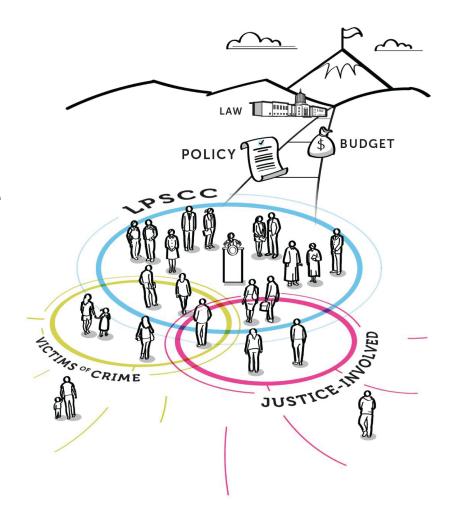
## LPSCC Transforming Justice

July 2022

Summary Report of Work Completed January 2021–June 2022

The tragedy of the dominant narrative is that we're waiting for someone else's transformation.

—Peter Block





territory

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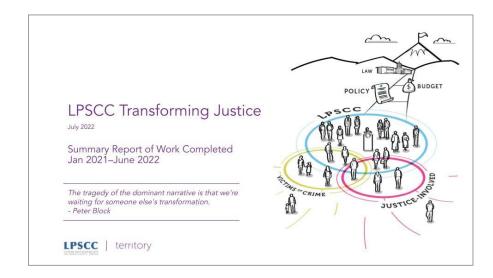
## Report Purpose & Organization

This report is designed to provide an overview of the Transforming Justice project's intent, goals, and design. While not an encyclopedic collection of all materials generated during the project, this report includes summaries of the work's most important processes and outputs. Reports and materials are available on the LPSCC website at: <a href="https://www.multco.us/transforming-justice/transforming-justice-reports-research-materials-and-documents">https://www.multco.us/transforming-justice/transforming-justice-reports-research-materials-and-documents</a>

The intention is for this document to serve as an ongoing reference point for future stakeholders about the project team's decisions, learnings, and general arc of this important work, from inception to completion.

The report is organized into sections that identify participants and contributors, and provide clarity and understanding on the project's process and methodology.

Following this executive summary section, we describe the general project context and approach. This information is followed by the project overview, Working Group and Steering Committee membership lists, our discovery research and emergent themes, and finally, our vision and core strategies sessions processes and results.



# **Executive Summary**

# The Call for Transforming Justice

Multnomah County joins communities across the country that are grappling with crime, housing, and public health concerns in the aftermath of a global pandemic that continues to threaten our most vulnerable and a racial justice movement that called on leaders to reform our criminal legal system. The conversation to 'Transform Justice' began in 2020 in response to these calls amidst a crisis and offers a broader definition of justice for our communities based on access to social, medical, housing, treatment, and legal support and interventions needed to ensure public safety flourishes.

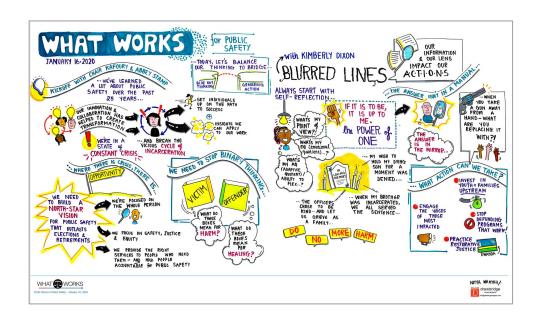


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## History

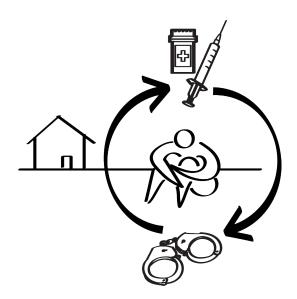
Transforming Justice is the ambitious but necessary process to align and advance a shared, reinvented, and implementable vision of public safety that is informed by both the community and criminal legal system stakeholders.

This grew out of a 2020 conference where elected officials and policy-makers engaged in an executive event to explore how supporting people who have experienced harm is an important public safety strategy and to commit to creating a vision for the future of justice policy, which is missing today. The conference created a commitment to craft a vision that transforms traditional legal responses into robust, healing solutions that meet the needs of communities, center people who have been harmed, eradicate racial disparities, and significantly bolster other social supports, treatment, and housing needed to lessen legal system involvement.



## Urgency

Since 2020, the need for this work has become more acute with the onset of increased community violence and victimization, disproportionately impacting communities of color. Having a vision to Transform Justice is more important than ever. That's because "Justice" as it functions today doesn't work for everyone in the system. Some benefit while others are left behind. Justice involved individuals and victims alike are not set up for success to heal and overcome the many challenges that materialize after a harm has been committed. In many cases, the system can cause additional harm and inequity, which makes everyone in our community less safe.



# Innovative Approach

Transforming Justice starts by listening to the people that are most impacted by the system we have, to inform the system we want. That system must provide the opportunity for justice for everyone, not just a chosen few, advance safety, reduce the number of victims of crime by reducing recidivism, and eradicate racial disparities among victims and the accused. This requires a departure from traditional legal responses into robust, outcome driven solutions that center victims, and significantly bolster other social supports, such as treatment, and housing needed to lessen legal system involvement. This transformation is achieved by aligning and advancing a shared, reinvented, and implementable vision of public safety informed by both the community and criminal legal system stakeholders and wedded to measurable safety and equity outcomes.

We need to change, reform, and eliminate some aspects of the justice and legal systems, and to strengthen, enhance and extend other parts to advance both safety and justice.



# Criminal Justice or Criminal Legal System?

For this project, the word "justice," does not only encompass the processes and people involved in the criminal legal system. "Justice" also includes all of the social, medical, housing, treatment, and legal support and interventions needed to ensure public safety flourishes.

Language is paramount to transformation. "Criminal legal system" has a specific reference to the functions of policing, prosecution, courts, and corrections with respect to the designation and treatment of "criminals." Historically, that treatment has been limited to tools of punishment for defendants rather than healing for victims and pathways to preventing future harm. The vision described here includes a comprehensive description of "Justice," which includes but is not limited to, the legal system.

"Justice," as it functions today, needs to change. Some people experience justice within legal and public safety systems; others do not. This project is titled "Transforming Justice" because a vision of transformed systems would lead to the possibility of justice for *everyone*.



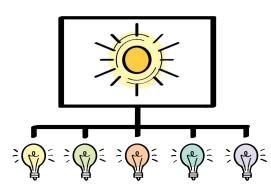
# Developing a Vision

The LPSCC sought a long-term vision to drive a strategic planning process for the adult public safety systems. This objective included a specific focus on expanding health strategies that provide behavioral health services, medical treatment, housing, and employment, outside of the structure of the current punitive criminal legal system.

<u>Territory</u> was retained to facilitate a unique process of collaboration between criminal legal system leaders, health system leaders, elected officials, providers, victims of crime, and individuals with lived justice system experience.

This Transforming Justice project culminated in this report including the vision and a set of core strategies intended as the guiding force behind policy and budget development, legislative recommendations, and subsequent strategic planning that will guide the County, LPSCC, and its partners in health and housing sectors for years to come.

Vision



**Core Strategies** 

# Transforming Justice Potential

The potential for the Transforming Justice project is to one day change the paradigm to a holistic, therapeutic, and restorative system that does not require repeated short-term fixes embedded in criminal legal responses. This project's output may require significant shifts in many parts of our public safety systems. Change will be challenging, as today's systems have been institutionalized for generations.

The old answers to criminal behavior, like prosecution and incarceration, will not permanently solve the problems of today and tomorrow. The old answers often do not create wellness and safety; we must create better solutions to increase public safety. Our public safety systems must transform to truly create safety.

