

Examining the Implementation of Justice Reinvestment in Multnomah County

Measurement, Preliminary Analysis, and Future Evaluations

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For more information about the
Multnomah County Justice Reinvestment Program
visit the home page at:
<https://multco.us/lpscc/mcjr>

Acknowledgments

This report was developed by the Multnomah County Justice Reinvestment Data and Evaluation Sub-Committee. This committee is a collaborative effort of trained data analysts who collect, analyze and report across the data systems that comprise the Multnomah County public safety system.

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Foreword

The Steering Committee of the Multnomah County Justice Reinvestment Process (MCJRP) is pleased to share its preliminary outcomes report. Prior to program implementation, we recognized the need to assess the program's performance in an objective, data-driven manner. To accomplish this, we formed a data team comprised of analysts from various MCJRP partner agencies to collect and analyze data. Since the beginning of the program, the data team provided us with periodic reports covering the progress of the program. We have been impressed by the data team's ability to integrate information from the disparate agency databases, as it helped us to resolve early operational and process challenges.

Recognizing the importance of an evidence-based approach to measure the success of a new program, we gave the data team the task of planning and implementing rigorous performance measurements to evaluate the program's outcomes. The outcomes report was requested early on in program enactment because the Steering Committee desired to monitor outcomes for quality control, course correction, and the effectiveness of the court process and treatment services. This was especially important given the innovation of the program and the large number of offenders with high risk/high needs diverted from prison and placed in the community.

The Steering Committee is mindful that we asked for a large quantity of information and that the data team was required to use premature data in this report. We acknowledge that evaluating program performance during an implementation phase is difficult because the program is still being developed. In this case, the first year saw programmatic adjustments that affected the services offered, data collection methods, and created new measures of success. While these results are important, we recognize this early reporting is not necessarily predictive of final outcomes.

We are pleased that implementation of the MCJRP has reduced prison sentences and county use of state resources. Even in this initial phase of the program, Multnomah County has led the state in non-prison sentences, and this significant contribution has helped the state avoid the need to construct a new prison. Despite achieving our goal in this area, we recognize that there are other areas for improvement. The Steering Committee is committed to bolstering program fidelity by evaluating these preliminary results, analyzing future long term outcomes, and adjusting accordingly. We are especially motivated to gather more data on the impact of local jail use and racial and ethnic disparity, and desire to monitor and mitigate negative trends in these areas. We anticipate future analyses that will evaluate improvements already underway, such as decreasing jail usage for probation violations and our efforts to reduce racial disparity with Ballot Measure 11 youth offenders.

We wish to express our appreciation for the tremendous effort put forth by the Data Team and extend our thanks to all who have contributed to this report. It is informative, useful and well-organized. Thank you for the responsiveness to our inquiry, despite the request for a large quantity of material, and for the quality of the work produced.

—The Multnomah County Justice Reinvestment Steering Committee

Executive Summary

Multnomah County has joined the national Justice Reinvestment movement with its initiative, the *Multnomah County Justice Reinvestment Program* (MCJRP). Capitalizing on a history of interagency collaboration, Multnomah County's public safety partners developed a justice reinvestment strategy that met the statewide prison-reduction goals set forth in House Bill 3194, and addressed the unique challenges of the jurisdiction. MCJRP was launched in July 2014 with the intent to expand community-based supervision options and reduce the use of prison without compromising public safety.

Using data captured during the first year of the program¹, this report provides a preliminary look at its central questions with a focus on the measurable objectives regarding justice reinvestment in Multnomah County.

MCJRP reduced Multnomah County's use of Oregon State prisons

There is clear and dramatic evidence MCJRP successfully reduced Multnomah County prison sentences and imprisonment rates. The initial rate of prison sentences for MCJRP participants dropped 49% compared to the rate of prison sentences for a pre-MCJRP comparison group. Similarly, 58% of the comparison group offenders were imprisoned in their first year after sentencing, while only 33% of MCJRP defendants were ever imprisoned in the same time frame. This reflects a 42% reduction in the rate of imprisonment. This analysis does not distinguish which components of MCJRP directly caused these changes, although this will continue to be studied. Nevertheless, the cumulative impact of the MCJRP process has definitely reduced the likelihood of prison outcomes for MCJRP-eligible cases. This is consistent with research conducted by the Criminal Justice Commission (CJC)², which also found a dramatic reduction in the number of offenders from Multnomah County being sentenced to prison.

¹ The reporting period was July 2014 to June 2015.

² <http://www.oregon.gov/CJC/pages/index.aspx>

MCJRP increased the use of Multnomah County jails

Whether you measure jail use following case issue date or sentence date, MCJRP participants use significantly more jail beds than those in the comparison group. For example, a similar group of comparison defendants prior to MCJRP would have used nine fewer jail bed days per person, per year. This translates to an increase of about 2% of jail capacity during the first year of the program. More evidence is needed to determine what is driving the increased use of jail.

MCJRP offenders are being maintained safely in our community

Although MCJRP shifted approximately 200 defendants from prison to the Multnomah County community between July 2014 and June 2015, MCJRP offenders posed no greater risk to the community than offenders who were being sentenced to the community prior to MCJRP implementation. There is no significant difference in the 12-month re-arrest rates or the average number of arrest incidents between MCJRP participants to similar pre-MCJRP offenders with an equal opportunity to reoffend. Similarly, MCJRP participants on supervision had similar or better recidivism rates than offenders in the comparison group who were supervised on traditional probation or who were released from prison and supervised on post-prison supervision.

