

2014 Year End Report

March 2015

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### **Multnomah County LPSCC Executive Members**

#### Co-Chairs

Charlie Hales, Mayor of Portland
Judy Shiprack, Multnomah County Commissioner,
District #3

#### **Executive Committee**

Scott Anderson, Chief, Troutdale Police
Lane Borg, Director, Metropolitan Public Defenders
Gunnar Browning, Oregon Youth Authority
Rene DuBoise, Department of Human Services\*
Julie Frantz, Chief Criminal Court Judge
Joanne Fuller, Director, Health Department
Judy Hadley, Citizen Representative
Suzanne Hayden, Citizens Crime Commission
Jeff Hershman, Oregon State Police
David Hidalgo, Director, County Mental Health &
Addictions Services

Antonio Lopez, Portland Public Schools\*
Amanda Marshall, U.S. Attorney

Diane McKeel, Multnomah County Commissioner, District #4

Maureen McKnight, Chief Family Court Judge Christina McMahan, Director, Dept. of Community Justice, Juvenile Services Division

Susan Meyers, Director, County Human Services\*\*

Annie Neal, Domestic Violence Coordinator

Larry O'Dea, Chief, Portland Police Bureau\*

Colette Peters, Director, Oregon Department of Corrections\*

Mike Reese, Chief, Portland Police Bureau\*\*

Brian Renauer, Chair, Criminology and Criminal Justice, Portland State University

Dan Staton, Multnomah County Sheriff

Rebecca Stavenjord, STRYVE Coordinator\*\*

Scott Taylor, Director, Department of Community
Justice

Rod Underhill, District Attorney

Nan Waller, Presiding Circuit Court Judge

Liesl Wendt, Director, Multnomah County Human Services\*

Jennifer Williamson, Oregon State Representative

#### Staff

Abbey Stamp, Executive Director
Lauren Brown, Senior Data Analyst
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Christina Youssi, Executive Assistant

<sup>\*</sup>New in 2015

<sup>\*\*</sup>No longer on the Executive Committee due to change of position or retirement in 2014.

#### **Executive Summary**

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

This 2014 Report begins by providing the historical context within which LPSCC operates, followed by a review of its vision, values and organization. This report also summarizes the work of the LPSCC subcommittees and provides a public safety trends report which summarizes data over five years. This data was primarily drawn from the Decision Support System – Justice (DSS-J), the LPSCC supported data system.

In 2014, there was significant focus was on the intersection of mental health and public safety, launched by the What Works conference in December 2013, "Leveraging Health Care Transformation to Improve Public Safety and Behavioral Health Outcomes." The conference fueled additional data analysis and system reform effort to benefit individuals with mental health challenges who have contact with the criminal justice system. Subsequent to the What Works conference, four main areas regarding mental health and criminal justice were explored:

- 1. A trip to Bexar County, Texas, to learn about the nationally recognized jail diversion programs,
- 2. A Board of County Commissioner Budget note for a Mental Health Jail Diversion Feasibility Study,
- 3. A series of meetings to establish a prioritized list of service gaps and needs, and
- 4. The launch of the Multnomah Behavioral Health Treatment Court Collaborative Initiative (a grant through the Substance Abuse and Mental Health Services Administration)

All four areas are discussed in depth in the mental health section of this report.

For additional information regarding the work of all LPSCC subcommittees and the Executive Committee, visit www.multco.us/lpscc.

#### Introduction

#### **History of LPSCC**

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

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

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

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

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

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

#### **Vision**

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

#### Values

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

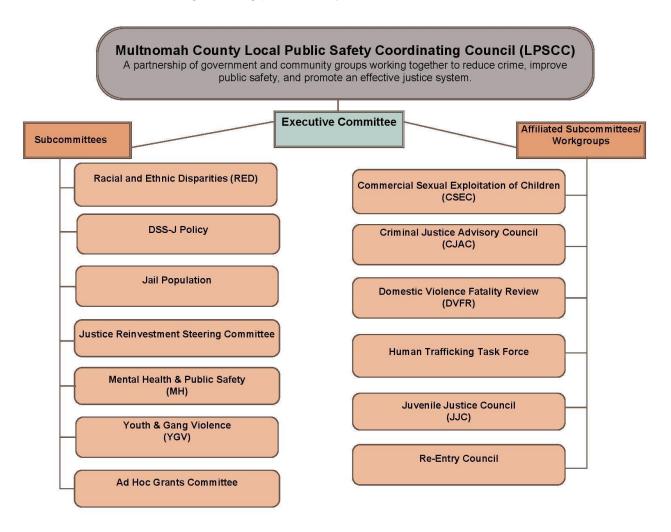
#### Organization

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

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

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

The Executive Committee, in turn, has formed standing committees and working groups, made up of interested officials and agency heads, justice and allied professionals and representatives of service providers and affected communities. These groups investigate and research issues identified by the Executive Committee and develop proposals and recommendations for consideration by the Executive Committee, the Board of County Commissioners and other local governments. These committees and working groups change periodically in response to current issues and challenges facing public safety.



#### LPSCC's Accomplishments in 2014

#### **The Executive Committee**

Co-Chaired by Portland Mayor Charlie Hales and County Commissioner Judy Shiprack

Over the course of ten 90-minute monthly meetings, the following actions and deliberations by the LPSCC's Executive Committee represent some of the most notable accomplishments in 2014.

Approved the Office of Juvenile Justice Delinquency Prevention (OJJDP) Comprehensive Gang Assessment plan: In January 2014, The LPSCC Executive Committee approved the OJJDP Comprehensive Gang Assessment plan, which would be broken into three phases: assessment, implementation planning, and implementation. The purpose of the assessment was to identify the nature and scope of the Youth and Gang Violence problem in Multnomah County. In December 2014, LPSCC reviewed the prominent themes from the assessment and agreed that the short term-approach would recommend a mentorship pipeline that recruits and employs mentors with lived gang experience to work with gang-involved youth.

Endorsed the Veterans Court: The LPSCC Executive Committee endorsed the Memorandum of Understanding (MOU) for the Multnomah County Veterans Outreach Project and Probation Violation Docket. The aim of the Veterans Docket is to reduce recidivism within the veteran population by addressing their unique needs and criminal risk factors.

Improved the Public Safety Trends Report: The Public Safety Trends Report is produced using data in the DSS-J data warehouse and is published monthly by LPSCC. It is intended to inform policy discussions around the LPSCC table by highlighting the current status of public safety in the community. During the March 2014 LPSCC retreat, improvements were suggested and later implemented.

Adopted an Information Sharing Proposal: Good information sharing improves outcomes for youth and clients, decreases service duplication, and increases system efficiency. LPSCC endorsed an information sharing policy, agreed to act as the key convener, endorsed and expanded membership of the information sharing ad hoc workgroup, agreed to establish key point persons for each needed MOU, and support and provide resources to develop and implement MOUs.

<u>Justice Reinvestment -- HB 3194:</u> LPSCC accepted the budget proposed by the Justice Reinvestment Steering Committee and approved moving forward with a shared framework for decision making for felons facing a presumptive prison sentence. The framework includes the use of pretrial evidence-based risk and needs assessment (LSCMI). For more information, please see the Justice Reinvestment Steering Committee section on page 10.

<u>Approved Evidence-Based Decision Marking Letter of Interest:</u> Multnomah County submitted a letter of interest to the National Institute of Corrections for Evidence-Based Decision Making technical assistance.

<u>Planned the 2015 What Works Conference</u>: LPSCC staff planned the January 2015 What Works Conference. The theme of the conference was *Juvenile Justice: A Developmental Approach*, and featured local and national juvenile justice experts, explored options for policy makers, elected officials, and practitioners to craft programs to address the unique developmental needs of justice-involved youth. Community treatment and trauma-informed care as policy tools for successful treatment were highlighted.

#### **LPSCC Subcommittees**

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

Co-Chaired by Commissioner Judy Shiprack and Court Administrator Doug Bray (through December 2014)

Mission: To oversee the continued development of the Decision Support System Justice (DSS-J) data warehouse by prioritizing strategies to improve the administration, accessibility, operation, and security of DSS-J to ensure the realization of the system's full potential.

#### **Data Integration Projects**

The integration of eCourt data into DSS-J began in early 2014. eCourt implementation was in May 2014 and unexpected issues arose during the integration process. The DSS-J IT Team is still working on the integration process and expected the data to be available for ad hoc queries in Spring of 2015. Once the court data was reintegrated in DSS-J, the IT Team will begin working on fixing the DSS-J web-based and automated reports that utilize court data. The last of these reports was expected to be updated by September 2, 2015.

Law enforcement is expecting to transition from PPDS (Portland Police Data System) to a new records system called RegJIN (Regional Justice Information Network) in April 2015. The policy committee was also briefed on the plans for reintegration of law enforcement data into DSS-J. This process was expected to be smoother than the experience with eCourt due to better access to necessary resources.

#### Best Practice in Business Intelligence

The policy committee discussed best practices for database management and access including the importance of a semantic layer. A semantic layer maps complex data into familiar criminal justice business terms such as booking or arrest to offer a unified, consolidated view of data across different datasets. This provides context to the data, corrects formatting differences between the different source systems, ensures the integrity of links, and creation of calculated fields. The semantic layer is needed to provide DSS-J users with access to the database at a level that allows for both ad hoc queries and data discovery. The DSS-J IT team discussed the future plans for developing and maintaining the semantic layer. These plans require the participation of DSS-J data owners and users for advising the direction of development and user testing.

#### DSS-J Access

The current procedures for requesting DSS-J user access and the types of access to DSS-J were discussed. It was advised that the access request procedure and user agreement form should be updated. Additionally, the list of users with current access should be reviewed.

#### DSS-J Funding, Staffing, and Future

The policy committee recognized that DSS-J is an invaluable resource for the county which enables public safety agencies to adopt evidence based practices and policies. At the current level of funding and staffing, the DSS-J IT Team is barely able to maintain the current service level of the database. In order to continue the reintegration projects as source data systems are upgraded, complete the integration of data from Bureau of Emergency Communications and Department of Corrections, develop the semantic layers, and address user concerns in a timely manner increases are needed in developer capacity.

Doug Bray retired in December 2014. A new co-chair for the DSS-J Policy Subcommittee is expected to be appointed in 2015.

#### **Emergency Population Release/Jail Population Subcommittee**

Co-Chaired by Commissioner Judy Shiprack and Commissioner Diane McKeel Mission: To address issues related to jail capacity and utilization, including policies impacting the need for emergency population releases.

There were no Emergency Population Releases (EPRs) in 2014. The last EPR was in November, 2013. There have been some policy enhancements with the Multnomah County Sheriff's Office, and overall jail population has been reduced. While the need for EPRs has been temporarily alleviated, this committee will continue to address policy areas that should reduce the need for EPRs in the future. The committee met once in 2014 to continue the discussions regarding policies that impact the following populations and practices:

- Pretrial felons
- Sentenced misdemeanants
- Open booking policies and practices

The co-chairs of this committee changed the name from EPR to Jail Population to better articulate the continued effort to manage jail population, whether or not there are Emergency Population Releases.

#### **Justice Reinvestment Steering Committee**

Chaired by Suzanne Hayden, Citizen Crime Commission
Mission: A steering committee tasked with implementing a justice reinvestment program in
Multnomah County that meets the goals established by House Bill 3194, which include
maintaining an effective and sustainable public safety system while reducing prison growth.

