



## Sustainability plan

### Overview and instructions

The sustainability plan is a critical component of your application and will require you to provide detailed information on the implementation strategies and underlying reform infrastructure that your site will sustain during the two-year sustainability grant period and post-SJC involvement. The plan is broken into two categories: implementation strategies and reform infrastructure/capacity.

**Implementation strategies** include the strategies your jurisdiction will sustain to reduce jail populations, reduce racial and ethnic disparities at justice system decision points, and increase community engagement. **Reform infrastructure and capacity** are the elements of your work that are critical to achieving systems reform but cut across and underlie implementation strategies, such as staffing, data capacity, cross-agency coordinating systems, political buy-in and support, etc.

Recognizing that systems change involves strategies directly funded by the SJC as well as changes to underlying practices within the jurisdiction, sites are encouraged to include implementation strategies directly funded by the SJC and reforms that have advanced in relation to or independent of SJC funding in their plans. The purpose of the plan is to comprehensively address plans for sustaining systems change efforts with an encompassing lens. While the review committee intends to review your submitted plans as an element of your submission, the plan should also be thought of as a useful tool to serve your jurisdiction as a living blueprint for sustaining reform efforts. It should be designed as a constantly-evolving planning resource that you reference and adapt regularly.

Across the following tabs, please indicate the specific implementation strategies and the elements of reform infrastructure that your jurisdiction intends to sustain over the next two years to maintain an ADP equivalent to the lowest level achieved by COVID-19 response measures, reduce disparities, increase community engagement, and otherwise advance systems reform in your jurisdiction. Each strategy should be accompanied by an explanation of the impact the strategy has had on your jurisdiction's jail population to date, how your jurisdiction will sustain the strategy moving forward, and should include data. There is no character requirement for responses to each prompt, and we encourage you to be as efficient as possible such that the prompt is addressed in full. The final tab in this spreadsheet will serve as a summary of all implementation strategies and elements of reform infrastructure.

At this point in the initiative, your jurisdiction should be focused on sustaining reform efforts that have been proven effective or shown promise. Unless in proposing strategies that emerged in response to the COVID-19 pandemic, to course correct for the purposes of eliminating racial and ethnic disparities, or to more credibly engage the community, jurisdictions should not propose new strategies in their sustainability planning template.

When completing your sustainability plans, sites should be sure to:

- A. Complete a separate tab for each implementation strategy you plan to sustain during the grant period and post-SJC involvement;
- B. Complete a separate tab for each element of reform infrastructure and capacity that will continue to support the proposed strategies during the grant period and post-SJC involvement;
- C. Consult with your site coordinator and program officer, as helpful; and
- D. Reference the SJC Sustainability Guidance document.

Note that while this template is modeled for five implementation strategies and three elements of reform infrastructure/capacity, there is no mandate or prescription for a specific number of proposed strategies or elements of reform capacity, and tabs can be added or deleted as you see fit.



## Implementation strategies

### Strategy #1

**Implement and validate pretrial reform process:** The SJC-funded Pretrial Reform assessment and planning process has positioned the jurisdiction for sustainable and equitable pretrial reform without increasing on-going operational costs over pre-reform levels. The jurisdiction will also complete a local PSA validation study following implementation.

**Lead Agency:** Multnomah County Local Public Safety Coordinating Council (LPSCC)

**Owner:** Multnomah County Local Public Safety Coordinating Council (LPSCC)

**Strategy status:** Ongoing

#### 1. Strategy goals and objectives including its intended impact on jail population reduction and reductions in ethnic and racial disparities

In sum, the jurisdiction seeks to reduce the number of individuals held in jail pretrial, improve decision-making processes, improve risk-based decision-making, and protect public and victim safety. Key to this success is: implementation of the Public Safety Assessment (PSA) to replace the Modified Virginia Pretrial Risk Assessment Instrument (MV/PRA) currently used, decrease the number of charges that keep individuals in jail prior to first appearance; provide more appropriate, risk-based supervision to individuals on pretrial release; increase access to justice by providing cell phones to defendants so that they can actively participate in their legal case; appear at remote hearings, and communicate with their defense attorneys; increase court appearance by implementing pretrial monitoring improvements that incorporate more referrals to supportive services.

The pretrial reform work was launched in response to a system assessment completed by JSP in January 2019. The assessment detailed areas for improvement based on analysis of the County's pretrial data. Details of this data-driven process to date include:

- Hired three new SJC-funded FTE
- Launched several individual working groups to develop plans to improve: pretrial monitoring, operations, data-collection, and administrative/policy needs
- Began implementation of the Public Safety Assessment (PSA) to replace the existing modified Virginia Pretrial Risk Assessment Instrument
- Created violence list which to establish local definitions within the PSA
- Drafted PSA Court report
- Decided to remove booking photos from assessment reports to avoid bias in decision making
- Completed a retrospective study comparing PSA to Virginia tool results for over 2,400 bookings to ensure PSA is the right local tool
- Decided to track, but not actively use, the PSA violence flag
- Hired staff to develop IT business processes for automation of the PSA and launch development of pretrial case management system
- Created PSA scoring grid and accompanying release conditions and violations grids
- Convened group of victims services providers to identify needs of victims in a more risk-based environment
- Updating the Presiding Judge Order, a tool to collaboratively determine release decisions and authority, including: reducing the number of charges requiring defendants to be held until release decision by a judge; creating a decision-making framework; and establishing updated bail criteria and language to mitigate negative impacts on victims and individuals struggling with poverty.
- A proposal was approved by leadership that would significantly improve the quality of arraignments, with the goal of increasing meaningful representation and releases.
- Established consensus to create a streamlined/risk-based pretrial monitoring program that allows people released pretrial to shift supervision level based on success

Work remaining to fully implement this data-driven system reform includes:

- Training for judges, recognizance unit, attorneys, and others
- Complete PSA report
- Develop local PSA scoring manual
- Determine if pretrial interview is needed
- Conduct recognizance staffing analysis
- Develop quality assurance plan to monitor use of the PSA
- Implement new arraignment process
- Finalize and launch IT systems
- Monitor and address continued organizational development and change needs
- Develop and finalize pretrial monitoring program policies and procedures
- Conduct stakeholder meetings and create communications plan, including the development of a public facing educational video on pretrial reform components
- Conduct PSA validation study

#### 2. Impact of strategy on ADP to date and metrics to track progress

[Using data, describe how the proposed strategy has reduced your jurisdiction's jail population and what metrics will be used to track the impact of this strategy/initiative moving forward]

This strategy is currently in the planning stages. As it moves to implementation during this funding cycle, impact to ADP will be tracked as well as court appearance rates and new criminal activity for individuals on pretrial release. This data will be disaggregated by race and ethnicity in order to track impact on disparities. The jurisdiction asserts the jail population will be positively impacted by pretrial reform as indicated by the risk-based release system described above and in the narrative. In addition, the jurisdiction has consulted with other SJC jurisdictions (Pima, Mecklenberg, and Pennington) to implement lessons learned to ensure low detention rates while protecting victim and public safety.

