Legislative Department
Seattle City Council
Memorandum

To:	Public Safety, Civil Rights, and Technology Committee
From:	Christa Valles, Central Staff
Subject:	Downtown Public Safety Briefing
Date:	April 2, 2014

On April 2, the Executive will brief the Public Safety, Civil Rights, and Technology Committee on its response to three Statements of Legislative Intent (SLI) approved by Council as part of the 2014 Budget. This memo provides a brief summary of these SLIs and related Council budget actions. It also includes background information on the Law Enforcement Assisted Diversion (LEAD) program and the City-run Multi-disciplinary Team (MDT). Both initiatives are intended to reduce downtown crime and street disorder through targeted outreach and social services to individuals, though they differ in their emphasis and approach. I have provided background on both of these efforts below.

The table on page 2 provides a brief recap of the SLIs and related budget actions. A SLI related to the Municipal Court's "Community Court 2.0" is also included since a revamped community court is expected to contribute towards improved public safety downtown, but a response on this particular SLI is not due until July 2014.

SLI #	Title	SLI Summary	Related Council Budget Action
128-4-A-1	Reporting requirements for MDT.	• Requires written report by Feb 28, 2014 describing MDT organizational structure, including leadership, roles and responsibilities, decision-making process, and detailed operational protocols identifying what behaviors will be targeted on the ground. • Requires quarterly report on outcomes, including the number of unduplicated individuals offered service, the type of services offered, and whether services were actually accepted and provided.	• Approved $208,000 for MDT to buy additional social service assistance for individuals. • Approved $830,000 for geographic expansion of LEAD. Assumes at least 250 clients served. • Places $300,000 in finance general should either MDT or LEAD expend its existing service funds and Council is otherwise satisfied with program implementation.
128-6-A-2	Conditions under which City funding for LEAD is provided.	• Approves geographic expansion of LEAD program focused on low-level drug and prostitution offenses. • Council approval required if LEAD wants to target additional behavioral problems. • Requires quarterly report on outcomes, including the number of unduplicated individuals offered service, the type of services offered, and whether services were actually accepted and provided.	
128-7-A-1	Measuring neighborhood public safety and street disorder.	• Asks Executive to identify problems to be addressed in downtown neighborhoods, measure and document their extent and location, and report quarterly to Council on progress being made to resolve identified problems.	• No funding was appropriated for this particular request.
131-1-A-1	Renewal and expansion of Community Court.	• Requests Municipal Court, City Attorney and Associated Counsel for the Accused provide an initial written report by July 2014 on implementation status and outcomes.	• Funding approved for new crew supervisor, which is a small part of the larger changes to be implemented.

Background Information on LEAD & MDT
LEAD

LEAD Program Description

LEAD is an arrest diversion pilot program that began operating in the Belltown neighborhood in 2012. It provides a mechanism for Seattle Police officers to refer individuals engaged in low level drug and prostitution offenses to an intensive social services intervention program in lieu of prosecution. The Public Defender's Association's (PDA) Racial Disparity Project is responsible for day-to-day program operations while policy is set by an oversight committee comprised of representatives from multiple

agencies in Seattle and King County. Both the Mayor and City Council have seats on this oversight committee, which meets quarterly.

The City Council approved $830,000 in GSF support to enable LEAD to expand its program throughout the downtown area (see attached map indicating the proposed operating boundaries).

Theory of Change
LEAD program participants experience chronic issues with drugs, alcoholism, and mental health, which are often interrelated. The majority of LEAD participants to date have been referred for drug use. LEAD's theory of change is based on a harm reduction strategy. Harm reduction focuses on reducing individual behavior considered harmful to the individual but it does not require the individual to stop the behavior altogether. LEAD's Theory of Change further posits that if harm reduction strategies help a sufficient number of individuals, positive public safety impacts will be realized at the community level (see attached logic model). While LEAD is an arrest diversion program, LEAD participants are not immune from incurring subsequent charges for additional offenses.

