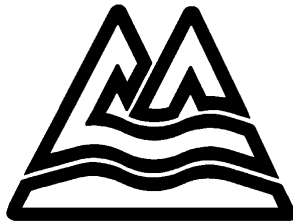


# **Evaluation Bulletin #1:**

## **Senate Bill 1145**

Reducing Crime Benchmark Analysis  
Multnomah County, Oregon



Department of Support Services

**JULY 1997**

**Evaluation Bulletin #1--Senate Bill 1145**  
**July 7, 1997**

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Background

The plan for Senate Bill 1145 offenders was for most of them to spend 30 days of their sentence in jail and then to be released to community supervision for the remainder of their sentence. Many inmates have spent more than 30 days in jail or have not been released to community supervision at all.

Purpose of this bulletin

- 1) To summarize how many 1145 offenders have been released to the community for the time period: January 1, 1997 – June 30, 1997.
- 2) To summarize data on why 1145 offenders are not being released to the community during this time period.

The Screening Process

All SB1145 inmates are screened for potential transfer to community supervision while they are still in jail. This occurs through an interdepartmental staffing which involves two teams:

1. Multnomah County Sheriff's Office—Offender Management Unit (the "jail team");
2. Department of Juvenile and Adult Community Justice—Offender Management Team (the "community supervision team")

The screening process involves the following steps:

1. Both teams receive a daily computer report which lists new 1145 offenders;
2. The jail team interviews potential transfers to community supervision. At the present time inmates with holds or parole revocations are not interviewed because they are not eligible for transfer to community supervision.
3. The two teams jointly meet to prepare an offender action plan for all potential transfers. Addresses are verified. Data sources reviewed during this staffing include:
  - a. the inmates behavior in jail;
  - b. their prior criminal history;
  - c. all chronological notes while under previous supervision. Special attention is paid to all sanctions, reasons for sanction, and response to sanction.

- d. previous programs the inmate has been in and their response;
- e. the inmates responses during the jail team interview;
- f. the previous probation or parole officer may be called for an opinion.

Data Sources

- 1) Counts on the number of SB1145 offenders are available through daily reports printed by Multnomah County’s Information Services Division. As these include offenders who have been erroneously classified as 1145 offenders, these reports have been hand edited by John Turner, SB1145 Coordinator for the Dept. of Juvenile and Adult Community Justice.
- 2) Reasons for non-release to the community come from the offender action plans completed by the “jail team” and “community supervision team.” Between January and March 1997 the findings of these screenings were not formally documented and are not available for analysis. Beginning April 1997 the two teams began to document screenings on all 1145 inmates in an offender action plan. As of June 30, 1997 there are 356 documented offender action plans. These have been entered in a data base which has been analyzed to produce this report.
- 3) Counts of the number of inmates transferred to community supervision come from the service logs of the community supervision teams.

How Many 1145 Inmates Have Been Transferred to Community Supervision?

Table 1 shows the number of new 1145 inmates per month and the number of inmates transferred to community supervision. It is important to remember that there is at least a 30 day lag (time spent in jail) between an inmate becoming a new 1145 inmate and their potential transfer to community supervision. Thus, January new 1145 inmates would not be transferred until February at the earliest.

Table 1  
Percent of SB1145 Inmates Transferred to Community Supervision

	January	February	March	April	May	June	6-month Total
# of new 1145 inmates*	175	123	124	157	136	92	801
# transferred to community supervision**	0	11	16	29	14	15	85
% transferred to community supervision	-	9%	13%	18%	10%	16%	11%

**Table 1 shows that over the first 6 months of SB1145 operation that 11% were transferred to community supervision (as of June 30, 1997).**

### Why Aren't 1145 Inmates Being Released to Community Supervision?

There are 6 primary reasons why 1145 offenders are rejected for community supervision. Offenders may have 1 or more of these reasons.<sup>1</sup>

- 1) **High Risk to Community:** Chronic criminal history, sex offenders, violent person to person crimes, or mental health problems, especially when coupled with repeated past failures in community supervision;
- 2) **No Program Available:** either the offender needs a level of program supervision which does not exist, or if it does exist is full. Offenders who refuse all community supervision options have also been classified here.
- 3) **The offender's Parole was revoked:** The policy of the State Parole Board is that these offenders may not be transferred into community supervision. They must serve the entire time of their revocation in custody.
- 4) **Insufficient Time:** The combination of the time served before sentencing date, good time, work time, and the mandatory 30 days that must be served in jail after the sentence date leaves very little, if any, time left for transfer to 1145 community supervision. By the time 1145 offenders serve their mandatory 30 days in jail their 1145 time may be complete. If any 1145 time remains after the end of the 30-day mandatory jail sentence, the current offender action plans consider 10 days to be insufficient time to even process 1145 offenders for transfer to community supervision. In these cases the inmate is either released from jail at the end of their sentence with no further supervision, or are released into parole status—that is, non-1145 community supervision.