#### 3. How will this strategy/initiative be embedded into the jurisdiction's long-term criminal justice strategy and/or the jurisdiction's criminal justice strategic plan?

Once implemented, this strategy will represent significant and lasting pretrial system change. The jurisdiction has shifted its pretrial paradigm and has embraced a new value: presumptive release. In addition, accurately using a pretrial risk assessment to determine release conditions, rather than if a defendant is detained (current decision-making system), has been an important learning and will inform all other pretrial policy work. The jurisdiction continually seeks to improve systems, and acknowledges the need to support individuals in non-jail settings as much as possible. The potential cost savings by automating the PSA tool will support reallocating resources to enhance non-jail monitoring and support. In addition, the jurisdiction acknowledges the need to move towards a risk-informed system rather than a charge-driven system. Lastly, although the State of Oregon statute requires bail, the pretrial justice project supports policy discussions to use local control to decrease the negative impact of money bail. This effort is in line with statewide projects and recent legislation.

#### 4. What existing routines/additional capacity for data collection, analysis, and reporting are needed to ensure continued progress?

The following data needs have been developed, and will be supported by the upcoming grant cycle: Development and ongoing maintenance of a dashboard to track pretrial outcomes in real time; full local validation of the PSA after one year of use; IT implementation of a PSA scoring engine; and pretrial monitoring case management database that will allow for consistent data tracking and ability to report outcomes and evaluate success.

#### 5. What financial resources are required to sustain this strategy/initiative?

[As helpful, reference sections 4 and 5 of the Council of State Government's Guidebook for Sustainability and Scaling]

There are temporary project funding needs for project staff, already funded from the 2019 SJC grant and also required in this grant cycle. These resources are FTE for: Project Manager, Data Analyst, Two IT FTEs, and a pretrial Program Specialist to lead alignment between all pretrial release functions and programs. These positions are key to pretrial reform and implementation, but are not required long term. Rather, the jurisdiction will integrate the costs of the new pretrial system into existing operational budgets. The work these temporary FTE will perform in the next grant cycle to ensure timely implementation include: Implement the Public Safety Assessment (PSA), implement identified pretrial process improvements at booking/recog (assess each defendant, improve IT and case management systems), after 12 months of use complete local validation of the PSA, improve and restructure arraignments, coordinate and align pretrial release services to ensure appropriate type/level of supervision for defendants, track outcomes, use the Equity Lens tool quality assurance processes, and develop a plan for sustaining effective reform strategies developed in response to the COVID-19 pandemic. The 2019 grant completed the needed groundwork to ensure implementation in the sustainability cycle. The jurisdiction is participating in the CSG sustainability community of practice to ensure adequate planning and funding for system reform sustainability.

#### 6. Which core partners are needed to sustain this strategy/initiative? How will you continue to mobilize engagement of key partners?

Key partners include the Multnomah County Sheriff's Office, Department of Community Justice, Chair's Office, the Oregon Judicial Department (Courts), Metropolitan Public Defenders and Multnomah Defenders Inc., Oregon Crime Victims Law Center, and other related workgroups. The Local Public Safety Coordinating Council, which includes all system actors in addition to behavioral health and others, sits in the County Chair's office, administers the SJC grant and is responsible for Project Direction and mobilization of all partners. The jurisdiction has a robust collaborative nature, and the LPSCC meets regularly.

**7. What are anticipated risks for sustaining the strategy/initiative (e.g., shifts in local leadership, etc.) and how will they be mitigated?**

There are a few identified risks to sustaining pretrial reform. These include challenges related to implementing broad based culture change, increasing levels of violent crime, and leadership change due to election cycles. In 2022, Multnomah County will elect a new Sheriff and a new Chair. However, through the sustainability grant timeline, there will be consistent leadership in several key agencies. In addition, the vast majority of the existing candidates are familiar with and support the local Safety + Justice Challenge work. Grant administration via LPSCC will remain constant, allowing for individualized onboarding for any new leaders in the near future.

**8. How has this strategy impacted racial and ethnic disparities in your jurisdiction?**

This strategy, specific to pretrial, is currently in the planning and development phase. More details on overall disparity work can be found in Strategy 5. However, local leadership is now well versed in application of the Equity Lens <https://www.multco.us/diversity-equity/equity-and-empowerment-lens> and is in the process of using it to identify policy overlays to mitigate potential negative impact of risk assessment tools and other practices on BIPOC communities. After local validation of PSA, leadership has committed to determining how to decrease length of criminal history used in the assessment, which acknowledges how centuries of oppressive overpolicing leads to excessive criminal histories for some BIPOC communities. In the current pretrial system, there are several decision points where staff can use a "gut check" to override a release recommendation. The new strategy will eliminate these subjective (and biased) decisions points.

**9. How, if at all, does this strategy engage community stakeholders and/or directly impacted individuals?**

The to-be-developed Justice Fellowship will develop a cohort of community members to participate in the implementation phase of this strategy. For more details, see Strategy 3.

**10. What support and/or technical assistance does your jurisdiction need to sustain this strategy/initiative?**

Ongoing technical assistance from JSP (expertise in pretrial, PSA implementation, and validation) is vital to this strategy's successful implementation and sustainability.





## Implementation strategies

### Strategy #2

**Institutionalize successful and sustainable SJC and COVID jail reduction strategies:** SJC involvement, combined with COVID-related jail management strategies, successfully and significantly reduced the local jail population. An analysis of the jurisdiction's COVID response is underway to provide leadership the data needed to identify and maintain successful and sustainable strategies.

