

**NATIONAL INSTITUTE OF CORRECTIONS**



**LOCAL SYSTEM ASSESSMENT  
MULTNOMAH COUNTY  
OREGON**



**Consultants:**

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And  
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**September 2003**



## **DISCLAIMER**

Re: National Institute of Corrections technical assistance No. 03-J1061

The Jails Division of the National Institute of Corrections funded this technical assistance activity. The Institute is a Federal agency established to provide assistance to strengthen state and local correctional agencies by creating more effective, humane, safe and just correctional services.

The resource persons completed this technical assistance at the request of Multnomah County, Oregon and through the coordination of the National Institute of Corrections. This technical assistance and subsequent report are intended to assist Multnomah County relative to the request they have made.

The contents of this document reflect the views of Mr. Billy Wasson and Mr. Bob Cushman. The contents do not necessarily reflect the official views or policies of the National Institute of Corrections

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## ABOUT THE LOCAL SYSTEM ASSESSMENT PROCESS

A LSA examines components of the requesting jurisdiction's criminal justice system. These include the existing jail(s), the law enforcement community, programs that remove individuals from the jail prior to trial or provide community based sentencing options for convicted offenders, and the court system. The LSA consultant has four primary objectives in conducting the assessment:

1. To look at what is occurring within the system components, evaluate the processes and coordination, and assess how well they are working;
2. To recommend new programs and/or modifications to existing programs that the jurisdiction might want to consider;
3. To assess the jurisdiction's capacity to develop or modify its criminal justice components in ways that enhance, rather than strain, the system.
4. To educate the local decision makers about the decision points in the system to assess their ability to manage these points.

Several weeks before the actual site visit a written request for information about the county and data about the functioning of the criminal justice system is requested. The information and data is an attempt to assess the functioning of the system especially as it relates to impacts on the jail workload.

In the case of Multnomah this was not a typical LSA. First of all the typical issue, a crowded jail, was not present since the county had "capped" its' jails under an Oregon statute that empowers the county to do so. In meetings with the county officials in the fall of 2002 and again in the spring of 2003 the following scope of work was proposed:

"The LSA will focus on downsizing that is occurring, and that has occurred, and do at least the following:

1. Review the criteria and risk tools being used to guide the inmate releases from custody and advise on their validity and reliability;
2. Create a profile of inmates who are released from the jail and review transitional services that currently exist in the community and their adequacy;
3. Identify any gaps in these transitional/supervision services and suggest possible solutions;
4. Educate criminal justice system partners about suggested changes and recommend how to coordinate implementation;
5. Deliver the final report that summarizes the above."

As the LSA commenced on-site the consultant team, with our staff host Judy Bauman agreed that these five points would evolve with the interviews and the LSA evolved back to the more typical LSA model.

## WHAT LED TO THIS TECHNICAL ASSISTANCE REQUEST?

In the fall of 2002 Multnomah County's newly elected Sheriff, Bernie Giusto, and other officials were meeting to talk about the future of criminal justice services in the county. The county along with the rest of Oregon was in an economic decline and at the same time the demand for correctional services was continuing to grow.

The county has a past practice of quality programming and given the gravity of the cutbacks wanted an outside overview of the criminal justice system functions, especially as it related to the impact on county funded correctional programs.

Billy Wasson of this consultant team was asked to meet with local officials and help them form the NIC request and set up the process for the assistance itself. The original dates of April 2003 for the LSA were changed to September 2003 due to a massive and prolonged budget reduction and decision process at the county and state levels.

## ABOUT MULTNOMAH COUNTY

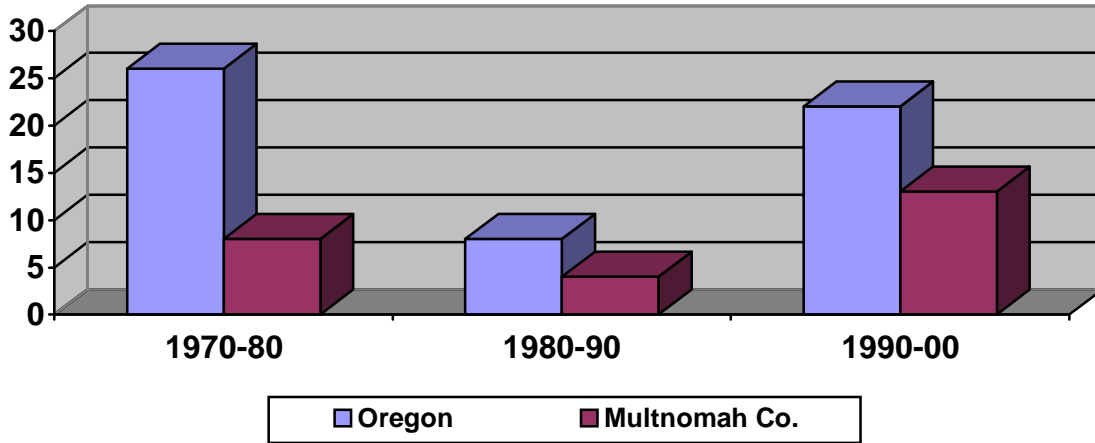
Multnomah County is located in northwestern Oregon at the confluence of the Columbia and Willamette rivers. The county covers 465 square miles and has had settlements in the area since the 1840's. The county was incorporated in 1854, five years before the state was admitted to the union.

The county is the most populous county in the state with a 2001 population of 666,350. The county has experienced a growth rate of 1.11% from 1990 to 2000. Portland is the county seat and the largest city in the county and state of Oregon at 536,240 persons in 2001.

The Center for Population Research and Census at Portland State University reports the following:

Population Growth			
Year	Oregon	Multnomah Co.	Portland
1970	2,091,533	554,668	379,967
1980	2,633,156	562,300	370,000
1990	2,842,321	583,887	436,898
2000	3,471,700	660,486	531,600

## Population- Percent of change



Like the state and the nation the greater Portland area experienced an increase in the jobless rate in 2001, the trend continues to the current day and the unemployment rate, the highest in the nation, is at 8% at the writing of this report.

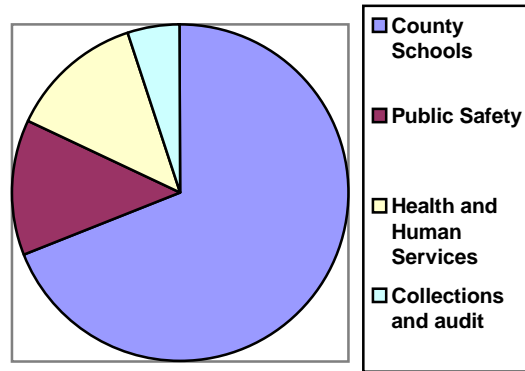
The county is the transportation hub for the state and multi-state region with the Portland International airport and the Port of Portland. The port district with its' five marine terminals, four dry docks have enabled it to become the nation's seventh largest export gateway, its largest wheat exporter, its sixth largest auto port and the fourteenth ranked container port.

The County is governed by a Board of County Commissioners consisting of four non-partisan members (elected from designated districts) and the Chair, elected at large. Other county elected officials are the Auditor, Sheriff and District Attorney.

A budget overview for the county shows that for all funds in FY 04 there are (in millions) \$969.6 available in revenues. The budget is complex with many sources of income including 45% from taxes. In March of 2003 the County adopted a resolution to submit to the voters an ordinance to levy a temporary personal income tax to benefit public schools, public safety and human services in the county. The voters approved the subsequent measure 26-48.

The measure will enact a 1.25% income tax (I-Tax) and will raise an estimated \$128 to 135 million annually. The planned distribution of the \$128 million is as follows:

- County Schools 69%
- Public Safety 13%
- Health and Human Services 13%
- Collections and audit 5%

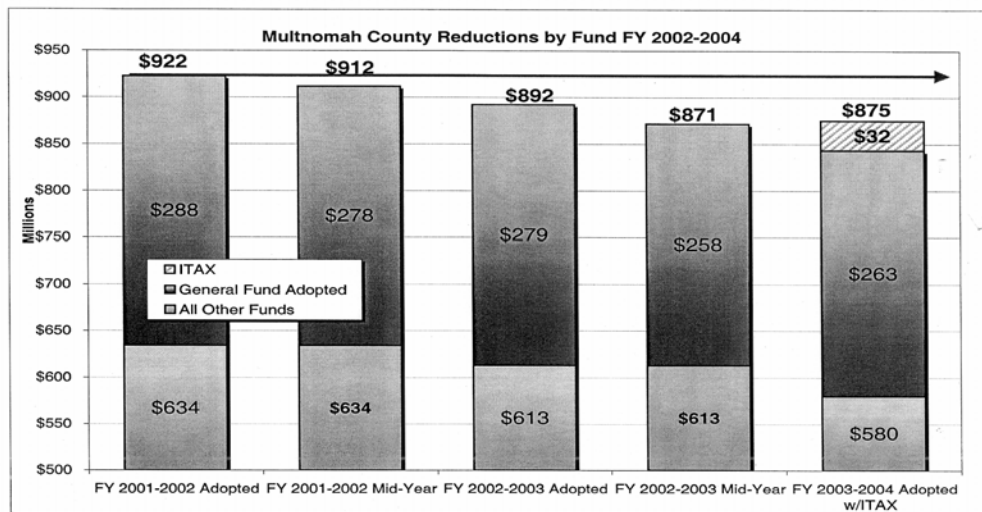


The following chart from the county shows the impact of the I-Tax to restore cut levels in the county:

Notice from the above chart that the I-Tax has certainly made a difference but it does not make up for the reductions in all other funds, which includes the 20% loss of state revenues by the Community Justice Department (includes the adult Parole, Probation and related services programs).

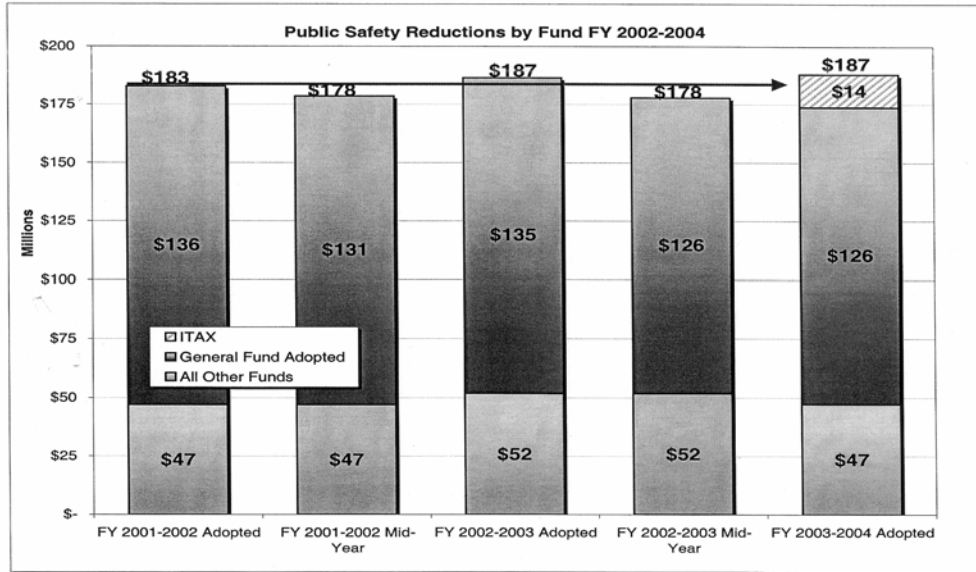
The public safety agencies, funded by the county, benefited and were nearly made whole by the distribution of the I-Tax revenues:

**MULTNOMAH COUNTY**  
 Summary of Reductions  
 FY 2002-2004



1/Excludes contingency and reserve funds.  
 2/ Mid Year cuts do not include reductions from the State.

**MULTNOMAH COUNTY**  
**Summary of Reductions**  
**FY 2002-2004**

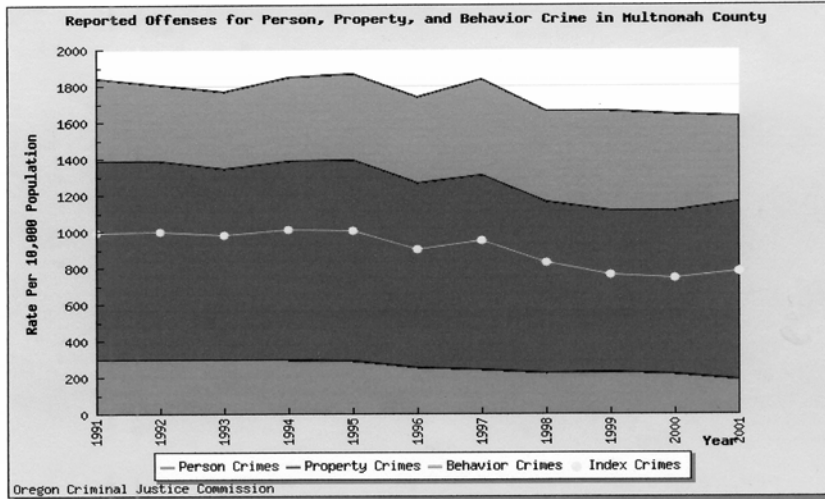


1/ Mid Year cuts do not include reductions from the State.

