for inmates and individuals with severe behavioral health problems. While there is broad political support to address these challenges, substantial funding is required and being sought from a variety of local, state and federal sources. In addition, this proposal outlines a unique community engagement strategy tailored to the criminal justice system. Our literature review indicates this comprehensive approach has not been implemented elsewhere, so there are undoubtedly challenges ahead that have not been previously encountered. On-going process evaluation and the support of political and community leaders, culturally specific providers and community engagement specialists will problem-solve and document lessons learned to create a roadmap for other jurisdictions undertaking a similar project. In sum, while the challenges are many, they are far outweighed by the opportunities.

**c. How does this proposal complement other ongoing work in your jurisdiction?**

As referenced above, the current jail reform effort comes at a unique time in Multnomah County. A multitude of reforms, initiatives, and funding streams have come together to complement the jail reform work outlined in this application and serve as financial and political leverage for implementation efforts.

- Multnomah County launched its justice reinvestment program in 2014. The justice reinvestment program involves pretrial comprehensive risk and needs assessment that helps inform sentencing. The goal of justice reinvestment is to reduce the number of people



Multnomah County sends to the state prison system and to supervise more people locally in the community. As outlined above, the successes and relationships stemming from this work have provided the context and foundation for the jail reform planning outlined in this application.

- Portland Police Bureau is entered into a consent decree with the United States Department of Justice regarding their treatment of individuals with mental health disorders and relationship with the African American community. As such, Portland is ripe for the level of authentic community engagement and other strategies outlined in this application.
- The national public safety conversation, mirrored in the state and local context, supports shifting from charge-based to risk-based systems. This culture shift, embraced by SJC partner leadership, is already underway and influences the speed at which they can consider increasingly complex reform efforts.
- Local criminal justice leadership is openly asking the philosophical question: What *really* needs to be handled through the criminal justice system vs public health, behavioral health, and other social service venues? This questioning opens opportunities for reform that are impossible within a more limited definition of public safety, and is reflected in this application.
- Strategy 2, community sanctions, is uniquely aligned with a BJA SMART Supervision grant awarded to DCJ in 2015. The grant is piloting similar shifts in supervision practices for a different population, which will accelerate necessary culture shifts in supervision practices throughout the department.
- Similarly, Strategy 2 will build on existing relationships with culturally specific providers who are currently contracted to implement the Community Healing Initiative Project targeting youth of color and their families.
- Strategy 3, Behavioral Health, also leverages two newly awarded federal grants, including a Second Chance grant focusing on women with co-occurring disorders and a SAMHSA Mental Health Court grant. These grants have jump-started a system change effort for forensic mental health populations, and helped to identify gaps that will be addressed through SJC funding.
- Similarly, Multnomah County has two drug courts supported by a mix of county general fund and state/federal grant funds.
- Strategy 3 is also uniquely aligned with the countywide focus on addressing housing shortages for vulnerable residents, including behavioral health and reentry populations through 'A Home for Everyone', a unique county/city partnership led by local leaders and embraced by the non-profit sector.

## **6. Leadership** (3,313 character limit):

### **a. Who will be the lead agency for this project and why is this agency best positioned to lead your jurisdiction through implementation?**

Multnomah County is the lead agency and is uniquely positioned to fill this role as the governing body over: 1) jails (1,310 funded beds); 2) jail health services; 3) community corrections; 4) District Attorney; 5) mental health; and 6) LPSCC convener. In addition, County jails house defendants from three police jurisdictions, as well as the County Sheriff law enforcement.

Programmatic components will reside under LPSCC, whose Executive Director reports to County Commissioner Judy Shiprack, LPSCC co-chair and a Vice Chair of the Justice and Public Safety Committee of the National Association of Counties. The LPSCC Executive Committee, which includes leadership from across the public safety system and Health Department, directs the work of several subcommittees to oversee and implement system

changes. LPSCC will use this unique structure to provide SJC oversight and assign or add a committee to each strategy to ensure collaborative planning, support for the project, and direction to LPSCC staff.

b. What other organizations or individuals will participate in implementation? Are all these entities committed to sharing data as outlined in the letter of intent uploaded with this application?

The existing SJC Policy team will meet throughout implementation and include the County Chair, leadership from Multnomah County's District Attorney and Sheriff's Offices, Directors of Multnomah County's Health and Community Justice Departments, three judges from the Circuit Court, Assistant Chief from Portland Police Department, Executive Director of the Metropolitan Public Defender, Director of the Portland's Black Male Achievement Initiative, Multnomah County's Chief Diversity Officer, Director of the National Crime Victim's Law Center, and the Executive Director of a local substance abuse non-profit treatment partner.