MCJRP is not reducing racial and ethnic disparities in the public safety system

Overall, MCJRP has reduced the number of participants being sentenced to prison and every racial group saw a reduction in the rate of offenders sentenced to prison. However, Asian and White offenders saw a larger decrease in the rate of prison sentences than Hispanic and Black offenders. More evidence is needed to determine what is driving the disparity in prison sentences and this will continue to be studied. As the program continues, the collaborating partners are committed to monitoring and reducing racial and ethnic disparities.

Introduction

Purpose of the Program

Justice Reinvestment Initiatives, generally, seek to limit incarceration expenses and devote corrections resources to alternative sentencing options that have been shown to curb recidivism as well as to promote a high standard of public safety.¹ To truly embrace justice reinvestment, Multnomah County has shifted to a highly collaborative data-centric corrections strategy.

The Oregon Legislature's House Bill 3194, enacted in 2014, outlined the directive and provided funding for justice reinvestment initiatives in Oregon. The legislation gave each county discretion and local control over the programming design to meet the goals of Justice Reinvestment in their local communities. Though their implementation plans would differ according to the needs of individual jurisdictions, criminal justice partners across the state committed to the four main goals of HB3194,

1. Reduce costly prison usage
2. Reduce offender recidivism
3. Protect public safety
4. Hold offenders accountable

Central to the goals of HB3194 is the need for criminal justice partners to agree on policy direction, data collection strategies, and the project's measurable outcomes. Representatives of the local public safety system collaborated on many levels to design, implement, and measure the Multnomah County Justice Reinvestment Program (MCJRP).

¹ The general justice reinvestment definition was adapted from the U.S. Department of Justice Bureau of Justice Assistance.

The criminal justice partners formed three committees with a focus on policy and steering, operations, and evaluation:

1. MCJRP Policy Steering Committee

This body includes voting members representing the collaborating agencies and is responsible for making decisions that affect the direction of the program. Each agency participating in MCJRP signed a formal commitment to collaboration.

2. MCJRP Operations Sub-Committee

This body includes supervisors and field staff in the participating agencies who are responsible for the implementation of the MCJRP model on a daily basis. The Operations Sub-Committee is responsible for identifying operational challenges, carrying out the directives set forth by the Steering Committee, and providing timely feedback on the effectiveness of MCJRP operations.

3. MCJRP Data and Evaluation Sub-Committee

This body includes analysts from participating agencies who collect and analyze data as a strategy for sharing performance feedback on the initiative. The data team conducts internal peer review of the data findings and develops evaluation plans to assess MCJRP program and procedural elements.

The program depends on a shared dedication to data-driven decision making and better management of criminal justice resources, with a long-term goal to reduce prison populations while investing in more effective and responsive community-based alternatives. In addition to the four principles of HB3194, several more areas of emphasis emerged from the unique criminal justice climate in Multnomah County. MCJRP sought to incorporate victims' voices, to provide better information to all entities involved in sentencing decision-making, and to reduce racial and ethnic disparity.