**CRIME IN MULTNOMAH COUNTY**

The statistical analysis center (SAC) for Oregon is located with the Oregon Criminal Justice Commission. A ten-year, 1991 through 2001, of crime rates as reported offenses is portrayed in the following table and chart summary:

**Summary Crime Rates as Reported Offenses per 10,000 Population**



**Rates Of Reported Offenses For Person, Property, Behavior, and Index Crimes In Multnomah County**

Year	Person Crime		Property Crime		Behavior Crime		Index Crime		Total Crime	
	Offenses	Rate	Offenses	Rate	Offenses	Rate	Offenses	Rate	Offenses	Rate
1991	17,827	298	65,107	1089	27,306	457	59,424	994	110,240	1,843
1992	18,169	300	65,949	1087	25,563	421	60,679	1000	109,681	1,808
1993	18,270	296	64,592	1048	26,230	426	60,353	979	109,092	1,770
1994	18,531	298	67,923	1092	28,401	457	63,071	1014	114,855	1,846
1995	18,194	289	69,473	1105	29,865	475	63,355	1007	117,532	1,869
1996	16,175	253	64,930	1016	29,989	469	57,837	905	111,094	1,739
1997	15,817	245	68,816	1065	34,003	526	61,608	953	118,636	1,836
1998	14,446	222	61,177	939	32,714	502	54,179	832	108,337	1,663
1999	14,988	228	58,270	887	35,632	543	49,969	761	108,890	1,658
2000	14,336	216	59,479	898	35,030	529	49,389	746	108,845	1,643
2001	12,489	187	65,077	977	31,176	468	51,948	780	108,742	1,632

Rates are calculated on the basis of population estimates from the Portland State University Population



Like most of the nation, crime has declined in raw numbers and rates. In spite of this change over time the demand for criminal justice resources has increased. This dilemma prompted the county to do an analysis titled: "If Crime is Dropping, Why Isn't Our Workload?" March 2000. That report summed up the question as follows:

- Even though index crime rates are dropping, index crime accounted for only 26% of 1998 arrests.
- Even though total arrest rates are relatively stable, rising population increases the total number of arrests.
- Dropping person-to-person and property crime rates are offset by more arrests for behavior crimes-especially drug related, DUII and driving while suspended arrests.
- Need for jail beds are not only related to the number of arrests. Jail beds are also needed for sanctions for offenders who do not comply with probation and parole supervision requirements.

This county analysis recommended:

- **Investigate more closely county policies and practices regarding behavior crime. Are current policies and practices based on national "best practices"? Are current policies resulting in the most cost-effective use of public resources?**

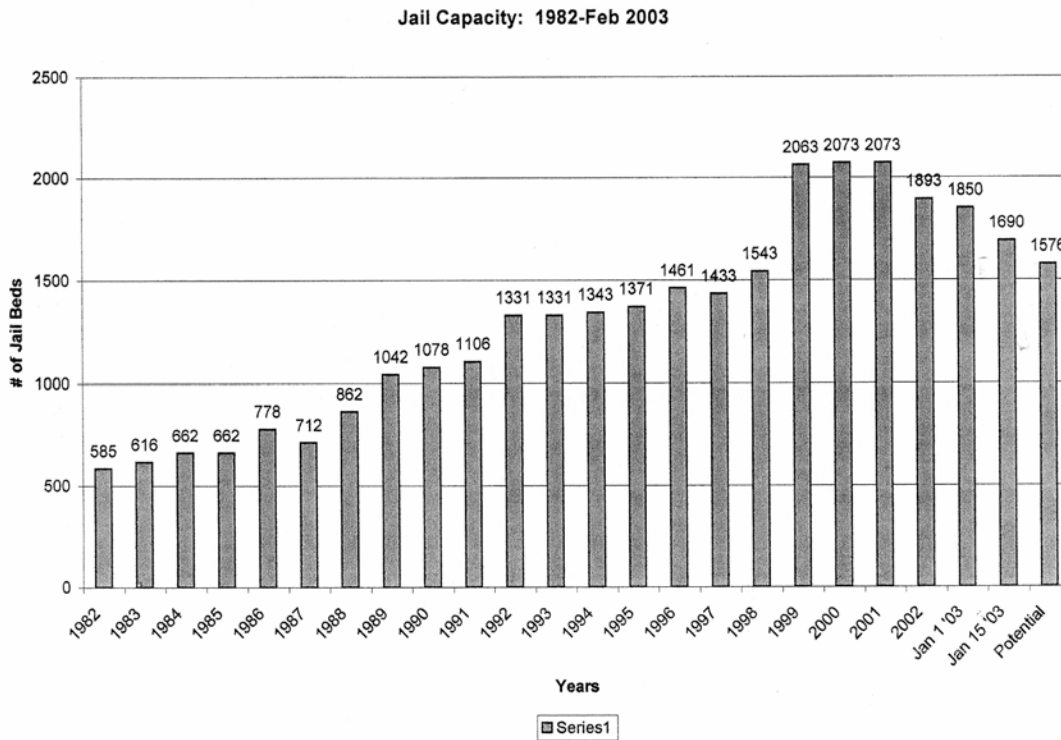
## JAILS IN MULTNOMAH COUNTY

Custodial adult corrections in the county is operated by the Sheriff's office and consists of multiple facilities:

- Detention Center (MCDC) in downtown Portland. Used for general housing, special management populations and centralized intake and release. The 7<sup>th</sup> floor of this facility is vacant and the resources were used to operate the MCCF facility;
- Courthouse Jail (MCHJ) in downtown Portland. Used primarily as a temporary hold facility during weekdays to stage inmates for court appearances and on weekends for 12-hour holds of self-reporting offenders for "weekend" sentences.
- Inverness Jail (MCIJ) located in N.E. Portland near the airport. This is the largest of county facilities and is used for general housing.
- Correctional Facility (MCCF) located in Troutdale, the East end of the county. This facility houses male inmates only and the majority of those inmates work in supervised work crews throughout the county.

- Restitution Center (MCRC) a minimum security converted hotel in downtown Portland. This facility is currently closed due to lack of resources.
- Wapato facility, located in North Portland. Currently under construction and due for completion in April 2004.

The Sheriff's office data shows a long history of bed space in the county as follows:



Average daily population, bookings and average length of stay during the past five years, 1998 through 2002 has been as follows:

**Average Daily Population, Bookings and Length of Stay**

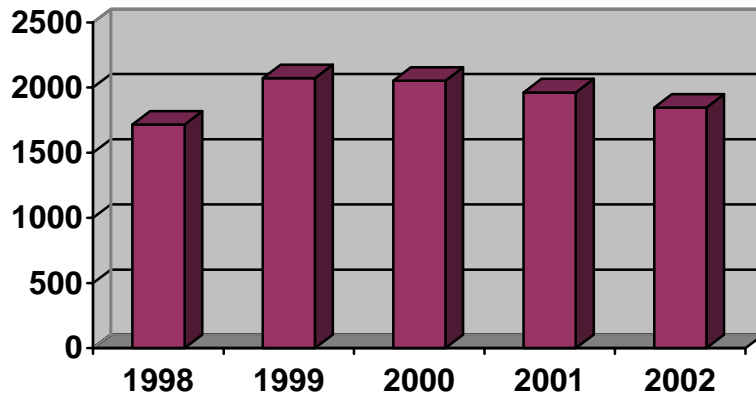
	<i>1998</i>	<i>1999</i>	<i>2000</i>	<i>2001</i>	<i>2002</i>
<b>ADP</b>	1717	2073	2053	1963	1847
<b>Bookings</b>	35,066	36,808	35,115	33,042	30,851
<b>LOS</b>	16.47	18.25	19.36	20.30	20.10

*ADP in days*

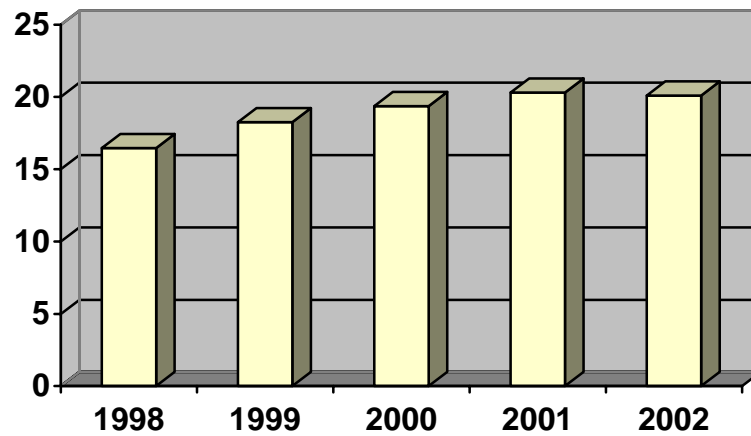
*Booking in number of persons processed*  
*LOS in days*

The following charts outline this information:

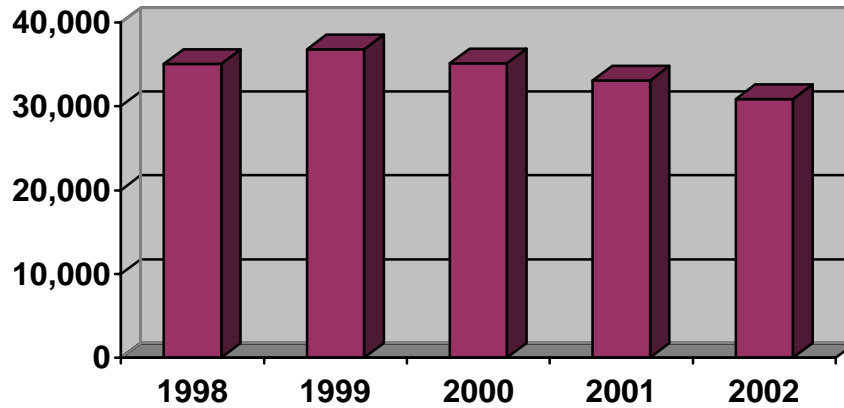
### Average Daily Population



### Avg. Length of Stay



## Bookings



Several changes, openings and closures, went on during the most recent five years:

- November 2001 the Troutdale facility was closed
- October 2002 the Troutdale facility was re-opened
- June 2001 the Courthouse jail was converted to a temporary hold facility
- June 2003 remodel of the Detention Center booking unit was completed

The below table of historical impacts in admissions and length of stay indicates that the primary reason for the demand in jail bed space is length of stay increases over the time period.