The 2013 Oregon Legislature passed HB 3194, intended to avoid costly prison growth through sentence reduction for select drug and property offenses, while increasing local criminal justice funding via the Justice Reinvestment Grant Program. This program is administered by the Oregon Criminal Justice Commission. Justice Reinvestment seeks to improve public safety by reducing spending on incarceration in order to reinvest avoided costs in evidence-based strategies that decrease crime. Specific HB 3194 goals for Oregon include:

- Reduce recidivism
- Protect public safety
- Control prison growth
- Provide funding for community based sanctions, services and supervision

Since December 2012, the LPSCC Justice Reinvestment Steering Committee has been meeting to develop strategies to best invest the funds received through the grant program. The Steering Committee demonstrated meaningful collaboration from many sectors of the public safety community, including the following:



The collaborative above developed the Multnomah County Justice Reinvestment Program (MCJRP), which launched July 1, 2014. The program adds a comprehensive risk/needs assessment of defendants prior to case disposition. This allows for more informed sentencing decisions for all parties in cases where a defendant can be sent to prison. The assessment is a validated tool used by community corrections agencies nationwide. Once the case is disposed, some offenders then participate in MCJRP probation, which is an intensive, wraparound, 120 day supervision period. This supervision provides services that address the crimenogenic factors present in an offender's life including: housing, alcohol/drug and mental health treatment, mentoring, employment/education support, and parenting skills. In the first seven months of the program, 365 defendants participated in the new assessment process prior to sentencing.

These evidence-based strategies help Multnomah County make informed sentencing decisions and identify appropriate and responsive community supervision and services. Offenders are held accountable through community supervision and funding programs aimed at the root causes of crime, rather than funding expensive prisons. The County and State justice reinvestment goals are to continually reduce the number of offenders sent to prison, while maintaining public safety through comprehensive services, sanctions, and supervision.

#### Data Team

One of the unique successes of the justice reinvestment process has been the collaborations of the Steering Committee and the Data Team. LPSCC is collaborative in nature, but the collaboration demonstrated by these two groups is landmark. Steering Committee members meet consistently and include the elected officials and appointed directors of all key public safety agencies in the County. Members share resources and make decisions together. This collaboration has helped fuel MCJRP's success.

The Data Team is a partnership of analysts from local public safety agencies that advises on the collection of MCJRP data and provides analysis and research support to the Justice

Reinvestment Steering Committee and the LPSCC Executive Committee. Data team membership includes analysts from the Circuit Court, the Department of Community Justice, the District Attorney's Office, the Local Public Safety Coordinating Council, the Metropolitan Public Defender's Office, the Portland Police Bureau, and the Sheriff's Office. The team has collaborated to develop data collection and analysis procedures, design and regularly produce a MJCRP data report (see Appendix 2), and to fulfill other ad hoc MCJRP research requests.

The team is also collaborating on the development of outcomes measures to evaluate the success of MCJRP under the guidance of Roger Przybylski, a technical assistance provider from the federal Bureau of Justice Assistance Collaboration. Przybylski has been key in building trust in the analysis produced by each agency, as well as helping in the development of a shared language, which has improved the readability and interpretation of each agency's reports.

#### **Mental Health and Public Safety Subcommittee**

Co-Chaired by Judge Julie Frantz and Corrections Health Director Nancy Griffith Mission: To provide coordination and oversight at the intersection of the public safety and mental health systems, as well as a forum for agencies and stakeholders to address issues and initiate improvements in those systems.

In July, 2014, nine people traveled to Bexar County (San Antonio), Texas to learn about the nationally recognized jail diversion programs for individuals with behavioral health problems. Through her work with the National Association of Counties, Commissioner and LPSCC Cochair Judy Shiprack met Leon Evans, one of the administrators who developed the Bexar County programs. The nine people who traveled to Texas included:

- Chris Farentinos, Behavioral Health Services Director, Legacy Health
- Julie Frantz, Chief Criminal Judge, Multnomah County
- Nancy Griffith, Director, Corrections Health
- David Hidalgo, Director, Mental Health and Additions Services, Multnomah County
- Timothy Moore, Undersheriff, Multnomah County Sheriff's Office
- Mike Reese, Chief, Portland Police Bureau
- Patrick Sieng, Public Safety Policy Manager, Association of Oregon Counties
- Abbey Stamp, Executive Director, Multnomah County LPSCC
- Caroline Wong, Deputy District Attorney, Multnomah County District Attorney's Office

On July 31, the team spent the day learning about Bexar County's Center for Health Care Services (CHCS) and the neighboring Havens for Hope (H4H). The CHCS provides many levels of mental health and alcohol/drug intervention and treatment, from triage and intake to residential treatment. Talking with CHCS executives, staff, and touring the facility, allowed the Multnomah County team to better understand Bexar County's jail diversion success.

The Multnomah County team identified that:

- 1) Multnomah County does a very good job already diverting many appropriate defendants from jail. Comprehensive pretrial release programs have created a jail population that for the most part is appropriately housed.
- 2) While Multnomah County does not have a co-located system of care like in Bexar County, it is clear that many intake, aftercare, and case management functions can be

improved. The team identified referrals, case management, information sharing, and transitioning between services as areas that need significant improvements. Although the system and services in Multnomah County are not co-located, the team is determined to create a system that "feels" co-located. This is a major area of need, and was identified by the technical assistance provided by the CHCS.

Specifically, the site visit helped solidify and grow existing efforts, which include:

- Increase diversity of funding (non-profit agencies, public dollars and philanthropic ventures, etc.)
- Base system enhancements in the community: the publicly funded public safety system should consider supporting, but not owning, alternative services. Quality community engagement should continue to be sought.
- Always use a mental health (not jail/probation) lens: The Bexar County model is traumainformed and based in the community with a focus on recovery and wellness.
- Use a medical model and partner with hospitals: seek additional participation from the continuum of hospital and outpatient providers.
- Align current initiatives and system reforms that seek to achieve similar goals, such as
  justice reinvestment, the Affordable Care Act, and other new County programming.
- Identify the approximately 480 inmates who struggle with mental illness and identify what services, treatment and supervision they may require that would allow them to reside outside of jail.
- Create a seamless system of care that feels like a 47 acre, co-located campus like the CHCS and H4H.
- Use an existing multi-system meeting of leaders and stakeholders on September 5th to prioritize next steps for how to best change and grow the service delivery system to better respond to individual, community, and system needs.

#### Mental Health Jail Diversion Feasibility Study

The Board of County Commissioners has been concerned about the number of people with mental health issues being housed in the county's jails. It remains a questionable and expensive way to address individuals with mental illness who come in contact with the public safety system.

Jail diversion programs focused on stabilization, integration of health care, and the public safety system's ability to direct people with mental illness away from jails and into appropriate treatment have been successful around the Country. In places like Bexar County, Texas, thousands of people have been diverted from jail into more appropriate treatment facilities, saving millions of dollars annually in jail and emergency room costs. To follow up on the Bexar County trip, Commissioner Shiprack spearheaded the effort to add a budget note to the FY 2015 budget.

In 2014, consultant Lore Joplin completed the *Mental Health Jail Diversion Feasibility Study*. The report can be found on the <u>LPSCC website</u>. The following recommendations for improving the current mental health jail diversion system are based on information collected specifically for the report, with the input of local stakeholders.

Recommendation A: Implement high-priority enhancement opportunities identified by stakeholders. Local stakeholders met in January 2015 to review information collected for this report and to prioritize potential system enhancements that emerged from the stakeholder interviews. The following system enhancements rose to the top:

A1. Improve information sharing (including confidentiality restrictions). This issue concerns the challenge of appropriately sharing medical, mental health, substance abuse, treatment status, and criminal justice data on individuals so that their treatment needs can be understood, given current confidentiality restrictions (e.g., the Health Insurance Portability and Accountability Act, or HIPAA) and certain procedural challenges. A first step in addressing this issue would be to identify inconsistent interpretations of HIPAA across county departments. Stakeholders were mindful of the need to continue respecting clients' civil rights when addressing this issue.

A2. Coordinate better across systems. Stakeholders at the prioritization meeting saw value in developing a forum or structure that could provide overall, highlevel coordination of the local mental health system (including jail diversion), to improve service and make better use of available funding. Providing this function is beyond the scope of the Local Public Safety Coordinating Committee (LPSCC) Mental Health Subcommittee. Other jurisdictions, such as Miami-Dade, Florida, and Montgomery County, Maryland, could serve as models for overall system coordination.

A3. Identify defendants with mental illness at booking and engage them while in jail. Unless defendants have a serious mental illness and are presenting symptoms at booking, they can end up in the general population, not be identified as having mental illness, and not be prioritized for diversion/reentry planning and connection with services. Options for implementing this recommendation include using the Brief Jail Mental Health Screen to flag individuals for further mental health assessment as they come in the door, and having someone in the jail who facilitates connections between detainees and service providers. Additionally, getting inmates started with treatment while they are incarcerated would prepare them to enter treatment in the community.

Recommendation B: Collect and analyze data to better understand the actual costs of housing people with mental illness in the jail. Although estimates exist of typical jail costs and the cost (and cost-benefit ratios) for various types of mental health interventions in other jurisdictions, a full local cost analysis is needed. Such an analysis should be based on data that were not available for this report—i.e., current, reliable data on the cost of housing people with mental illness in Multnomah County jails and specific costs related to the county's contracted mental health services.

<u>Recommendation C:</u> Explore apparent racial disparities in the detention of people who have mental illness. A striking finding from the data collection portion of this project is the significant overrepresentation of black detainees among the target population (40 percent compared to 19.7 percent of all bookings during the data period). The reasons for this disparity should be explored.

Recommendation D: Evaluate the availability of culturally specific services. Interviewees cited a need for additional culturally specific services for racial and ethnic minorities and LGBT (lesbian, gay, bisexual, and transgender) individuals. About 10.5 percent of the county's contracted mental health services currently are directed toward racial or ethnic minorities, but few of these programs focus on forensic clients, and none appear to be designed for LGBT offenders. Especially given the overrepresentation of black detainees in the target population for this report, it would be helpful to understand the current level of need for additional culturally specific services.

<u>Recommendation E:</u> Fill prominent system gaps. Interviewees identified the need for greater capacity across the continuum of care, but certain gaps in service were particularly pronounced:

- 24-hour crisis drop-off center. When an individual experiencing a mental health crisis has committed a low-level crime, there are few places law enforcement officers can take that person where he or she will be admitted for treatment. Often, because of the wait times involved for officers, the individual is taken to jail rather than the hospital emergency room. A 24-hour crisis drop-off center could help address this situation, especially if the drop-off center were designed to connect clients to treatment.
- Dual-diagnosis treatment. People in jail who have mental illness often also have substance abuse disorders, yet few local programs are designed to treat both diagnoses and/or have adequate numbers of dually certified clinicians.
- Residential dual-diagnosis treatment for women. The lack of these services has resulted in frequent treatment failures among the female caseloads.
- Outreach and engagement. Outreach and engagement to people with mental illness require special skills and approaches, but these activities lack support under current funding models, which emphasize reimbursement for enrolled clients who are actively participating in treatment.
- Adequate supplies of appropriate housing. Many people with mental illness who are transitioning out of jail require non-transitional housing (e.g., affordable, supportive, and low- or no-barrier housing), which is in short supply in Portland's tight housing market.

#### **Prioritization Meetings:**

On September 5, 2014, 30 County and partner agency operations and policy level staff\* met to discuss the gaps in the mental health and criminal justice systems. The meeting was sponsored by the Multnomah County Local Public Safety Coordinating Council, Multnomah County Health Department, and Multnomah County Mental Health and Addictions Services Division. The purpose of the meeting was to align and prepare Multnomah County and community partners for future mental health system enhancement.

The group spent the afternoon discussing the needs of individuals and inmates with mental illness (who are often co- and tri-morbid) who exhibit anti-social, violent behaviors and have contact with the criminal justice system. The current mental health and public safety systems are not built to address the needs of many of our community members who struggle with criminality, mental illness, and complicated health conditions. Deinstitutionalization and an underfunded system have left many without the care they need to stay safe, heal, and not pose a risk to public safety.