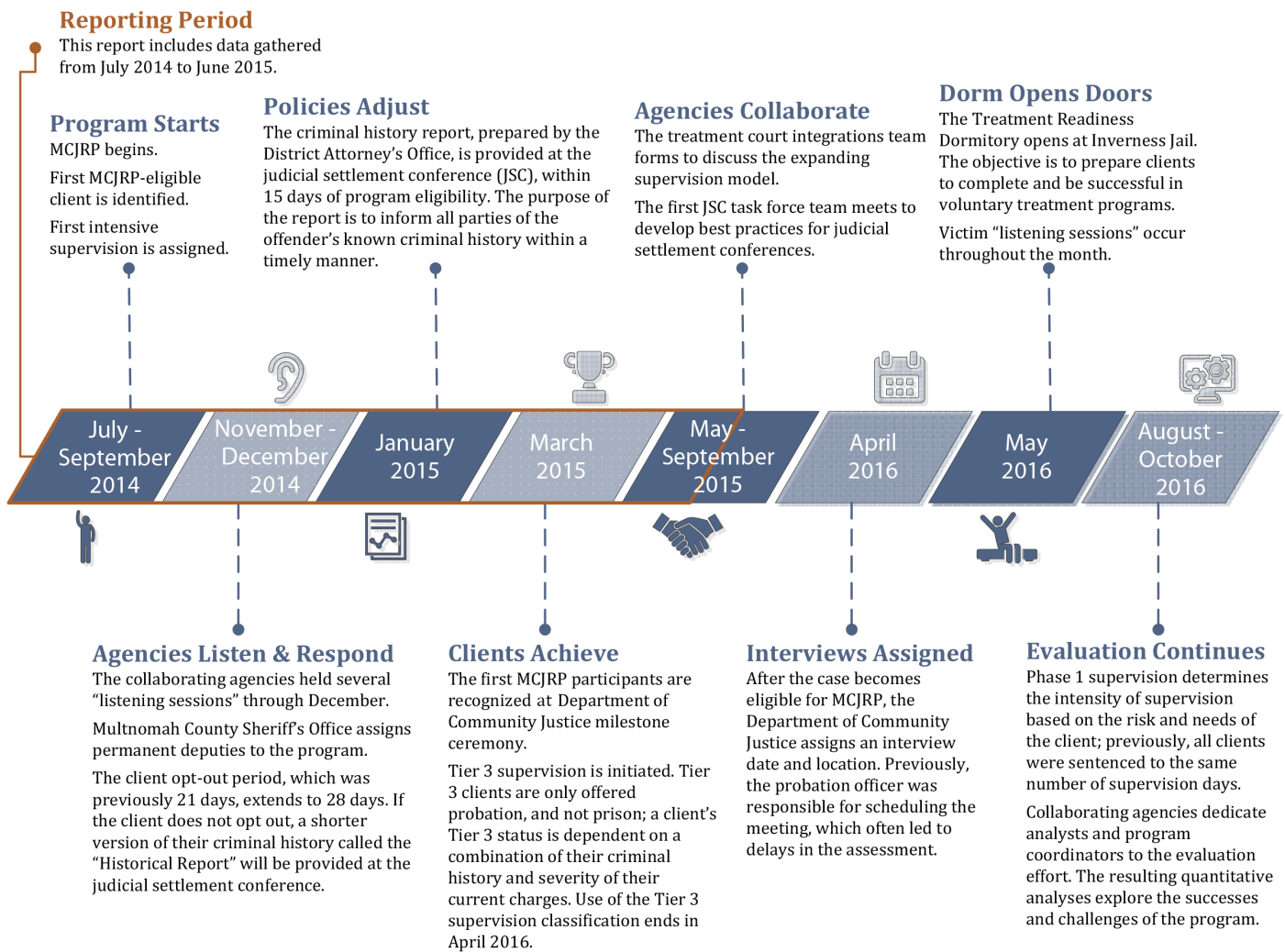
Program Implementation

In 2013, the Multnomah County public safety partners anticipated the passage of HB3194 and began formulating a justice reinvestment model that would transform the way prison-bound defendants are processed through the criminal justice system. According to the MCJRP policy manual, “[t]he MCJRP establishes a process to assess offenders and provide a continuum of community-based sanctions, services, and programs that are designed to reduce recidivism, decrease the county’s utilization of imprisonment in Department of Corrections institutions while protecting public safety and holding offenders accountable.”

The implementation of MCJRP was an ambitious and coordinated effort for the collaborating agencies. The program’s first year can be characterized by continued program refinement, introduction of new policies, and implementation of new data tracking procedures. New criminal justice programs must adapt with procedural changes as each organization discovers how to most effectively use its resources for the overall advancement of the program. MCJRP displayed significant adaptation before, throughout, and after the first year of implementation.

Figure 1 displays an abridged MCJRP event timeline. The timeline extends across the reporting period for the analyses in this report, and in order to highlight the program’s continuing flexibility, the timeline also includes the year that followed implementation. For a more comprehensive program chronology, please see Appendix A.

FIGURE 1



Throughout its implementation, the MCJRP initiative shifted the paradigm for the criminal justice partners. The length of a prison term was no longer the focus for defendants who previously faced presumptive prison sentences, if convicted. The model required strong collaboration among agency leadership, program coordinators, and case parties to share information about defendants' risk, responsivity, and treatment options. Activities of the implementation phase focused on identifying evaluation questions, documenting challenges, and developing joint solutions so that the program could adjust to the criminal sentencing realities in Multnomah County.

Implementation Challenges

While Multnomah County criminal justice partners did face challenges at the policy, operational, and evaluative levels of program implementation, these challenges were not unique to MCJRP. Collaborative criminal justice projects that seek to make contextual and procedural changes to existing practices must routinely revisit assumptions in order to strengthen the strategic changes. Successful program implementations are not only flexible enough to adapt to ongoing revisions, but they anticipate problems will surface and be controlled with good communication and cooperation from the involved players.

Our studies have identified four main implementation challenges.

1. Ongoing Policy Adjustments

As with most new programs, MCJRP has undergone adjustments during implementation months. Even though project leadership communicated an exciting vision and a practical design, coordinating the operational efforts of multiple criminal justice agencies required consistent messaging and standard practices, which was difficult to attain for any new program. The public safety community adjusted to MCJRP at the same time that the program adapted to more effectively reach its intended audience.

For example, one of the most fundamental themes related to MCJRP was the determination of who was eligible versus who was enrolled in the program. To address that question, impactful adjustments happened early in the program's implementation when program coordinators observed that a large portion of MCJRP-eligible defendants were not following all the steps necessary for participation in the program. Defendants were determined to be eligible, but then they did not appear for the risk assessment or the judicial settlement conference (JSC).

A major program revision was made about six months after the first MCJRP client entered the program. In conjunction with an effort to educate all case parties about the sentencing options, policymakers made a two-pronged change to the

program: (1) they extended the opt-out period from 21 days to 28 days and introduced an abridged version of the criminal history (called a “historical report”) for defendants who missed the opt-out deadline, and (2) they set a requirement for the District Attorney’s Office to provide a criminal history to all parties by the fifteenth day after case initiation.

The sum of these changes served to accelerate and to standardize the pre-sentence information. However, the mid-stream adjustment made it more challenging to compare defendants on either side of the policy change.

2. Integration with Specialty Courts

As MCJRP was taking hold, another challenge presented itself. Although a hallmark of the program was a special MCJRP intensive supervision probation, MCJRP defendants sometimes were best suited to other types of supervision, such as Success Through Accountability, Restitution, and Treatment (START) court. The fluidity between programs made it difficult to track client movements and determine participation rates across multiple programs. In other words, if a MCJRP-enrolled defendant was sentenced to START, how should they still be counted? And how do we attribute their outcomes to a particular sentencing model?

3. Refinement of Data Tracking Procedures

As the program evolved, so did the complexity of tracking MCJRP participants across multiple source systems. The program had a well-defined method for answering operational questions. However data entered with the primary purpose of tracking operational benchmarks in case management and offender supervision did not necessarily result in data that can track outcomes program-wide. Definitions, stated versus implied meanings, and agreement on what should be tracked and how, in which source system, all became relevant conversation topics as the program evolved.

In addition, in order to facilitate the management of alternative probation offers, MCJRP implemented a second impactful policy adjustment: the DA's office could not make a traditional probation offer if the MCJRP-eligible defendant did not formally opt out of the program. The formal opt-out process recognizes a defendant's request to cease participation in MCJRP. The benefits of this change also contributed to the next challenge.