## Historical Impacts of Changes in Numbers of Admissions and Lengths of Inmate Stay

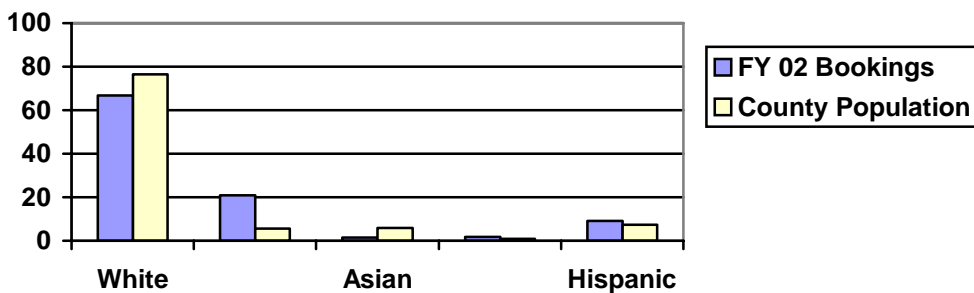
### Multnomah County Jails, 1992 - 2002

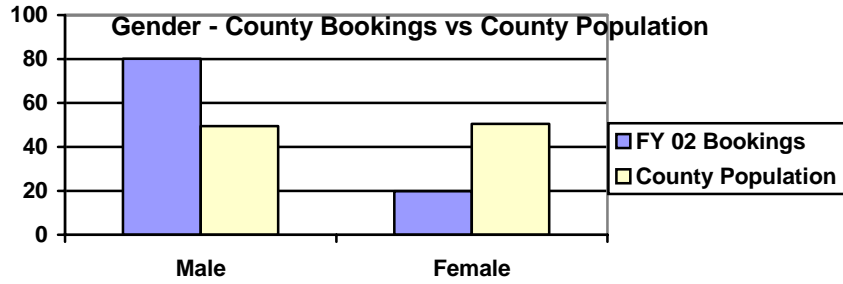
Year	Average Daily Population	Annual Change in Average Daily Population	Number of Admissions	Annual Change in Admissions	New Length of Stay of Change in Admissions	Number Bed Days Consumed (Saved) by Added (or Fewer) Bookings	Number of Beds Required for Change in Admissions	Number of Jail Beds Required for Change in Length of Stay	Number Of Jail Bed Days Required For Change in LOS	Net Change in Bed Days Required
1992	1,335		31,356							
1993	1,333	-1.97	32,315	741	15.34	11,367	31.1	-33	(12,071)	704
1994	1,322	-11.82	34,053	2,327	14.65	34,091	93.4	-105	(38,405)	4,314
1995	1,359	37.08	40,678	6,625	12.97	85,926	235.4	-198	(72,387)	13,534
1996	1,434	75.12	38,109	(2,569)	14.37	(36,917)	-101.1	176	64,320	27,419
1997	1,424	-9.82	40,540	2,431	14.02	34,083	93.4	-103	(37,668)	(3,584)
1998	1,717	293.45	40,267	(273)	16.47	(4,496)	-12.3	306	111,599	107,109
1999	2,006	288.24	42,153	1,886	18.25	34,420	94.3	194	70,788	105,208
2000	2,053	47.8	40,321	(1,832)	19.36	(35,468)	-97.2	145	52,925	17,447
2001	1,963	-90.45	37,634	(2,687)	20.3	(54,546)	-149.4	59	21,517	(33,014)
2002	1,847	-115.63	34,958	(2,676)	20.05	(53,654)	-147.0	31	11,450	(42,205)
Change	512						+41	+471		

The significant finding based on the above data is that 92% of the growth in demand for jail bed space has been driven by length of stay increases over the time period and only 8% by increased demand from bookings.

For 2002, the Sheriff's office reports the race and gender make up of the jailed population as follows; it also compares it to the general population for the community:

**Race - County Bookings vs County Population**





**DEMOGRAPHICS**

	FY02 Bookings*	FY02 Avg. Daily Population (ADP)*	County Population (2000 Census)
	<b>36,032</b>	<b>1,869</b>	<b>660,486</b>
<b>RACE</b>			
White	66.7%	63.3%	76.5%
African American	20.9%	23.2%	5.5%
Asian	1.5%	1.7%	6.0%
Native American	1.7%	1.7%	0.9%
Hispanic	9.0%	10.0%	7.5%
			3.6%
			(Other or 2+ Races)
<b>GENDER</b>			
Female	19.9%	13.3%	50.5%
Male	80.1%	86.7%	49.5%

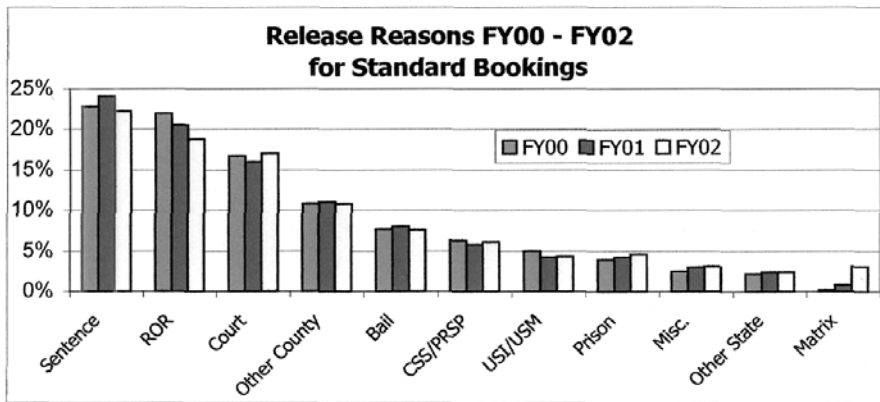
\*Bookings and ADP by race and gender include or are based only on Standard and TSI bookings.

The same report gives an analysis of release reasons for FY00-FY02 as follows:

**RELEASES AND RELEASE REASONS**

Due to the decrease in bookings, there was also a decrease in the number of releases. Based on Standard bookings only, there were 36,996 permanent releases in FY00, 33,557 releases in FY01, and 31,936 releases in FY02.

The release reason is based on the last reason the person was released from jail permanently. For the last three years, the percentage of those finishing Sentences was greatest, followed by those Released on their Own Recognizance (ROR), those released by the Court (on recognizance as well as permanently), and those released to Other Counties in Oregon.



The graph above demonstrates that with only a few minor exceptions, the proportion of releases based on release type did not differ from year to year. The largest decrease in proportion was seen with ROR releases (21.9% to 18.8% between FY00 and FY02). While the percentage of Court releases and releases to Prison increased slightly, the largest increase in percentage was seen in Matrix releases (0.2% to 3.1% between FY00 and FY02).

**Miscellaneous** includes a wide variety of release reasons such as permanent transfers to hospitals (e.g. Oregon State Hospital), transfers to correctional youth facilities (e.g. Oregon Youth Authority), transfers to treatment programs (e.g. Residential Alcohol and Drug, Interchange, or In-Patient Treatment), and Unauthorized Departures.

**KEEPING JAIL POPULATION STABLE:**

In January 1998, the county adopted a Jail Population Plan for the Detention Center. This followed action by the county that led to the termination of the Federal Court Consent Decree. The Capacity Management plan was recommended for approval by the District Attorney, Sheriff and County Counsel, this recommendation was per Oregon Statute 169.044 that allows a county to develop its' own population limits for its' local correctional facilities.

Currently the county is working on an amendment of the Capacity Management Plan to include other county facilities. The Plan sets up scoring criteria that allows the Sheriff's staff to make releases, referred to as "Matrix" releases, when the population exceeds the planned capacity. At the time of this LSA matrix releases were being done 2-3 times per week.

## **COMMUNITY CORRECTIONS IN MULTNOMAH COUNTY**

Charged with community corrections services in the county is the Community Justice Department. This is an adult and juvenile services agency. For adult community corrections the agency receives a substantial amount of its' funding through the Oregon Community Corrections Act (amended broadly in 1995 and referred locally to as S.B. 1145). The state's approach to community corrections has been to focus on the achievement of several outcomes and by and large leave the details of how the county achieves those outcomes to local decision-makers.

The Oregon Corrections Department, Community Corrections Division reports the 2003-05 measures to be:

Each county shall meet the goals for community corrections in Oregon described below:

1. Reduce Criminal Behaviors
  - a. Indicator: recidivism, as measured by felony convictions from initial admission to probation, tracking for three years from admission.
  - b. Indicator: recidivism, as measured by felony convictions from first release to parole/post-prison supervision, tracking for three years from release.
2. Enforce Court and Board Orders:
  - a. Indicator: the percentage of positive case closures for offenders on parole/post-prison supervision.
  - b. Indicator: the percentage of positive case closures for offenders on probation.
3. Assist Offenders to Change:
  - a. Indicator: employment rates for offenders on supervision.
  - b. Indicator: the rate of participation in treatment programs for offenders on supervision.
4. Provide Reparation to Victims
  - a. Indicator: the percentage of restitution and compensatory fines collected, owed to victims.
  - b. Indicator: the number of community service hours provided by offenders on supervision.
5. Increase the use of community-based non-jail sanctions for first time sanctions above the baseline of 20% set in 1999-2000.



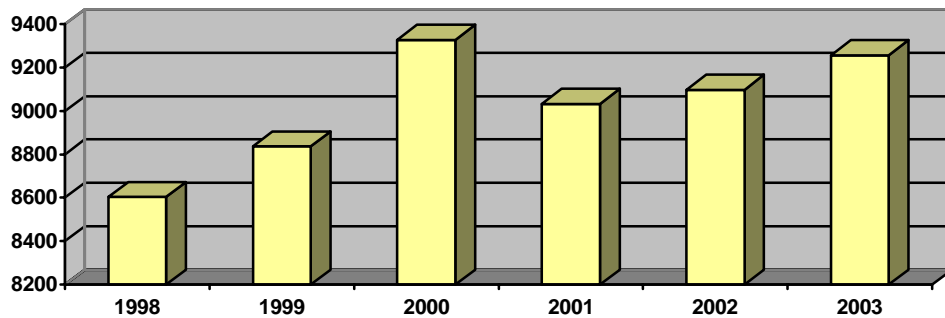
These measures are passed on to the county by the execution of an Inter-governmental Agreement after the county has submitted a biennial plan for the achievement of the measures.

The other major change with the passage of SB 1145 was the movement of prisoners with one year or less to serve in a state prison to the county for their management. These offenders are referred to as the “Local Control” offenders.

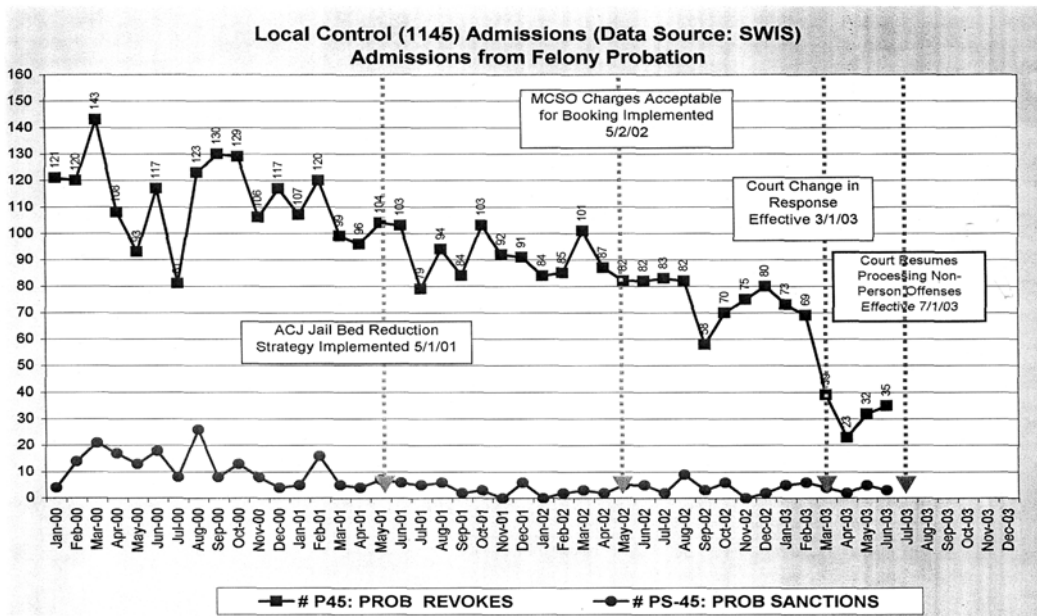
The county data, snapshot taken July of each year, shows a adult caseload for the six year period, 1998-2003, as follows:

**PAROLE AND PROBATION CASELOAD**

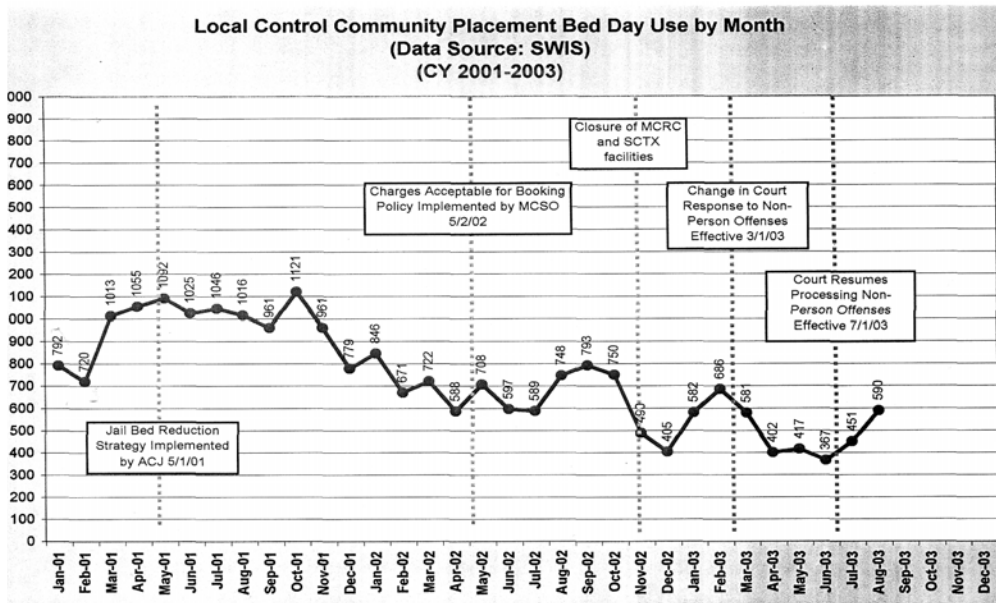
<b>Year</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
	8604	8837	9328	9033	9098	9258