The group determined the top interventions and changes which will make the system more whole and responsive to the target population. The recommendations below are consistent with the takeaways from the Bexar County Model and the Mental Health Jail Diversion Feasibility Study:

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System enhancements (What we can do better)	System additions (What's missing)
Community based, not office based, treatment and engagement	More services and treatment for people with high acuity, but are not eligible for hospitalization
Centralized Assessment and Triage	Psychiatric Emergency Services
Warm handoff and navigation	Supported housing – housing first
Information sharing	Drop in center (meals, skills training, referral, peer mentors, services, and triage)
Better access from Emergency Department to alcohol and drug treatment	Dual diagnosis residential treatment for women and families
Flexible/fluid levels of care	

#### Multnomah Behavioral Health Treatment Court Collaborative Initiative:

The LPSCC Mental Health and Public Safety subcommittee serves as the Coordinating Council for the Multnomah Behavioral Health Treatment Court Collaborative (MBHTC). MBHTC is funded through the Substance Abuse and Mental Health Services Administration. The MBHTC Initiative's overall purpose is to create an integrated, evidence-based and systems-wide approach in Multnomah County to serving individuals involved in the criminal justice system who have severe behavioral health disorders that results in reduced recidivism and increased public safety. The project will enhance and expand current Mental Health Court, Forensic Diversion, and Community Court programs.

The target population is adults involved in the Multnomah County criminal justice system who struggle with severe mental illness and addiction. Veterans and minority groups with health disparities will be targeted for more intensive program services.

The core partners, beyond LPSCC, include: Multnomah County Circuit Court, Multnomah County DCHS (MHASD & Veterans Services), Health Department – Corrections Health, Portland Police Bureau – Behavioral Health Unit, Sheriff's Office – Corrections Counselors, Cascadia Behavioral Health, and a network of community services/ treatment providers.

#### **Racial and Ethnic Disparities Subcommittee**

Chaired by Judge Nan Waller

Mission: To determine if, and to what extent, racially or ethnically-based decision-making and disparities exists in Multnomah County's criminal justice system. The RED subcommittee makes recommendations for specific actions to reduce any disparate practices and inequitable conditions which may exist.

In 2014, the Disproportionate Minority Contact subcommittee changed its name to Racial and Ethnic Disparities (RED), a more accurate and acceptable term nationwide. According to the Burns Institute, "RED results in disparate outcomes for similarly situated youth. Disparity exists in many child-serving systems; we focus on the juvenile justice system because of its negative impact on entire communities. This phenomenon may also be referred to as disproportionate minority contact or DMC. However, the term DMC, is no longer accurate. People of color are no longer minorities in many places in the U.S. Further, it is possible to have proportionate numbers of youth of color in both the general and detention populations, but still have disparity in decision making."

In 2013, the subcommittee convened twice. In those two meetings, it was clear the group wanted to focus on deep end juvenile justice youth who are committed to the Oregon Youth Authority. This group of youth have high levels of RED. Subsequently, with assistance from the Department of Community Justice, the subcommittee analyzed data of youth referred to the Juvenile Services Division (JSD), as well as those committed to the Oregon Youth Authority. It was confirmed that African American youth are more than four times as likely than white youth to get a referral to JSD. While the over representation of youth of color exists in other areas of the juvenile justice system, the RED indicated this referral decision point clearly needed intervention.

# Center for Juvenile Justice Reform's Certificate Program in RED and Community Healing Initiative Early Intervention and Diversion Pilot

During the initial RED subcommittee meetings, a solicitation from the Georgetown University Center for Juvenile Justice was received for a delegation to participate in the Racial and Ethnic Disparities Certificate Program.

A group of nine went to Georgetown University to participate in the RED Certificate Program. The participants included:

- Lorena Campbell, Intergovernmental Liaison for East Multnomah County School Districts: connect pilot to East County school superintendents and school contacts
- Brian Detman, Policy Advisor/DMC Coordinator, Multnomah County Department of Community Justice: *project coordinator*
- Tashia Hager, Lieutenant, Portland Police Bureau: provide police perspective and help with RED expansion
- Joe McFerrin, CEO/President, Portland Opportunities Industrialization Center (POIC): culturally specific provider for the African America youth
- Judge Maureen McKnight, Multnomah County Circuit Court Judge: bring RED issues to the judiciary
- Christina McMahan, Director, Multnomah County Juvenile Services Division: pilot director
- Carmen Rubio, Executive Director of Latino Network: culturally specific provider for Latino youth
- Commissioner Judy Shiprack, Multnomah County District 3, and LPSCC Executive Committee Co-Chair: interface with county board of commissioners
- Charlene Woods, Chief Deputy District Attorney, Multnomah County District Attorney's Office; assisting with case processing agreement conversation
- Additions: Dr. Brian Renauer, Portland State University, Criminal Justice Policy Research Institute—data collection and program evaluation; Joe Walsh, Police Advisor at the City of Gresham—liaison to Gresham Police Department and community.

From this certificate program, the group established a pilot project which launched in January 2015. The project will focus on first-time youth offenders (with low-level criminal offenses) in the Rockwood area who would have received a warning letter from the County Juvenile Services Division after contact with Gresham Police. These youth will experience more proactive intervention and will be referred to community-based, culturally-specific nonprofits for follow-up and services.

The pilot program is a diversion and early intervention program that engages those youth and their families with culturally-responsive case management, pro-social programming and referrals to needed services (health care, counseling, therapy, etc.). It is an extension of the division's model for community-based and family-focused services (the Community Healing Initiative or CHI) into the early intervention end of the continuum. It is believed this intervention will reduce the number of law enforcement referrals to the JSD and the rate at which youth re-offend.

It is believed intervention by service providers will prove to be more effective than the current response and will result in measurable reductions in both referrals of youth of color over time and in the likelihood that youth in the pilot project return to the juvenile justice system.

#### Patterns of juvenile arrests for shoplifting and loss prevention policies:

Commissioner Judy Shiprack, LPSCC co-chair, has expressed interest in RED of youth arrests for Theft II, Theft III, and Trespass II. These charges are all commonly associated with shoplifting. Loss prevention policies at certain retail locations, such as "big box" stores and shopping malls, may be contributing to this RED. Maps were created to show the location of these arrests types and the results of this analysis will be explored by the RED Subcommittee in 2015.

#### The Youth and Gang Violence Subcommittee

Chaired by District Attorney Rod Underhill and The City of Portland's Office of Youth Violence Prevention

Mission: To seek policy and practice changes that reduce youth and gang violence and lessen the disproportionate negative impacts of gang violence on communities of color.

The Youth and Gang Violence (YGV) subcommittee worked diligently in 2014 to complete the Office of Juvenile Justice and Delinquency Prevention (OJJDP) <u>Comprehensive Gang</u>
<u>Assessment</u>. The assessment is a three phase process. The YGV subcommittee completed phase one, and is moving forward in 2015 with phase two.

One of the unique successes of the assessment process was the 1000+ community members surveyed for their input and perceptions. This included community leaders, community residents, incarcerated youth and gang members, students, and teachers. Primary takeaways of their feedback indicated a need for mentors with lived experiences, better engagement and retention in schools (especially regarding disproportionate exclusion of students of color), and the value of family as possible positive influence to cease gang activity.

#### Key findings of the assessment include:

#### **Key Findings Regarding Data Limitations**

- We were unable to fully answer some important questions about gangs and gang activity in Multnomah County, in part because public safety agencies have lacked a centralized method for identifying and tracking gang-related events and individuals. Questions that currently remain unanswered include how many gang-involved individuals are active in Multnomah County, how many gangs consist primarily of youth versus adults, what crimes are being committed by gangs, and when and where gang crimes are being committed. Where possible we used proxy measures to respond to some of these questions. Knowing that we are unable to fully answer these questions is valuable in itself, as is the exploration of why this is the case.
- Analyzing data on trends can be complicated, especially crime trends. Although we note
  many trends that have occurred over time in crime data, it is important to recognize that
  changes in this type of data can be caused not only by actual changes in the number of
  occurrences, but also by shifts in factors such as policy, funding, and staffing.
- We recognize that there are limitations with race and ethnicity data included from the U.S. Census but have included that information here to illustrate out-migration patterns. These limitations are described in *Communities of Color in Multnomah County: An* Unsettling Profile and include issues such as grouping and undercounting populations.

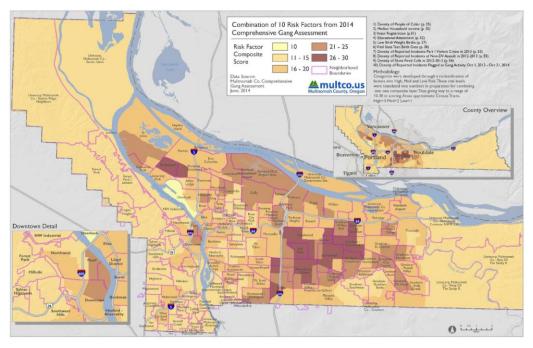
#### **Key Findings Regarding Demographics and Crime**

- Census data indicate an overall increase in income levels and educational attainment across Multnomah County. However, these increases are not distributed evenly. They are focused mainly in the central Southeast, Northeast, and Southwest areas of Portland.
- There is a notable movement of people of color from North and Northeast Portland to neighborhoods in East Portland and Gresham.
- Overall, crime in Multnomah County has decreased in recent years. This decrease
  masks a shift in criminal activity from North/Northeast Portland to neighborhoods in
  Southeast Portland, East Portland, and Gresham.
- These same neighborhoods are overrepresented in terms of low income, unemployment, low voter registration, low educational attainment, use of public assistance, and rates of low birth weight and teen pregnancy.

#### **Key Findings Regarding Schools**

- School dropout rates are highest in the Reynolds School District, which is aligned with the high-need neighborhoods.
- African-American students are 3.2 times as likely as white students to be expelled in Multnomah County. The relative rate varies by district, but the Portland Public School District has the highest rate (4.4), followed by Parkrose (2.9) and Reynolds (2.8). Key Findings Regarding Community Perceptions
- Most gang-involved individuals who were interviewed (83% of them) indicated that they
  had been suspended or expelled from school at some point. Of those, 60% identified the
  reason as "fighting."
- Family member involvement in gangs highly correlates with gang involvement, both in the perceptions of gang-involved interviewees (89% of them) and of community residents, community leaders, etc.
- Most gang-involved interviewees (60%) indicated they have children, and almost all (96%) indicated that they would not want their children to be involved in gangs.
- When asked what the top reasons are for leaving a gang, 74% of gang-involved interviewees indicated "becoming a parent," 65% indicated family responsibilities (e.g., taking care of children, sick relatives, and employment), 58% indicated getting married, and 54% indicated advice/pressure from a family member.
- Most survey respondents and interviewees believe that the top reasons for joining a gang are poverty/money and having a friend or family member in a gang.
- Employment, activities/programs, and mentors were identified as top methods of reducing gang activity.
- Survey respondents identified violence, drug crimes, and fear as the top impacts of gangs on the community.

The comprehensive map below is a combined illustration of several maps developed for the assessment (for all of the maps, please see the full report), which indicates areas of particular need. See the key and methodology for more description. The map will help guide the areas of focus for future assessment work, in concert with other County initiatives such as Striving to Reduce Youth Violence Everywhere (STRYVE), and Promise Zones.



#### **Key Findings Regarding Community Resources**

Community programs specifically designed to serve gang-involved youth are few in Multnomah County. There are, however, a larger number of programs that self-identify as serving gang-involved youth as part of their general population.

Most of the gang-specific programs are funded locally. Most programs that focus specifically on gang-involved individuals indicated that they focus on intervention, while programs that serve gang-involved youth as part of their general population indicated a focus on both intervention and secondary prevention. Very few programs included in the survey focus on primary prevention.

The mapping data gathered indicated that over the last five years these programs have grown increasingly dispersed, moving from a concentration in downtown Portland and North/Northeast Portland to a more even distribution across the county, including a concentration in the Rockwood area of Gresham.

In 2015, the YGV subcommittee will continue its work on the next phase of the assessment. The Department of Community Justice received a \$200,000 grant from the OJJDP, and a project coordinator will be hired to help move the recommendations and planning forward. The focus of the next phase of the assessment is implementation planning. Goals and objectives need to be established, a target neighborhood selected, interventions developed, and the subcommittee will identify how to best continue the meaningful involvement of community voice and participation.

#### **LPSCC Workgroups and Affiliates**

#### Commercial Sexual Exploitation of Children (CSEC)

Chaired by Commissioner Diane McKeel

Purpose: To bring together active partners in our jurisdiction to collaboratively address and share ideas in an effort to better investigate, prosecute and supervise offenders; better identify and support survivors of CSEC; and increase education, prevention, and civic engagement within the community.