This vision can not be implemented overnight. There remain constant and immediate crises to address. The path forward will require a consistent and long-term commitment to achieving the vision. With that vision and dedication, one day those crises may only be history.

Law and order exist for the purpose of establishing justice and when they fail in this purpose they become the dangerously structured dams that block the flow of social progress.

—Dr. Martin Luther King Jr.

# Context & Approach

## Project Outcome & Pillars

A fully realized vision leading to a strategic plan across our public safety systems, outlasts turnover and election cycles, and:





Leads with race and and prioritizes interventions, policies, and budgeting for Black, Indigenous, and other People of Color (BIPOC) communities.

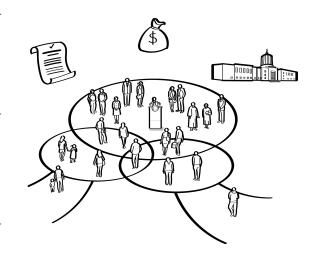




Focuses on shrinking the current criminal legal system footprint, and grows health, housing, and treatment responses.



Increases restorative approaches that focus on healing, harm reduction, and restoration.

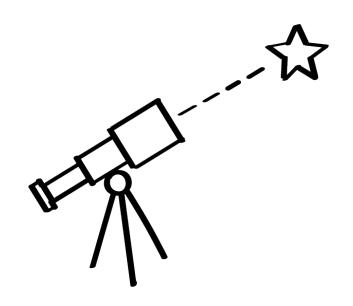


## North Star Pathway

This project promises transformation rather than tinkering one fiscal year at a time. It should enhance the work already underway.

This is a large-scale visioning process for the adult public safety systems. A vision provides value-based, directional guidance for broad and various stakeholders to apply to legislative, policy, or budget changes to transform expensive, poor outcomes.

The Transforming Justice project overall is also an opportunity to better coordinate the work that is already underway by connecting with Steering Committee members and ensuring positive collaboration along the way.



# What this Project is Not

This project is not a replacement for other initiatives, projects or programs underway. This project is not designed to address immediate crises.

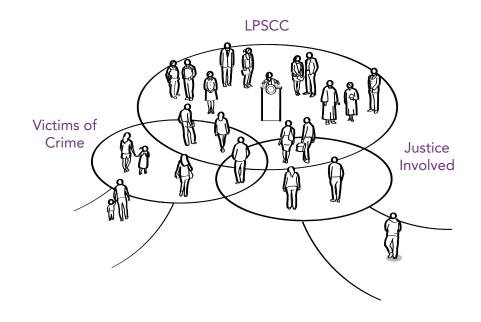
The goal of the Transforming Justice project is to one day change the paradigm to a holistic, therapeutic, and restorative system that does not require repeated short-term fixes.



# Approach: Human-centered Design

A human-centered approach defines expertise as proximity to a problem. Existing research and reports have prioritized those with the loudest voices. By contrast, this project sought to amplify voices closest to the problem—those with lived experience and those with the power to implement or impact solutions. This occurred both in the composition of the Working Group and Steering Committee as well as the broader community engagement during discovery.

During the discovery phase, interviews and focus groups built relationships through the research process and even instigated collaborations and coordination of efforts before the phase was complete. Many expressed gratitude for this project and the opportunity to have their voices heard.



# A Different, Impactful Process

#### **HUMAN-CENTERED DESIGN**

- Defines expertise as proximity to the problem.
- Amplifies voices of those closest to the problem, those with lived experience alongside those with the power to impact the solutions.
- Those with lived experience collaborate to revise the system and design solutions for their benefit.
- Focuses on needs, motivations, concerns so systems can be reimagined in ways not previously considered.
- Builds relationships through the process.
- Diverges from past failures of top-down approach.

#### TRADITIONAL CONSULTING

- Values external experts reporting what to do, without gaining buy-in from stakeholders and communities in the system.
- A top-down approach, with solutions presented without an inclusive process to achieve them.
- Volume of quantitative data is valued over qualitative insights.
- Decisions made *for* instead of *with* those with lived experience.

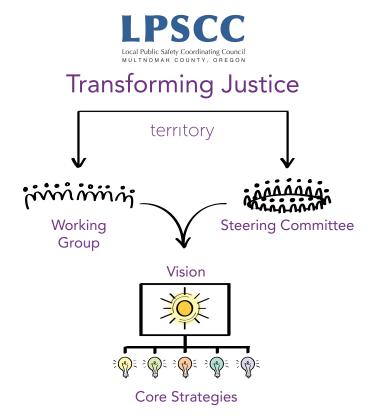
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VS

## Project Design

Work on the Transforming Justice project began in January 2020. The project's work was facilitated by Territory with support from the LPSCC office. All input and decision-making was conducting by a broadly representative Working Group responsible for drafting the vision and core strategies for review and approval from the Steering Committee.

Following is a visualization of the four phases of the project, the governance and roles and responsibilities of the Steering Committee and the Working Group, along with the decision-making process applied by the Steering Committee.



## Project Phases

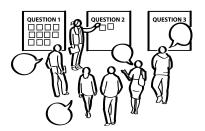


Working Group planning research



## Group Dynamics & Research Plan

Establish group charter; identify stakeholders and define how we engage with them



Stakeholder focus groups, interviews, surveys, etc



## Environmental Research

Conduct engagement research with various stakeholders



Working Group vision development



### Vision Sessions

Develop fully realized vision leading to strategic plan across public safety systems that outlasts turnover and election cycles



Legal System Change



Housing System Change



Vision and priorities planning



## Final Vision & Priorities Plan

Deliver final long-term vision report including visualized priorities and action plans to group

# Group Dynamics & Governance

## Governance: Project Roles & Responsibilities

### **Steering Committee**

### Meeting Frequency

Monthly 60-90 minute meetings

#### Role / Purpose

- Make key decisions
- Provide strategic leadership
- Review progress, give feedback and approvals
- Unblock work and provide resources as necessary

### Ways of Working

- All pre-reads come 5 days in advance
- All recaps come out 2 days after meetings

## Working Group

#### Meeting Frequency

• Weekly 60-90 minute meetings

#### Role / Purpose

- Formulate how to work together effectively
- Assist the Steering Committee in building a 2-, 5-, and 10-year vision
- Begin exploring strategies that grow health and housing responses and shrink the legal system footprint

### Ways of Working

- All pre-reads come 2 days in advance
- All recaps come out 2 days after meetings

## Steering Committee Members

- Cheryl Albrecht, Chief Criminal Judge, Multnomah Circuit Court
- Mel Anthony Phillips, Co-Director, Oaasis
- D'Artagnan Caliman, Director, Meyer Memorial Trust
- Ebony Clarke, Director, Multnomah County Health Department
- Jamal Dar, Executive Director, African Youth & Community Organization
- Lakayana Drury, Chair, PCCEP
- Mercedes Elizalde, Public Policy Director, Central City Concern
- Corey Falls, Deputy City Manager, City of Gresham
- Janie Gullickson, Executive Director, MHAAO
- Jo Ann Hardesty, Commissioner, City of Portland
- Vincent Jones Dixon, Councilor, Gresham City Council
- Deborah Kafoury, Chair, Multnomah County
- Monta Knudson, Executive Director, Bridges to Change
- Jenny Lee, Deputy Director, Coalition of Communities of Color
- KC Lewis, Managing Attorney, Disability Rights Oregon
- Carl Macpherson, Director, Metropolitan Public Defender
- Judith Matarazzo, Presiding Judge, Multnomah Circuit Court
- Joe McFerrin, Director, POIC
- Julia Mines, Executive Director, The Miracles Club
- Mary Monnat, CEO/President, Lifeworks NW