In order to address this challenge, the Data Sub-Committee was created to investigate and recommend best practices for data integration across systems. Substantial resources were added through in kind contributions to allow for the hiring of data analysts. We expect to continue to address data challenges in order to facilitate future evaluative efforts.

4. Development of Data Evaluation Plan

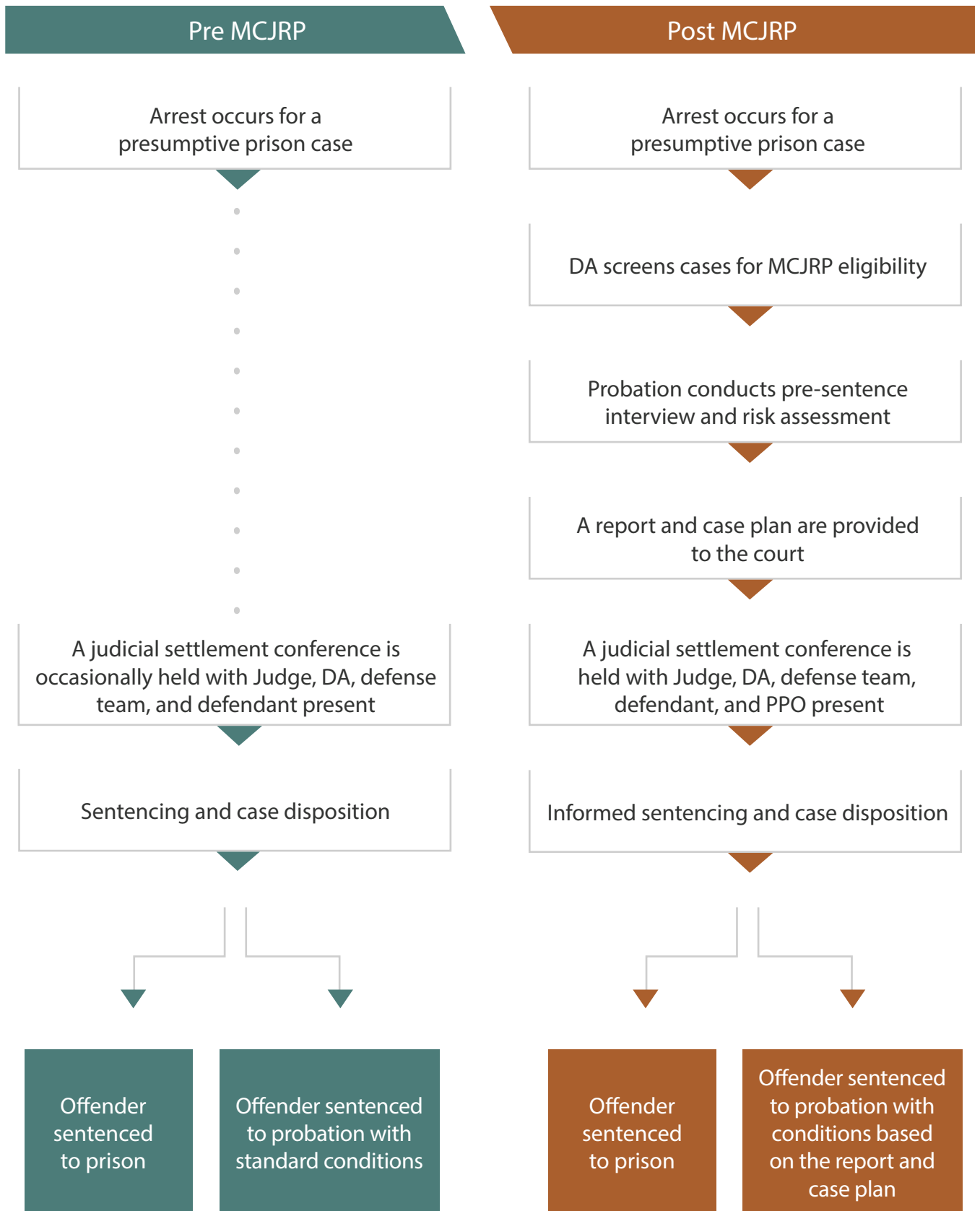
Initially, the quantity and complexity of the research questions for this report pushed the limits of the available data. Excitement was high when program evaluation began, and that enthusiasm translated to the desire for data analysis on a multitude of outcome measures. The partners had many similar interests, but also some varying ones, and answers to some of the nuanced questions could not be answered using the data collected during the early implementation period. Ongoing discussions on research priorities focus on the topics presented in the Future Evaluation section.

Program Participants

MCJRP participants experience the criminal justice system differently than those who are not eligible for the program. Figure 2 displays an overview of criminal proceedings, both before and after MCJRP.

FIGURE 2

Overview of Criminal Proceedings Pre and Post Justice Reinvestment



Informed sentencing is at the heart of the MCJRP model. There are several critical considerations that go into assessing the proper disposition for a MCJRP case. Considerations that inform professional judgment include accountability, victim input and impact, risk, any aggravating or mitigating circumstances surrounding the offense, and the needs of the offender. We have identified below some of the key points that set the justice reinvestment process apart from the traditional criminal justice tract. We explored the following procedural elements in this report:

A. Determination of a MCJRP-eligible crime

Aside from a handful of severe felony offenses (please see Appendix B for a list of charges that were determined by the MCJRP Policy and Steering Committee to not be eligible for the program) most felonies with a presumptive prison sentence are eligible. The DA's Office determines MCJRP eligibility through a complex and detailed screening process that accounts for the severity of the current charge as well as the defendant's criminal history. Throughout the implementation period defense teams became more familiar with the potential benefits that MCJRP could provide for their clients; this familiarity has also led them to request reviews of eligibility when appropriate. When the case is filed with the court, the charging instrument is marked to indicate the defendant's eligibility.