The CSEC executive team meets six times a year and the CSEC Steering Committee meets the six months the executive team does not meet. The Steering Committee has multiple workgroups that include Victim Service Advisory Committee (VSAC), Medical and Mental Health, Legislative Workgroup, Demand Reduction Team, and Speakers Bureau.

Some of the accomplishments in 2014 include:

- The committee created a reported titled "Commercial Sexual Exploitation of Children: A Status report for our Jurisdiction". This 27-page report highlights partnerships, basic statistics, and jurisdictional accomplishments. It can be viewed at the following location: https://multco.us/file/38173/download
- The legislative workgroup successfully developed four legislative concepts.
- Portland receives funding to reduce demand by 20% over the next two years. A new specialized supervision and treatment program for offenders who purchase sex with minors was developed. I
- The Victim Services Implementation Team (VSIT) provided program guidance to the state for a new CSEC residential program.
- Collaboration improved support systems for survivors as they enter adulthood.
- The monthly human trafficking law enforcement meeting has led to collaborative case building and increases in offender identification.

#### The Criminal Justice Advisory Council (CJAC)

Chaired by Presiding Judge Nan Waller

Mission: "To consider and address methods of coordinating court, public defense and related services and resources in the most efficient and cost-effective manner that complies with the constitutional and statutory mandates and responsibilities of all participants" (ORS 1.851).

The Criminal Justice Advisory Council met on a semi-regular bases during 2014 to address the issues below.

The Oregon eCourt implementation for Multnomah County occurred in May 2014. Prior to implementation, CJAC discussions were focused on anticipating changes to business processes and updates on the orientation trainings for all future eCourt users. After implementation, updates were given on the still ongoing process of eCourt data integration with other local data systems including CRIMES, DSS-J, eSWIS and PPDS. Issues related to the ability to track the collection of restitution through eCourt were also discussed. Mandatory

eFilling began for all attorneys, and updates were provided on training opportunities. CJAC also discussed whether certain file types, such as judicial probation files, should be maintained in eCourt as public record if not otherwise protected by law.

Updates were provided on CANS, the Court Appearance Notification System. CANS experienced an increase in call volume after the implementation to eCourt.

CJAC addressed issues related to pretrial custody and release. This included reviewing the jail population longevity report, a report that is produced on a monthly basis identifying individuals held in pre-trial custody for 80 days or more. The report includes information on the pending court case including primary charges, attorneys on the case, and the number of set-overs. Additionally, pretrial custodies with a judicial hold were examined and the Presiding Judges pretrial release authorization was reviewed. A different risk assessment tool for pretrial release, the Modified Virginia Assessment, was discussed and a potential timetable for implementing this tool was reviewed.

A workgroup was created to explore issues around Probable Cause for Detention. The workgroup focused on the waiver by a defendant of the rights to a judicial determination of probable cause for detention beyond 48 hours and how to process when the judicial review has no conclusive result.

Other topics related to the Multnomah County Circuit Court were addressed including a discussion on reducing "cycles per case" on the Presiding Court's Criminal Call Calendar, update on changes to court personnel, the local impact of Chapter 73 Oregon Laws 2014 (SB1550) defining statutory limits on time to trial in criminal offenses and the new Multnomah County Courthouse proposal.

#### The Domestic Violence Fatality Review Team

Co-chaired by Judge Nan Waller and Commissioner Loretta Smith Mission: To carefully review the details a criminal case involving a death caused by domestic violence in order to gain insight into the tragedy and develop recommendations for strategies to avoid similar incidents in the future.

Formation of a Domestic Violence Fatality Review Team is authorized by the ORS 418.712 through 418.718, with membership governed by those statutes. The Multnomah Fatality Review Team was formed in fall of 2006, and includes professionals from local law enforcement, criminal justice, health, human service, and domestic violence agencies and organizations. Each year, participants select one to three criminal cases in Multnomah County involving a death caused by domestic violence and carefully review the details of the case in order to gain insight into the tragedies and develop recommendations for strategies to avoid similar incidents in the future.

#### The Juvenile Justice Council

Co-chaired by Judge Maureen McKnight and Christina McMahan, Juvenile Services Division Director

Mission: To provide a forum for the development and implementation of policies, procedures and practices to improve the juvenile justice system by promoting public safety, responding to the needs of victims and assuring the equitable and effective delivery of services to youth and their families.

The Juvenile Justice Counci (JJC) meets for 90 minutes most months. Some of the tasks undertook by JJC in 2014 were:

- Reviewed data in detention, "A Closer Look at DMC and Detention Admissions";
- Discussed Juvenile Services Division's work and connection with schools and school districts (diversion, early intervention, work readiness and employment support and restorative justice);
- Discussed development of a work group to review and update the current case processing agreement between Juvenile Services Division and the District Attorney's Office.
- Reviewed the Juvenile Services Division referral processing;
- Reviewed the new Juvenile Service Division Assessment and Evaluation Program;
- Reviewed considerations and best practices for serving LGBTQ youth in the juvenile justice system;
- Reviewed arrest/detain decision-making regarding youth under age eleven.

#### **Reentry Council**

Co-Chaired by Department of Community Justice Director Scott Taylor and Sheriff Dan Staton Mission: To examine ways to pool resources and funding streams to promote lower recidivism rates for returning offenders and minimize the harmful effects of offenders' time in jail on families and communities.

The Reentry Council meets quarterly. Some of the work planned by the Council includes:

- Identified Council priorities: Workforce Development Systems, Reentry Failure Analysis, and Affordable Housing;
- Reviewed the local impact of Short Term Transitional Leave, an effect of House Bill 3194.
- Reviewed mentoring in jail and mapped mentorship programs;
- Reviewed Technical Violation Revocations:
- Analyzed Reentry Failure.

#### **Looking forward to 2015**

Just as the What Works conference on mental health launched significant LPSCC work to improve outcomes for individuals with mental illness who are also justice-involved, the What Works conference in January 2015 launches a focus on juvenile justice.

On January 9, 2015, the What Works conference presented a robust agenda on a developmental approach to juvenile justice. Speakers included:

- Office of Juvenile Justice and Delinquency Prevention Administrator Robert Listenbee,
- Dr. Robert Anda, Adverse Childhood Experiences (ACE) Study co-principal investigator and co-founder.
- Dr. Alisha Moreland-Capuia, Chief Medical Director at the Volunteers of America Oregon and Assistant Professor of Psychiatry at OHSU, and Executive Director of OHSU's Avel Gordly Center for Healing,
- Jerry Madden, Senior Fellow and Right on Crime and former Texas House Corrections Chairman.
- Oregon Representatives: Jennifer Williamson (D) House District 36, Andy Olson (R)
  House District 15, Jeff Barker (D) House District 28 and Lew Frederick, (D) House
  District 43.
- Fariborz Pakseresht, Director of the Oregon Youth Authority and a powerful panel of incarcerated youth, and
- Lynn Saxton, former Executive Director of Youth Villages Oregon and a panel of her staff.

All of these national and local experts in public safety spoke of the importance of using a developmental approach to juvenile justice policy and practice. A developmental approach to juvenile justice includes policies, procedures, and programs that are responsive to the developmental needs of adolescents and based in science. Science indicates adolescents are often impulsive and struggle with decision-making. Juvenile justice systems should build accountability, programming, and services that are responsive to these facts.

Throughout this year, LPSCC plans to take a deeper look at local juvenile justice practice. A developmental approach and thoughtfulness about the impact of trauma on the adolescent brain will be the lens through which this work is formed.

Mental health is also a primary focus of LPSCC since 2014. Moving forward, LPSCC will continue to work with the Multnomah County Board of Commissioners, policy-makers, and the community, to implement the recommendations developed.

In 2014, LPSCC identified the need for it to be a clearing house for public safety related grants. An ad hoc Grants Committee will work in 2015 to better organize and vet potential grant opportunities related to public safety and criminal justice.

# Public Safety Trends Report

2014 Year End Review



# INTRODUCTION

Dear Reader,

Welcome to the 2014 Year End Public Safety Trends Report produced by Multnomah County's Local Public Safety Coordinating Council (LPSCC). The purpose of this report is to provide an executive level summary of operational data for many of the decision points in the County's Public Safety System for the Council's Executive Committee, partner agency staff, and members of the public.

Most of the statistics detailed in this report are sourced from the County's Decision Support System – Justice data warehouse (DSSJ). The data contained in DSSJ is sourced from the host agency systems and is regularly audited for accuracy. Additionally, the data presented in this report is regularly reviewed by the owner agencies' analysts for consistency and clarity. Reported offense and arrest data in DSSJ is sourced from the Portland Police Data System (PPDS). Jail data including information on bookings, releases, and custody is sourced from the Sheriff's Warrant and Information System (SWIS). Prosecution case data in DSSJ is sourced from Criminal Records Information Management and Exchange System (CRIMES). The statistics used in this report that were not sourced from DSSJ are average length of stay (provided by the Multnomah County Sheriff's Office) and adult supervision caseload (provided by the Department of Community Justice).

The Multnomah County Circuit Court converted to Odyssey (eCourt), a new records system, in May 2014. The process of integrating data from Odyssey into DSSJ is ongoing. Due to this transition, analysis focused on court decision points such as sentencing conditions are not featured in the 2014 year end report.

The report provides a description of how certain types of events, case types, and charge levels have changed over the past five years. Long-term trends are presented in charts that show average daily counts by month (solid light grey lines) to highlight month-to-month variations. Average daily counts for each year (dashed dark grey lines) are also presented to highlight year-to-year variations. A five-year average of daily counts is also presented (solid colored line) to allow readers to visualize how monthly and yearly averages vary when compared to the norm for the past five years.

Additionally, tables are included to provide a more detailed description of the data presented in the long-term trend section. These tables allow readers to compare yearly data from 2010 to 2014 to the average for that five year period. Sparklines are included in the tables to help readers visualize how specific data points have changed over time. High values in the sparkline are represented by red markers, while low values are represented by blue markers.

Narrative is provided in each section to explain the data presented in the charts and tables while highlighting and offering insight into emerging trends.

Thank you,

Lauren Brown LPSCC Analyst

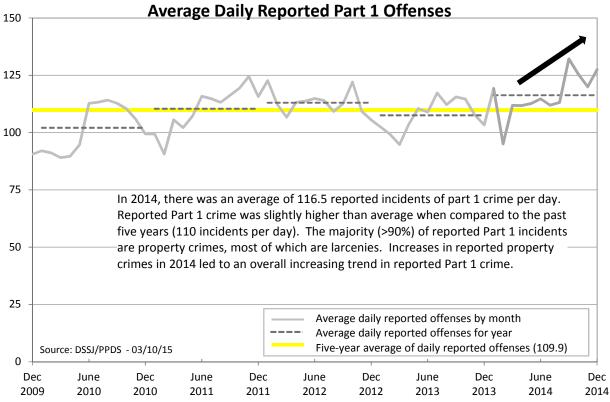




## REPORTED CRIME

DSSJ sources the reported offense data for law enforcement in Multnomah County from PPDS (Portland Police Data System). Data for the Fairview, Gresham, and Troutdale police departments was added to PPDS in early 2010. Incidents reported by the Multnomah County Sheriff's Office, Port of Portland Police, Portland State University Security, and Portland Police Bureau are also captured in PPDS. Reported offenses data only includes crime that is reported to law enforcement.

Part 1 violent crimes include homicide, rape, robbery, and assault. Part 1 property crimes include burglary, larceny, motor vehicle theft, and arson.