All entities are committed to sharing data as outlined in the letter of intent uploaded with this application.

c. How would you characterize the roles, expertise, and experience of your full team engaged in this project?

Expertise of implementation teams include:

LPSCC staff has deep criminal justice experience, strong facilitation and data analysis skills, as well as relationships across partners and disciplines. Staff will provide day-to-day management of strategies, convene policy and data teams and ensure reporting and external/internal follow up.

Strategy Implementation Teams for each strategy consist of operational leaders with the relationships and expertise necessary to ensure successful implementation.

Strategy 1: Leaders from the District Attorney's Office, DCJ, Health Department, Circuit Court, National Crime Victim's Law Institute, Portland Police Bureau, Sheriff's Office, Office of Diversity and Equity, and the Black Male Achievement Initiative

Strategy 2: DCJ leaders and the Research and Planning manager, and the Director of the Office of Diversity and Equity.

Strategy 3: Directors of Corrections Health and Mental Health Addictions Services, the Circuit Criminal Courts, and Sherriff's Office Chief Deputy of Jail operations.

Data team is comprised of analysts from LPSCC, DCJ, Courts, DA, Sheriff, Portland Police Bureau, Health Department, and County IT with the expertise to operationalize data requests, facilitate cross-system data coordination and ensure effective data collection systems.

d. How would you describe the level of commitment from the other relevant criminal justice agencies that will be involved in the implementation of your jurisdiction's reform plan?

The SJC planning process included community members, criminal justice agencies, and other partners with expertise necessary to create viable and effective plans to impact jail bed usage and reduce RED. Engaged planning team members outside of the traditional criminal justice system including Black Male Achievement Initiative, Central City Concern (housing and case management), A Home for Everyone (a countywide initiative to address homelessness), CODA (a substance abuse provider), the Office of Diversity and Equity, the Citizens' Crime Commission, Portland Office of Youth Gang Violence Prevention, and Maranatha Church. In

addition, the SJC policy committee hosted a public forum on December 7 to inform and involve community members in the SJC project and strategies. The forum was attended by 58 people, reflecting the project's core value that members of the community are full and critical partners in this effort. All committee members and forum participants are prepared to step forward and support implementation plans.

## **7. Policy Implications** (6,647 character limit):

### **a. What are the legislative or administrative policy implications (if any) of this project? Are there hurdles that will need to be overcome?**

Clearly, there are a myriad of policy implications related to successful implementation of the strategies outlined above. The majority of those policies have not yet been fully described, pending the work ahead. What is currently known includes:

**Strategy 1:** While actively seeking and integrating community feedback to develop policy recommendations is a well-developed approach in public health, it constitutes a dramatic shift in criminal justice that will require on-going analysis to identify the strengths and challenges of this approach. Lessons learned and outcomes of the effort will be documented and potentially become policy. Individuals with lived experience will be structurally integrated into the system.

In addition, consideration of the community engagement model prompted a lively discussion about what aspects of the criminal justice system could legally be open to change as a result of feedback received. This is an on-going dialog that may challenge policy leaders to question current policies over time, even as they question the viability of incorporating community feedback into their policy process.

**Strategy 2:** Success of this pilot will result in policies that ensure differential parole/probation responses for individuals from communities experiencing racial and ethnic disparities. There will be changes to the sanction guideline grid, a tool that helps parole/probation officers with sanction decisions. Further, the strategy will have cascading impacts on the courts and DA to ensure support of ongoing use of administrative sanctions, etc. In addition, the emphasis on ensuring case management practices are culturally-responsive and aligned with best practices may uncover additional necessary policy changes about training and/or approaches to the work of DCJ staff.

**Strategy 3:** Implementation of Strategy 3 will change policy and practice in booking, requiring all individuals brought to booking to be screened by a registered nurse prior to initiating the booking process. This change will have direct procedural implications for police and sheriff staff and initiate changes for other internal and external partners.

Other policy implications related to implementation of Strategy 3 include: continuing to address supported housing and treatment shortages, ensuring access and funding for those with severe behavioral health problems in general and, specific supports and treatment for the forensic population.

In addition, the state legislature is currently in the process of evaluating and restructuring the state's behavioral health system, an effort intended to align funding and access issues across systems. This is a massive and desperately needed overhaul that must be led by the state. As the Mental Health Authority, Multnomah County is already working to align its own internal and external systems, work that is ongoing and will have direct impact on the success of Strategy 3.

Finally, any system change involving the intersection of behavioral health and criminal justice involves discussion of HIPPA, 42CFR, and related information sharing policies. This issue is the

work of a workgroup of LPSCC's Mental Health and Public Safety Subcommittee, which has representation from the county attorney's office and the IT department to align policy, practice and data sharing with the needs of practitioners working with this population.