B. Pre-sentence assessment of the defendant's risk

When a defendant begins the program, they work with a probation officer to evaluate the person's risk to re-offend. The risk assessment is provided to the criminal justice stakeholders, including the judge, district attorney, and defense team.

C. Development of a case plan based on risk, need, and responsivity

Depending on the defendant's needs, a probation officer customizes a detailed supervision and treatment plan based on the assessment outcome. If necessary, the defendant is provided with additional services proven to reduce recidivism. The case plan is made available before sentencing, at the judicial settlement conference, where it is further tailored to the defendant's risk and needs.

D. Collaboration among stakeholders at the judicial settlement conference

A judicial settlement conference is held, where a judge and criminal justice partners meet and agree on a sentencing plan. MCJRP includes the addition of a supervising probation officer in the settlement conference. The parties use several tools to help inform the sentence plan including, but not limited to, the defendant's criminal history and risk assessment. If the parties agree that MCJRP probation is the most effective approach, the supervision plan may include: housing, residential or outpatient alcohol and drug treatment, mental health services, mentoring, parenting services, employment, and education services. To ensure consistently collaborative and effective judicial settlement conferences a team of participants conducted training for all justice system partners involved.

E. Development of supervision conditions informed by risk, need, and responsivity

If the MCJRP participant is sentenced to probation, the supervision conditions are informed by the pre-sentence report and align with their criminal risks and needs. The offender is then monitored with frequent check-ins over the prescribed supervision timeframe. During this time period, the offender is connected with services described in the case plan. After their probationary period, they are re-assessed for risks and needs, and may continue to be monitored by community corrections at the appropriate level of supervision.

The supervision plan for MCJRP participants differs from that of traditional supervision. For MCJRP participants sentenced to a Specialty Court, more information can be found on the circuit court web pages². For those supervised by the DCJ probation and parole department, the differences can be distinguished by four general categories: case planning, contact standards, resource access, and sanctioning. Please visit Appendix C for specific information about how MCJRP offenders were supervised during the first year of MCJRP implementation.

² http://courts.oregon.gov/Multnomah/General_Info/Criminal/Pages/ProblemSolvingCourts.aspx

Methodology in Brief

In this report, we compare MCJRP outcomes to the outcomes of a group of similar defendants whose cases were issued two years prior to the MCJRP launch. All cases in both the MCJRP group and the comparison group had presumptive prison court cases, and defendants were determined to be similar in terms of demographics, criminal history, and risk of recidivism. Throughout this report, readers will find outcomes of those receiving MCJRP-related services compared to defendants from two years prior who did not have an option to participate in the program.

The **MCJRP Group** contained 1,059 participants who were determined to be eligible for the program, where the case was issued between 7/1/14 and 6/30/15.

The **Comparison Group** contained 1,095 participants whose cases would have been eligible for the program had it been available, and where the case was issued between 7/1/12 and 6/30/13. The comparison group was derived from case information found in CRIMES, the District Attorney's Office database system.

The aim of the evaluation is to provide policy-makers the ability to assess whether the goals of the program are being met. Comparison group approaches can help meet this aim by comparing the outcomes of one group of service users with the outcomes of a different group to demonstrate whether an intervention has achieved its intended outcomes. For example, the recidivism rate of a group of MCJRP offenders can be compared to the recidivism rate of similar offenders in the comparison group. If the two groups were established to be similar at case issuance and the only procedural difference between them is MCJRP, then it is likely that MCJRP contributed to any observed changes in recidivism rates.

While a quasi-experimental study cannot definitely establish MCJRP as the cause of any observed differences (as a random control trial might), it can help determine whether the program is producing the results desired by policy-makers, namely a reduction in the number of prison sentences without compromising public safety. There are other factors, like the community's crime trends, that may contribute to the outcomes observed in this report. Appendix D explores the criminal activity in Multnomah County during the formation and implementation of MCJRP. For a more robust description of the research methodology used in this report, please visit Appendix I.

Prison and Jail Usage

Between 2000 and 2010, Oregon's prison rate increased by nearly 50% growing to 14,000 inmates with a total biennial corrections budget over \$1.4 billion¹. Given these figures, careful planning on the capacity, implementation, and use of state prisons and local jails, as well as community corrections programs, becomes critical. The goals of Justice Reinvestment are to reduce recidivism, decrease prison use, and protect the public through the efficient distribution of resources and offenders.

MCJRP is decreasing the rate of prison usage.

Summary

There is clear and dramatic evidence MCJRP successfully reduced Multnomah County prison sentences and imprisonment rates. The initial rate of prison sentences for MCJRP participants dropped 49% compared to the rate of prison sentences for the pre-MCJRP comparison group. Similarly, 58% of the comparison group offenders were imprisoned in their first year after sentencing, while only 33% of MCJRP defendants were ever imprisoned in the same time frame. This reflects a 42% reduction in the rate of imprisonment. This analysis does not distinguish which components of MCJRP directly caused these changes. Nevertheless, the cumulative impact of the process has definitely reduced the likelihood of prison outcomes for MCJRP-eligible cases.

How we measured prison usage

Who?

We compared all defendants who were sentenced in the comparison group with all defendants who were sentenced in the MCJRP group.