In response to a local discussion about the use of local jail space the officials in the county chose to reduce parole and probation use of the jail resources. The jail data system shows the impact of those policy decisions pretty dramatically:



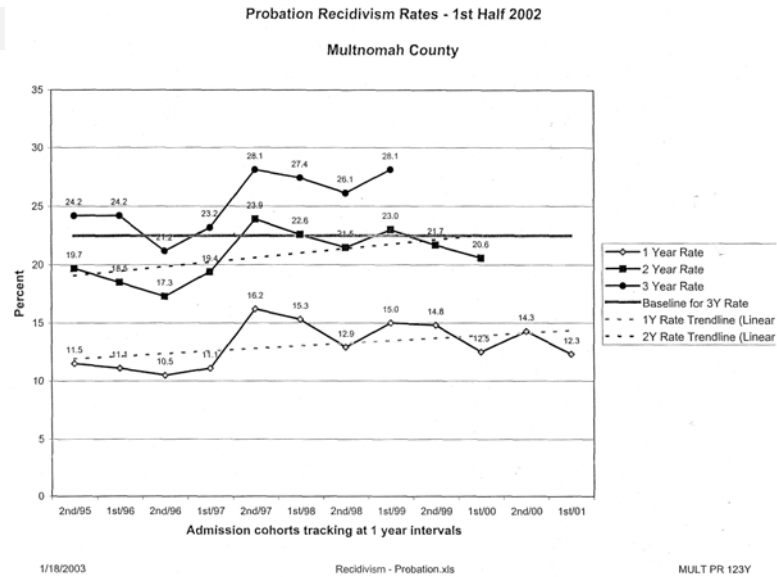
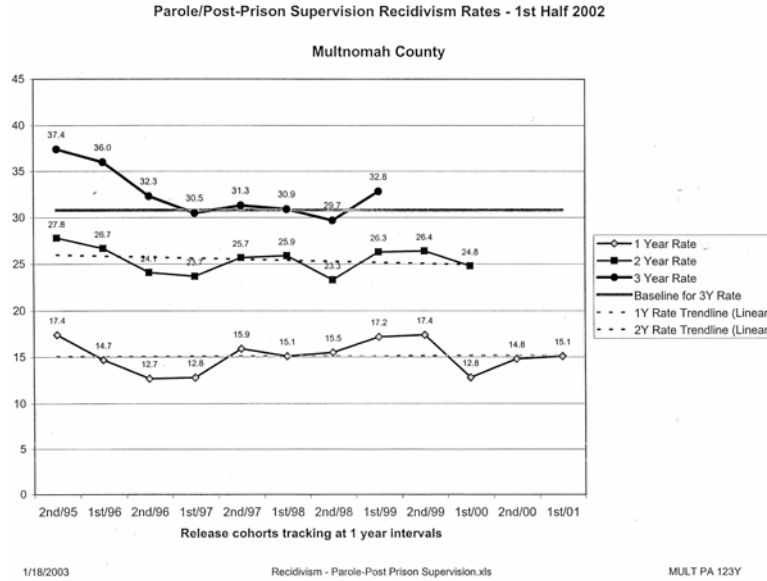
The jail data also shows clearly the downturn in use of bed days and has correlated those changes with policy choices the county has made.



How has the county performed relative to the state performance measures? The data from the Oregon Corrections Community Corrections Division in two of the most important areas:

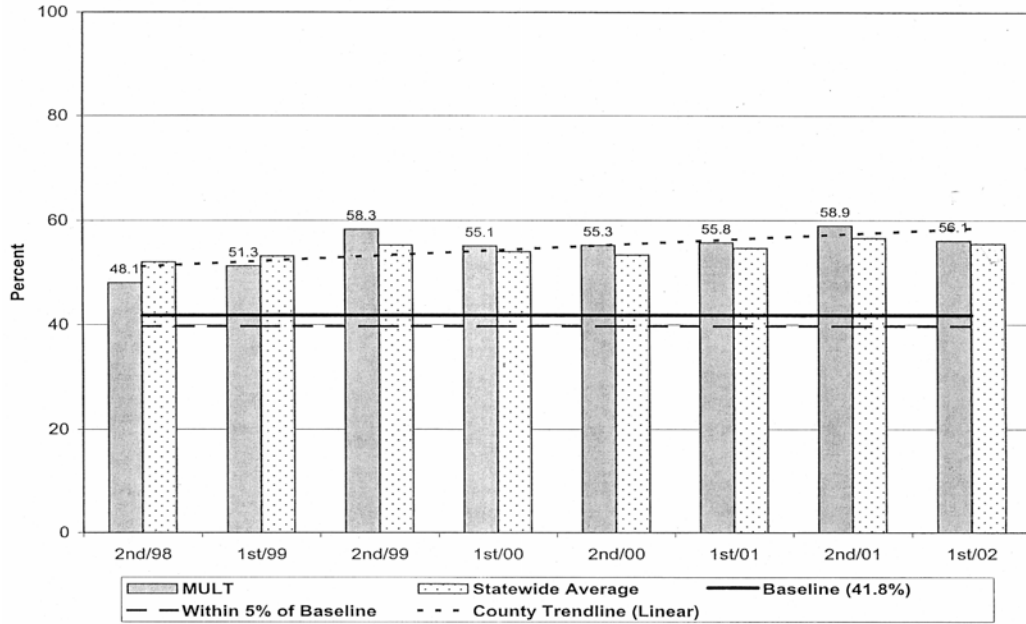
- Recidivism and
- Positive case closures

## RECIDIVISM



# POSITIVE CASE CLOSURES

**Parole/Post-Prison Supervision Positive Case Closures - 1st Half 2002**

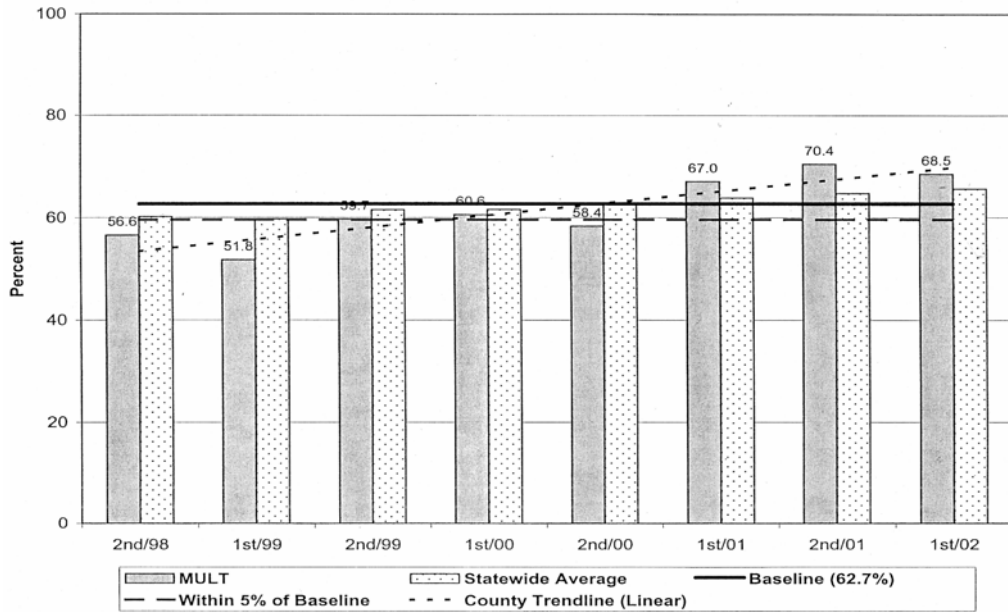


18/2003

Positive Case Closures.xls

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**Probation Positive Case Closures - 1st Half 2002**



18/2003

Positive Case Closures.xls

MULT P.

This data and discussions in the interviews reveal the multi-year trend in these two performance measures is an issue for concern. However, Multnomah County is not alone. There are three counties who are consistently failing to meet or exceed the baselines on recidivism. There are 14 counties with recidivism rates consistently lower (better than) than the baseline rate in one or both measures.

Both Multnomah and the State Department of Corrections staff are studying this issue at the current time. The current approach by the State DOC is to examine the risk profile in the counties to see if some communities (urban in this case) by their nature have a higher risk profile.

## **EVIDENCED BASED PRACTICES**

Another significant policy change in the state of Oregon is the passage of SB 267 in the last days of the most recent legislative session.

### **SUMMARY OF SB 267 EVIDENCE-BASED PRACTICES**

This bill requires that state dollars used to fund correctional treatment programs be increasingly invested in evidence-based programs.

A correctional program is defined as a treatment or intervention intended to reduce future criminal behavior, including programs for adults and juveniles. It also applies to mental health programs designed to reduce future criminal behavior OR reduce the need for emergency medical treatment.

An “evidence-based program” incorporates significant and relevant practices based on scientifically based research and is cost effective.

The state agencies that must comply with the legislation are: DOC, OYA, Commission on Children and Families, Office of Mental Health and Addiction Services, and the Oregon Criminal Justice Commission.

Current Biennium 03-05

**1. Assess Existing Programs**

Each agency shall conduct an assessment of existing programs to determine which are evidence-based.

**2. Develop Goals and Process for Meeting Goals**

Each agency shall establish goals that enable the agency to meet the requirements to spend a percentage of dollars on evidence-based programs. Each agency shall work with interested person to develop the goals and the process for meeting the goals.

**3. Report Due September 2004**

### Future Biennia

Beginning next biennium (05-07), these state agencies are required to spend at least 25% of state moneys that agency receives for programs on evidence-based programs. In the next biennium (07-09), the requirement moves up to 50%, and in the 09-11 biennium the requirement is 75%.

### Reporting

In September of even years starting September 2004, each agency must submit a report to the interim legislative committee dealing with judicial matters:

- An assessment of each program on which the agency expends funds, including whether the program is an evidence-based program
- The percentage of state moneys the agency receives for programs that is being expended on evidence-based programs
- The percentage of federal and other moneys the agency receives for programs that is being expended on evidence-based programs, and
- A description of the efforts the agency is making to meet the requirements to increase the percentage of funds spent on evidence-based programs.

Source: Oregon Department of Corrections

So the movement that began in the DOC Performance Measures toward outcome based adult corrections is spreading to evidenced policy making in a wide host of juvenile and adult programs funded and/or influenced by the state. This is a national trend to move toward a “new” philosophy of corrections known as “Evidenced Based” and/or “What Works” corrections.

## **PROSECUTION IN MULTNOMAH COUNTY**

The District Attorney’s office in the county consists of 216.63 full time equivalent (FTE) staff and a total budget of \$21,044,445. The agency receives cases from seven area law enforcement agencies, reviews those cases and “issues” the case and files it with the court for prosecution.

This total budget is made up of:

- General Fund               \$16.1 million
- I-Tax                           \$2.1 million
- Grants and other           \$4.8 million

The overall budget, compared to last year, increased by 9% and the number of positions decreased from 224.07 to 216.63 FTE, a 3% reduction.

With the I-Tax resources the agency is 1.5 attorneys below the previous budget years budget to carryout its workload.

To quote from the County Budget document:

“The DA’s office serves as the gatekeeper for the County’s criminal justice system. Any changes in policy will affect the other components of the system-the victims of crime and the community.”