- Mike Myers, Public Safety Director, City of Portland
- Shannon Olive, Director, Women First
- Erika Preuitt, Director, Department of Community Justice
- Sushma Raghavan, Executive Director, Unite Oregon
- Mike Reese, Sheriff, Multnomah County
- Jason Renaud, Mental Health Association of Portland
- Carmen Rubio, Commissioner, City of Portland
- James Schroeder, CEO, Healthshare Oregon
- Abbey Stamp, Executive Director, LPSCC
- Lori Stegmann, Commissioner, Multnomah County
- Holly Whittleton, Executive Director, SE Works
- Shannon Wight, Deputy Director, Partnership for Safety & Justice
- Zach Winston, Policy Director, Oregon Justice Resource Center

#### Also Invited:

- Kenneth Hughes, Community Member
- Tawna Sanchez, Representative, Oregon State Legislature
- Shannon Singleton, Director, Joint Office of Homeless Services
- Mercedes White Calf, Community Member
- Lamar Wise, Reimagining Safety
- Tony Vezina, Executive Director, The 4th Dimension Recovery Center
- Mitchell Doig, Peer Advocate
- Philip Wolf, Community Member

# Working Group Members



Babak Zolfaghari-Azar Senior Policy Manager, Partnership for Safety & Justice



Sahaan McKelvey
Director of Restoration
& Identification,
Self Enhancement, Inc.



Maggie Bennington-Davis Chief Medical Officer, Health Share of Oregon



Adam Renon
Policy Advisor,
Multnomah County Chair's Office



Deandre Kenyanjui
Consumer Engagement Coordinator,
Multnomah County
Behavioral Health Division



Aaron Knott
Policy Director,
Multnomah County
District Attorney's Office



Abbey Stamp Executive Director, Multnomah County LPSCC



Raffaele Timarchi Policy Advisor, Multnomah County Chair's Office



Julie Dodge
Interim Director,
Multnomah County
Behavioral Health Division



Kristina Jones Commander, Portland Police Bureau

# Why Consensus?

Consensus model was applied to the Steering Committee's decision-making process

## Transformative Governance Transformative Outcomes





## Challenges:

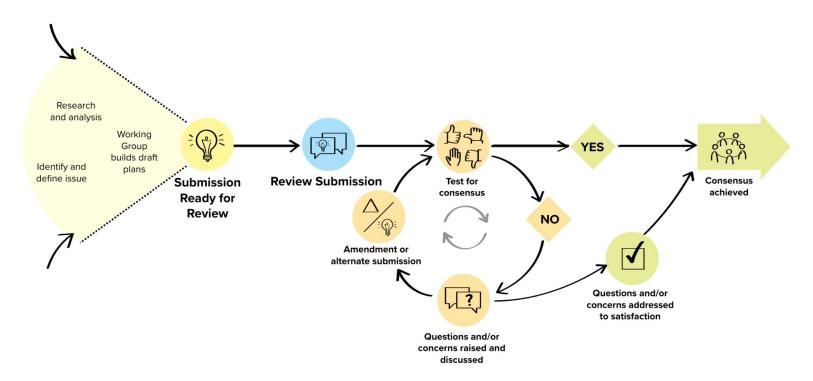
- time-intensive
- complex
- messy
- potentially new



### Benefits:

- each member empowered, valued, and heard
- full, complete buy-in, and ownership
- strong decisions account for all concerns
- addressing underlying issues fully will make implementation easier
- critical relationships built and strengthened

## Consensus Process Flow



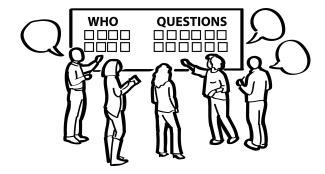
# Stakeholder Voices: Discovery Research

# Methodology & Research Plan

# Developing the Research Plan

The Working Group interactively worked for several months to identify the communities and stakeholders to engage with in developing our project's vision. Stakeholders were defined as anyone who is affected by or who can affect the criminal justice system.

We worked thoughtfully to define how to engage with the stakeholders and ensure we would have the opportunity to hear their voices, ideas, and concerns of all stakeholder communities. The work result was a research Discovery Plan which was reviewed and approved by the Steering Committee. The following slides provide greater visual detail in the plan's development.



## Stakeholder Groups

Justice involved (lived experience)

Behavioral health (lived experience)

Survivors of crime

Culturally specific providers

Local housing systems

Street-level service providers

Medical system (behavioral & physical)

Restorative justice experts

Houseless community

Recovery communities

Culturally-specific culture-building & community groups

Community leaders

Criminal legal reform organizations

Criminal legal system decision makers

Elected officials

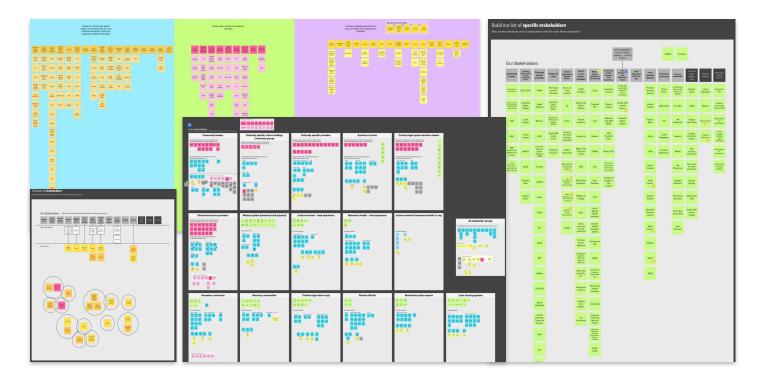
## Our Engaged Group

Stakeholders engaged include LPSCC executives, victims of crime, community partners, and justice-involved individuals as well as elected officials, government personnel, and residents of Multnomah County. In total, 133 stakeholders were engaged in a one-on-one interview, a focus group, or a survey. These stakeholders were organized across 15 groups.

The detailed breakdown of these groups, how individuals were identified, and in what ways they were engaged, is found in our Discovery Report—Stakeholder Voices—<u>Appendix E: Methodology</u>.

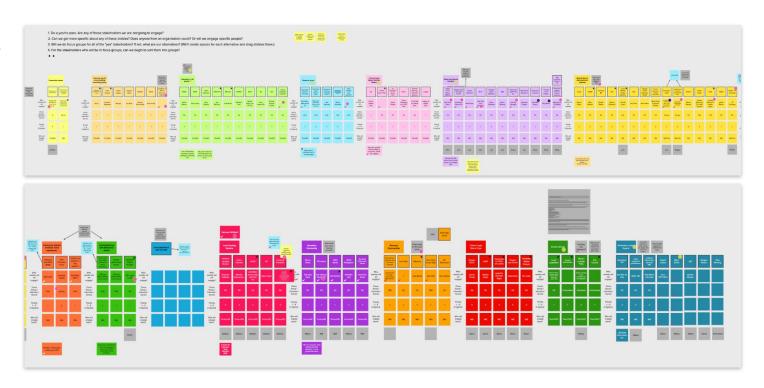
## Discovery Plan Details: A Snapshot View

The Working Group used MURAL boards to ideate and collaboratively build the Discovery Plan



## Discovery Plan Details: A Snapshot View

This is one of multiple boards that were used to identify stakeholder groups and participants



## Research Methods

#### **APPROACH**

We engaged stakeholders through a combination of three different methods:

- Surveys
- Focus groups
- Interviews

#### **SELECTION**

The sequence and types of engagement for a given stakeholder group does *not* indicate that group's priority. Rather, an engagement type depends on its suitability to a stakeholder's need for privacy, safety, and/or accessibility, as well as project budget.

#### **SEQUENCE**

We gathered wide input via surveys with appropriate groups and a review of existing research. From these inputs, we identified important perspectives that merited further exploration along with gaps between existing research and today's reality.

Next we used focus groups and interviews to dive more deeply with respondents who voiced ideas that needed further exploration.