There are a few notable differences to consider between the groups when interpreting the results. Among the most significant differences involves the sentencing date. Defendants in the comparison group were charged prior to MCJRP implementation (i.e., prior to July 2014). This means that the defendants in the comparison group have had a longer amount of time

¹ The jail population and budget information is available from the Oregon Criminal Justice Commission. <http://www.oregon.gov/cjc/justicereinvestment/Pages/default.aspx#jri-overview>

to have been sentenced for their MCJRP-eligible charge. At the time of this analysis, 99% of the defendants within the comparison group had 12 months of post-sentencing recidivism available, as opposed to only 51% of the defendants in the MCJRP group. As a result, the remaining 49% of MCJRP defendants who did not have 12 months of post-sentencing recidivism available for this analysis were removed.

What?

We examined prison usage from three perspectives:

- Initial sentence to prison: When a defendant is sentenced to prison for a MCJRP-eligible charge
- Imprisoned after sentencing: Whether a defendant is ever physically in prison for any reason during the 12 months after sentencing
- Length of prison sentences received: Actual length of prison custody ordered at the time of judicial ruling for a MCJRP-eligible charge

For how long?

Both the MCJRP and comparison offender histories were followed for 12 months after their sentencing date.

Results

FIGURE 3 Pre and Post MCJRP Implementation Prison Usage, by Sentenced Defendants

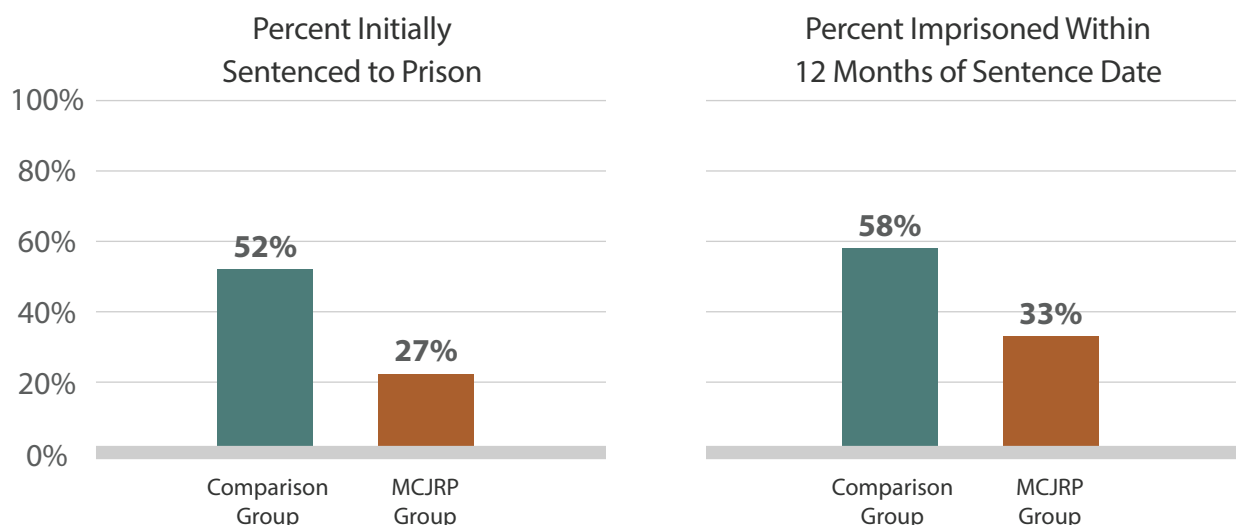


TABLE 1 Pre and Post MCJRP Implementation Prison Usage, by Sentenced Defendants

Prison Usage Category		Sentenced Defendants w/MCJRP-Eligible Charges		P-Values
		Comparison Group (n = 1,087)	MCJRP Group (n = 541)	Significance
Initial Sentence to Prison	% Initially Sentenced to MCJRP Probation	0%	48%	.000*
	% Initially Sentenced to Traditional Probation	42%	22%	
	% Initially Sentenced to a Specialty Court	6%	3%	
	% Initially Sentenced to Prison	52%	27%	
	% Initially Sentenced to Other Settings	0%	1%	
Initial Sentence to Prison	% of Sentenced defendants who were imprisoned within 12 months of the sentencing date	58%	33%	.000*
Length of Prison Sentences Received	Average length of state prison custody for sentences ordered within 12 months of sentence date	1016 days	873 days	.244

*Values in green are less than .05 and generally considered to be statistically significant (i.e., relationship of variables is not an attributable result of random chance). Statistical significance increases as a value approaches 0.

MCJRP is increasing the rate of local jail usage.

Summary

Whether measuring jail use following case issue date or sentence date, MCJRP participants use significantly more jail beds than those in the comparison group. For example, a similar group of comparison defendants prior to MCJRP would have used nine fewer jail bed days per person, per year. This translates to an increase of about 2% of jail capacity during the first year of the program. More evidence is needed to determine what is driving the increased use of jail.

How we measured jail usage

Who?

We tracked the jail usage of MCJRP participants, as they moved through the criminal justice process, following their case issue date as well as their initial sentencing date. At each step, the jail usage of MCJRP participants was measured against the jail usage of a similarly matched group of offenders in the comparison group.

What?

Jail usage was defined as the number of jail bed days used by a participant within a designated time frame. Any use of jail by a MCJRP or comparison group participant was counted and included in the analysis, regardless of the underlying reason. Only jail beds in Multnomah County facilities were accessible by the data team and are the only jail facilities included in the analyses.

For how long?

Both the MCJRP and comparison defendants' histories were examined for 12 months after the defendant case issue date and their initial sentencing date.