The August 2003 report from the District Attorney case tracking system shows the following criminal workload, year to date:

CASES REVIEWED			
DA Unit	Issue	Reject	%
District Court	8,127	2,673	75.3
DUII	2,071	109	95.0
Traffic	828	161	83.7
Domestic Violence	446	1,153	27.9
Domestic Violence Felony	419	248	62.0
Violation of Restraining Order	221	224	49.0
Remaining Circuit Court	4,097	2,480	62.3
Total all case reviews	15,569	6,576	70.3

To this consultant team this rate of rejection, overall average of 70%, seems high and is deserving of its’ own analysis. Several possible conclusions could be made; currently the data available makes them only speculation at this point:

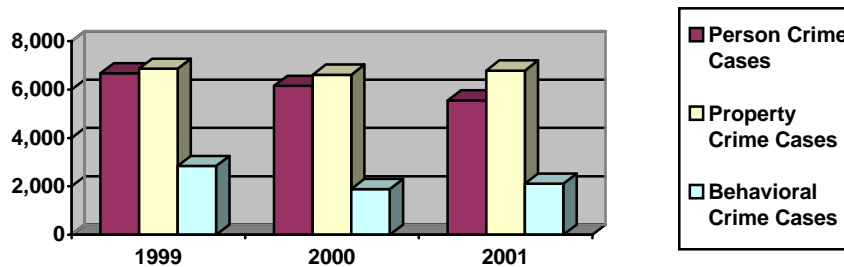
Either/or:

- Arresting agencies are over charging defendants;
- Case preparation on the cases presented is weak and/or
- Resources to prosecute, defend and adjudicate are too low to handle the volume of workload

In past years criminal activity reviewed consisted of:

<b>DA Workload</b>			
Activity	1999	2000	2001
Person Crime Cases	6,673	6,157	5,554
Property Crime Cases	6,856	6,615	6,788
Behavioral Crime Cases	2,842	1,891	2,105

Source: Multnomah Co. Auditors office fy2001 report



## PUBLIC DEFENDER SERVICES IN MULTNOMAH COUNTY

The Metropolitan Public Defender provides indigent defense in Multnomah County. The agency is a private non-profit and has been in existence since 1971, it serves Multnomah and Washington Counties.

The agency has approximately 150 staff, 60 of these are attorneys and these attorneys are divided between the two counties as follows:

- Multnomah                      43 Attorneys
- Washington                    17 Attorneys

The State of Oregon, via an Indigent Defense Commission, funds the agency. Because of State revenue shortfalls the agency was cut \$1 million for the four-month period of March through June of 2003. That \$1 million dollar reduction has been continued for the full biennium of FY 03-05.

The agency reports that 9% of its' cases go to trial and up to 1/3 of all tried cases are not convicted at the end of the process. There is a 120-day norm for felony cases to reach disposition and 45-day norm for misdemeanor cases.

## COURT SERVICES IN MULTNOMAH COUNTY

Multnomah County, unlike other Oregon counties, has a true unified court. The only courts operating in the county are Circuit Courts, 4<sup>th</sup> Judicial District, funded (county provides facilities and other support) and operated by the State Judicial Department.

The courts have 38 Judges and 10 Referees to carryout the workload in the county. Most of the judges rotate the workload. The court has developed specialty courts for drugs, DUII and community courts.



For the four months of March through June 2003 the court closed its trial operations on Fridays of every week in order to cope with less resources. This capped several previous years of constant reductions that has left the court with inadequate support staff to carry out all its' functions. In addition other state reductions to the Oregon Health Plan and other social service functions has reduced the treatment agencies that have served the court and community in the past.

The court reports that the time to trial is slowly but surely edging up over the last three years.

The past five years of filings and disposition data from the courts was requested for this LSA but not received at the writing of this report.

## **UNDERSTANDING SYSTEM CROWDING**

Preventing and/or managing crowding requires a basic understanding of the jail population dynamics that determine how many people are in a jail. This understanding comes from examination of a basic formula:

The Jail population Analysis Formula:

The admission rate and inmate length of stay determines the number of people in jail. This can be expressed as (number of admissions x average length of stay = number of jail bed days required) divided by 365 days per year = average daily jail population

Changes to either portion of this equation (number of admissions or length of stay) will change the number of people in jail on any given day.

The length of inmate stay is a very important but under-appreciated, and perhaps, less understood determinant of the number of people in any jail. Many jail administrators can quickly produce detailed information about their number of admissions, often with additional detail about arresting agency, charges, and so forth. Yet, it is much harder to find jail systems that can produce length of stay information for these same classes of prisoners. Multnomah is an exception to that rule in that the data available seems to support length of stay (LOS) analysis opportunities.

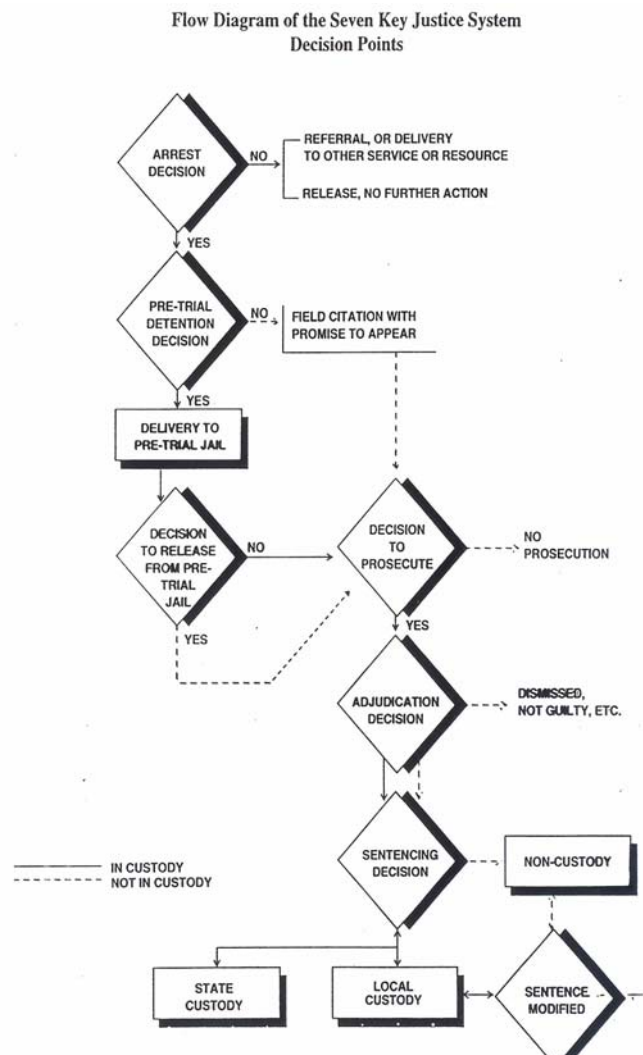
The seven-decision point flow diagram may be helpful in conceptualizing the total system. The key data elements monitor and reflect any changes in policy and practice by the justice system officials and their staff.

It is precisely in these times of crisis that the Sheriff and/or the jail administrator is expected to answer what lay people believe are pretty simple questions:

- Who is in jail?
- Why has the jail population been increasing?
- Why is the jail crowded?
- What can be done about this crowding?
- How much will these changes cost?

Typically, the people responsible for answering these questions do not do a very good job. This is because they simply do not have sufficient information to do so or the culture of the system is to not make data based decisions. This difficulty in answering even simple questions can undermine public confidence in the ability of the jail administrator and/or Sheriff to understand and manage the situation.

Usually, it's not that the jail administrator isn't trying. The interaction of these variables can be complicated. These are not easy interactions to understand. Many computerized jail information systems seem unable to create the kinds of reports that are needed. And, if done manually, it takes time to pull the booking jackets, collect the data by hand, analyze it, and prepare a report. Even then, the report may not contain information sufficient to answer some of the questions that will be asked. For example, it may not contain information that will confirm or discredit some of the hypotheses (guesses) others will set forth to explain changes in jail population levels. Thus, the analysts must return to the data, do additional analysis, and repeat the process.



By the time a written report can be presented, additional changes in admission and release rates may be taking place. The situation keeps changing. Analysts are always shooting at a moving target. It is difficult to create a clear picture of the situation. Rather, the process seems to go in circles. There is erosion in confidence in the department's ability to analyze the situation. As a consequence, there is little enthusiasm for proposed courses of action because too many people are unsure that these are the appropriate remedies. The result is inaction.

Therefore, data should be collected on every person in the jail at a specific date and time, and thereafter for anyone who enters or leaves the jail. The data for each inmate would appear as a row on a spreadsheet or in a database. Conceptually, it is like creating a checkbook where the checkbook balance represents the daily population count, deposits represent admissions and checks written represent releases -- It's a crude equivalent of a "Quicken" for Corrections.

## MODELING JAIL POPULATION MANAGEMENT OPTIONS

Once the basic jail population analysis capability is established, it can be used to begin modeling the results of hypothetical or actual changes in admissions or lengths of stay. Hypothetical changes may be labeled "defensive," as in the case of a crowded jail that seeks to find ways to reduce the size of the inmate population. But other changes may be labeled "proactive." For example, officials may seek to make more effective use of jail bed space by deliberately changing the composition of the jail population so as to keep some people longer and move lesser offenders to other corrections options in the community.

In Multnomah's specific case the LOS information needs to be developed for sub-groups of the jail population and presented to policy makers to judge whether these are the right groups of offenders with the appropriate lengths of stay. The county did precisely this process with a review of the "Local Control" population and agreed to shorten the LOS of these sanctioned cases.

***The key to preventing crowding, and to managing the jail population, is to continuously collect, monitor and analyze admission and length of stay information, then share the results with other justice officials and officials in leadership positions in the system and general government.***

Their cooperation will be essential. They, collectively, control the policies and practices that determine jail admissions and length of stay. As noted earlier, with only a few minor exceptions, these levers and mechanisms lie outside the control of the jail administrator and/or the Sheriff.

For this reason, the Sheriff and the jail administrator have a stake in forming a justice system wide Criminal Justice Coordination Council (CJCC), or in strengthening an existing CJCC. This is a forum where the Sheriff can change the perception that potential crowding is a “jail problem.” The data and ensuing dialogue will allow the Sheriff to portray potential or actual jail crowding as a justice system dysfunction. That change in perception makes it “our problem” instead of “the Sheriff’s problem.”

These officials have a big stake in making sure the jail bed resource is best used to maximize public protection. When they are presented with clear and convincing, empirical evidence, they will do what they can to modify their policies and practices. A jail administrator and Sheriff can exert a great deal of influence on the decision making of these other agencies. But they can only do so if they have the facts, if they can competently answer questions about how the jail population is changing, and if they can clearly demonstrate how changes in admission rates or lengths of stay can improve the administration of justice.

## **OBSERVATIONS AND FINDINGS**

- Multnomah County is the most populated county in the state of Oregon with a 2001 population of 666,350 (19% of the states population);
- Portland is the county seat with a population of 536,240, 80% of the county population;
- The current unemployment rate for Oregon is reported at 8% which is the highest in the nation;
- The county is governed by a Board of County Commissioners consisting of four non-partisan members, elected from designated districts, and the Chair elected at large in the county;
- The county is a Charter county and subjects itself to a charter review every six years; year 2004 is one of those review years. The legislative delegation of the county appoints a citizen review committee to examine the county and recommend issues directly to the voters for their consideration;
- One of the County Commissioners has reportedly put the issue of whether the Sheriff should take over the management of community based corrections in the county on the charter review committee agenda for consideration;
- It was reported that the last Charter Review Commission considered this same issue. The movement of community corrections to the Sheriff was eventually rejected but not until a significant amount of energy was used on the working of the issues;

- According to Oregon DOC information, of the 36 counties in Oregon, nine of those are Sheriff operated community corrections operations. The balance of the counties are operated in some form by the Board of Commissioners;
- The county has appointed a Local Public Safety Coordination Council (LPSCC) made up of the system policy makers to improve planning and coordination of criminal justice system policy;
- The LPSCC has a professional staff and that staff coordinated this LSA;
- The county, along with the rest of the state, is feeling the effects of the prolonged stagnation of the state and local economy;
- After engaging the community in discussion of the challenges faced by the county the Commissioners developed Measure 26-48, a local income tax measure (I-Tax) as a “three year bridge to hopefully better economic times for the community”;
- Through a series of re-balancing the budget, budget cut backs, reallocations within the county departments and the infusion of the “I-Tax” (1.25% income tax paid by county residents) revenues the adult criminal justice system funding with general fund county resources has nearly been made whole for FY 2003-04;
- Hardest hit with budget impacts through the year to date is the County Community Justice Department. It receives a large part of the adult parole and probation funding from the state of Oregon’s Community Corrections Act (S.B. 1145) and these funds have been reduced by 34% over the previous funding period;
- The fear of future state reductions is ever present and will reach a test in the next few months with an initiative proposal gaining signatures to force a statewide election of income tax increases approved by the last Oregon Legislative Session (the longest session in Oregon’s history);
- In spite of all these challenges the officials interviewed were optimistic, open, honest and encouraged about the future for positive change in the adult criminal justice system;
- The county currently operates four jailing facilities with a FY 02 capacity of 1,850 beds. The average daily population for the local system was 1986 for the same time period;
- The Multnomah County Restitution Center, an older hotel facility in Portland used as a 160-bed minimum-security facility, remains closed because of budget reductions. There is discussion underway about reopening the facility to serve as an alcohol/drug treatment and work release facility for both the Sheriff and Community Justice Departments;