**Lead Agency:** LPSCC

**Owner:** LPSCC

**Strategy status:** Ongoing

#### 1. Strategy goals and objectives including its intended impact on jail population reduction and reductions in ethnic and racial disparities

Multnomah County is constantly analyzing impacts of COVID-related policy strategies on jail populations. These strategies have resulted in significant jail reductions, as detailed in the accompanying application narrative. Leadership will continue to monitor jail usage as pandemic operations management continues on an ongoing basis and will drive continued solution exploration. The SJC-funded data analyst will lead efforts to monitor and report on race/ethnicity booking and length of stay disparities, particularly for pretrial populations. Key components of the County's COVID response that had an impact on the jail population include: increased use of citations in lieu of booking; limitations to jail booking criteria; implementation of virtual court hearings; and reduced use of administrative jail sanctions for individuals on probation. Pre-COVID, the closure of jail units was a major driver of population reductions.

#### 2. Impact of strategy on ADP to date and metrics to track progress

[Using data, describe how the proposed strategy has reduced your jurisdiction's jail population and what metrics will be used to track the impact of this strategy/initiative moving forward]

As of February 2020 (pre-COVID), the jurisdiction's ADP had decreased by 7.63% since joining SJC. Since receiving an SJC implementation grant, the lowest pre-COVID ADP was in December 2019 at 1,057 and the lowest recorded post-COVID ADP was 610 (August 2020), a drop of 50.6% from baseline. As of August 31, 2021, the ADP is 775, a 36% reduction.

Three factors contributed to the reductions:

- 1) Dorm closures: Since 2016, the Board of County Commissioners closed three dorms, a total of 193 beds. These reductions heightened leadership's awareness of the need to revise jail use policies, setting the stage for implementing other strategies.
- 2) COVID response: Multnomah County quickly reduced ADP, reaching a low of 610 in August 2020. While it is impossible to list all drivers of this rapid reduction, it included SJC strategies discussed in 2017 and fully implemented in March 2020: decrease use of jail sanctions, and increase use of citations in lieu of booking. Other COVID-related strategies included: increasing use of cite-in-lieu of booking, increased DA support for motions of release, delaying incarceration sentences, postponement of Turn Self in (weekend incarceration program) dates, and reducing use of jail for sanction violations.
- 3) Response to George Floyd murder: Portland experienced nightly protests through the summer and early fall of 2020, requiring an evolving law enforcement response. The redeployment of officers to manage protest behavior resulted in fewer officers responding to other calls for service and fewer jail bookings. Jail numbers increased in October 2020 to 744 as the protests waned and law enforcement returned to regular patrols and has remained relatively stable since that time. In addition, the protests prompted criminal justice leadership to engage in meaningful conversations about justice policy, racism, and reckoning, further honing decarceration values.

The SJC Policy Team has a 35% reduction target of (783 ADP), 173 beds higher than the jurisdiction's lowest pandemic jail population of 610. The SJC Policy Team will operationalize this target using an analysis of COVID strategies to guide policy discussions and permanently enact those proven effective while maintaining victim and public safety. Further efforts will focus on implementation of Pretrial Reform initiated during the previous grant period.

Concurrently, criminal justice partners are focused on disposing cases languishing in the system due to a pandemic-related backlog, using short term case processing practices to adjudicate cases and alleviate stress on the jail. The backlog of high-level person felonies has increased length of stay averages dramatically, further complicating predicting future ADP using current data. Finally, Implementation Plans #3 and 4, which address disparities, will impact overall ADP, though the actual impact cannot be determined at this time due to the focus on reducing disparities rather than ADP.

The SJC Policy Team will continue to monitor jail usage as pandemic operations management continues throughout the grant period. Monthly reports will allow continuous quality improvement approaches to assess jail reduction strategies, overall jail usage, demographic information (including race and ethnicity), Virginia Pretrial Risk Assessment score and PSA score, length of stay, sanction length, cite-in-lieu and bookings. Other metrics will be added as they are identified by the policy team.

#### 3. How will this strategy/initiative be embedded into the jurisdiction's long-term criminal justice strategy and/or the jurisdiction's criminal justice strategic plan?

The reductions that occurred as a result of these new policies are in line with the County's goal of maintaining a reduced jail population. Once evaluated, these strategies will be developed into formal policies and practices that will sustain long-term reductions and allow the jail to continue to function at a reduced capacity. The jurisdiction's long-term criminal justice strategy is to decrease incarceration whenever possible and increase alternatives, treatment, and services. Pretrial reform work is integral to these discussions, and the additional data and policy support help move the jurisdiction into creative, problem-solving discussion spaces quickly, rather than defaulting to using jail as the only available tool.

#### 4. What existing routines/additional capacity for data collection, analysis, and reporting are needed to ensure continued progress?

The collaborative criminal justice data team, facilitated by the SJC-funded data analyst in the LPSCC office, will track and monitor outcomes and outputs. Monthly outcome reports will be used to make data-driven decisions and conduct deeper analysis on jail populations and the impact of each policy on racial and ethnic disparities. These data functions are critical for the long-term success of pretrial reform.

#### 5. What financial resources are required to sustain this strategy/initiative?

[As helpful, reference sections 4 and 5 of the Council of State Government's Guidebook for Sustainability and Scaling]

There are ongoing funding needs for project staff, already funded from the 2019 SJC grant and also required in the sustainability grant. These resources are FTE for: Project Manager, Data Analyst, Two IT FTEs, and a pretrial Program Specialist. These FTE are key to pretrial development and implementation, but are not required long term. Rather, the jurisdiction will integrate the costs of the new pretrial system into existing operational budgets. The work these staff will perform in the next grant cycle to ensure timely implementation is detailed in the Pretrial Strategy #1. The 2019 grant completed the needed groundwork to ensure implementation in the sustainability cycle.

#### 6. Which core partners are needed to sustain this strategy/initiative? How will you continue to mobilize engagement of key partners?

Key partners include the Multnomah County Sheriff's Office, Department of Community Justice, Chair's Office, the Oregon Judicial Department (Courts), Metropolitan Public Defenders and Multnomah Defenders Inc., Oregon Crime Victims Law Center, and other related workgroups. The Local Public Safety Coordinating Council, which includes all system actors in addition to behavioral health and others, sits in the County Chair's office and administers the SJC grant and is responsible for Project Direction and mobilization of all partners. The jurisdiction has a robust collaborative nature, and the LPSCC meets regularly.