Results

FIGURE 4 Pre and Post MCJRP Implementation Jail Usage, 12 Months Following Case Issue Date

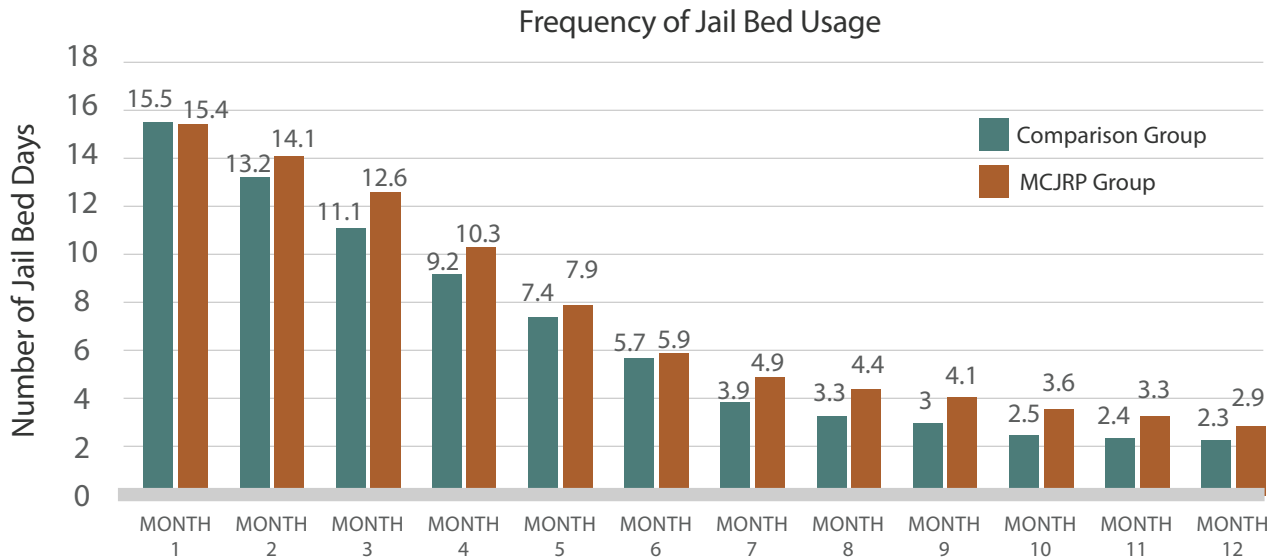


TABLE 2 Pre and Post MCJRP Implementation Jail Usage, by 12 Months Following Case Issue Date

Jail Usage Category	Average Number of Jail Beds Used		P-Values*
	Comparison Group (n = 1,095)	MCJRP Group (n = 1022)	Significance
TOTAL Within 1 year following eligibility date	80 days	89 days	.002
Month 1	15.5	15.4	.826
Month 2	13.2	14.1	.127
Month 3	11.1	12.6	.011
Month 4	9.2	10.3	.054
Month 5	7.4	7.9	.336
Month 6	5.7	5.9	.526
Month 7	3.9	4.9	.026
Month 8	3.3	4.4	.005
Month 9	3.0	4.1	.002
Month 10	2.5	3.6	.002
Month 11	2.4	3.3	.005
Month 12	2.3	2.9	.088

*Values in green are less than .05 and generally considered to be statistically significant (i.e., relationship of variables is not an attributable result of random chance). Statistical significance increases as a value approaches 0.

FIGURE 5 Pre and Post MCJRP Implementation Jail Usage, 12 Months Following Initial Sentence Date

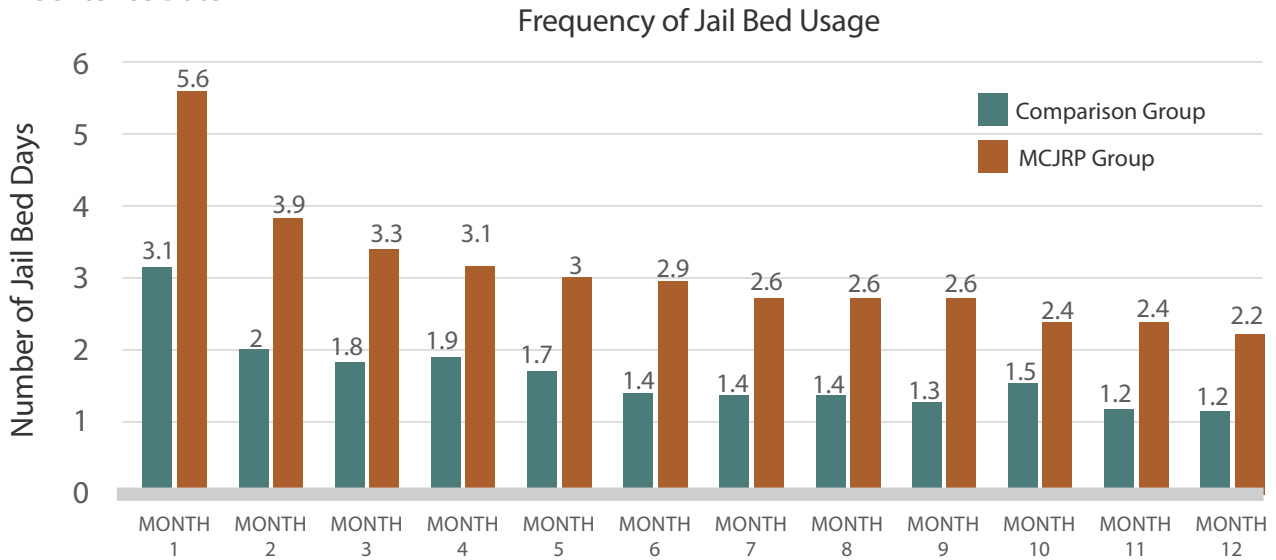


TABLE 3 Pre and Post MCJRP Implementation Jail Usage, by 12 Months Following Initial Sentence Date