- The 7<sup>th</sup> floor of the Detention Center, the main jail and booking facility located in downtown Portland, remains closed. It was reported that the operations costs of this floor were used to re-open the Troutdale “farm” facility (reopened in 2002);
- In 2003 the county completed a remodel of the booking and release facilities located in the basement of the Detention Center in the downtown justice center. The remodel brings “direct supervision” to the booking and release functions. The remodel was done very well and is a major improvement in the booking and release operations;
- The county is currently in construction of a 525-bed jail, the Wapato Facility, in North Portland. It is scheduled for completion in early to mid 2004. It is not certain if the county will have the funding to operate the facility at this time;
- On the days of facility tour (September 11 and 12, 2003) related to this LSA the facilities were clean, orderly and obviously very well managed. Other than the Courthouse Jail, a day holding facility built in 1914, the facilities are all new generation podular direct supervision facilities;
- The county has “capped” its’ jail system (the Population Management Plan is a collaborative process between the District Attorney, Sheriff, County Counsel and the Board of Commissioners, authorized in Oregon Revised Statutes) and set in place a pre-trial and “matrix” release process that is essentially keeping the jail usage at the budgeted capacities. Relative to other jurisdictions nationally this is a remarkable achievement;
- The Pre-Trial Release screening process has been recently redesigned to improve the reliability of the screening process;
- The county used the Capacity Management Plan process as a means of convincing the Federal Court to retire the consent decree that had been placed on the downtown detention center facility;
- The county is currently amending the Capacity Management Plan to include the other jailing facilities the county operates;
- The county has been focused on keeping the jail facilities at their budgeted levels by a focus on intake and matrix releases;
- Over a multi-year period the length of stay (LOS) of inmates continues to increase. LOS appears to be the primary cause of increased jail bed demand. Jail bookings have remained constant or actually decreased over recent time periods;
- The adult and juvenile community corrections programs have a national reputation as model programs that have had a multi-year commitment to implementing “evidence based practices” also known as “What Works” programming for the services offered;

- The commitment of evidenced based practices in the adult field programs does not appear to cut across organizational lines into the county institutional facilities and programs;
- The adult community corrections programs receive the bulk of their funding from the state via the community corrections act. In return the county signs an inter-governmental agreement committing to the achievement of several outcomes, most notably the reduction of recidivism of the offenders supervised;
- The achievement of the outcomes in the state agreement appears to be the prime responsibility of the Community Justice Department of the county;
- In spite of the model programs and committed effort the county adult community corrections programs have lost ground in the reduction of the recidivism, compared to the base rate;
- Because of the state funding formula and county system culture there are disincentives to shortening the length of stay of offenders in community supervision (probation and parole) programs;
- The county is also a national model in the inter-agency sharing of data through a program known as the “Data Warehouse” and this consultant team was very impressed with the breadth and depth of the data about the criminal justice system that was available to us;
- Those interviewed agree with this consultant team in observing that the data is rich but the conversion and analysis of the data into usable information for system wide policy making is lacking;
- The largest police agency in the county, the Portland Police Bureau, has been hesitant to come to the table and make a lot of its’ data available for other system actors until recently;
- The budget re-balancing and cutting that has taken place over the last year has led to an imbalance in the continuum programs and services available;
- The county general elected and criminal justice officials have done a excellent job of managing their system in an era of unprecedented resource cutbacks;
- The leadership to execute the changes necessary and shrink service levels to match the resources took courage on the part of leaders in the county;
- The county operates two pretrial supervision programs, Close Street Supervision by the Sheriff’s office and Pretrial Services by the Community Justice Department;
- Electronic supervision/electronic home confinement (EHC) programs are used very sparingly in the county;

## CONCLUSIONS

The county, relative to other jurisdictions this consultant team is familiar with, is doing an outstanding job in the following areas:

- Leadership willing to live within its' resources and when necessary go to the community for new revenue sources like the recent I-Tax passage.
- Managing well in times of limited and decreasing resources.
- Forming and staffing a Local Public Safety Coordination Council (requestors of this LSA) that has a long track record of system decision making and leadership.
- Collecting data on all aspects of the system and creating a national model with its' Decision Support System-Justice (DSS-J) referred to by some as the "data warehouse".
- Operating New Generation jails within the budgeted resources available (limited use facilities). The facilities are clean and well managed and operated within their budget capacities.
- Implementing Evidenced Based Practices in the Community Justice Department that by so doing has made a commitment to becoming a Learning Organization.

This consultant team offers the following conclusions about the strategies currently in place in the county.

Many persons interviewed referred to the separate "silos" operating in the counties' adult criminal justice system. In each silo, jails and community corrections to name the two most prominent, the agencies are operating model programs with separate and distinct missions. The major bridge across these silos of separate programs is a common set of purposes.

**The adult corrections system, Jails and Community Corrections, operated in the county should adopt the same mission and it seems to this consultant team that that mission should embrace the Evidenced Based Practice direction. The solution to turning the recidivism and positive case closure trend back and below the baseline can only be accomplished with system wide commitment to a common mission.**



With the notable exception of administrative sanctions of parole and probation cases the county has focused its' jail population control on intake decisions at the jail entry point.

Currently the intake screening of those who are brought to jail is performed by the Department of Community Justice Recognizance Unit which functions under the pre-trial release authority of the Circuit Court. The Sheriff's office also limits intake to the jail through its' booking criteria and "matrix" release process. The "matrix" is a population overflow tool and is used as a last resort if the facility is full.

The Recognizance Unit interviews and can release on recognizance (ROR), release to conditions of supervision by the pre-trial program or hold and recommend that a Judge review the case and consider release to the Sheriff operated Close Street Supervision program.

The county has demonstrated with its' actions on length of stay reductions on administrative sanction cases that resources can be saved by reducing length of stay (LOS).

**Using this experience as a model the county should isolate other offender groups and modify lengths of stay reductions on them as well.**

The national evidence is that the duration (length of stay) is not as important as the timeliness of application to influence the future conduct of the offender.

The Community Justice Department, within its' own discretion, has to some degree done this with the parole and probation caseload by creating a category of "administrative" caseload to balance its' workload and give priority to higher risk cases. It would be preferable for the other parts of the system to recognize this issue and give support and action to simply reduce the LOS for these cases.

The county may also want to correlate the cases that the District Attorney is "declining" to the jail population. In other words are there groups of offenders that are detained but the eventual outcome is a declined prosecution or dismissed outcome by the court.

## RECOMMENDATIONS

1. Improve the analytical capacity of the Local Public Safety Coordination Council (LPSCC) to convert the rich data of the system into policy maker information.
2. The system officials need to lead by data based policy setting at the LPSCC. The purpose of planning is to improve decision making at the policy level and the county has the data resources but not the system culture to be data based in the decisions made. The county has the capacity to portray its' policies empirically and adjust as needed to achieve the stated goals.
3. The LPSCC needs to develop a consistent set of purposes for the adult corrections programs in the county that is applied to institutions and field programs alike. There should be a system wide commitment to the achievement of the state outcome measures as a beginning point in this purpose focus.
4. Pretrial release and early release through the matrix needs to be operated as a seamless continuum. The screening tools need to be validated for their application. The way to improve the community performance of those "matrix" or pre-trial released is to amend the process to include assessment information and a case plan for the defendant/offender to follow while on release status;
5. Adult field and custody programs need to also operate as a seamless continuum to place offenders based on risk of re-offense and management based on performance of the case plan. Community, institutional and contracted programs need a clear and unified focus of outcomes they want to achieve with the offender population that they supervise.

## THOSE INTERVIEWED IN THE PREPARATION OF THIS REPORT

- Tim Moore, Chief Deputy, Multnomah Co. S.O.
- Lee Graham, Chief Deputy, Multnomah Co. S.O.
- Judith Bauman, Executive Staff, Local Public Safety Council
- Christine Kirk, Executive Assistant to the Sheriff
- Joanne Fuller, Director, Community Justice Department
- Steve Lyday, Parole and Probation Chief, Community Justice Dept.
- Captain Ron Bishop, Multnomah Co. S.O.
- Captain Jim Turney, Multnomah Co. S.O.
- Mike Schrunk, District Attorney
- Chiquita Rollins, Domestic Violence Coordinator
- Annie Neal, Domestic Violence Program
- Liv Elsa Jenssen, Transition Services
- Jim Hennings, Metropolitan Public Defender
- Doug Bray, Circuit Court Administrator, 4<sup>th</sup> Judicial District
- Judge Dale R. Koch, Presiding Judge
- Matt Nice, Multnomah County Budget Management
- Karyne Dargan, Multnomah Co. Budget Manager
- Christine Yeager, Public Safety Analyst
- Gail McKeel, DSS-J
- Sharon Owen, Multnomah Co. S.O.
- Kathleen McCullough, Multnomah Co. S.O.
- Ginger Martin, Oregon Department of Corrections

## DOCUMENTS AND RESOURCES REVIEWED

- Multnomah Co. adopted 2003-04 Budget
- Temporary Income Tax Flyer
- Multnomah County Home Rule Charter, Amendment 1998.
- Oregon's County Jails: A Brief Comparative Analysis, December 2002. Matt Nice, Senior Research and Evaluation Analyst
- Multnomah Sheriff Bernie Giusto, April 2003: New Booking Policy Effective April 3, 2003.
- "Service Efforts and Accomplishments, Public Safety FY 2001." A report by the Multnomah Co. Auditor, February 2002.
- "Pre-Trail Services Overview", March 2001. David Bennett and Donna Latin
- "SB 1145, Refining the Continuum", July 1998, by David Bennett and Donna Latin.
- "Collaborative Jail Mental Health Services, Multnomah Co. Oregon" American Jails magazine, March-April 2000. by Bill Midkiff.
- "If Crime is Dropping Why Isn't Our Workload" and April 2000 presentation to the LPSCC by the Evaluation Committee.
- U.S. Census Bureau records via Internet access.
- Multnomah County Sheriff's Office data runs on many aspects of the jail population.
- "Report on Pretrial Release in Oregon", March 2001, Lawrence Craig, Analyst, Oregon Judicial Department.
- Oregon Department of Corrections data on performance measures and their progress in Multnomah County and statewide.
- Multnomah County Sheriff's Office Programs Unit, March 2003, Managing Inmate Behaviors and Balancing Public Safety and Jail Beds manual.
- Oregon Department of Corrections: "Community Corrections Outcome Measures for 2<sup>nd</sup> Half of 2002. May 2003.
- Enrolled Senate Bill 267, Oregon Legislative Assembly, 2003 regular session.

## OTHERS RESOURCES FOR THE COUNTY TO CONSIDER

1. "Guidelines for Developing a Criminal Justice Coordinating Committee", U.S. Department of Justice, National Institute of Corrections. January 2000. NIC Accession number 017232.
2. "Jail Crowding, Understanding Jail Population Dynamics", U.S. Department of Justice, National Institute of Corrections. January 2002, NIC Accession number 017209.
3. "Jail Resource Issues, What Every Funding Authority Needs to Know", U.S. Department of Justice, National Institute of Corrections. February 2002, NIC Accession number 017372.
4. "Preventing Jail Crowding, A Practical Guide" Second Edition, U.S. Department of Justice, National Institute of Corrections. May 2002, NIC Accession number 016720.
5. "A Second Look at Alleviating Jail Crowding, A Systems Perspective", U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance. October 2000, NCJ 182507.
6. "Jail Design Guide, A resource for Small to Medium Sized Jails", U.S. Department of Justice, National Institute of Corrections. November 1998.
7. "Objective Jail Classification Systems: A Guide for Jail Administrators", U.S. Department of Justice, National Institute of Corrections. February 1998.
8. [www.nicic.org](http://www.nicic.org), Items 1-7 are available at no cost from the National Institute of Corrections (NIC).
9. Center for State Court Technical Assistance: Joe Trotter, American University in Washington D.C. 202-885-2875, trotter@american.edu
10. National Center for State Courts, [www.ncsconline.org/](http://www.ncsconline.org/), phone 888-450-0391x1864.
11. [www.twolions.com](http://www.twolions.com) (Jail Population and Analysis System) resource for jail analysis.