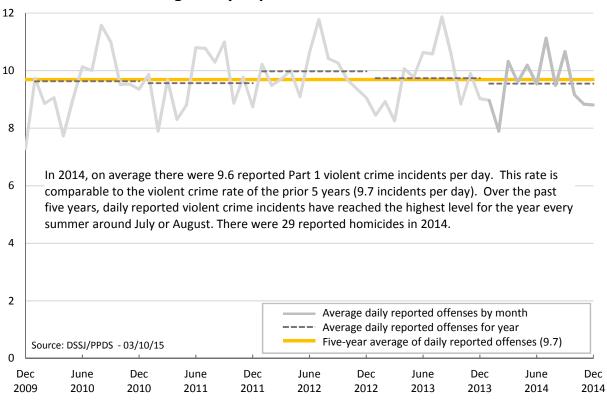


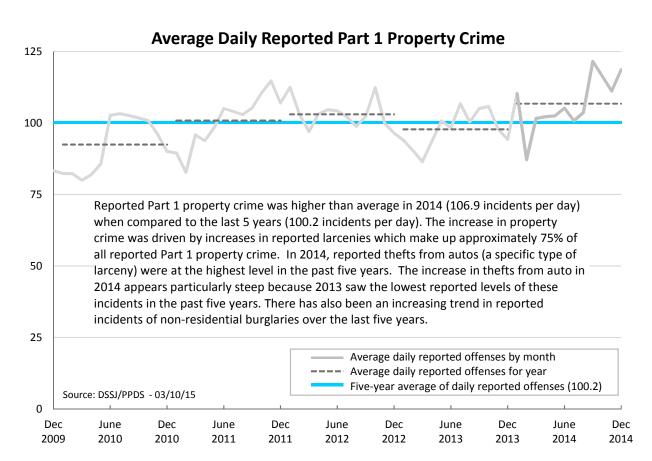
Average Daily Reported Part 1 Offenses by Type	Sparkline	2010	2011	2012	2013	2014	Five Year Average
Part 1 Violent Crime	<b>→</b>	9.6	9.6	10.0	9.7	9.6	9.7
Homicide	<b>\\\</b>	0.08	0.08	0.08	0.07	0.08	0.08
Rape	<b>/</b>	0.7	0.8	0.7	0.8	0.8	0.8
Robbery	<b>\\\\</b>	3.2	3.0	3.2	3.1	2.8	3.1
Assault		5.6	5.7	6.0	5.8	5.9	5.8
Part 1 Property Crime	<b></b>	92.5	100.9	103.1	97.8	106.9	100.2
Burglary		13.3	14.5	15.0	13.4	13.8	14.0
Residential		8.7	9.6	9.8	7.9	7.8	8.8
Other	+	4.6	4.9	5.2	5.5	6.0	5.2
Larceny		67.8	74.5	75.0	72.9	80.8	74.2
Shoplifting		13.2	13.3	13.5	14.4	14.5	13.8
Theft from Auto		31.3	33.6	32.0	26.3	34.5	31.5
Other	****	23.3	27.6	29.5	32.1	31.8	28.9
Motor Vehicle Theft	-	10.8	11.1	12.4	11.0	11.8	11.4
Arson		0.7	0.9	0.7	0.6	0.5	0.7
Total Reported Part 1 Crime	<b></b>	102.1	110.5	113.0	107.6	116.5	109.9









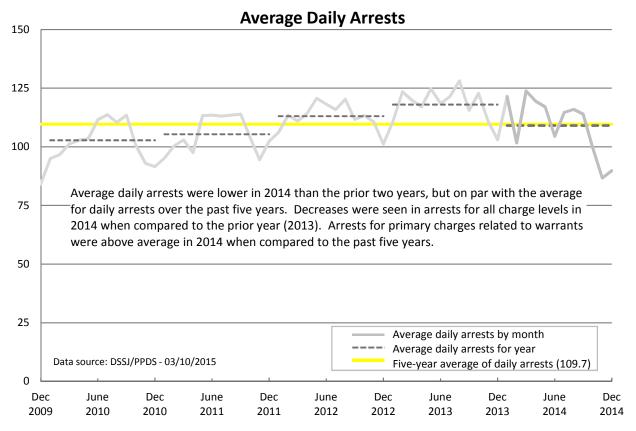






# **ARRESTS**

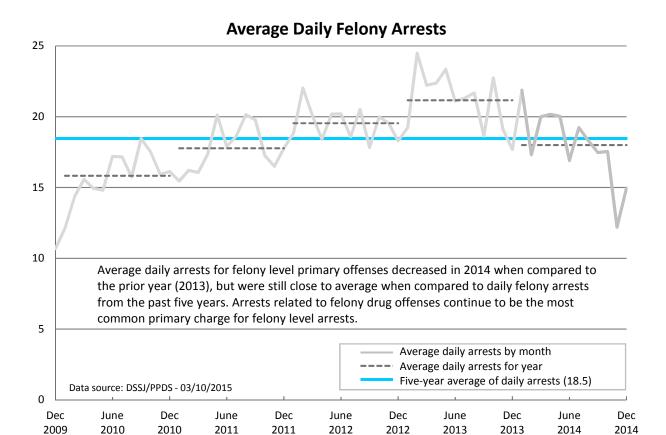
An individual may be arrested for multiple offenses with different charge levels. Charge level for arrests is based on primary offense only. The category of 'Other Charge Levels' includes infraction, ordinance, violation, or unknown arrest types.



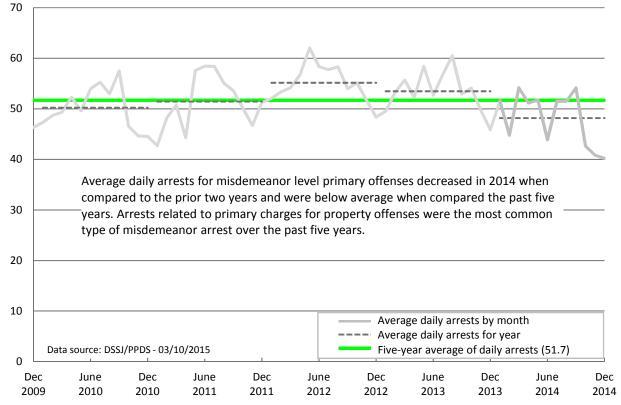
Average Daily Arrests by Charge							Five Year
Level and Type	Sparkline	2010	2011	2012	2013	2014	Average
Felony		15.8	17.8	19.5	21.1	18.0	18.5
Alcohol & Drugs		7.8	9.8	10.8	11.9	9.8	10.0
Behavioral		0.7	0.9	0.8	1.0	0.8	0.9
Other Charge		0.2	0.3	0.2	0.2	0.2	0.2
Person (includes DUII)		1.6	1.5	1.6	1.7	1.5	1.6
Property		5.4	5.3	6.0	6.2	5.6	5.7
Vehicle	1	0.1	0.0	0.1	0.1	0.0	0.1
Misdemeanor		50.2	51.5	55.2	53.5	48.2	51.7
Alcohol & Drugs		0.1	0.1	0.1	0.1	0.0	0.1
Behavioral	-	8.0	8.2	9.5	8.8	7.4	8.4
Local		9.0	9.2	9.7	8.9	7.2	8.8
Other Charge	-	1.3	1.3	1.3	1.4	1.4	1.3
Person (includes DUII)	-	13.7	14.1	15.2	14.4	13.0	14.1
Property	-	17.2	17.6	18.6	19.3	18.4	18.2
Vehicle	•	0.9	0.8	0.8	0.8	0.7	0.8
Other Charge Levels		11.9	12.3	12.9	13.2	12.0	12.5
Fugitive Hold (Warrants)		24.9	23.8	25.5	30.2	30.9	27.1
Total Arrests		102.8	105.4	113.1	118.0	109.1	109.7







#### **Average Daily Misdemeanor Arrests**

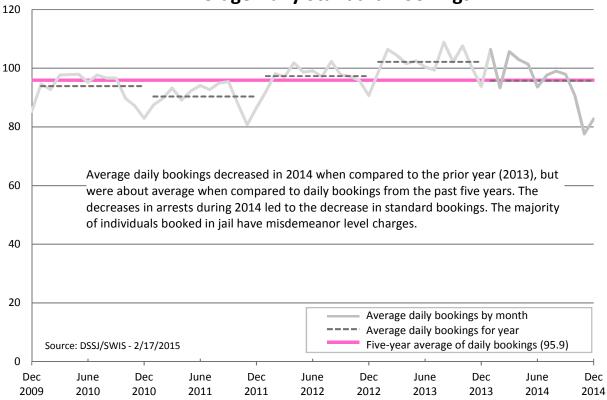






# Jail Bookings

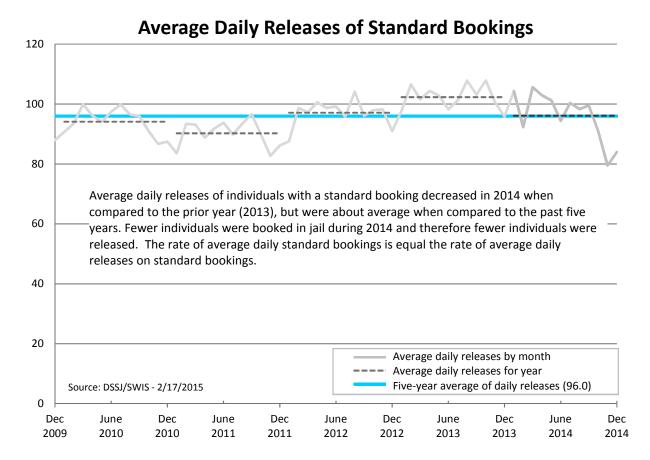
# **Average Daily Standard Bookings**

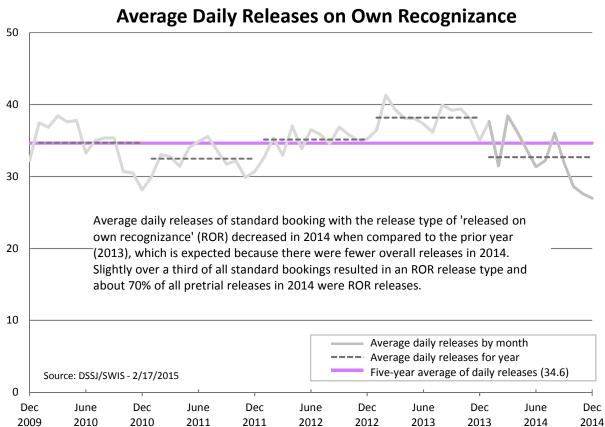


Average Daily Bookings by Charge Level and Type	Sparkline	2010	2011	2012	2013	2014	Five Year Average
Felony		20.4	21.0	22.8	23.2	22.5	22.0
Alcohol & Drugs		7.5	7.7	8.7	9.8	9.0	8.5
Behavioral		1.3	1.3	1.5	1.5	1.5	1.4
Other Charge		0.8	0.8	0.9	1.0	0.9	0.9
Person (includes DUII)	•	4.4	4.2	4.3	3.9	3.9	4.1
Property	•	6.2	6.6	7.2	6.7	6.8	6.7
Vehicle	•	0.4	0.3	0.3	0.3	0.4	0.3
Misdemeanor		44.8	41.5	44.2	46.8	42.5	44.0
Alcohol & Drugs	•	1.2	0.8	0.7	0.6	0.4	0.7
Behavioral		9.1	9.2	10.0	10.5	9.1	9.6
Local	•	2.5	2.5	2.4	2.0	1.0	2.1
Other Charge	•	2.1	1.5	1.7	2.1	2.3	2.0
Person (includes DUII)	•	14.7	14.2	14.9	14.2	13.1	14.2
Property	-	12.9	11.6	12.5	15.4	14.7	13.4
Vehicle	•	2.2	1.8	1.9	2.1	2.0	2.0
Other Charge Levels		0.5	0.6	0.5	0.5	0.6	0.5
Probation Violations		9.8	9.8	10.6	11.2	12.0	10.7
Holds		18.4	17.5	19.2	20.4	18.1	18.7
Total Bookings		93.9	90.4	97.3	102.1	95.8	95.9