Program Funding
Various private grants and foundations, including the Ford Foundation, have provided approximately $4 million in funding through 2015 for LEAD to operate in the Belltown neighborhood. The City Council approved $830,000 in funding for LEAD to expand geographically. The contract between the City (via HSD) and LEAD was only recently executed; thus, LEAD expansion activities are only just beginning.

Evaluation
The Arnold Foundation has provided additional funding to pay for an impact evaluation. The PDA has contracted with researchers from the University of Washington to conduct the evaluation. The PDA has also organized a client group to monitor this effort, which includes a representative from Council Central Staff. Preliminary evaluation findings are expected this fall.

Multi-disciplinary Team
MDT Program Description
Unlike LEAD, the MDT is a city-run initiative. The MDT is comprised of various department representatives, including the Seattle Police Department, Human Service Department, and City Attorney's Office. The MDT also includes social service providers who work in the downtown area as well as case managers and outreach staff from the Downtown Seattle Association's Metropolitan Improvement District (MID). The MDT is intended to employ a coordinated social service and law enforcement approach to address a range of problematic behaviors in the downtown area. The Executive anticipates approximately 150 people will be served in 2014 through MDT outreach efforts.

Council SLI and Executive response
During the 2014 budget review process, the City Council passed a SLI asking the Executive to develop detailed operational protocols for the MDT. The operational protocols were to include clearly delineated roles, responsibilities, and reporting relationships of MDT members and a description of the range of range of behaviors to be targeted for outreach and assistance. The Executive submitted a response to Council's SLI on February 28th and this response is included in Council briefing materials.

Program Funding
The City Council approved $208,000 in GSF revenues to pay for any additional social services needed for the target population, beyond what is currently available through existing providers[1]. Council also set aside an additional $300,000 in Finance General should the MDT or LEAD require additional social service funding in 2014.

Evaluation
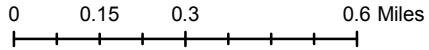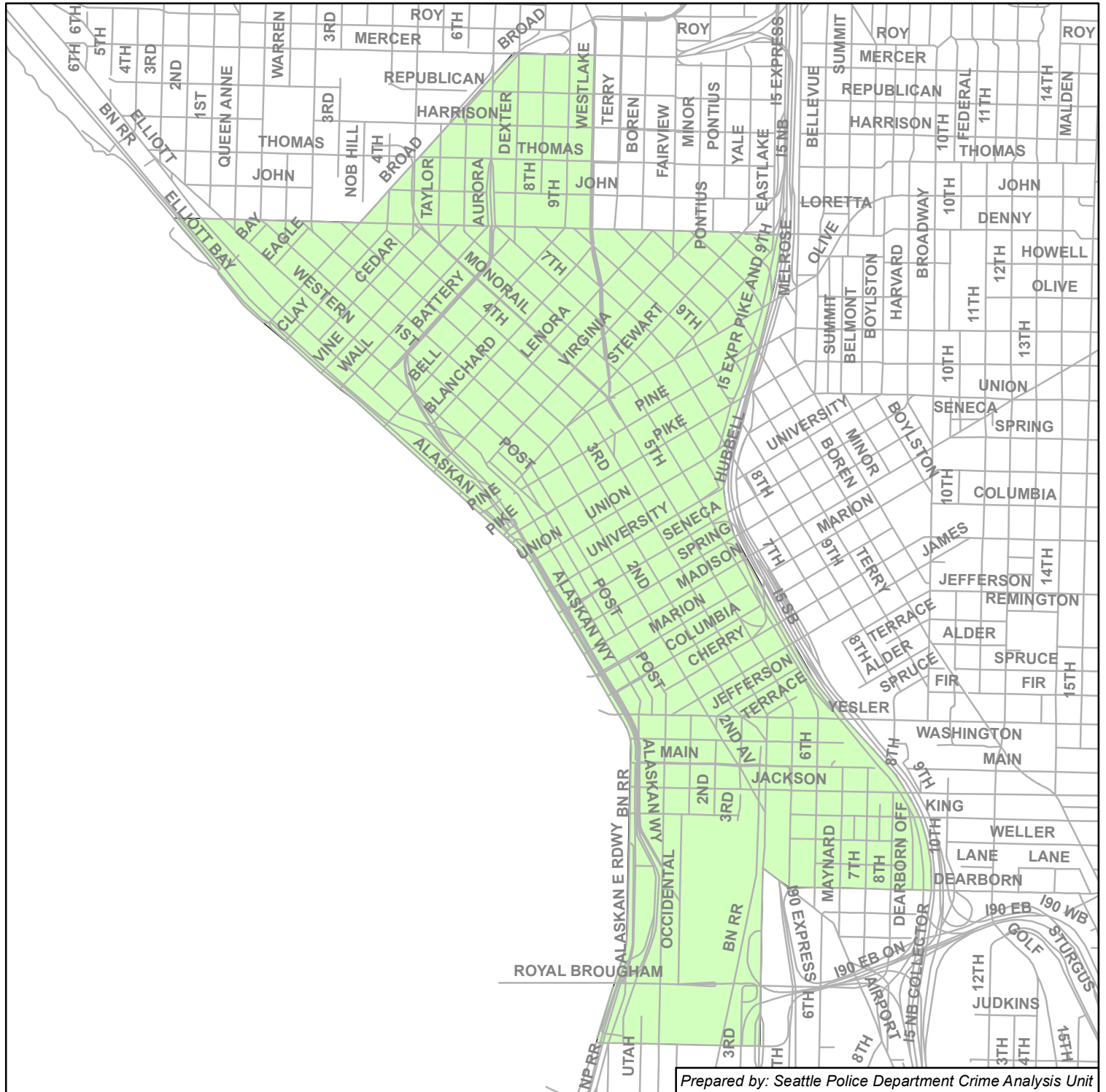HSD intends to develop an evaluation plan to assess the impact of the MDT effort.