#### 7. What are anticipated risks for sustaining the strategy/initiative (e.g., shifts in local leadership, etc.) and how will they be mitigated?

There are a few identified risks to sustaining pretrial reform. These include challenges related to implementing broad based culture change, increasing levels of violent crime, and leadership change due to election cycles. In 2022, Multnomah County will elect a new Sheriff and a new Chair. However, through the sustainability grant timeline, there will be consistent leadership in several key agencies. In addition, the vast majority of the existing candidates are familiar with and support the local Safety + Justice Challenge work. Grant administration via LPSCC will remain constant, allowing for individualized onboarding for any new leaders in the near future.

#### 8. How has this strategy impacted racial and ethnic disparities in your jurisdiction?

This strategy is currently in the maintenance phase, but requires deeper data analysis and policy impact evaluation to support long-term implementation success. A critical challenge currently impacting jail population and racial and ethnic disparities is the case processing backlog for serious felonies. The length of stay in the jurisdiction's jails has increased due to significant court delays due to COVID-19. More specific details on overall disparity work can be found in Strategy 5. Other racial and ethnic disparities in jail populations specific to all pretrial (without a focus on cases subject to the former pretrial process) are discussed in Strategy 1.

**9. How, if at all, does this strategy engage community stakeholders and/or directly impacted individuals?**

The to-be-developed Justice Fellowship will develop a cohort of community members to participate in the implementation phase of this strategy. For more details, see Strategy 3.

**10. What support and/or technical assistance does your jurisdiction need to sustain this strategy/initiative?**

Ongoing technical assistance from JSP (expertise in pretrial and overall system reform) is vital to this jurisdiction's success and sustainability throughout implementation. JSP has deep and helpful perspectives on incarceration practices as a whole and can continue to support the jurisdiction on pretrial and other jail strategies.



## Implementation strategies

### Strategy #3

**Conduct deeper RED analysis to pinpoint disparities:** The jurisdiction's efforts to better understand disparities will include a deeper dive into a 2019 Decision Point Analysis by the Burns Institute, a partnership with PSU, and the DA office's Prosecutorial Performance Indicators work.

**Lead Agency:** LPSCC

**Owner:** LPSCC

**Strategy status:** Ongoing

#### 1. Strategy goals and objectives including its intended impact on jail population reduction and reductions in ethnic and racial disparities

The strategy to reduce racial and ethnic disparities is inextricably linked with the Justice Fellowship strategy described in #4. The specific goals of this strategy are to explore, in partnership with community members, policy areas ripe for analysis and change to decrease disparities: law enforcement diversion/deflection, police stop data (information collected when law enforcement makes a stop), consent searches (administration and track outcomes), strategies to eliminate bail (or work around state statute), restorative approaches to some crime categories (especially those with more law enforcement discretion), assess disparities in victims of crime, outcomes on indigent vs retained counsel, length of stay on parole/probation (including earned discharge), technical violations (frequency, duration), impact of probation assessments, and elimination of general probation/parole conditions.

#### 2. Impact of strategy on ADP to date and metrics to track progress

[Using data, describe how the proposed strategy has reduced your jurisdiction's jail population and what metrics will be used to track the impact of this strategy/initiative moving forward]

TBD due to COVID launch delays and hiring challenges and delays.

#### 3. How will this strategy/initiative be embedded into the jurisdiction's long-term criminal justice strategy and/or the jurisdiction's criminal justice strategic plan?

Transforming Justice, the jurisdiction's long-term criminal justice strategy described in the accompanying narrative, has a clear goal and value to lead with race. The jurisdiction acknowledges the criminal legal system has had significant and profound negative impacts on BIPOC communities throughout the centuries. As noted in Strategy 4, the OCI director and LPSCC director (who leads Transforming Justice), will work together to ensure these two strategies are integrated and build on one another.

#### 4. What existing routines/additional capacity for data collection, analysis, and reporting are needed to ensure continued progress?

The SJC-funded LPSCC data analyst leads analytical, evaluation, and capacity efforts to ensure ongoing racial and ethnic disparities data progress. Existing partnerships with the Burns Institute and Portland State University will continue to be utilized through the grant period. In addition, the local data team, comprised of data analysts from each criminal justice agency, works collaboratively to ensure quality methodology, analysis, and evaluation. The data team addresses many different data requests and projects and is not specific to SJC. The LPSCC analyst will continue to partner with the District Attorney's office as it moves forward its PPI (described in the accompanying narrative) project with JSP and FIU.

#### 5. What financial resources are required to sustain this strategy/initiative?

[As helpful, reference sections 4 and 5 of the Council of State Government's Guidebook for Sustainability and Scaling]

As noted in #4 above, the jurisdiction prides itself on being data-driven and collaborative, which resulted in the formation of the sustained data team. The data team will use the 2019 Burns Institute Decision Point Analysis and conduct deeper evaluation into select areas of the noted disparities. Outside of the data components of addressing racial and ethnic disparities, Strategy 3, the Justice Fellowship, details the work plan to create change.

#### 6. Which core partners are needed to sustain this strategy/initiative? How will you continue to mobilize engagement of key partners?

Key partners include LPSCC criminal justice leadership (Multnomah County Sheriff's Office, Department of Community Justice, Chair's Office, the Oregon Judicial Department (Courts), Metropolitan Public Defenders and Multnomah Defenders Inc., law enforcement, and district attorney), OCI, and community partners. The Local Public Safety Coordinating Council, which includes all system actors in addition to behavioral health and others, sits in the County Chair's office and administers the SJC grant and is responsible for Project Direction and mobilization of all partners. The jurisdiction has a robust collaborative nature, and the LPSCC meets regularly. Prior to this application, all LPSCC partners have agreed to partner with Community members in this work.

#### 7. What are anticipated risks for sustaining the strategy/initiative (e.g., shifts in local leadership, etc.) and how will they be mitigated?