## APPENDIX

- Criminal Justice System Diagnostics, Multnomah County Compared to Four Other Large Oregon Counties, April 2003, Robert Cushman.
- NIC Technical Assistance request letter.
- LSA Interview Schedule
- Exit Conference Agenda
- Exit Conference attendance list

## Appendix

### **Historical Jail Population Data: Determining the Relative Influence of Changes in Admissions and Lengths of Stay.**

There are two tables in this appendix. Both tables were displayed and explained at the Debriefing (1-4 PM September 18, 2003). The tables were presented to display example formats. Some of the data in the tables may need revision or updating.

Table 1 provides key historical jail data for Multnomah County, 1992-2002. For each year, the table presents; 1) Average daily jail system inmate population; 2) The annual number of admissions, 3) The estimated average length of inmate stay; and 4) The total days of confinement. These data were gathered prior to the NIC visit. They came from disparate sources. During the interviews it became clear that there isn't common agreement on these numbers. Therefore, some of these numbers may need to be revised, particularly where there was disagreement; e.g., the accuracy of the number of admissions. Multnomah County officials should review the data, revise it as necessary and develop agreement on these basic numbers.

The disagreement in the basic numbers does not invalidate the main message of the numbers in the table: **The number of admissions peaked in 1997 and has generally declined since then. In contrast, the average length of stay has been increasing.**

Table 2 builds on Table 1. It provides the data to show how much of the change in average daily population was a result of a change in admissions and how much was due to a change in the average length of stay.

Table 2 shows that from 1992 to 2002 the average daily population of the jails system increased from 1,335 to 1,847, or by 512 inmates. **Eight percent of this increase (41 beds) was created because of an increase in admissions; the remaining 92% (471 beds) was a result of an increase in the average length of inmate stay.**

This same technique can also be used to explain variations in the average daily population of the many subsets of the jail population. The table provides a template for beginning this kind of analysis.

**Table 1: Key Historical Jail Data for Multnomah County, 1992-2002**

<b>Year</b>	<b>Average Daily Population</b>	<b>Number of Admissions</b>	<b>Average Length of Stay</b>	<b>Total Days of Confinement</b>
<b>1992</b>	<b>1335.33</b>	<b>30,985</b>	<b>15.73</b>	<b>487,338</b>
<b>1993</b>	<b>1333.36</b>	<b>31,726</b>	<b>15.34</b>	<b>486,536</b>
<b>1994</b>	<b>1321.54</b>	<b>34,053</b>	<b>14.65</b>	<b>438,806</b>
<b>1995</b>	<b>1358.62</b>	<b>40,678</b>	<b>12.97</b>	<b>463,627</b>
<b>1996</b>	<b>1433.74</b>	<b>38,109</b>	<b>14.37</b>	<b>472,667</b>
<b>1997</b>	<b>1423.92</b>	<b>40,540</b>	<b>14.02</b>	<b>512,835</b>
<b>1998</b>	<b>1717.37</b>	<b>40,267</b>	<b>16.47</b>	<b>620,873</b>
<b>1999</b>	<b>2005.61</b>	<b>42,153</b>	<b>18.25</b>	<b>728,555</b>
<b>2000</b>	<b>2053.41</b>	<b>40,321</b>	<b>19.36</b>	<b>732,163</b>
<b>2001</b>	<b>1962.96</b>	<b>37,634</b>	<b>20.3</b>	<b>718,151</b>
<b>2002</b>	<b>1847.33</b>	<b>34,958</b>	<b>20.05</b>	<b>664,183</b>

Source Data provided by Multnomah County

Note: Admission data for 1992 & 1993 was not available. Number of releases were used instead. 1992 & 1993 Average Daily Population was estimated by multiplying the average length of stay by admissions and dividing by 365 days.



**Table 2: Historical Impacts of Changes in Numbers of Admissions and Lengths of Inmate Stay  
Multnomah County Jails, 1992 - 2002**

Year	Average Daily Population	Annual Change in Average Daily Population	Number of Admissions	Annual Change in Admissions	New Length of Stay of Admissions	Number of Bed Days Consumed (Saved) by Added (or Fewer) Bookings	Number of Beds Required for Change in Admissions	Number of Jail Beds Required for Change in Length of Stay	Number of Jail Bed Days Required for Change in LOS	Net Change in Bed Days Required
1992	1,335		30,985							
1993	1,333	-1.97	31,726	741	15.34	11,367	31.1	-33	(12,071)	704
1994	1,322	-11.82	34,053	2,327	14.65	34,091	93.4	-105	(38,405)	4,314
1995	1,359	37.08	40,678	6,625	12.97	85,926	235.4	-198	(72,387)	13,534
1996	1,434	75.12	38,109	(2,569)	14.37	(36,917)	-101.1	176	64,320	27,419
1997	1,424	-9.82	40,540	2,431	14.02	34,083	93.4	-103	(37,668)	(3,584)
1998	1,717	293.45	40,267	(273)	16.47	(4,496)	-12.3	306	111,599	107,109
1999	2,006	288.24	42,153	1,886	18.25	34,420	94.3	194	70,788	105,208
2000	2,053	47.8	40,321	(1,832)	19.36	(35,468)	-97.2	145	52,925	17,447
2001	1,963	-90.45	37,634	(2,687)	20.3	(54,546)	-149.4	59	21,517	(33,014)
2002	1,847	-115.63	34,958	(2,676)	20.05	(53,654)	-147.0	31	11,450	(42,205)
Change	512						+41	+471		

“The DA’s office serves as the gatekeeper for the County’s criminal justice system. Any changes in policy will affect the other components of the system-the victims of crime and the community.”

The August 2003 report from the District Attorney case tracking system shows the following criminal workload, year to date:

CASES REVIEWED			
DA Unit	Issue	Reject	%
District Court	8,127	2,673	75.3
DUII	2,071	109	95.0
Traffic	828	161	83.7
Domestic Violence	446	1,153	27.9
Domestic Violence Felony	419	248	62.0
Violation of Restraining Order	221	224	49.0
Remaining Circuit Court	4,097	2,480	62.3
Total all case reviews	15,569	6,576	70.3

To this consultant team this rate of rejection, overall average of 29.7%, seems high and is deserving of its' own analysis. Several possible conclusions could be made; currently the data available makes them only speculation at this point:

Either/or:

- Arresting agencies are over charging defendants;
- Case preparation on the cases presented is weak and/or
- Resources to prosecute, defend and adjudicate are too low to handle the volume of workload and the rejection rate is a way of regulating workload.

In past years criminal activity reviewed consisted of:

<b>DA Workload</b>			
Activity	1999	2000	2001
Person Crime Cases	6,673	6,157	5,554
Property Crime Cases	6,856	6,615	6,788
Behavioral Crime Cases	2,842	1,891	2,105

Source: Multnomah Co. Auditors office fy2001 report

<b>Multnomah Diagnostics</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>
<b>County</b>	<b>Year 2000 County Population</b>	<b>Crime: Year '01 Total Offenses Reported n</b>	<b>Year '01 Total Offenses Reported rate</b>	<b>Index Offenses Reported n</b>	<b>Index Offenses Reported rate</b>	<b>Person Index Offenses Reported n</b>	<b>Person Index Offenses Reported rate</b>	<b>Person Index % of Total Index %</b>	<b>Arrests Year '01 Total Arrests Reported n</b>
Marion	284,834	45,599	1,580.8	18,930	656.3	795	27.6	4.2%	126
Lane	322,959	42,871	1,315.5	17,727	543.9	1,005	30.8	5.7%	208
Clakamas	338,391	35,667	1,033.4	17,107	495.6	571	16.5	3.3%	126
Washington	445,342	40,899	897.3	18,467	405.2	775	17.0	4.2%	148
4 County Average:			1,206.8		525.25		23.0	4.4%	
<b>Multnomah Co.</b>	<b>660,486</b>	<b>108,742</b>	<b>1,631.9</b>	<b>51,948</b>	<b>779.6</b>	<b>5,061</b>	<b>76.0</b>	<b>9.7%</b>	<b>303</b>
State	3,436,750	445,885	1,284.3	177,803	512.1	10,752	31.0	6.0%	1691
Multnomah vs 6 County Average			35.2%		48.4%		230.8%	123.9%	
Multnomah vs. State Average:			27.1%		52.2%		145.2%	61.1%	
Notes & Sources		1	1	1	1	1	1		1

<b>Multnomah Diagnostics</b>	<b>11</b>	<b>12</b>	<b>13</b>	<b>14</b>	<b>15</b>	<b>Cir. Court: Criminal Cases Filed Circuit Court ' 01</b>	<b>16 Criminal Cases Filed Circuit Court '01</b>	<b>17 Felony Cases Filed Circuit Court '01</b>	<b>18 Felony Cases Filed Circuit Court '01</b>	<b>19 Misd. Cases Filed Circuit Court '01</b>
<b>County</b>	<b>Total Arrests Index Offenses n</b>	<b>Total Arrests Index Offenses rate</b>	<b>Arrest Index Person Offenses n</b>	<b>Arrest Index Person Offenses rate</b>	<b>Person Index % of Total Index %</b>	<b>n</b>	<b>rate</b>	<b>n</b>	<b>rate</b>	<b>n</b>
Marion	2736	94.8	219	7.6	8.0%	15,225	534.5	3,139	110.2	4,526
Lane	4711	144.6	684	21	14.5%	16,995	526.2	3,842	119.0	3,256
Clakamas	3019	87.5	298	8.6	9.9%	31,071	918.2	2,566	75.8	5,442
Washington	3790	83.2	425	9.3	11.2%	19,199	431.1	3,669	82.4	5,740
4 County Average		102.5		11.6	10.9%		602.5		96.8	
<b>Multnomah Co.</b>	<b>6990</b>	<b>104.9</b>	<b>1019</b>	<b>15.3</b>	14.6%	<b>151,206</b>	2,289.3	<b>7,974</b>	120.7	<b>12,507</b>
State	33493	96.5	4022	11.6	12.0%	430,286	1,252.0	37,646	109.5	62,803
Multnomah vs 6 County Average		2.3%		31.6%	33.7%		280.0%		24.7%	
Multnomah vs. State Average:		8.7%		31.9%	21.4%		82.9%		10.2%	
Notes & Sources	1	1	1	1		2	2	2	2	2

<b>Multnomah Diagnostics</b>	<b>20 Misd. Cases Filed Circuit Court '01 rate</b>	<b>21 Violation Cases Filed Circuit Court '01 n</b>	<b>22 Violation Cases Filed Circuit Court '01 rate</b>	<b>23 Criminal Cases Terminated Circuit Court ' 01 n</b>	<b>24 Criminal Cases Terminated Circuit Court '01 rate</b>	<b>25 Felony Cases Terminated Circuit Court '01 n</b>	<b>26 Felony Cases Terminated Circuit Court '01 rate</b>	<b>27 Misd. Cases Terminated Circuit Court '01 n</b>	<b>28 Misd. Cases Terminated Circuit Court '01 rate</b>
Marion	158.9	7,560	265.4	15,238	535.0	2,981	104.7	4,566	160.3
Lane	100.8	9,897	306.4	17,753	549.7	4,009	124.1	3,570	110.5
Clakamas	160.8	23,063	681.5	30,475	900.6	2,433	71.9	4,528	133.8
Washington	128.9	9,790	219.8	19,741	443.3	3,607	81.0	6,472	145.3
4 County Average	137.4		368.3		607.1		95.4		137.5
<b>Multnomah Co.</b>	189.4	<b>130,725</b>	1979.2	<b>154,606</b>	2,340.8	<b>8,074</b>	122.2	<b>12,303</b>	186.3
State	182.7	329,837	959.7	433,156	1,260.4	36,615	106.5	61,662	179.4
Multnomah vs 6 County Average	37.9%		437.4%		285.5%		28.1%		35.5%
Multnomah vs. State Average:	3.6%		106.2%		85.7%		14.7%		3.8%
Notes & Sources	2	2	2	2	2	2	2	2	2