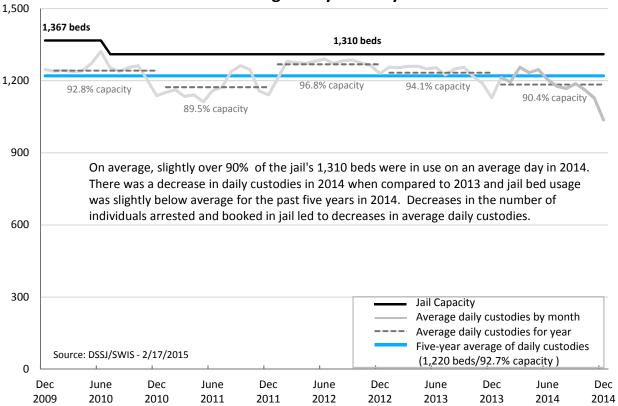




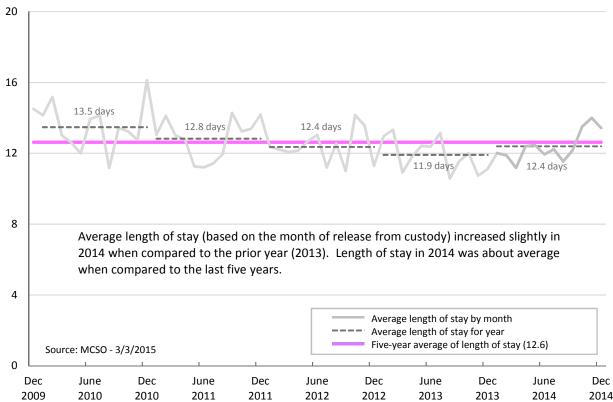




#### **Average Daily Custody**



# Average Length of Stay (Days)

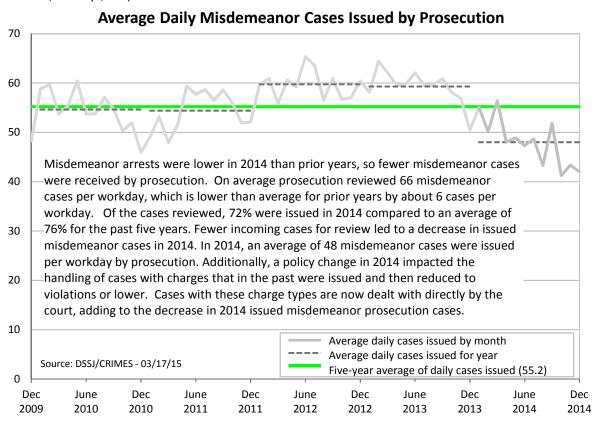




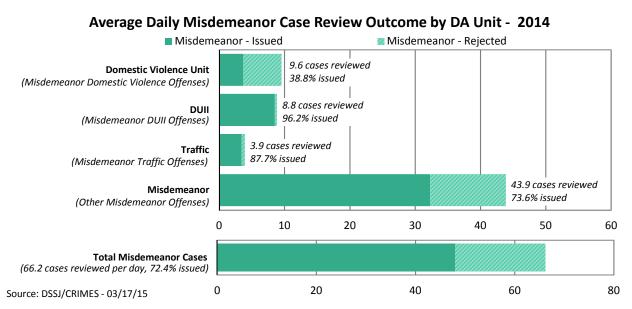


# **Prosecution Cases**

Criminal cases are presented to the DA's Office after investigation by law enforcement. The DA's office then reviews the cases and determines to either issue the cases for prosecution or not pursue the cases for prosecution (reject). Cases that are initially rejected can be re-reviewed after follow-up and issued at a later date. Charge level is determined by court assignment; misdemeanor court assignment may also include charges lower than a misdemeanor (violation, infraction, etc.). Daily averages are calculated using the number of workdays (excluding weekends, holidays, etc.).

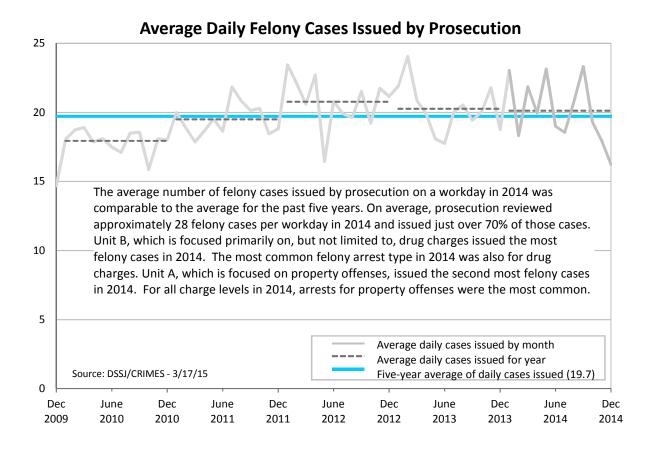


Cases are assigned to specialized units within the DA's Office for review. Each unit focuses on, but is not limited to, specific offense types. Charge level on cases was determined by court assignment

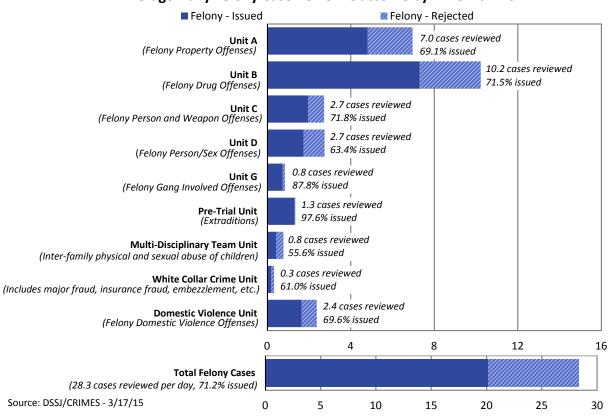








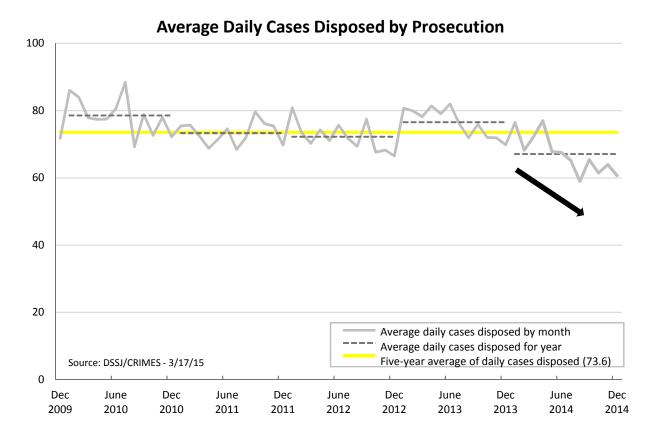
#### Average Daily Felony Case Review Outcome by DA Unit - 2014







A case is disposed when a final decision on the outcome of all charges on the case is determined. Possible outcomes include conviction, dismissals due to successful completion of diversion or community service, dismissal for other reasons, or a not guilty finding/judgment of acquittal. Charge level is based on primary charge.



On average, over the past five years (2010-2014), there were 73.6 cases disposed by prosecution per workday. In 2014, prosecution disposed an average of 67.1 cases per workday. As expected, because fewer misdemeanor cases were issued in 2014 than prior years, fewer total cases were disposed. Prosecution disposes approximately the same number of cases per day (67.1) as are issued (68.1).

#### Of the disposed case in 2014:

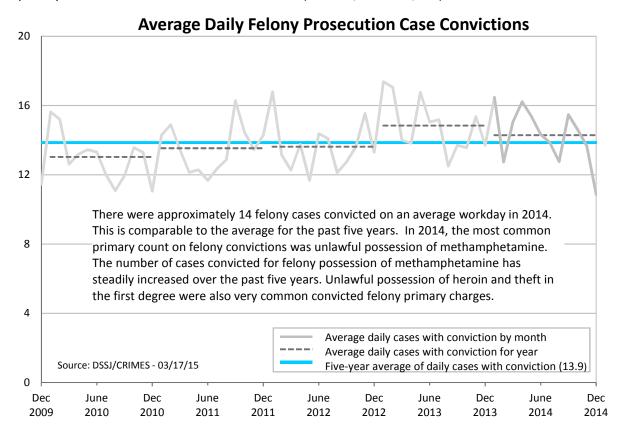
- 28.6% had a felony primary charge
- 68.5% had a misdemeanor primary charge
- 2.9% had a primary charge lower than a misdemeanor (violation, infraction, etc.)
- 60.0% of cases resulted in convictions
- 18.8% of cases were dismissed due to successful completion of a diversion program or community service
- 20.4% of cases were dismissed for other reasons
- 0.8% resulted in a finding of not guilty or an acquittal

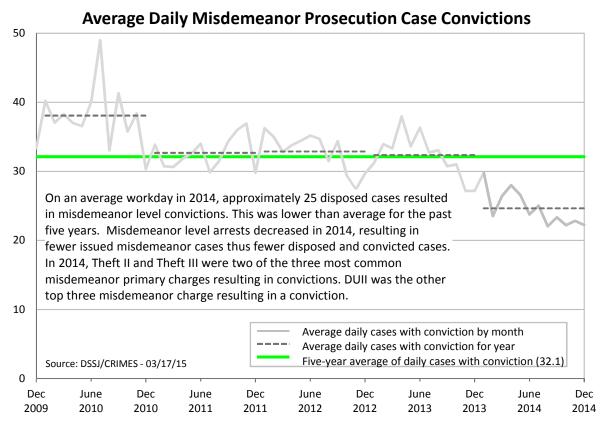
Only 2% of disposed cases went to trial. Of these cases, 80% resulted in a guilty finding.





The charge level for cases resulting in a conviction is based off the charge level of the primary convicted count on the case. In addition to felony and misdemeanor convictions, approximately 3% of convicted cases had a primary convicted count lower than a misdemeanor (violation, infraction, etc.).



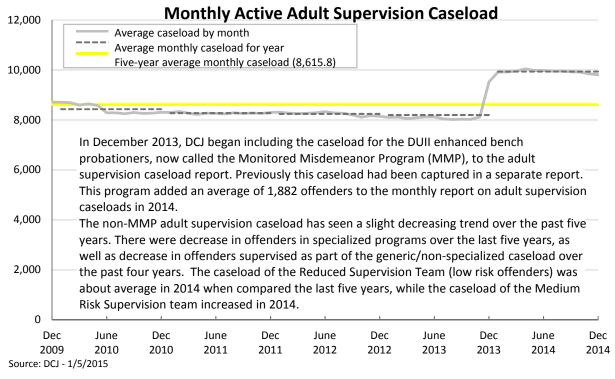






### **Supervision Caseload**

The Department of Community Justice provides a monthly snapshot of the active caseloads for the Adult Service Division. The snapshot is based on the active cases on the last day of the month and includes felony and misdemeanor offenders



The Reduced Supervision Team (formally Casebank or Low Limited Response Team) supervises low risk offenders. The Monitored Misdemeanor Program is for DUII offenders. The Medium Risk Supervision Team was created in early 2010. DCJ also has specialized programs which include the African-American Program, Domestic Violence Unit, Gang, Gender Specific, Mentally III Offender Unit, Multnomah County Justice Reinvestment Program (MCJRP), Programs Unit, and Sex Offender caseloads. Offenders were placed on specialized MCJRP supervision beginning in late 2014. Generic/non-specialized cases includes all other DCJ Adult Supervision Division caseloads.

Average Monthly Supervision Caseload by Program	Sparkline	2010	2011	2012	2013	2014	Five Year Average
Specialized Programs	1	3,282.2	3,004.4	2,974.8	2,823.8	2,827.8	2,982.6
African-American Program		108.1	105.8	111.9	110.7	109.2	109.1
Domestic Violence Unit	•	910.3	869.7	864.4	859.9	812.9	863.5
Gang Supervision		265.6	252.1	260.6	229.1	198.3	241.1
Gender Specific Supervision (women)	•	176.7	163.8	146.5	122.1	113.5	144.5
Level 1 Supervision (Very High Risk)		101.7	95.8	119.7	164.7	261.3	148.6
Mentally III Offender Unit	-	209.1	200.2	227.8	224.1	219.0	216.0
MCJRP						63.0*	
Programs Unit (DISP, REC, STTL, etc.)	•	561.2	306.8	273.5	200.3	198.3	308.0
Sex Offender Supervision		949.6	1,010.3	970.4	912.9	905.3	949.7
Reduced Supervision Team (Low Risk)	<b>→</b>	2,216.2	2,163.7	2,255.6	2,346.4	2,257.2	2,247.8
Monitored Misdemeanor Program					1421.0*	1,882.8	
Medium Risk Supervision Team		577.3	597.0	613.2	613.4	811.1	642.4
Generic/Non-specialized		2,356.3	2,507.9	2,398.5	2,294.6	2,156.3	2,342.7
Total Adult Supervision Caseload		8,432.0	8,273.0	8,242.1	8,196.6	9,935.1	8,615.8

<sup>\*</sup> Count of caseload at the end of December only. Caseloads not reflected in total specialized or total supervision caseload.