Finally, all inputs were analyzed and synthesized into our Discovery Report: Stakeholder Voices which informed and drove the next phase of the project, the Vision Sessions.

## What We Knew

Stakeholders validated what we already know, and supported the scope and intent of this project:



Historic, systemic, and institutionalized racism has made systems especially unjust for Black, Indigenous, and other People of Color (BIPOC), so we have to intentionally lead with race if we hope to create equity when prioritizing intervention, policies, and budgets. (Pillar 1)



Much of the resources that we allocate to police, courts, and incarceration should be shifted to addressing root causes (health, housing, and treatment responses). Inadequate housing, treatment, and services cause excessive need for criminal system involvement. (Pillar 2)



We need the system to stop harming people, and instead help them heal through restorative approaches. (Pillar 3)



We need to hear from a wide range of stakeholders to ensure we understand what they want and need.

## What We Asked

We engaged stakeholders in exploring the following topics:

- What works in the current system and what does not
- Their dream for justice and safety
- How we can lead with race
- What is missing and must be added to keep people out of the criminal legal system
- Which parts of the criminal legal system must be retained
- Specific issues related to their particular experience with the system
- Anything else they deem important to informing a vision for transforming justice



# **Emergent Themes**

## What We Heard

Fundamentally, we uncovered what many people believe is true: the criminal justice system is not broken, but is doing exactly what it was built to do. Any changes must start by looking at its foundation and questioning the racism and systems of oppression that hold it in place. Yet, despite the myriad ways stakeholders have been harmed by the system, most believe there are some things that work, and that further change is not only necessary, but possible.

The following six themes summarize what we heard from stakeholders, and informed and guided the vision and core strategies. The full report is available on the LPSCC website at:

https://www.multco.us/transforming-justice/transforming-justice-reports-research-materials-and-documents



Start with humanity



Empower communities to lead



Evolve to a system of restoration



Decriminalize behavioral health needs



Engage & uplift our youth



Address root causes of crime

## Start with Humanity

We must treat people with humanity—disrespectful and inhumane treatment escalates trauma.

If I could go back, I would hope that I would have been treated better by the judges, by the prosecuting attorneys, even my defense attorneys, by the correctional officers. I was treated horribly.

—Behavioral health participant with lived experience

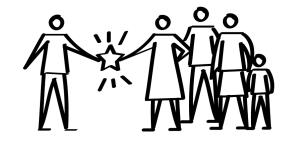


## Empower Communities to Lead

Resource localized solutions and culturally-specific services to mitigate and transform harmful effects of systemic racism.

Leaders from affected communities would design and implement the programs and would receive funding diverted from the criminal system to pay for them.

—Street-level service providers



## Evolve to a System of Restoration

Heal individuals and communities harmed by the cycle of the criminal justice system through restorative approaches, policies, and programming. Change systems so they stop hurting people.

The realization that trauma needs to not only be acknowledged or managed but healed. Relapse and recidivism happens because the trauma that's driving the illicit behavior isn't being dealt with—just the aftermath.

—Medical systems



### Decriminalize Behavioral Health Needs

Those facing mental illness or addiction need holistic support that does not rely on the criminal justice system.

Law enforcement is being used for mental and physical health. It's designed to intimidate you and scare you into complying. It's messed up.

—Justice-involved participant with lived experience

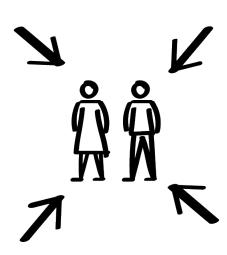


## Engage and Uplift Our Youth

Youth issues need their own unique approach that keeps families intact; incarceration should not be an option.

Somebody to be able to show you that there's different ways, you know. You don't have to resort to that shit; maybe less incarceration of us.

—Young person

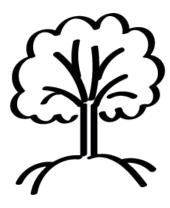


### Address Root Causes of Crime

Reducing crime starts with solving issues of poverty, houselessness, neighborhood safety, gun violence, lack of employment, and accessible healthcare.

Justice would be a philosophical and practical commitment from all those involved to try to reach the root causes of the harm and how to address them, so that they are not repeated.

—Criminal legal reform organizations

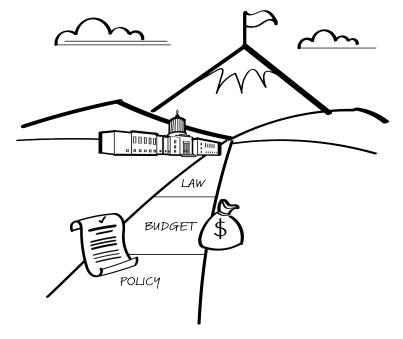


## Discovery Report Summative Observations

These stories from our community speak not just to what is real today but also to what can be. They also speak to the disconnects that must be overcome—disagreements about what is broken, misunderstandings of root causes, and varied priorities for where to begin.

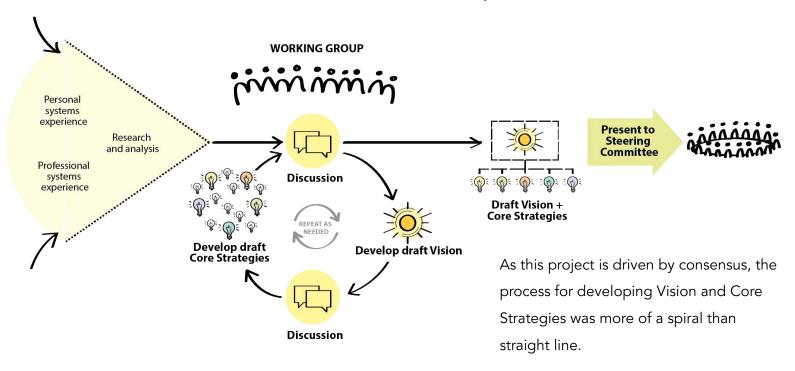
The potential for the Transforming Justice project is to one day change the paradigm to a holistic, therapeutic, and restorative system that does not require repeated short-term fixes embedded in criminal legal responses. Today's systems have been institutionalized for generations.

This vision can not be implemented overnight. The path forward will require a consistent and long-term commitment to achieving the vision and addressing constant and immediate crises. With that vision and dedication, one day such crises may only be history.



## Vision Sessions & Process

## Vision & Core Strategies Development Process



## Research Themes from Discovery Report

This project continued to be driven by stakeholders—the people who are most affected by or who can have the most impact on the criminal justice system. The Working Group carefully read all of the guotes highlighted in the Discovery Report, gleaning wisdom, identifying themes, and wrestling with difficult questions. This was the foundational platform all our vision and strategic planning will continue to be built upon it.

#### Decriminalize Behavioral Health Needs

What I would change about today's legal system would be smaller penalties for addicts instead of punishing the addict, you know, to actually get them

-Houseless Community (onsite interview)



Treatment beds, shelter beds that don't kick people out in the morning, and more inpatient mental health beds are needed.

-Street-level service provider



-Houseless Community



The realization that trauma needs to not only be acknowledged or managed but healed. Relapse and recidivism happens because the trauma that's driving the illicit behavior isn't being dealt with - just I feel that if we had more mental health people putting in footwork out here and doing welfare checks and stuff, and also having more outreach workers to come out and let us know what's available and where to go would also help us.

ple with disabilities;

1, including people on the law

r people with mental illness in

be serving that population. treet Response has been very

mental health crisis. But t's starting to have an actual of disability.



It is possible for us to have that kind of budget priority to support people in success rather than incarcerating people which is punishment and exclusion as opposed to inclusion, treatment support, long-term support, and the philosophy needs to change. How we support people in being

-Justice-involved - lived experience

Addiction treatment services would really help

people stay out of jail if they offered addiction

treatment when people were caught with drugs instead of taking them right to jail.