The anticipated risks for sustaining this strategy are unknown because the jurisdiction has leaned into RED strategies since the mid-90's. The risks are not related to buy-in or desire for change, but enacting the change itself. The criminal legal system leadership has been prepared and is ready to engage, but the work has primarily focused (in the adult justice system) on data and analysis. The strategy described here and in #4 (Justice Fellowship) are anticipated to move the work forward in new ways. The unknown risks will be mitigated by the buy-in from the County Chair's Office, the Office of Diversity and Equity, the Office of Community Involvement, and alignment with other community engagement efforts, such as Transforming Justice (detailed in the accompanying narrative).

#### 8. How has this strategy impacted racial and ethnic disparities in your jurisdiction?

Racial and ethnic disparities have been impacted in a few ways by policy-making, but not yet globally: 1) the number of youth of color prosecuted for adult crimes has reduced significantly, 2) elimination of IPT (described in the accompanying narrative) has reduced prosecution of people of color, and 3) using data to hone in on eligibility for the jurisdiction's justice reinvestment program continues to aim to decrease the disparity of BIPOC individuals sentenced to prison. Because this specific strategy is to reduce racial and ethnic disparities, the jurisdiction anticipates true movement to decrease RED in the adult system as not seen previously.

#### 9. How, if at all, does this strategy engage community stakeholders and/or directly impacted individuals?

This strategy is inextricably linked with the Justice Fellowship described previously in order to amplify participation in policy making focused on decreasing racial and ethnic disparities. The jurisdiction anticipates this intentional partnership will create the change it has not seen previously. The partnership recently launch between LPSCC, OCI, and the Office of Diversity and Equity, identified larger community organizing and capacity-building as a need. This effort seeks to address this need while also preparing criminal legal system policy makers to engage and share decision-making power with community members.

#### 10. What support and/or technical assistance does your jurisdiction need to sustain this strategy/initiative?

The jurisdiction seeks ongoing consultation and thought partnership with the Burns Institute, Everyday Democracy, and the SJC San Francisco staff working on the fellowship program as well as ongoing consultation with JSP.





## Implementation strategies

### Strategy #4

**Convene reconfigured RED Committee:** Building on lessons learned, a new RED Committee that includes community and criminal justice members will be supported by the SJC-funded Justice Fellowship, which will prepare community and criminal justice members to share power.

**Lead Agency: Office of Community Involvement**

**Owner: LPSCC**

**Strategy status:** New (ongoing effort with new approach using existing community engagement grant funds)

#### 1. Strategy goals and objectives including its intended impact on jail population reduction and reductions in ethnic and racial disparities

Understanding the previous RED Committee lacked adequate representation and did not prepare the committee members to co-create policy, the Local Public Safety Coordinating Council and the Office of Community Involvement will launch a Justice Fellowship to lay the groundwork for the reconfigured RED Committee. The jurisdiction has encountered obstacles to increasing community engagement, including challenges retaining staff and COVID-19. However, the lessons learned have been significant and include: 1) embed staff and partner with community engagement specialists, 2) partner with community organizations, as suggested in the SJC equity LOI, to bring deeper value and capacity to the work, and 3) prior to policy discussions, ensure a clear scope of work to optimize both system and community buy-in and engagement. The resulting strategy, the Justice Fellowship, is informed by the San Francisco fellowship model and a local civic leadership project, Adelante Mujeres. The goal of this strategy is to prepare both community members and criminal justice leadership to share decision-making power and use data to work together in the reconfigured RED Committee to co-create specific policy strategies that will decrease racial and ethnic disparities.

#### 2. Impact of strategy on ADP to date and metrics to track progress

[Using data, describe how the proposed strategy has reduced your jurisdiction's jail population and what metrics will be used to track the impact of this strategy/initiative moving forward]

These metrics will be developed as the scope of the Justice Fellowship work and impact are identified.

#### 3. How will this strategy/initiative be embedded into the jurisdiction's long-term criminal justice strategy and/or the jurisdiction's criminal justice strategic plan?

The LPSCC and OCI directors are working together, even through planning processes, to ensure the Justice Fellowship and Transforming Justice project (detailed in the accompanying narrative) are integrated and that the reconfigured RED Committee is positioned to impact broad justice policy issues.

#### 4. What existing routines/additional capacity for data collection, analysis, and reporting are needed to ensure continued progress?

Qualitative data collection, analysis, and evaluation concepts for the Justice Fellowship are still under development, with the final goal that the reconfigured RED Steering Committee have at least 50% community representation. The LPSCC data analyst will support this work. Other racial and ethnic disparity data analysis is detailed in Strategy 3.

#### 5. What financial resources are required to sustain this strategy/initiative?

[As helpful, reference sections 4 and 5 of the Council of State Government's Guidebook for Sustainability and Scaling]

The Multnomah County Chair is in support of the Justice Fellowship, the subsequent RED Committee formation, and will pursue ongoing support. In fact, the County Chair and the County Board have been committed to racial diversity and equity internally and with all county contractors for the last several years. This effort includes significant financial investment to establish a workforce equity strategic plan and increase diversity and equity among contracted services. This aligns with the goals stated here to reduce disparities in the criminal justice system.

#### 6. Which core partners are needed to sustain this strategy/initiative? How will you continue to mobilize engagement of key partners?

Key partners include LPSCC criminal justice leadership (Multnomah County Sheriff's Office, Department of Community Justice, Chair's Office, the Oregon Judicial Department (Courts), Metropolitan Public Defenders and Multnomah Defenders Inc., law enforcement, and district attorney), OCI, and community partners. The Local Public Safety Coordinating Council, which includes all system actors in addition to behavioral health and others, sits in the County Chair's office and administers the SJC grant and is responsible for Project Direction and mobilization of all partners. The jurisdiction has a robust collaborative nature, and the LPSCC meets regularly. Prior to this application, all LPSCC partners have agreed to partner with Community members in this work.

#### 7. What are anticipated risks for sustaining the strategy/initiative (e.g., shifts in local leadership, etc.) and how will they be mitigated?

This is a new approach to community engagement, and the buy-in and preparation completed to-date is significant. However, most of the anticipated risks for sustaining this strategy are unknown. The criminal legal system leadership has been prepared and is ready to engage, but the community-based organization procurement and engagement process is about to launch. As the jurisdiction gets further into the work, risks will be better identified. As noted, in 2022, Multnomah County will elect a new Sheriff and a new Chair of the Board of County Commissioners. However, through the sustainability grant timeline, there will be consistent leadership in several key agencies. In addition, the vast majority of the existing candidates are familiar with and support the local Safety + Justice Challenge work. Grant administration via LPSCC will remain constant, allowing for individualized onboarding for any new leaders in the near future. The unknown risks will be further mitigated by existing buy-in from the County Chair's Office, the Office of Diversity and Equity, the Office of Community Involvement, and alignment with other community engagement efforts, such as Transforming Justice (detailed in the accompanying narrative). The SJC policy team is also excited about the Justice Fellowship concept and the opportunity to empower a RED Committee prepared to work together to co-create policy.