Even when offenders are transferred into 1145 community supervision, they are tending to spend less time than was expected in initial 1145 program planning. While this does not result in them being held in jail, it probably will affect the outcomes of the community supervision part of the 1145 program.<sup>2</sup>

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<sup>1</sup> Note that all of these reasons (69%) except designation of high risk are largely beyond the control of the staff who are doing these assessments.

<sup>2</sup> A May 1, 1997 memo from John Turner to Cary Harkaway and Bob Grindstaff estimates that if the average SB1145 offender serves the 30 days in jail required by Board of County Commissioner policy, that they will have two months or less to serve in 1145 community supervision programs. The budget and the 1145 community supervision programs were designed to serve offenders a minimum of 3 months.

- 5) **Non 1145 “Companion Sentences”:** Offender has an 1145 sentence plus an additional sentence that is not an 1145 sentence. The offender cannot be released on SB1145 community supervision until mandatory jail time on the non-1145 sentence is served.
- 6) **Holds:** The offender has a “hold” which prevents their release from jail. There are several different types of holds.
  - a. Local Charges - a pending case or jail sentence that has to be served in Multnomah County. This category can include medical holds, i.e., the inmate should not be released for medical reasons such as a psychiatric condition.
  - b. Other County hold - pending case or jail sentence in another county;
  - c. Interstate fugitives - pending case or jail sentence from another state;
  - d. U.S. Marshall hold - pending federal case or sentence;
  - e. Immigration and Naturalization Service - pending deportation hearing;
  - f. Ballot Measure 40 - these offenders cannot be released without a judge’s approval.

Table 2 shows the percentages of SB1145 accepted or rejected for transfer to community supervision. Reasons for rejection are also shown for those inmates who were rejected. As inmates may have more than one reason for rejection, the total number of reasons for rejection adds up to 327 reasons, while the number of inmates rejected is 307. (This also means that the percents under Reasons for Rejection add up to 96% versus the 86% of 1145 inmates who were rejected).

Table 2  
Inmates Accepted or Rejected for Transfer to Community Supervision

	Number of inmates	Percent of SB1145 inmates*
Accepted	49	14%
Rejected <sup>3</sup>	307	86%
Total	356	100%
<b>Reasons for Rejection</b>		
High Risk	59	17%
No Program Available	7	2%
Parole Revocation without holds	86	24%
Parole Revocations with Holds	32	9%
Insufficient time	18	5%
Non 1145 “Companion	34	10%

<sup>3</sup> High risk is a relatively low percent of total reasons for rejection. Policy decisions outside the control of the Offender Management Team and Jail Team account for the largest percent of reasons.

Sentence”		
Holds—no other reason (see Table 3 for detailed breakdown of this group)	84	24%
Holds—with other reasons (excluding parole revocations which are counted above—see Table 4 for detailed breakdown of this group.	10	3%
<b>Subtotal</b>	<b>330</b>	<b>93%**</b>

\*Base used for calculating percentages is the 356 inmates with documented offender action plans (see page 2—Data Sources).

\*\*Reasons for rejection add up to 97% instead of the 86% of inmates rejected because inmates may have multiple reasons for rejection.

Table 3 shows the type of hold for the 84 inmates shown in Table 2 who were rejected because of holds with no other reason.

Table 3  
Inmates Rejected Due to Holds—No Other Reason

Type of Hold	Number of Inmates	Percent of SB1145 inmates*
Multnomah County	23	6%
Other County	37	10%
Other State	6	2%
US Immigration Service	14	4%
Ballot Measure 40	3	1%
Medical hold	2	1%
<b>Totals*</b>	<b>85</b>	<b>24%</b>

\*One individual has both a Multnomah County and an Other County hold so the total adds up to 85, not 84.

There is one probation officer actively working with other jurisdictions to try to get these holds released. While detailed counts are not available on the outcomes of these efforts, anecdotal evidence suggests that few jurisdictions are willing to drop their hold.

Table 4 shows a detailed breakdown of inmates who have holds combined with other reasons for rejection.

Table 4  
Inmates Rejected Due to Holds and Other Miscellaneous Reasons

Reason for Rejection	Number of Inmates	Percent of SB1145 inmates*
Holds w/ Non 1145 Companion Sentence	6	1.8%
Holds w/ High Risk	1	.30%
Holds w/ Insufficient Time	1	.30%
Holds w/ Insufficient Time/ High Risk	1	.30%

Holds w/ Parole Revokes/ Non 1145	1	.30%
<b>Totals</b>	10	3%