<sup>\*\*</sup> The specialized supervision programs overseen by the Programs Unit have changed over time. Past programs included the High Risk Drug Unit (Clean Court) and DUII supervision.







# MULTNOMAH COUNTY JUSTICE REINVESTMENT PROGRAM

HB3194 DATA WORKGROUP

QUARTERLY REPORT: FY15 Q1 & Q2

JULY-DECEMBER 2014

## Introduction

#### What is Justice Reinvestment?

Justice Reinvestment seeks to improve public safety by reducing spending on incarceration in order to reinvest savings in evidence-based strategies that decrease crime.

## What Does the Program Do?

Our program is a collaborative effort to improve the assessment of criminal offenders in Multnomah County and provide them a continuum of community-based services and sanctions. This combination of early assessment and intervention is provided to reduce recidivism while protecting public safety.

## Who Runs the Program?

Our program is distinctive in the number of agencies that worked together to design and implement this approach to justice reinvestment. Our partners include: Portland Police Bureau, Gresham Police, Fairview Police, Troutdale Police, Sheriff's Office, Department of Community Justice, Oregon Judicial

Department, District Attorney's Office, Citizens Crime Commission, Defense Bar, CODA, and the Multnomah County Local Public Safety Coordinating Council (LPSCC).

### **How Do I Use This Report?**

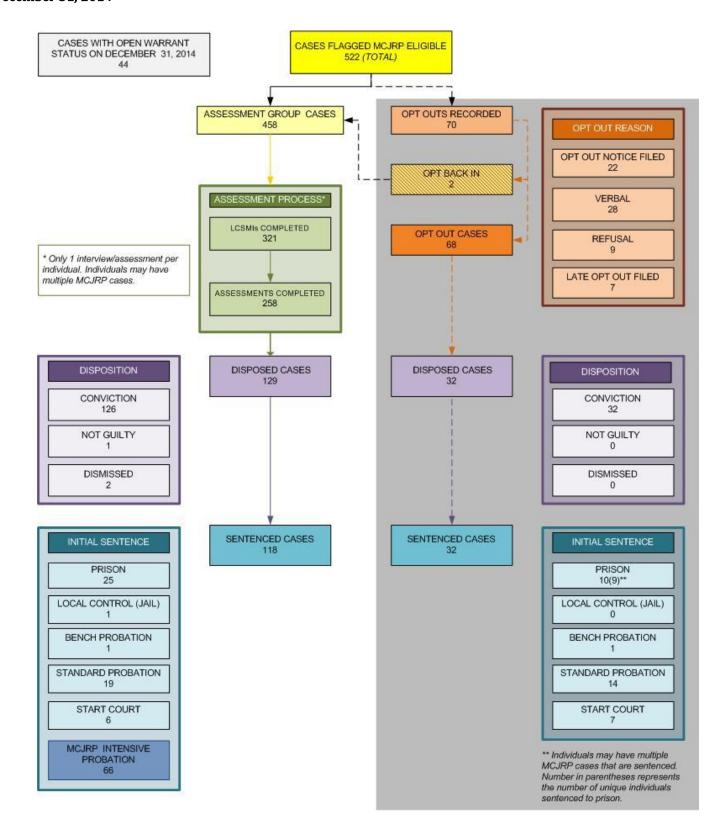
This report is a quarterly compilation of process and outcome measures designed to monitor the implementation and effectiveness of our program. This offers readers a snapshot of the program as well as a cumulative summary of all activity to date. The units of analysis vary so that some information is reflected in number of court cases, custody bookings, or people. Readers are encouraged to closely pay attention to the descriptive labels that appear throughout the report.

#### **OUR GOALS**

- Safer Communities
- Smarter Spending
- Data InformedDecision-making
- Sustainable Use of Prison Beds
- Enhanced funding for Community Services

## MCJRP Case Flow

#### Date of Last Count: December 31, 2014



## MCJRP Program Demographics

Date of Last Count: December 31, 2014

N= 494 Unique Defendants	Assessm	ent Group	<u>Opt</u>	ed Out	<u>2013</u>	ACS*
	#	%	#	%	#	%
Gender						
Female	87	(20.1%)	19	(30.6%)	387,488	(50.6%)
Male	345	(79.9%)	43	(69.4%)	378,647	(49.4%)
Race						
African American	105	(24.3%)	17	(27.4%)	42,214	(5.5%)
Asian	11	(2.5%)	0	(0.0%)	51,093	(6.7%)
Native American	2	(0.5%)	1	(1.6%)	6,674	(0.9%)
White	259	(60.0%)	39	(62.9%)	596,984	(77.9%)
Other	0	(0.0%)	0	(0.0%)	69,170	(9.0%)
Hispanic						
Not Hispanic	377	(87.3%)	57	(91.9%)	681,094	(88.9%)
Hispanic	55	(12.7%)	5	(8.1%)	85,041	(11.1%)
Age						
Younger than 18 yoa	10	(2.3%)	1	(1.6%)	152,686	(19.9%)
18 – 24 yoa	67	(15.5%)	13	(21.0%)	67,145	(8.8%)
25 – 34 yoa	155	(35.9%)	24	(38.7%)	141,873	(18.5%)
35 – 44 yoa	102	(23.6%)	10	(16.1%)	122,688	(16.0%)
45 – 54 yoa	74	(17.1%)	11	(17.7%)	98,819	(12.9%)
55 – 64 yoa	22	(5.1%)	2	(3.2%)	93,697	(12.2%)
Over 65 yoa	2	(0.5%)	1	(1.6%)	89,227	(11.6%)
RRI						
Measures Pending						
Total	432	(100%)	62	(100%)	766,135	(100%)

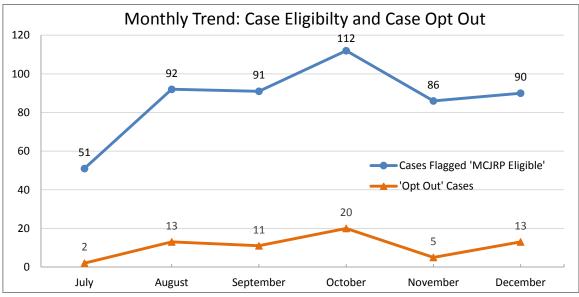
<sup>\*</sup>Multnomah County Demographics (2013 American Community Survey 1-Year Estimates)

## Case Eligibility and Opt Outs

#### All MCJRP Identified Cases by Primary Charge Category

	# to Date*		
Primary Charge Category	Assessment Group	Opted Out	
BM11 Cases	43	3	
BM57 – Property Cases	161	20	
Other Property Cases	76	8	
BM57 –Drug Cases	24	3	
Other Drug Cases	97	15	
Behavioral Cases	36	9	
Person Cases	13	3	
Vehicle Cases	8	3	
Grand Total	458	64	

<sup>\*</sup>Unless otherwise noted in this report, 'to date' represents the time period of July 1 – December 31, 2014



\*Cases eligibility date coincides with case arraignment on indictment date and 'opt out' cases excludes cases that have opted back in

Opt Out Reason by Case	Timeline	Total to Date
Opt Out	By Day 28	63
Notice Filed		22
Verbal		28
Refusal		9
Late Opt Out	After Day 28	7
Total Opt Outs Recorded		70
Cases Opting Back In		2
Total Opt Out Cases		68

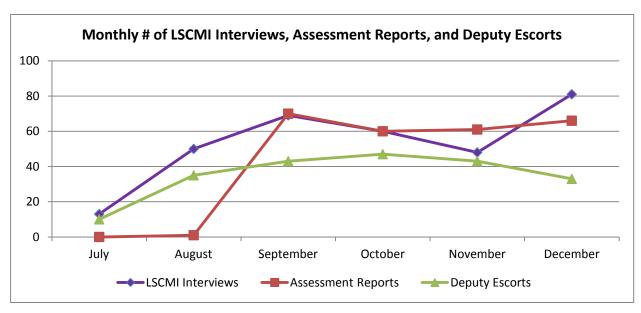
Notice Filed: Notice of Intent to Opt Out filed with the Court, Opt Outs filed after Day 28 are considered to be late opt outs

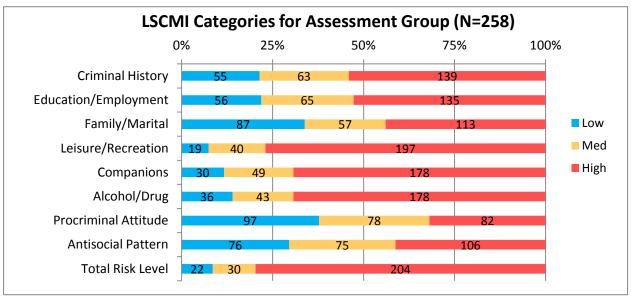
Verbal: Defendant pleas prior to completion of interview or defense team verbally declines MCJRP

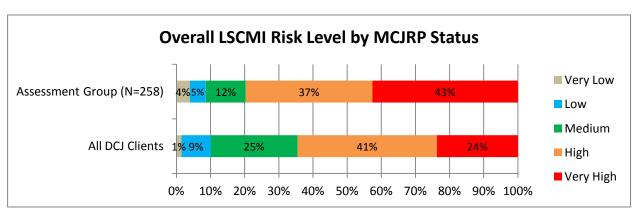
Refusal: Defendant refused to be assessed or refused to answer enough questions for a valid LSCMI at interview, no LSCMI completed prior to day 21

## Assessments

	Completed To Date
LSCMI Interviews	321
In-custody Interviews Facilitated by MCSO HB3194 Escort Deputies	211
Assessment Reports Completed	258





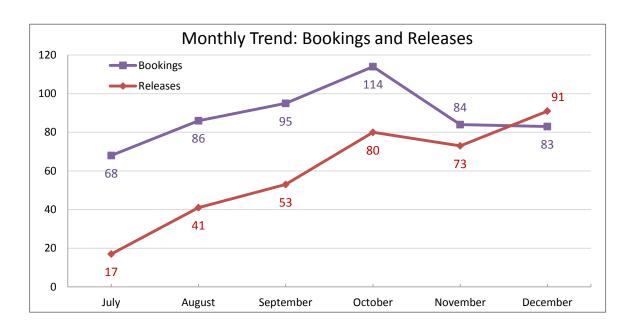


## Custody

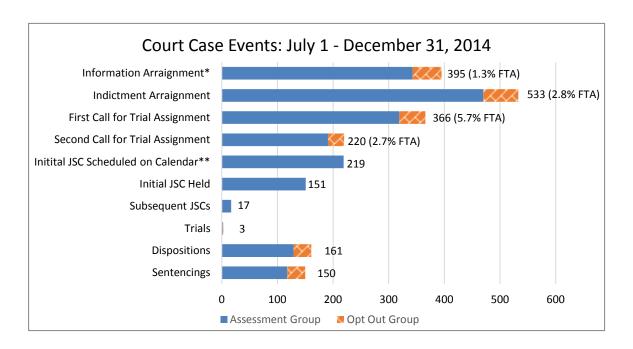
Booking and Custody Information <sup>1</sup>	# To Date
Individuals booked	454
Bookings <sup>2</sup>	530
Releases	355
Jail Bed Days	21,851
Detention Center (MCDC)	4,602
Inverness Jail (MCIJ)	17,249

<sup>&</sup>lt;sup>1</sup> Booking and Custody Information includes both pre-trial and post-sentencing bookings and custodies for individual identified as eligible for MCJRP.