#### 8. How has this strategy impacted racial and ethnic disparities in your jurisdiction?

The goal for this strategy is to amplify community voice and power in policy-making arenas that will directly impact racial and ethnic disparities. Some possible areas of exploration in this partnership include reducing jail sanctions for individuals on probation and restorative justice responses to violent crime in lieu of typical prosecution and incarceration.

#### 9. How, if at all, does this strategy engage community stakeholders and/or directly impacted individuals?

This strategy, as described above and in the accompanying narrative, will explicitly engage members of the community (preferably those with direct experiences with legal systems) to amplify participation in policy making focused on decreasing racial and ethnic disparities. The partnership recently launch between LPSCC, OCI, and the Office of Diversity and Equity, identified larger community organizing and capacity-building as a need. This effort seeks to address this need while also preparing criminal legal system policy makers to engage and share decision-making power with community members.

#### 10. What support and/or technical assistance does your jurisdiction need to sustain this strategy/initiative?

The jurisdiction seeks ongoing consultation and thought partnership with the Burns Institute, Everyday Democracy, and the SJC San Francisco staff working on the fellowship program.



## Reform infrastructure/capacity

### Capacity #1: Support and expand system-wide collaboration

**Capacity description:** The SJC initiative is managed by the Multnomah County Local Public Safety Coordinating Council, which is well positioned to coordinate large, cross system-initiatives. Permanent staffing includes an Executive Director (serving as the SJC Project Director), an Executive Assistant (responsible for meeting scheduling, coordination, and follow up) and SJC-funded staffing includes a project manager and data analyst. LPSCC also supports a criminal justice data warehouse, which allows for cross-system data analysis.

**Lead Agency: Multnomah County Local Public Safety Coordinating Council (LPSCC)**

**Owner/lead: Multnomah County Local Public Safety Coordinating Council (LPSCC)**

#### 1. How does this reform infrastructure/capacity currently support implementation strategies and initiatives?

The LPSCC office manages the pretrial reform initiative, including policy, operations, and data working groups. The office leads a criminal justice data team and coordinates the collection/analysis of data, developing dashboards to track outcomes and preparing strategy reports. The LPSCC office also leads collaboration between other agencies involved in the pretrial project and other criminal justice initiatives. All of these agencies are LPSCC member agencies. LPSCC is a state-mandated function, and has existed since 1995. Its role in systemwide collaboration and leadership is well-defined and supported.

#### 2. What financial resources are required to sustain this reform infrastructure/capacity? [As helpful, reference sections 4 and 5 of the Council of State Government's Guidebook for Sustainability and Scaling]

The LPSCC Executive Director and Executive Assistant are funded through state revenue, and these positions will continue through and after SJC involvement. The LPSCC office and SJC Policy Team members are clear that pretrial and other reform effort sustainability must be integrated into each agency. For example, the PSA implementation and pretrial practice must be owned and driven by the agencies who lead these components; the Department of Community Justice, the Sheriff's Office, and the Multnomah County Courts. LPSCC's role is to facilitate and convene the entities responsible for long-term implementation success and evaluation. Currently, the jurisdiction is able to quantify the cost of the current pretrial system. The goal is to ensure the new, SJC-funded risk-based system costs the same, if not less. Upon application for the first pretrial SJC grant in 2019, the jurisdiction planned to create a more effective system with a better return on investment and to cover any additional costs, if identified.

#### 3. How will this reform infrastructure/capacity be embedded into the jurisdiction's long-term criminal justice plan and budget?

The LPSCC is co-chaired by the County Chair and a Portland City Commissioner. Criminal justice, public safety, behavioral health, and several community members are active on the LPSCC Executive Committee and offer diverse opinions about justice policy. As noted in other strategy documentation and in description of the Transforming Justice project in the accompanying narrative, the jurisdiction understands the need to have both short- and long-term criminal justice plans. To ensure meaningful buy-in as well as lasting change, successes must be immediate (for example, implementation of the PSA) and long-term (for example, ongoing commitment to "lead with race" - see narrative for description - to reduce racial and ethnic disparities).

#### 4. Which stakeholders are needed to sustain this reform infrastructure/capacity? How will you continue to mobilize engagement of key partners?

The membership of the Local Public Safety Coordinating Council includes all criminal legal system leaders, as well as representatives from the behavioral health system, victim services community and other community members. As noted above, the primary role of the LPSCC office is to maintain buy-in and collaboration with each key partner and system actor. Key partners include the Multnomah County Sheriff's Office, Department of Community Justice, Chair's Office, the Oregon Judicial Department (Courts), Metropolitan Public Defenders and Multnomah Defenders Inc., Oregon Crime Victims Law Center, and other related workgroups. The Local Public Safety Coordinating Council, which includes all system actors in addition to behavioral health and others, sits in the County Chair's office and administers the SJC grant and is responsible for Project Direction and mobilization of all partners. The jurisdiction has a robust collaborative nature, and the LPSCC meets regularly.

#### 5. What support and/or technical assistance does your jurisdiction need to sustain this reform infrastructure/capacity?

While no technical assistance or support is specifically needed for the LPSCC office, executive committee, or collaboration, ongoing technical assistance from JSP (expertise in pretrial, PSA implementation, and validation) is vital to this jurisdiction's success and sustainability throughout implementation. In addition, the LPSCC office appreciates the networking opportunities provided by SJC to learn lessons from other jurisdictions as well as the collaborative nature among all of the SJC project directors.

#### 6. What are anticipated risks for sustaining the reform infrastructure/capacity (e.g., shifts in local leadership, etc.) and how will they be mitigated?

Over the next two years, there will be leadership changes due to election cycles and expected retirements. However, the LPSCC Executive Director will remain constant to continue collaborative leadership. Grant administration via LPSCC will also remain constant, allowing for individualized onboarding for any new leaders in the near future.