Ultimately, we are the folks who, again, drive the proverbial ambulances. We show up; we throw all of our considerable resources and skills to bear solve the problem for that moment. And then we move on to the next one or the next 50 because they're all sitting there waiting. And it goes on to the corrections facility and whatever comes next, or they're immediately released from that. And they're just left adrift in the community to repeat.

-Street-level Service Provider - Police

There are some strides being made recently, we think that Portland Street Response has been very promising in terms of having a non-police response to people who are in mental health crisis.

-Criminal Legal Reform Org.





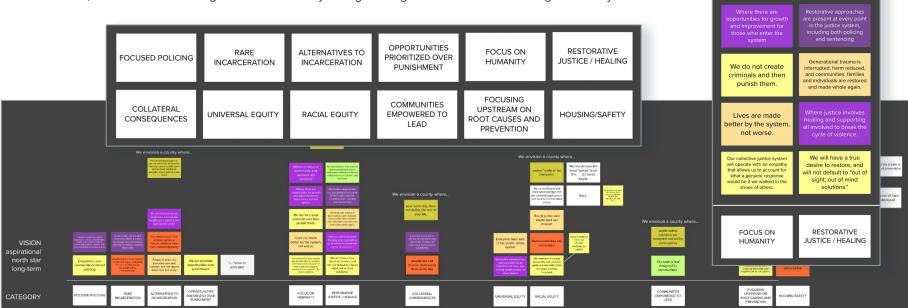
-Criminal legal reform organizations



LPSCC Transforming Justice - Final Report

## Aspirational, North Star, & Long-term Visioning

Driven by the messages given to us by project's stakeholders, the Working Group brainstormed a set of potential vision components. We then grouped those components together to create six in-progress visionary themes. These themes were not finalized, but were formed enough that we were ready to begin asking ourselves what core strategies naturally fell under them.



We envision a county where...

Lives are made better by the system not worse.

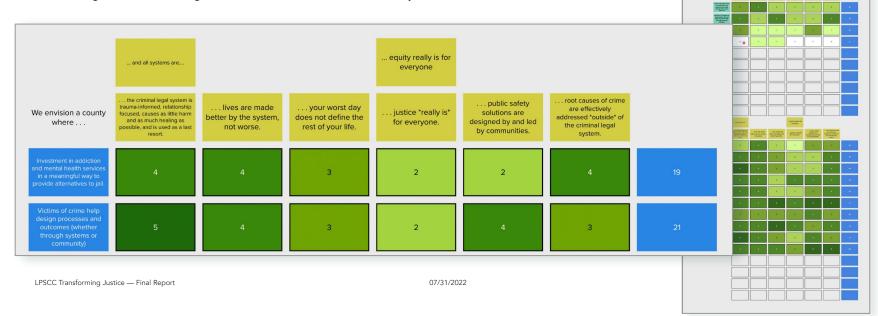
> Accountability is fair, and just (acknowledging those as

ambiguous terms) and brings restoration and inclusion, not exclusion

Where a sense of

## Core Strategy Ideas

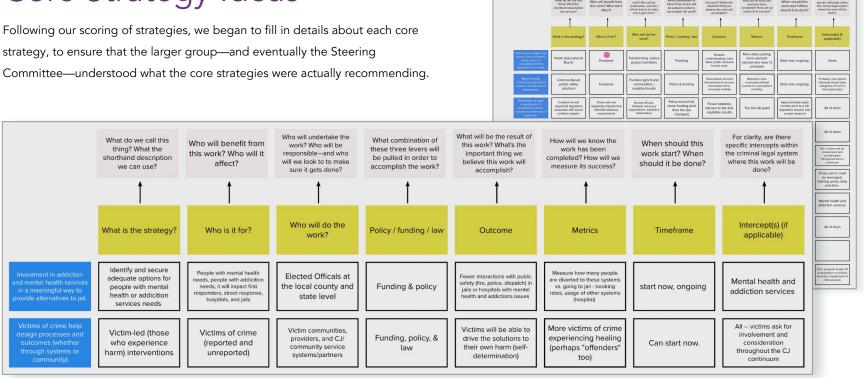
In three small groups we generated core strategies that we believed might move us in the direction of achieving the vision. We scored these strategies against the vision's six emerging themes just to begin to understand how effective they might be—though deciding which of these strategies are most critical to our work was not based off of a simple scorecard. This work already accomplished two things for us: first, it gave us real-world ways to reckon with the vision, which will helped us to sharpen it further when we reconvened as a larger group; second, it gave us insight into whether our strategies were addressing the fullness of the vision we would finally recommend.



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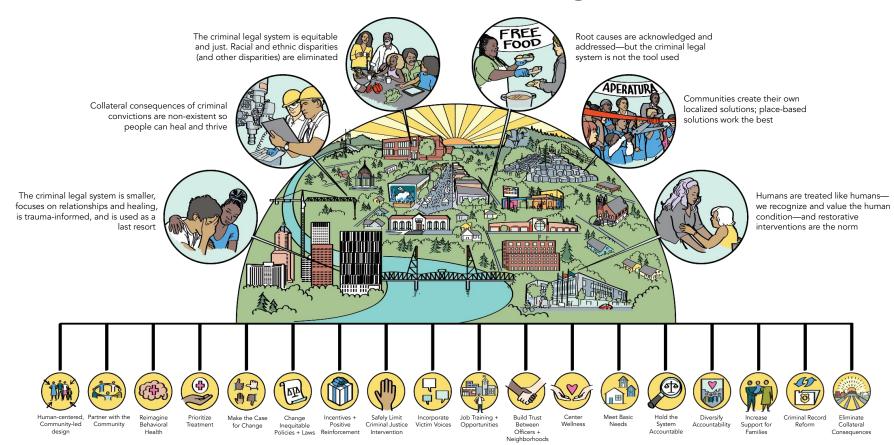
## Core Strategy Ideas

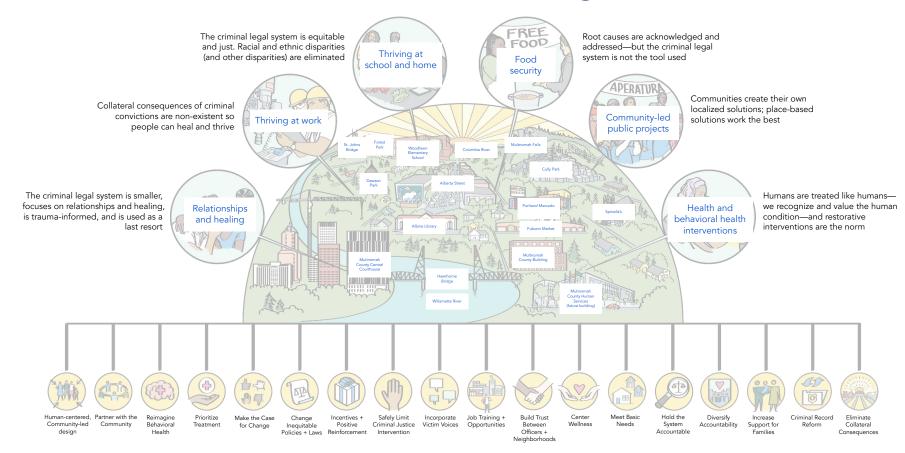
Following our scoring of strategies, we began to fill in details about each core strategy, to ensure that the larger group—and eventually the Steering