<sup>&</sup>lt;sup>2</sup> Individuals may be booked multiple times



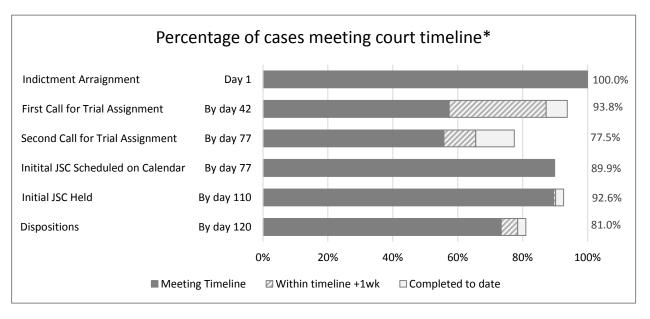
## **Court Events**



<sup>\*</sup>Direct Present cases do not have information arraignments

<sup>\*\*</sup>This represents the number of Initial Judicial Settlement Conferences that were scheduled on the court calendar by the Court during the listed time period

Warrant Status and Reason	Total to Date
Cases Entered Warrant Status	65
Cases in Warrant Status on 12/31/14	44

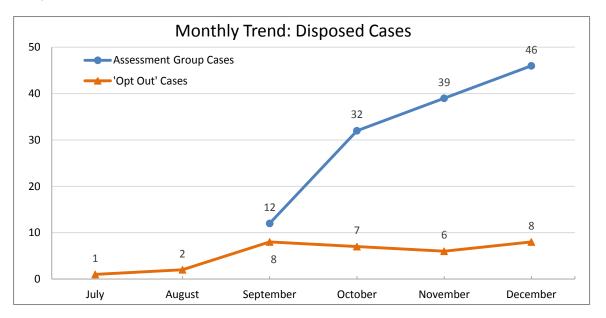


## **Case Disposition**

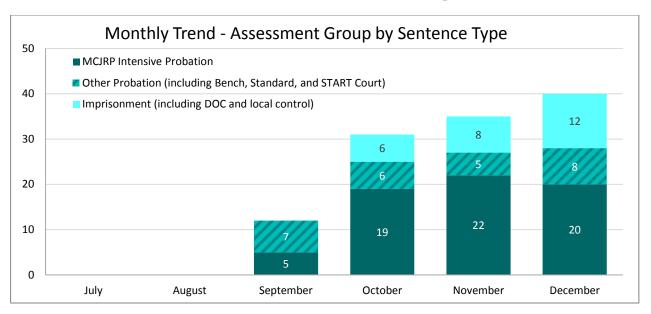
Case Disposition	<u>To date</u>			
	Assessment Used	Opted Out		
Convictions	126	32		
Plea	125	31		
Trial	1	1		
Dismissed	2	0		
Not Guilty	1	0		
Trial	1	0		
Total Cases	129	32		

Case count of cases with the a disposition date as of December 31, 2014

Cases presented in this chart with the disposition reason of 'Dismissed' were dismissed at sentencing pursuant to plea agreement. Cases dismissed prior to sentencing are considered 'No Longer Eligible' for MCJRP and are not included in the analyses presented in this report.



## Sentencing



#### Initial Sentence Length by Sentence Type (to date)

Initial Sentence Type	<u>A</u>	Assessment Used			Opted Out		
	# Sentenced	Average (months)	Sum (months)	# Sentenced	Average (months)	Sum (months)	
Imprisonment	26	26.9	700.2	10	34.5	345.2	
Prison (DOC)	25	27.5	688.2	10	34.5	345.2	
Local Control (Jail)	1	12.0	12	0	0	0	
Probation	92	36.3	3,336	22	34.4	756	
Bench Probation	1	36.0	36	1	24.0	24	
Standard Probation	19	30.6	582	14	35.1	492	
START Court	6	34.0	204	7	34.3	240	
MCJRP Intensive Probation	66	38.7	2,514				
Total	118			32			

#### Sum of Potential Prison Months Diverted by Initial Sentence\*

Initial Sentence Type	to Date (months)		
	Assessment Used Opted O		
Prison Months Avoided	2,738-2,857	464-486	
Local Control (Jail)	19-24		
Bench Probation	16-18	18-18	
Standard Probation	447-475	286-308	
START Court	109-119	160-160	
MCJRP Intensive Probation	2,147-2,221		

<sup>\*</sup>Sum of Potential Prison Months Diverted by Initial Sentence is based on the top two convicted charges with the highest crime severity

Sentencing information in these charts are presented at the case level. Individuals may have multiple MCJRP cases that are sentenced. One 'Opt Out' individual received two concurrent prison sentences on MCJRP eligible cases; the sentencing information for these cases are presented separately.

## Offender Accountability

- Of the 458 assessment group cases, 225 cases (49.1%) had a victim associated.
- Of the 225 cases with a victim associated, 44 (19.6%) had a victims advocate assigned.
- Of the 225 cases with a victim associated 100% were restitution eligible.
- Of the restitution eligible cases 100% had a restitution clerk assigned.

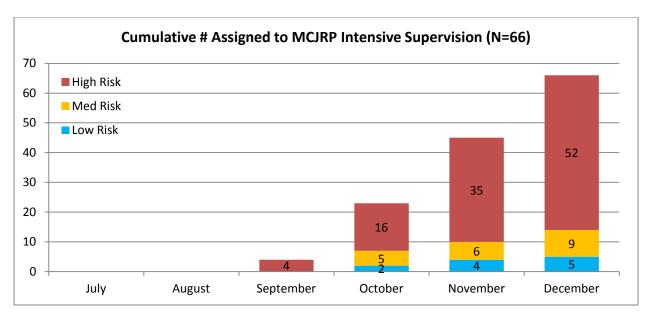
#### **Sentenced Cases with Restitution Ordered to Date**

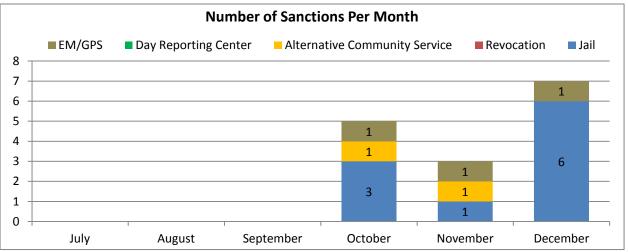
	Assessme	ent Group	Opt Ou	t Group
Charge Category	Cases Convicted and Sentenced	Cases with Restitution Ordered	Cases Convicted and Sentenced	Cases with Restitution Ordered
BM11	14	5 (35.7%)	1	0 (0%)
BM57 - Property Offender	44	22 (50%)	8	6 (75%)
Other Property	10	3 (30%)	2	1 (50%)
Behavioral	4	4 (100%)		
Person	2	1 (50%)	1	0 (0%)
Vehicle	1	0 (0%)		
<b>Grand Total</b>	75 (86.2%)	35 (46.7%)	12 (13.8%)	7 (58.3%)

#### **Sum of Total Restitution Ordered to Date**

Charge_Category	Assessment Group	Opt Out Group	<b>Grand Total</b>
BM11	\$7,369.43		\$7,369.43
BM57 - Property Offender	\$144,068.93	\$7,245.47	\$151,314.40
Other Property	\$2,284.40	\$121.00	\$2,405.40
Behavioral	\$2,739.41		\$2,739.41
Person	\$305.14		\$305.14
Grand Total	\$156,767.31	\$7,366.47	\$164,133.78

## **Intensive Probation Services: Part 1**





Jail Usage Post Sentence Date	To Date
Number of Jail Bed Days	614
MCJRP Probationers with Post Sentence Custody	46
Count of Post Sentence Custodies	58
Average LOS (per custody)	7.6
Number of clients currently in Jail (as of December 31, 2014)	10

<sup>\*</sup>LOS is calculated post release from custody. The custody days of clients still in jail as of 01/01/2015 are not included in this calculation.

## Intensive Probation Services: Part 2

Variables	All Offenders on MCJRP Supervision To-Date (N=66)	
	79% High / Very High	
Risk/Need Level*	14% Medium	
	8% Low / Very Low	
Criminal Justice History	2.6 is avg # of previous felony convictions	
Transportation	29% with transportation factors	
Language	5% with language barriers	
Physical Health	15% with physical health factors	

Client Matching	Offenders with Identified Need Areas	Programming Referrals/Admissions
Housing	28 reported housing needs	23**
Alcohol / Drug & Addictions	44 High / Very High Risk/Need * 67	
Mental Health Services	21 with mental health factors	0***
Mentor	46 High/Very High Risk Companions*	22**
Veterans	1 Veteran	0
Parenting Services	33 with children under 18 yoa	1**
Employment Services/ Education Services	31 High / Very High Risk/Need* 5	
GPS/EM	27 High/Very High Criminal History*	15
Criminal Thinking	32 High/Very High Pro-criminal Attitudes or Anti- Social Patterns*	7

<sup>\*</sup> Derived from the LS/CMI assessment. This instrument was designed to identify dynamic areas of risk/needs that may be addressed by programming in order to reduce criminal risk behaviors.

<sup>\*\*</sup> These categories are tracking admissions, not referrals.

<sup>\*\*\*</sup>Mental health services are also accessed through dual diagnosis AOD treatment programming

## Law Enforcement

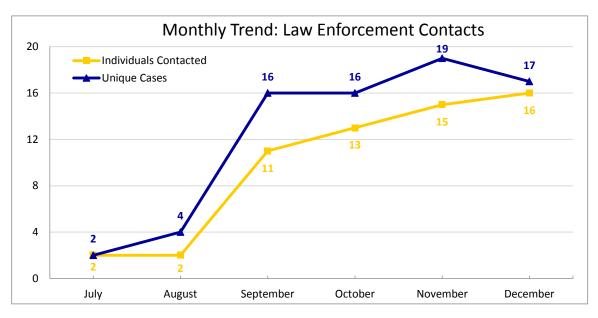
Justice Reinvestment Detail	# To Date <sup>1</sup>
Days with Dedicated JR Detail Shifts	41
Phone Calls Received from POs	23
Arrest Attempts <sup>2</sup>	119
Arrests Made	21
Conversational or Probable Cause Stop <sup>3</sup>	93
Proactive Community Policing Patrols	18
PO Assists	5
Other⁴	4

<sup>&</sup>lt;sup>1</sup> For the justice reinvestment detail measures, the 'To Date' totals represent the time period of when Justice Reinvestment Detail began (November 1, 2014) through the end of the current month (December 31, 2014). 'To Date' values in other sections represent a time period beginning on July 1, 2014 when MCJRP officially started.

<sup>&</sup>lt;sup>4</sup> For example, building secured, recovered stolen vehicle, etc.

All MCJRP Contacts	# To Date		
Individuals Contacted	46		
Number of Cases	74		
Contact Type⁵ (Categories will be developed based on actual contacts)			
Witness	0		
Victim	13		
Associate/Mentioned	8		
Suspect/Subject/Person of Interest	33		
Exclusion area	1		
Traffic	0		
Charged	44		
Other	1		

<sup>&</sup>lt;sup>5</sup>Multiple contact types may take place within a single case.



<sup>&</sup>lt;sup>2</sup>Arrest attempts include attempted warrant service and attempted service of PO detainers

<sup>&</sup>lt;sup>3</sup> Usually mere conversations or suspected criminal activity

## MCJRP Outcomes TBD

## Revocations

**MEASURES PENDING** 

## **Prison Bed Utilization**

**MEASURES PENDING** 

## Recidivism

**MEASURES PENDING** 

## Acknowledgements

This report was developed by the Multnomah County Justice Reinvestment Data and Evaluation Sub-Committee. This committee is a collaborative effort of trained data analysts representing the agencies who helped develop and implement this justice reinvestment program.

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- Lauren Brown; Local Public Safety Coordinating Council

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- Robert Jackson; Portland Police Bureau
- Maegan Kingston; Defense Bar
- Shea Marshman, Ph.D.; Multnomah County Sheriff's Office
- Lily Yamamoto; Local Public Safety Coordinating Council
- Carol Young; District Attorney's Office

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- Katharina Wiest, Ph.D.; CODA