#### **8. Learning (3,313 character limit):**

##### a. What is the most important thing you expect to learn during the implementation of your jurisdiction's reform plan?

While there is much Multnomah County expects to learn from implementation of the SJC plan, perhaps the most important is how to effectively conduct a community engagement process across the entire criminal justice system and what changes will result from the process.

Other lessons that are less groundbreaking, but critical for long-term success include:

- Additional insights from a 'deeper dive' in the data once criteria and definitions are fully aligned across systems, including the opportunity to gain additional details about racial and ethnic disparity drivers within our system.
- Implementation details about tangible and effective approaches to reducing RED throughout the criminal justice system
- Understanding the specific needs of the behavioral health population in jail and how the system can better serve them outside of the jail.
- System adjustments needed to expedite services to forensic behavioral health populations while maintaining legal information sharing standards and practices.
- Better understanding of how to work with the general community to ensure forensically responsive behavioral health and housing services within a system already challenged to meet the general population's needs.

#### **9. Sustainability/Next Stages (3,313 character limit):**

##### a. What from this project or these funded activities (if anything) do you expect to spark interest in replication by other jurisdictions?

Criminal justice reform, including jail reform, has gained national attention with communities across the county working to improve systems. While details of each strategy will be of interest to many jurisdictions undertaking system reform, we anticipate two specific components to generate the most interest.

As stated above, it appears no jurisdiction has undertaken a community engagement process across the criminal justice system as outlined in this plan. Multnomah County's effort, documented through a local process evaluation, will offer a roadmap for other jurisdictions looking to undertake this work. This strategy is intrinsically linked to the SJC-generated RED report, which is a recent approach to documenting disparities in criminal justice for adults that has, to date, been undertaken by very few jurisdictions. The need to ground community engagement in this level of data analysis will spur additional interest and may encourage jurisdictions to align data systems and undertake a similar analysis. Specific strategies developed through the community engagement process will also be of interest to other jurisdictions, though the customized nature of strategies resulting from community engagement means these approaches could serve as a guide, but not necessarily a template for their use.

Additionally, Multnomah County's history of criminal justice reform served as both an inspiration and challenge for identifying next steps. SJC planning efforts frequently focused on the fact that there was 'no low hanging fruit' remaining for reducing jail use. While not universal, Multnomah County is not alone in this stage of innovation. Strategies outlined in this plan can serve as a model and inspiration for other public safety systems that have already implemented risk assessments and other research-based approaches to reform.

b. Which aspects of your proposal do you plan to sustain over the long-term, and after the grant concludes?

Strategies outlined in this application include multiple systemic changes that will be sustained over the long-term through integration into the day-to-day work of criminal justice partners, including alignment of partner data systems, ongoing coordination and resource allocation, maintenance of the disparities dashboard, and development of follow-up strategies. Those aspects of the community engagement strategy determined to be effective through the evaluation process will be maintained and nurtured as a part of the LPSCC structure; policy leaders are well aware that by committing to the community engagement process, they are committing to it for the long-term – such commitment is at the heart of the process itself.

As a government office with an annual budgeting process, it is impossible to commit sustained funding through the County's general funds. However, a sustainability plan is under development by policy-makers. Given the long-standing commitment to system reform and data-based decision-making, strong political and community support for addressing disparities, programs and strategies proven to be successful and/or those that impact jail bed usage have a strong chance for serious consideration for funding. These programs and/or innovations stemming from the work may also be the focus of newly-developed grant proposals to state and federal funders.

**10. Past Performance** (6,647 character limit):

a. If you have previously received a grant from the MacArthur Foundation, please describe prior grant performance, including products dissemination and examples of impact. Please note that the Safety and Justice Challenge planning grant qualifies as a previous grant.

Multnomah County's SJC planning is the first MacArthur Foundation grant. It has been a challenging and often difficult process, requiring a new level of dialog between local leaders of the local criminal justice system. It has also been a success, resulting in comprehensive mapping of the county's very complex criminal justice system, three strategies outlining next steps in the county's criminal justice system reform, and leadership that understand that the next phase of reform has only begun. This leadership group is also aware that they have not proposed strategies that obtain MacArthur's benchmark of 15-19% jail bed reductions, but have developed a shared commitment to obtaining those reductions outside of the grant's three-year timeframe and continue to move reform forward. Regardless of the MacArthur Foundation's funding decision, Multnomah County has used this planning process to identify areas of system reform, especially the reduction of RED, to which the leadership is committed. This work will result in a more equitable and fair criminal justice system for all justice-involved individuals and their communities.