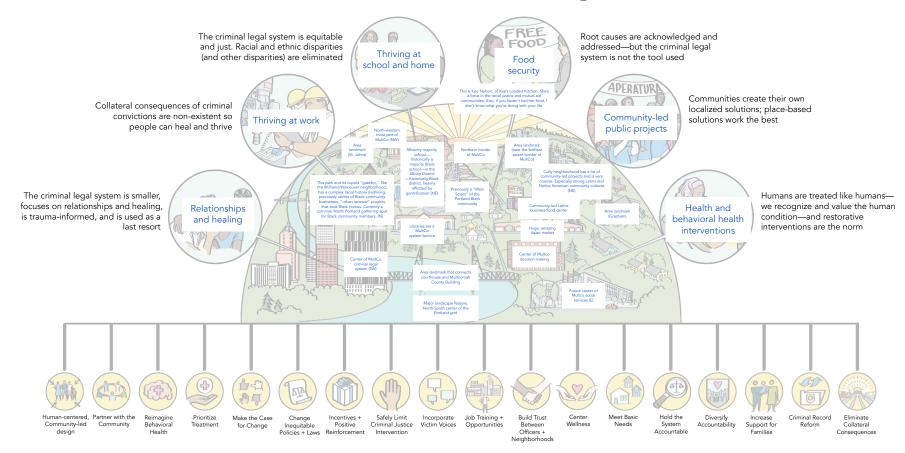


STRATEGY DETAILS

## Vision







### What Makes a Powerful Vision?



A powerful vision is well-written, clear, and memorable. The "I have a dream" speech by Martin Luther King Jr. evokes emotion and demands transformation for all that hear it.



A vision is a set of shared beliefs that help us to achieve our goals no matter how impossible that new future may seem.

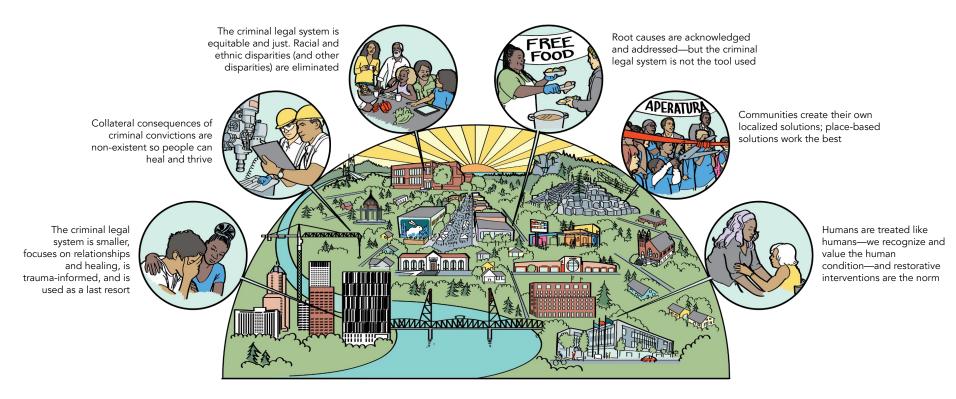


A vision is concise and describes the future that we want, the future that we demand. Those that read the vision should be inspired to run with it.



A vision is simply a picture of the future that is clear enough in its description that others have a general idea where to go and is big enough to inspire others to want to go there.

## Vision



#### Vision Theme 1:

# The criminal legal system is smaller, focuses on relationships and healing, is trauma-informed, and is used as a last resort

Prioritizing opportunities for change and healing over punishment, the criminal justice/legal system must change how it treats people under its control, including victims. Incarceration should be limited whenever possible, and when used should have a wholly different – inclusive, healing, and therapeutic – culture. A wide continuum of non-jail options should be developed. Policing—while needed in some shape or form—should be significantly different and focus on being community-centered, responding to a smaller category of situations. And alternatives to police should be used whenever possible (like non-armed community members, technological opportunities for simple reporting, and other non-armed police responses). This theme is also supported by recent research for what victims of crime desire.



#### Vision Theme 2:

# Collateral consequences of criminal convictions are non-existent so people can heal and thrive

When an individual is arrested for and convicted of a crime, the downstream impacts are significant. The biggest consequences, ironically, keep someone from doing things expected of them like finding work and stable housing. Under Oregon state law alone, there are well over a thousand statutory and regulatory collateral consequences, many of which challenge an individual with a criminal conviction and their ability to construct a productive life post-incarceration. Even more damaging is the lifelong stigma associated with criminal system involvement, even years after successful exit.

\* "Collateral consequences are distinguished from the direct consequences imposed as part of the court's judgment at sentencing, which can include terms of imprisonment or community supervision, or fines." - DOJ's National Institute of Justice



#### Vision Theme 3:

# The criminal legal system is equitable and just. Racial and ethnic disparities (and other disparities) are eliminated

Racial equity is key to transforming all systems. In criminal legal, housing, and health systems, Black, Indigenous, and People of Color are disproportionately involved and negatively impacted. In addition to the requirement to increase racial justice and equity, other types of equity must also be included in a transformed system: sex, gender, class, religious, mental health/substance use status, etc. This theme also acknowledges the lack of community-developed and BIPOC-centered supports for victims of crime, particularly for young men of color.



#### Vision Theme 4:

# Root causes are acknowledged and addressed—but the criminal legal system is not the tool used

All too often, the criminal legal system is the emergency response for people in crisis and in extreme need. Incarceration should not be the solution to getting three meals a day; arrest should not be the response to a parent stealing food for their hungry children; and prosecution should not be the door that opens eligibility to services and treatment. Social service, housing, health, and behavioral health systems should be adequately resourced to meet the most challenging needs, from food deserts to people experiencing extreme behavioral health distress and acute/chronic trauma. The criminal legal system should be reserved for a small percentage of the instances it currently is required to manage.



#### Vision Theme 5:

# Communities create their own localized solutions; place-based solutions work the best

The Working Group has heard through stakeholder engagements and academic research that communities must lead the effort to define, design, and implement solutions for their own neighborhoods.

Neighborhoods and communities vary wildly in needs and assets and the people closest and most committed to solutions are the ones who live there. It is the funder's (government) responsibility to partner with and allow communities and neighborhoods to lead in ways that augment public safety on their own terms for their own families and neighbors.



#### Vision Theme 6:

## Humans are treated like humans—we recognize and value the human condition—and restorative interventions are the norm

Quality criminal legal, housing, and health systems would help people heal, meet them where they are (physically and emotionally), and acknowledge that hurt people hurt people. Removing people who have been harmed from their families/communities (child welfare) or have caused harm (jail) is how our society has functioned for generations. This is the opposite of honoring the community and relationships that truly help people heal and change. Systems must acknowledge and remedy the dehumanizing aspects of the criminal legal system that cause further harm to individuals, victims, families, and communities (and arguably also add to recidivism). Rather, public safety systems should center wellness and healing through connection, community, and belonging.



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## Core Strategies

## What are Core Strategies?



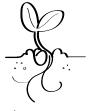
Core strategies hold up the vision—they represent big movements in the direction of the vision. They are the beginning of a vision "growing legs."



Core strategies explain how we are going to get from where we are to where we want to be. If a vision explains "Why" the core strategies explain "How."



The beauty of strategies is they can change as the surrounding conditions change. The vision acts as a "true North" and the strategy explains how we are going to get there. Along the journey we may make adjustments as we learn.



Remember core strategies are not a full-fledged strategy or tactics, they are the items that underpin the vision.

## Core Strategies



Needs

Opportunities

Between Officers +

Neighborhoods

Wellness

System

Accountable

Accountability

Support for

Families

Incorporate

Victim Voices

18

Eliminate

Collateral

Consequences

Record

Reform

# Core Strategy 1: Human-centered, Community-led design Across everything we do, use human-centered, community-led design

There's a need to create a deeply-rooted, community-led coalition that is aligned around the right goals that are specific to community wants/needs to increase public safety. Members of communities should identify their own needs, barriers, and solutions. Community voices that have been most harmed by justice systems and lack of services should be prioritized. This is particularly true for BIPOC communities and individuals who have been harmed by systems as well as individuals. Strategies should include and uplift community voices at policy and decision-making tables.