#### 7. How has this reform infrastructure/capacity impacted racial and ethnic disparities in your jurisdiction?

Through the collaboration fomented through the LPSCC, racial and ethnic disparities have been impacted in a few ways by policy-making, but not yet globally: 1) the number of youth of color prosecuted for adult crimes has reduced significantly, 2) elimination of IPT (described in the accompanying narrative) has reduced prosecution of people of color, and 3) using data to hone in on eligibility for the jurisdiction's justice reinvestment program continues to aim to decrease the disparity of BIPOC individuals sentences to prison. Because there are specific and new strategies to reduce racial and ethnic disparities described here, the jurisdiction anticipates true movement to decrease RED in the adult system as not seen previously.

#### 8. What is the reform infrastructure/capacity's anticipated impact on reducing racial and ethnic disparities moving forward?

Through the collaboration developed through the LPSCC and the added support of the community engagement and RED strategies described, the jurisdiction anticipates more impact on racial and ethnic disparities than in previous grant cycles. The specific impact will be determined in collaboration with community members selected to be Justice Fellows. Additional details are described in the accompanying narrative and Strategy #4.

#### 9. How, if at all, does this reform infrastructure/capacity engage community stakeholders and/or directly impacted individuals?

Strategy #3, creation of the Justice Fellowship, will be supported by the LPSCC office (including the Executive Director, the SJC project manager, and the SJC data analyst). Specifically, the LPSCC staff will create a process to help justice leadership prepare to partner with members of the community. As described in the accompanying narrative, the Transforming Justice project was launched and is led by the LPSCC Executive Director. This project will significantly improve community member voice through interviews, focus groups, and surveys as well as decision-making through the project's Steering Committee.





## Reform infrastructure/capacity

### Capacity #2 Complete pretrial system reform IT projects

**Capacity description:** Funding from the SJC in the prior grant cycle supported two positions within the Department of County Assets - IT. These positions are currently developing the infrastructure required to advance the pretrial reform strategy.

**Lead Agency:** Multnomah County LPSCC

**Owner/lead:** Multnomah County Department of County Assets (IT) and the Department of Community Justice

#### 1. How does this reform infrastructure/capacity currently support implementation strategies and initiatives?

SJC-funded staff in the Department of County Assets - IT Department are developing an IT solution to automate the majority of the Public Safety Assessment (PSA) and to develop a Case Management System for the County's two pretrial supervision programs. Once developed, the IT infrastructure will allow for better tracking of pretrial outcomes, ability for the two pretrial programs to collaborate more efficiently, and to conduct risk assessments on each individual booked. The IT project is underway in concert with the Department of Community Justice, the entity that oversees the majority of pretrial programs and processes. The Sheriff's Office, also part of pretrial release programming, is also a collaborative partner to ensure the IT projects developed meet community safety and business needs.

#### 2. What financial resources are required to sustain this reform infrastructure/capacity?

[As helpful, reference sections 4 and 5 of the Council of State Government's Guidebook for Sustainability and Scaling]

It is anticipated that funding through SJC grants will be sufficient to complete the automation of the PSA and the development of the case management database. The County has assigned a County-funded IT Project Manager to support this project, who will continue to manage the project post-SJC funding. If any additional IT costs are identified, the County will incur those costs. The County will also assume long-term management and maintenance of the IT systems developed, requiring no additional financial resources.

#### 3. How will this reform infrastructure/capacity be embedded into the jurisdiction's long-term criminal justice plan and budget?

IT infrastructure is required in order to adequately evaluate success of the pretrial project. Each partner has expressed commitment to invest in the infrastructure needed to: validate local use of the PSA, assess pretrial reform outcomes on jail use and victim and community safety, and integrate long-term case management system needs to allow for significant quality assurance measures.

#### 4. Which stakeholders are needed to sustain this reform infrastructure/capacity? How will you continue to mobilize engagement of key partners?

The Department of Community Justice (DCJ); Multnomah County Sheriff's Office (MCSO); Department of County Assets - IT (DCA-IT); LPSCC, the grant manager, in collaboration with the Chair's Office, has been and will continue to troubleshoot and support involvement and investment of each key partner. To-date, the regular meetings led by IT for key partners has created understanding and buy-in of IT infrastructure needs and scope of work.

#### 5. What support and/or technical assistance does your jurisdiction need to sustain this reform infrastructure/capacity?

Ongoing technical assistance from JSP (expertise in pretrial, PSA implementation, and validation) is vital to this jurisdiction's success and sustainability throughout implementation.

#### 6. What are anticipated risks for sustaining the reform infrastructure/capacity (e.g., shifts in local leadership, etc.) and how will they be mitigated?

The anticipated risk for this IT strategy include: change in non-SJC funded IT staff assignments, COVID-related hiring challenges if staff turnover, and related to implementing broad based culture change in County departments required to support pretrial reform long-term. These risks will be mitigated by ongoing collaboration between IT senior leadership (where there is no anticipation of turnover) and consistent LPSCC leadership.

#### 7. How has this reform infrastructure/capacity impacted racial and ethnic disparities in your jurisdiction?

The IT infrastructure, once launched, will allow for better data tracking by race and ethnicity and therefore better analysis on disparities. This infrastructure will also provide the data to complete the local PSA validation study, which will include validation by race and ethnicity.

#### 8. What is the reform infrastructure/capacity's anticipated impact on reducing racial and ethnic disparities moving forward?

Moving forward, the IT infrastructure will allow for better data analysis by race and ethnicity.

#### 9. How, if at all, does this reform infrastructure/capacity engage community stakeholders and/or directly impacted individuals?

IT infrastructure will support data analysis and project evaluation, key components of the data-driven community engagement strategy to reduce racial and ethnic disparities.



## Reform infrastructure/capacity

### Capacity #3 Maintain LPSCC project management and data analysis capacity to complete, sustain and collect/analyze data to monitor and evaluate strategies

**Capacity description:** SJC participation has increased the jurisdiction's commitment to, and capacity for, data analysis, institutionalizing data-driven decision making across and among partners. These changes will be sustained through ongoing efforts by the policy, operations, and data teams to track, monitor, and analyze data at every level of operation.