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[1] In the 2013-14 Budget, Council approved $133,000 for HSD to contract for case management and outreach workers and $150,000 for 2,307 of police overtime to supplement existing MID resources.

LEAD 2014

LEAD Proposed Area
12-09-2013
with Denny Triangle, DESC,
Orion Center

CONFIDENTIAL - FOR POLICE USE ONLY

0   0.15   0.3   0.6 Miles

Legend Area

LEAD_Boundary_2

Prepared by: Seattle Police Department Crime Analysis Unit

Law Enforcement Assisted Diversion (LEAD) Program Logic Model

Program Overview: LEAD's goals are to improve public safety and public order in Belltown and Skyway and to reduce criminal behavior by the program's participants. The program offers harm reduction-oriented, on-demand, comprehensive services and case management as an alternative to booking and prosecution to facilitate improvements in the lives, health, and opportunities of participants.

If we provide:

Participants will experience:

Ultimately leading to:

ACTIVITIES

- Law Enforcement Referrals
- Individual Case Management
- Peer Outreach and Counseling
- Legal Advocacy
- On-demand services (housing, treatment, education, job development and stipends)
- Inclusion of neighborhood public safety leaders
- Leadership Development Training

OUTPUTS

- Individual case plans developed for 100% of participants
- Connections made to legal services, employment, housing and transportation as needed
- Case management meetings conducted
- Peer counseling program established for all participants
- Community advisory board meets monthly
- Leadership training curriculum developed and implemented

OUTCOMES

Short-Term

- Decreased criminal activity, especially other than drug use
- Decreased harm to self and others from drug and alcohol use
- Diversion savings
- Increased psycho-social functioning
- Improved physical health
- Reduction in ER visits
- Greater individual aspirations

Intermediate

- Increased housing stability
- Increased educational attainment
- Increased job and community leadership opportunities
- Increased involvement with families, community institutions and civic life
- Decreased open-air drug dealing in Belltown and Skyway

Long-Term

- Decreased recidivism rates
- Decreased demand for social services in catchment area
- Improved relationship between the police and those policed
- Increased satisfaction of residential and business leaders with public safety
- Public safety resources freed up for other uses

IMPACT

- **Improved health, lives and opportunities of *all* residents of Belltown and Skyway communities**
- **Improved public safety and perceptions of public order**

Focus of attention during FIDELITY TESTING

Focus of attention during IMPACT ASSESSMENT