# Core Strategy 2: Partner with the Community Allocate funds to the community to create place-based solutions to public safety

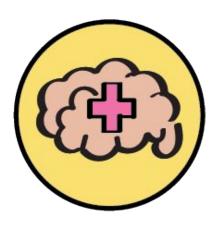
To shift from equality to equity to liberation, lift up community voice to address alternatives to jail across housing and treatment continua. Using human centered design, partner with community and create flexible funding to create a continuum of services and alternatives to legal system involvement/intervention. Policy and budget decisions will be made with stakeholder input. Elected officials shall share power to support self-efficacy of community/neighborhood residents by standing behind the community instead of in front of it.



#### Core Strategy 3: Reimagine Behavioral Health

## Prioritize and fund behavioral health treatment and services that are relevant for the needs of the people

Criminal legal systems will collaborate with behavioral health to ensure services and treatments meet the needs of justice-involved individuals. Behavioral health help will not retraumatize people who need it. In collaboration with behavioral health providers and patients, we will reimagine, invest in, and create flexible, outcome-based behavioral health services that are much different from the continuum available today. Behavioral health providers and systems are integral in this reimagination. These services will be quality alternatives to incarceration. Behavioral health services need to be better resourced (including workforce) and be more culturally and gender specific.



#### Core Strategy 4: Prioritize Treatment

# Prioritize treatment over punishment when applicable and create partnerships and opportunities to do that effectively

Identify the laws and policies that are barriers change and create "off ramps" from the criminal legal system at every juncture. In this process, marginalized, over-targeted populations should be prioritized. The law and policy changes should be evaluated for effectiveness and tweaked as indicated.



# "Election-cycle" proof the work—build resilience to counter messaging

This work requires community-wide buy-in for the vision. Elected officials who are aligned with this work should be identified and cultivated; they will be willing to take steps to move it forward. This work also requires a communications plan and education campaign that drives toward public buy-in for this work.



# Core Strategy 6: Change Inequitable Policies + Laws Change and/or eliminate law, budget, and policy that disproportionately harms people of color

Create data-driven strategies that intentionally reduce racial and ethnic disparities (RED) in the criminal legal system. To do this, we must look very closely at, with intent to change, current policies and laws that harm communities of color disproportionately. We must also intentionally develop budget and policy shifts to prioritize non-criminal legal interventions for communities of color/BIPOC.



### Core Strategy 7: Incentives + Positive Reinforcement

## Use positive reinforcement more than punitive measures

Public safety systems should incentivize everything and provide positive reinforcement (treatment, alternatives, system planning/community design work) rather than punitive measures. Be willing to create and use off ramps from the criminal legal system and innovate engagement by incentivizing participation and meeting people where they're really at.



#### Core Strategy 8: Safely Limit Criminal Justice Intervention

# Deploy interventions that reduce harm and use the criminal legal system in a more limited way

- Build community-driven relationships with law enforcement that respect the community's expertise
- Improve incarceration culture (center wellness)
- Use trauma/experiences as mitigation in prosecution and prosecute less
- Identify and eliminate collateral consequences
- Elimination of legal impediments to realizing this vision mandatory minimums in particular
- Equip the criminal legal system workforce with the skills, background, resources (center wellness) needed to do the work
- Minimize criminal legal system impacts that occur early in life
- Eliminate fines, fees, and bail



# Core Strategy 9: Incorporate Victim Voices Incorporate a variety of victim voices in all system reform efforts

Victims of all types of crime and violence shall help design processes, services, and supports that help individuals, families, and communities heal. Incorporate victim voices and develop options for survivors to access healing and restoration, particularly survivors of color who are historically the most harmed and least helped.



# Core Strategy 10: Job Training + Opportunities Develop non-traditional partnerships to enhance prosocial opportunities

Partner with business community and trade organizations to generate job training and job opportunities and prioritize connections for people with criminal legal system involvement.



# Prioritize community-building between law enforcement officers and the neighborhoods they patrol

Encourage law enforcement to live in the neighborhoods they work in. Provide time for officers to engage in positive interactions with the community outside of crisis or calls for service. Include historical perspective and lived experience in officer trainings. Increase opportunities for community to build relationships with law enforcement.



#### Core Strategy 12: Center Wellness

## Focus on wellness as a key strategy for everyone

Wellness should be a key strategy for people who work in public safety systems and those who have contact with it. Each provider, department, etc., will deploy strategies to increase wellness and all organizational cultures shall prioritize wellness. People employed in criminal justice system should focus on the overall wellness of themselves, the people they work with, and the community they serve.



#### Core Strategy 13: Meet basic needs

# Enhance safety-net services to address basic needs and root causes of crime

Root causes of suffering and crime will be met and addressed outside the criminal legal system. In addition to significant enhancements and improvement to behavioral health systems, develop additional shelter, permanent supportive housing, and other housing supports/services with special focus on criminal legal system population. Other interventions to meet basic needs, like food insufficiency and employment supports, shall also be developed with meaningful participation of stakeholders. Public safety systems will make strides to decriminalize the challenges presented by houselessness and poverty.



# Core Strategy 14: System Accountability Establish systems of accountability for criminal legal system change

Define and deploy accountability measures for systems, policies, and programs. Measure and evaluate consistently for efficacy, outcomes, equity, and cost.



# Core Strategy 15: Diversify Accountability Increase public safety by ensuring the *right* use of accountability

Study, explore, and deploy alternatives that are proven to increase public safety. Victim-centered, restorative interventions are used in lieu of typical justice interventions to promote healing. Create choices for accountability for the person who caused harm to increase buy-in for responsibility and change. We should also increase use of community-centered alternatives, like probation in lieu of prison, community services, H.E.A.T. (Habilitation Empowerment Accountability Therapy), required volunteering, etc. Create options for survivors of harm or violence and their families to access services that are culturally specific, trauma informed, and do not require engagement with law enforcement.



# Core Strategy 16: Increase Support for Families Identify ways to increase supports, resources, and legal system alternatives to families and children

Create a concrete list of budgets, legislative concepts, and policy changes to increase supports, resources, etc. to families. The goal with this strategy is to decrease the negative impact and consequences to families created by legal system involvement (including victims), incarceration, and imprisonment.



#### Core Strategy 17: Criminal Record Reform

## Reform policies and laws surrounding criminal records

We acknowledge the negative impacts and barriers created by having a criminal record, even when an individual has served their time and exited the legal system. We should increase criminal expungements by identifying legislative and policy tasks and increase prosocial and volunteer opportunities for people with criminal records (for example, parents with criminal records shall not be excluded from volunteering at their child's school).



#### Core Strategy 18: Eliminate Collateral Consequences

# Ensure criminal background is not a barrier to housing access, employment opportunities, and education

First assess the breadth of the problem of collateral consequences in Multnomah County; identify all the ways our policies and laws create collateral consequences and remove as many as possible. We can also better utilize the Family Sentencing Alternatives Program (FSAP) in Multnomah County to keep families together and use more diversion and restorative justice alternatives to keep people from being incarcerated and increase wellness of communities and families.



# Acknowledgements

This project was supported by funding from Multnomah County. We thank our colleagues from the County's Local Public Safety Coordinating Council (LPSCC) who provided insight and expertise and greatly assisted in the coordination of every aspect of planning, research, and development of the vision. We extend our sincere thanks to each of you.

We are indebted to the Council's co-chairs, Multnomah County Chair Deborah Kafoury and Portland Commissioner Jo Ann Hardesty, for their guidance and supervision, for providing necessary information regarding the project, and for their support in completing the project.

Each of the members of the Working Group provided extensive personal and professional guidance and taught us a great deal about the challenges and potential for a transformed future of justice. And the Steering Committee thoughtfully represented the needs and interests of constituents, Multnomah County departments, and stakeholders and their communities. We are grateful for your continued work to strengthen our community.