<b>Multnomah Diagnostics</b>	<b>29</b>	<b>30</b>	<b>31</b>	<b>32</b>	<b>33</b>	<b>Total Active Cases Pending as % of Filings '01</b>	<b>35</b>	<b>36</b>	<b>37</b>	<b>38</b>
<b>County</b>	<b>Violation Cases Terminated Circuit Court '01 n</b>	<b>Violation Cases Terminated Circuit Court '01 rate</b>	<b>Total Criminal Terminations as % of Filed %</b>	<b>Felony Terminations as % of Filed %</b>	<b>Total Active Cases Pending n</b>	<b>%</b>	<b>Percent Terminations Settled by trial %</b>	<b>Percent Felony Terminations Settled by trial %</b>	<b>Percent Misdemeanor Terminations Settled by trial %</b>	<b>Percent Violations Terminations Settled by trial %</b>
Marion	7,691.0	270.0	100.1%	95.0%	3,049	20.0%	4.7	4.3	2.5	6.1
Lane	10,174.0	315.0	104.5%	104.3%	2,145	12.6%	4.6	5	2.7	5.1
Clakamas	23,514.0	694.9	98.1%	94.8%	5,991	19.3%	9.6	21.4	17.2	6.9
Washington	9,662.0	217.0	102.8%	98.3%	6,859	35.7%	3.2	4.3	4	2.2
4 County Average		374.2	101.4%	98.1%		21.9%	5.5	8.8	6.6	5.1
<b>Multnomah Co.</b>	<b>134,229.0</b>	2,032.3	102.2%	101.3%	15,086	10.0%	<b>4.4</b>	<b>2.7</b>	<b>2.1</b>	<b>4.7</b>
State	334,879.0	974.4	100.7%	97.3%	64,265	14.9%	4.4	5.6	4.6	4.2
Multnomah vs 6 County Average		443.1%	0.9%	3.2%		-54.5%	-20.4%	-69.1%	-68.2%	-7.4%
Multnomah vs. State Average:		108.6%	1.6%	4.1%		-33.2%	0.0%	-51.8%	-54.3%	11.9%
Notes & Sources	2	2			2		2	2	2	2

<b>Multnomah Diagnostics</b>	<b>39</b>	<b>40</b>	<b>41</b>	<b>42</b>	<b>43</b>	<b>44</b>	<b>45</b>	<b>46</b>	<b>47</b>	<b>48</b>
<b>County</b>	<b>Average Age days</b>	<b>Circuit Court Total Felony Convictions n</b>	<b>Circuit Court Total Felony Convictions rate</b>	<b>Prison Disposition n</b>	<b>Prison Disposition rate</b>	<b>Prison Disposition as a % of Total Convictions %</b>	<b>Probation Disposition n</b>	<b>Probation Disposition rate</b>	<b>Probation Disposition as a % of Total Convictions %</b>	<b>Prison Disposition Over 12 months n</b>
Marion	146.8	1,669	58.6	794	27.9	47.6%	875	30.7	52.4%	445
Lane	96	1,780	55.1	515	15.9	28.9%	1265	39.2	71.1%	378
Clakamas	113.9	981	29.0	248	7.3	25.3%	733	21.7	74.7%	201
Washington	235.9	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
4 County Average	148.2		47.6		17.1	33.9%		30.5	66.1%	
<b>Multnomah Co.</b>	<b>97.7</b>	<b>4,594</b>	69.6	<b>1,113</b>	16.9	24.2%	<b>3481</b>	52.7	75.8%	<b>921</b>
State	118.1	14,950	43.5	4,125	12.0	27.6%	10825	31.5	72.4%	3,110
Multnomah vs 6 County Average	-34.1%		46.2%		-1.2%	-28.6%		72.7%	14.7%	
Multnomah vs. State Average:	-17.3%		59.9%		40.4%	-12.2%		67.3%	4.6%	
Notes & Sources	2	2	2	2	2	2	2	2	2	2

<b>Multnomah Diagnostics</b>	<b>49</b>	<b>Prison Disposition Over</b>	<b>51</b>	<b>52</b>	<b>53</b>	<b>54</b>	<b>Jail &amp; Work Work Release Bed Capacity</b>	<b>Jail &amp; Work Work Release Bed Capacity</b>	<b>57</b>	<b>58</b>
<b>County</b>	<b>Prison Disposition Over 12 months rate</b>	<b>12 months as % of all Prison %</b>	<b>Prison Disposition 12 months or less n</b>	<b>Prison Disposition 12 months or less rate</b>	<b>Disposition 12 months or less as % of all Prison %</b>	<b>Admissions to Jail rate</b>	<b>n</b>	<b>rate</b>	<b>FY00-01 Prison Admissions n</b>	<b>FY00-01 Prison Admissions rate</b>
Marion	15.6	56.0%	349	12.3	20.9%	84	659	23.1	529	18.6
Lane	11.7	73.4%	137	4.2	7.7%	67	631	19.5	402	12.4
Clakamas	5.9	81.0%	47	1.4	4.8%	47	447	13.2	164	4.8
Washington	n/a	n/a	n/a	n/a	n/a	77	652	14.6	315	7.1
4 County Average	11.1	70.2%		6.0	11.1%	68.8		23.5		10.7
<b>Multnomah Co.</b>	13.9	82.7%	<b>192</b>	2.9	4.2%	69	2,073	31.4	<b>1184</b>	17.9
State	9.0	75.4%	1,015	3.0	6.8%	n/a	8,092	23.5	4146	12.1
Multnomah vs 6 County Average	25.7%	17.9%		-51.2%	-62.5%	0.4%		33.5%		67.0%
Multnomah vs. State Average:	54.1%	9.8%		-1.6%	-38.4%			33.3%		48.6%
Notes & Sources	2	2	2	2	2	3	3	3	4	4



<b>Multnomah Diagnostics</b>	<b>59</b>	<b>10/1/2002</b>	<b>61</b>	<b>62</b>	<b>63</b>	<b>64</b>	<b>10/1/2002</b>	<b>10/1/2002</b>	<b>67</b>	<b>68</b>
	<b>Legal Status</b>	<b>Legal Status</b>			<b>Total</b>	<b>Total</b>	<b>Post</b>	<b>Post</b>	<b>10/1/2002</b>	<b>10/1/2002</b>
<b>County</b>	<b>Total C.C. Offender Population</b>	<b>Total C.C. Offender Population</b>	<b>10/1/2002 Probation Population</b>	<b>10/1/2002 Probation Population</b>	<b>Post Prison Population</b>	<b>Post Prison Population</b>	<b>Prison Population less Level 3</b>	<b>Prison Population less Level 3</b>	<b>Post Prison w/ Level 3 Sanctions</b>	<b>Post Prison w/ Level 3 Sanctions</b>
	n	rate	n	rate	n	rate	n	rate	n	rate
Marion	2,742	96.3	1,426	50.1	1,213	42.6	1,192	41.8	21	0.7
Lane	3,121	96.6	1,814	56.2	1,106	34.2	1,084	33.6	22	0.7
Clakamas	1,436	42.4	844	24.9	537	15.9	503	14.9	34	1.0
Washington	2,523	56.7	1,478	33.2	924	20.7	916	20.6	8	0.2
4 County Average		73.0		41.1		28.4		27.7		0.7
<b>Multnomah Co.</b>	7,801	118.1	4,295	65.0	3,235	49.0	3,062	46.4	173	2.6
State	30,703	89.3	18,282	53.2	11,191	32.6	10,803	31.4	388	1.1
Multnomah vs 6 County Average		61.8%		58.3%		72.7%		67.3%		302.5%
Multnomah vs. State Average:		32.2%		22.2%		50.4%		47.5%		132.0%
Notes & Sources	5	5	5	5	5	5	5	5	5	5

<b>Multnomah Diagnostics</b>	<b>69</b>	<b>70</b>	<b>Part 1 Violent 10/1/2002 Legal Status Total n</b>	<b>Part 1 Violent 10/1/2002 Legal Status Total rate</b>	<b>Part 1 Violent 10/1/2002 Legal Status Total %</b>	<b>74 : Co-wide Justice System Expenditure \$ (000's)</b>	<b>75 Co-wide Justice System Expenditure per capita</b>	<b>76 Corrections Expenditure \$ (000's)</b>	<b>77 Corrections Expenditure per capita</b>	<b>78 Judicial/ legal Expenditure \$ (000's)</b>
<b>County</b>	<b>Local Control n</b>	<b>Local Control rate</b>								
Marion	103	3.6	318	11.2	11.6%	62,257	\$ 218.57	22,624	\$ 79.43	7,16
Lane	201	6.2	291	9.0	9.3%	67,505	\$ 209.02	18,986	\$ 58.79	8,62
Clakamas	55	1.6	137	4.0	9.5%	53,978	\$ 159.51	14,724	\$ 43.51	5,42
Washington	121	2.7	305	6.8	12.1%	72,028	\$ 161.74	9,027	\$ 20.27	6,75
4 County Average		3.5		7.8	10.6%		\$ 187.21		\$ 50.50	
<b>Multnomah Co.</b>	271	4.1	1,026	15.5	13.2%	<b>224,645</b>	\$ 340.12	<b>57,765</b>	\$ 87.46	<b>29,62</b>
State	1,230	3.6	3,292	9.6	10.7%	726,905	\$ 211.51	176,342	\$ 51.31	88,65
Multnomah vs 6 County Average		15.7%		100.0%	23.6%		81.7%		73.2%	
Multnomah vs. State Average:		14.6%		62.2%	22.7%		60.8%		70.4%	
Notes & Sources	5	5	5	5	5	6	6	6	6	6

	<b>79</b>	<b>80</b>	<b>81</b>
<b>Multnomah Diagnostics</b>			
	<b>Judicial/ legal</b>	<b>Police</b>	<b>Police</b>
<b>County</b>	<b>Expenditure per capita</b>	<b>Expenditure \$ (000's)</b>	<b>Expenditure per capita</b>
Marion	\$ 25.14	32,472	\$ 114.00
Lane	\$ 26.70	39,897	\$ 123.54
Clakamas	\$ 16.03	33,828	\$ 99.97
Washington	\$ 15.16	56,250	\$ 126.31
4 County Average	\$ 20.76		\$ 115.95
<b>Multnomah Co.</b>	\$ 44.86	<b>137,252</b>	\$ 207.80
State	\$ 25.80	460,626	\$ 134.03
Multnomah vs 6 County Average	116.1%		79.2%
Multnomah vs. State Average:	73.9%		55.0%
Notes & Sources	6	6	6

Worksheet:separating influence of Changein Admissions vs. Change in Length of Stay in Multnomah County Jails System

1 2 3 4 5 6 7 8 9

Year	Average Daily Population	Number of Admissions	Average Length of Stay	Total Days of Confinement	Year	Annual Change in		
						Average Daily Population	Average Daily Population	Number of Admissions
1992	1335.33	30985	15.73	487,395.45	1992	1,335		30,985
1993	1333.36	31726	15.34	486,676.40	1993	1,333	-1.97	31,726
1994	1321.54	34053	14.65	482,362.10	1994	1,322	-11.82	34,053
1995	1358.62	40678	12.97	495,896.30	1995	1,359	37.08	40,678
1996	1433.74	38109	14.37	523,315.10	1996	1,434	75.12	38,109
1997	1423.92	40540	14.02	519,730.80	1997	1,424	-9.82	40,540
1998	1717.37	40267	16.47	626,840.05	1998	1,717	293.45	40,267
1999	2005.61	42153	18.25	732,047.65	1999	2,006	288.24	42,153
2000	2053.41	40321	19.36	749,494.65	2000	2,053	47.8	40,321
2001	1962.96	37634	20.3	716,480.40	2001	1,963	-90.45	37,634
2002	1847.33	34958	20.05	674,275.45	2002	1,847	-115.63	34,958

92-02 Change 512.00

Note: There was no admission data for 1992 & 1993  
Used Number of releases instead. ALS was provided for 1992-2002. 1992 & 1993 ADP estimated by multiplying ALS \* admissions and dividing by number 365 days.

Used Number of releases instead. ALS was provided for 1992-2002. 1992 & 1993 ADP estimated by multiplying ALS \* admissions and dividing by number 365 days.

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10	11	12	13	14	15	16
Annual Change in Admissions	New Length of Stay Change in Admissions	Number Bed Days Consumed (Saved) byAdded (or Fewer) Bookings	Number of Beds Required for Change in Admissions	Number of Jail Beds Required for Change in Length of Stay	Number ofJail Bed Days Required forChange in LOS	Net Change in Bed Days Required
741	15.34	11,367	31.14	-33.07	(12,071)	(719.05)
2,327	14.65	34,091	93.40	-105.22	(38,405)	(4,314.30)
6,625	12.97	85,926	235.41	-198.32	(72,387)	13,534.20
(2,569)	14.37	(36,917)	-101.14	176.22	64,320	27,418.80
2,431	14.02	34,083	93.38	-103.20	(37,668)	(3,584.30)
(273)	16.47	(4,496)	-12.32	305.75	111,599	107,109.25
1,886	18.25	34,420	94.30	193.94	70,788	105,207.60
(1,832)	19.36	(35,468)	-97.17	145.00	52,925	17,447.00
(2,687)	20.3	(54,546)	-149.44	58.95	21,517	(33,014.25)
(2,676)	20.05	(53,654)	-147.00	31.37	11,450	(42,204.95)
			40.56	471.42		

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