**Lead Agency:** LPSCC

**Owner/lead:** LPSCC

#### 1. How does this reform infrastructure/capacity currently support implementation strategies and initiatives?

The SJC resources allocated to the LPSCC office, the project manager and the data analyst, are the key roles to successful implementation and operationalization to each component of the pretrial project. The LPSCC office's role is to convene and facilitate, placing these two positions in powerful positions to advocate for sustainable change in the departments that will take on pretrial operations into the future.

#### 2. What financial resources are required to sustain this reform infrastructure/capacity? [As helpful, reference sections 4 and 5 of the Council of State Government's Guidebook for Sustainability and Scaling]

As outlined above, this infrastructure is by and large, self-sustaining; on-going maintenance of reform efforts will be folded into existing funding streams and/or a focus for new funding identified using skills and tools gained through participation in CSG's Financial Sustainability Learning Community fall/winter of 2020/21. Specifically, the project manager and data analyst hired and maintained by SCJ funding have proven to be successful at facilitating collaborative planning and implementation. Building on those successes, state, local and/or new grant funds will be sought to maintain them. In addition, the IT infrastructure investment will be maintained through the county IT's annual departmental budget allocation. The LPSCC Executive Director, with non-SJC funding, will continue to support pretrial reform through policy management and will also provide ongoing data support after the SJC grant ends through data team participation to complete regular assessment and reporting.

#### 3. How will this reform infrastructure/capacity be embedded into the jurisdiction's long-term criminal justice plan and budget?

As noted above, the role of the SJC staff is to launch projects, programs, and initiatives until they are embedded into each department's long term work and budget. The pretrial overhaul is no different. In addition, the LPSCC Executive Director has the opportunity to ensure each initiative undertaken is aligned and integrated. Here, a few examples include pretrial reform, community engagement, Transforming Justice, and justice reinvestment efforts.

#### 4. Which stakeholders are needed to sustain this reform infrastructure/capacity? How will you continue to mobilize engagement of key partners?

As noted, the membership of the LPSCC Executive Committee include all key stakeholders. It is the primary responsibility of the LPSCC office and Executive Director to ensure ongoing collaboration and engagement of its members and partners.

#### 5. What support and/or technical assistance does your jurisdiction need to sustain this reform infrastructure/capacity?

Ongoing support and technical assistance from JSP and the Burns Institute, as well as opportunities to network with other SJC jurisdictions, has been immensely helpful to the SJC staff charged with leading change. The jurisdiction appreciates the ongoing technical assistance into the sustainability grant period.

#### 6. What are anticipated risks for sustaining the reform infrastructure/capacity (e.g., shifts in local leadership, etc.) and how will they be mitigated?

The risk already being anticipated by SJC staff is long-term support from existing and future leadership. This is being mitigated by engaging key departments and long-term staff in worksessions to develop plans for pretrial system integration.

#### 7. How has this reform infrastructure/capacity impacted racial and ethnic disparities in your jurisdiction?

The SJC staff, along with the LPSCC Executive Director and other key system leaders, have integrated some RED practices. These include: adopting the County's approach to "leading with race" to drive policy and practice decisions, use of the Equity and Empowerment Lens described here and in the accompanying narrative, and ensuring policy-making is intentionally focused on BIPOC communities rather than generalized on criminal justice populations as a whole.

#### 8. What is the reform infrastructure/capacity's anticipated impact on reducing racial and ethnic disparities moving forward?

The reform infrastructure describe above in #7 will be accelerated by the Justice Fellowship and existing buy-in from leaders for change.

#### 9. How, if at all, does this reform infrastructure/capacity engage community stakeholders and/or directly impacted individuals?

As described in Strategy #3, the jurisdiction will support development, launch, and implementation of a Justice Fellowship. The Fellowship will be supported by the LPSCC office, and others, to amplify the voices of directly impacted individuals in innovative and power-sharing ways.



## Sustainability plan: summary worksheet

<b>Implementation strategies</b>					
Strategy	Strategy name	Strategy description	Lead agency	Owner	Ongoing or new strategy
Strategy 1	Implement and validate pretrial reform process	The SJC-funded Pretrial Reform assessment and planning process has positioned the jurisdiction for sustainable and equitable pretrial reform without increasing on-going operational costs over pre-reform levels. The jurisdiction will also complete a local PSA validation study following implementation.	LPSCC	LPSCC	Ongoing
Strategy 2	Institutionalize successful and sustainable SJC and COVID jail reduction strategies	SJC involvement, combined with COVID-related jail management strategies, successfully and significantly reduced the local jail population. An analysis of the jurisdiction's COVID response is underway to provide leadership the data needed to identify and maintain successful and sustainable strategies.	LPSCC	LPSCC	Ongoing
Strategy 3	Conduct deeper RED analysis to pinpoint disparities	The jurisdiction's efforts to better understand disparities will include a deeper dive into a 2019 Decision Point Analysis by the Burns Institute, a partnership with PSU, and the DA office's Prosecutorial Performance Indicators work.	LPSCC	LPSCC	Ongoing
Strategy 4	Convene reconfigured RED Committee	Building on lessons learned, a new RED Committee that includes community and criminal justice members will be supported by the SJC-funded Justice Fellowship, which will prepare community and criminal justice members to share power.	Office of Community Involvement	LPSCC	New

<b>Reform infrastructure/capacity</b>				
Strategy	Capacity name	Capacity description	Lead agency	Owner/lead
Capacity 1	LPSCC	The SJC initiative is managed by the Multnomah County Local Public Safety Coordinating Council, which is well positioned to coordinate large, cross system-initiatives. Permanent staffing includes an Executive Director (serving as the SJC Project Director), an Executive Assistant (responsible for meeting scheduling, coordination, and follow up) and SJC-funded staffing includes a project manager and data analyst. LPSCC also supports a criminal justice data warehouse, which allows for cross-system data analysis.	LPSCC	LPSCC
Capacity 2	IT	Funding from the SJC in the prior grant cycle supported two positions within the Department of County Assets - IT. These positions are currently developing the infrastructure required to advance the pretrial reform strategy.	LPSCC	Department of Community Justice, Department of County Assets (IT)
Capacity 3	Data	SJC participation has increased the jurisdiction's commitment to, and capacity for, data analysis, institutionalizing data-driven decision making across and among partners. These changes will be sustained through ongoing efforts by the policy, operations, and data teams to track, monitor, and analyze data at every level of operation.	LPSCC	LPSCC