We thank team members for their many hours coordinating the engagement of stakeholders, and the team of interviewers and focus group facilitators for helping us to hear and listen to the voices of the community.

We are very grateful for the authentic, heartfelt, and insightful comments offered by the stakeholders who participated in the project's research. The generosity of spirit and experiences informed and improved this project in innumerable ways.

And finally, we give thanks also to anyone we've forgotten who was instrumental in this project.

Thank you, Multnomah County, for inviting us to be a part of this work!

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thank you.



For additional materials, reports, and updates, visit <a href="https://www.multco.us/transforming-justice">https://www.multco.us/transforming-justice</a>

# Appendices

# Appendix A: Comments from Steering Committee Meetings for Future Consideration

### Vision

#### **VISION THEME 1:**

This requires increased investments in a long list of other interventions —Mercedes E

#### **VISION THEME 2:**

Does this mean that any/all offenses are treated as a first offense? How much discretion does the county have on things like this vs. what is controlled by the state?

-Mercedes E

#### **VISION THEME 3:**

Could also include pre/post incarceration social and emotional support —Mercedes E

#### **VISION THEME 4:**

A little heavy on what we don't want, would love more specifics about what we do want (preschool for all, housing assistance for all OHP members, jobs guarantee, etc.)

-Mercedes E

#### **VISION THEME 5:**

Participatory budgeting? Direct allocations and instead of just competitive funding?

—Mercedes F

BIPOC to present visions

-Shannon O

Our current tools do not work to heal

—Cheryl A

How do we shrink our footprint mindfully?

—Cheryl A

Here is my suggested edit to that vision 1 theme. I think that starting with the phrase "criminal legal system" centers that system above other systems. here is my suggested edit: Public safety is a series of systems of which criminal justice system is one part. We envision a smaller criminal justice system, that is trauma-informed and used a a last resort. —Lakayana D

## Core Strategies

#### **OVERALL:**

What have fines and fees typically been used to fund in the system? what will replace this funding?

—Janie G

#### **CORF STRATEGY 8:**

Bail is in the constitution. We should focus on equitable and evidence-based use of bail.

—Cheryl A

#### **CORE STRATEGY 3:**

How do we get upstream related to reimagining BH. The problem we face with those on supervision is BH and treatment providers sometimes struggle to manage those with SPMI and involved in the criminal justice system. We have also heard from treatment providers that absent mandates it is difficult to engage people in treatment. Should we ensure that we are effectively partnering with education systems to build the next generation of providers as they navigate a transformed criminal justice system as well the policies that will demand refined skills to enhance motivation and to build rapport. Also when referencing accountability can there be examples of what this look like by incorporating such as...

—Erika P

# Appendix B: Steering Committee Polling Results & Comments

## Vision: Original Vision Language

Poll Results (5/6/22) Poll Results (6/13/22)

Allow Allow Mercedes F Julia M Mike S Shannon W Chervl A Shannon W Michael D

Support KC L Support Deborah K Maggie BD (on behalf of James S@HSO) Jenny L Judith M Melvin A P Shannon O Lori S Michael D

7ach W

Deborah K

Jo Ann H Cheryl A Melvin A P Mike R Mike M

James S

Carl M

#### Comments from "Allow" poll responses

I would like to see 1 simple statement on the vision slide that just addresses the overall goal of "Making our community more safe, and helping victims of crime heal" — I think that the strategies listed in the vision all get us closer to that reality. My fear is that if the one thing a person reads is the vision slide, and that is missing, we will lose people. -Mike S

Chose "allow" for the reasons I've already stated about the need to elevate the needs of victims/survivors/people who are harmed. Hearing Mike S talk about safety was great too. If it were possible I'd add one victim specific vision bubble and one overall safety and thriving communities bubble. Adding to the introduction won't be the same, I don't think. Thanks for making space for all the voices to be heard!

—Shannon W

### Vision: Potential Revision

#### Poll Results (5/13/22)

#### **Pause**

Erika P Lori S Shannon W Cheryl A

#### Allow

Jo Ann H Zach W Janie G Lakayana D

#### Support

KC L Jenny L

#### Comments from "Allow" poll responses

I voted Allow-with hesitation but am able to move forward for many of the reasons those that voted to Pause. I think there needs to be an equitable balance between those who are involved in the criminal justice system and those who have been victims of crimes.

—Janie G

Can we call out victims of public safety in our vision?

—Michael D

People who experience harm or violence can access services and support that are culturally specific, trauma informed and do not require engagement or cooperation with law enforcement.

—?

#### Poll Results

#### Allow

Cheryl A Michael D Shannon W Mike S

#### Support

Melvin A P KC L Deborah K Julia M Mike R he/him Judith M Zach W

Maggie BD (On behalf of James S @ HSO) Abbey S

Mike M

#### Comments from "Allow" poll responses

Behavioral services should be "much different" - we should follow clinical best practices whether they are same or different. If the difference is from the continuum, then it should be clarified that we intend to include a broader array of trauma-informed services.

—Cheryl A

Again, my concern is that we make sure we are sending the message throughout that "the people" include everyone involved.

-Mike D

Concern that as members of the judiciary, we can't ethically comment on matters of politics. Judicial members should be excluded from considering this one.

-Cheryl A

#### Poll Results

#### **Pause**

Michael D

#### Allow

Judith M

Cheryl A

Mike S

#### Support

Zach W

Shannon W

KC L

Maggie BD (On behalf of James @ HSO)

Melvin A P

Deborah K

Julia M

Abbey S

Mike M

#### Comments from "Allow" poll responses

I would certainly support evidence based programs that pay people to not commit crime...but I'd need to see the research and design. Calling it out in the core strategy seems to presume that it is an effective strategy (other incentivizing structures are not specifically enumerated here).

—Mike S

Concerned with broad statement about incentivizing "everything." Purpose of incentives seems to be included later in the statement.

—Cheryl A

#### Poll Results

#### <u>Allow</u>

Shannon W Mike S

#### Support

Maggie BD (On behalf of James S @ HSO)

Judith M

Cheryl A

Zach W

KC L

Julia M

Melvin A P

Deborah K

Michael D

Abbey S Mike M Comments from "Allow" poll responses

Could the first use of word police be changed to "work in"

—Mike S

#### Poll Results

#### <u>Allow</u>

Cheryl A

#### Support

Shannon W

Maggie BD (On behalf of James S @ HSO)

Deborah K

Michael D

Judith M

Melvin A P

Zach W

KC L

Mike S

Abbey S Mike M

#### Comments from "Allow" poll responses

Coordinated access list should be defined.

—Cheryl A

After voting but...this one seems a no brainer to add victims to.

-Shannon W

The writing here needs cleanup. And we should define "coordinated access list."

-Michael D

I support all prioritization of justice involved individuals for housing. (Second vote)

Al-I- --- C

—Abbey S

#### Poll Results

#### Allow

Shannon W

Deborah K

Cheryl A

Michael D

Abbey S

#### Support

Zach W

KC L

Maggie BD (On behalf of James S @ HSO)

Mike S

Judith M

Julia M

Melvin A P

Mike M

#### Comments from "Allow" poll responses

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I support all prioritization of justice involved individuals for housing. (Second vote)

—Abbey S

#### Poll Results

#### <u>Allow</u>

Mike S

#### Support

Maggie BD (On behalf of James S @ HSO)

Julia M

Deborah K

Melvin A P

KC L

Shannon W

Judith M

Cheryl A

Zach W

Michael D

Abbey S Mike M

#### Comments from "Allow" poll responses

Sub word choices (second word 3rd sentence) with "options". The word choices confused me as to whose choice it would be (the judge? prosecutor? victim? defendant?)

—Mike S

Create choices for accountability for the person could use some explaining.

-Michael D