Jail Usage Category	Average Number of Jail Beds Used		P-Values*
	Comparison Group (n = 1,087)	MCJRP Group (n = 541)	Significance
TOTAL Within 1 year following eligibility date	20 days	36 days	
Month 1	3.1	5.6	0.000
Month 2	2.0	3.9	0.000
Month 3	1.8	3.3	0.000
Month 4	1.9	3.1	0.000
Month 5	1.7	3.0	0.000
Month 6	1.4	2.9	0.000
Month 7	1.4	2.6	0.000
Month 8	1.4	2.6	0.000
Month 9	1.3	2.6	0.000
Month 10	1.5	2.4	0.008
Month 11	1.2	2.4	0.000
Month 12	1.2	2.2	0.001

*Values in green are less than .05 and generally considered to be statistically significant (i.e., relationship of variables is not an attributable result of random chance). Statistical significance increases as a value approaches 0.

Recidivism and Public Safety

Recidivism is costly to state and local governments, and presents a risk to public safety. Recidivism is influenced by a variety of factors such as the availability of State/County resources, individuals' risks and needs, and the impact of community corrections programs. Justice Reinvestment is designed to reduce recidivism through the targeted allocation of criminal justice resources and personnel. In 2014, HB3194 redefined recidivism for the State of Oregon as a new arrest, conviction, or incarceration of a person within three years of his/her release from incarceration or imposition of probation. This report is a preliminary view of recidivism using a 12-month outcome window.

MCJRP Offenders are Remaining in the Community.

Summary

MCJRP participants are maintained in the community at a rate 50% higher than that of comparison group offenders. This suggests that about 200 more offenders per year will be maintained in the community than would have been maintained using pre-MCJRP sentencing procedures. Initial sentence type has a considerable impact on the number of days an offender will spend in state custody. Offenders who are initially sentenced to a community-based setting typically spend 303 more days in the community than those sentenced to prison, within the first year of their sentence.

How we tracked offenders in community settings

Who?

Ninety-nine percent of defendants who were sentenced in the comparison group were compared with 51% of defendants who were sentenced in the MCJRP group. This difference is because the comparison group has been in the criminal justice system longer and more time has passed for their qualifying case to be resolved. The comparison group was drawn from "MCJRP-like" defendants from July 2012 to June 2013, while MCJRP participants began

to be counted starting July 2014. Almost half of MCJRP participants did not have a year's worth of post-sentencing data at the time of this analysis.

What?

Offender status was determined through the use of three variables:

Initial Sentence: The sentence that is written in the original judgment or Uniform Criminal Judgment (UCJ). Initial sentence types were coded into one of five categories: prison; jail; MCJRP probation; traditional probation; and specialty court.

Community Setting: Initial sentence types that allowed an offender to remain in the community were grouped together. These categories are: MCJRP probation; traditional probation; and specialty court.

Number of days in State custody: The average number of days a defendant is held in state prison within the 12 months following sentencing for their MCJRP-eligible charge.

For how long?

Both the MCJRP and Comparison offender histories were followed for 12 months after their initial sentencing date. Both groups were examined for differences in the onset and frequency of subsequent, justice-system involvement (i.e., arrest and prison incarceration).

Results

FIGURE 6 Number (%) of Defendants Sentenced, by Sentencing Outcome & Defendant Group

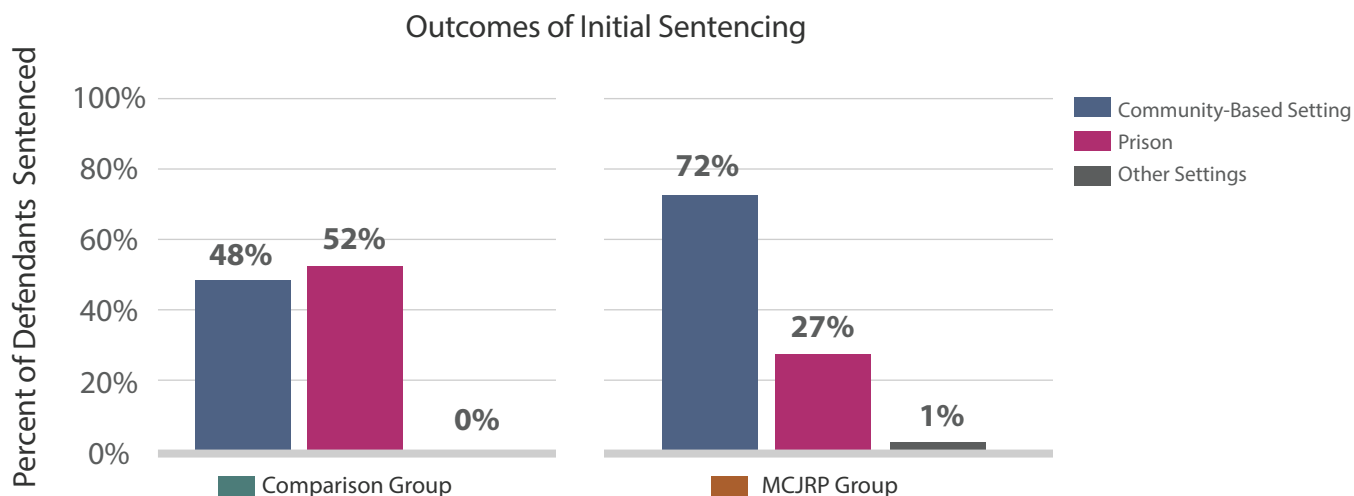


FIGURE 7 Average Number of Days Spent in State Custody within 12 Months of Sentence Date, by Sentencing Outcome & Defendant Group

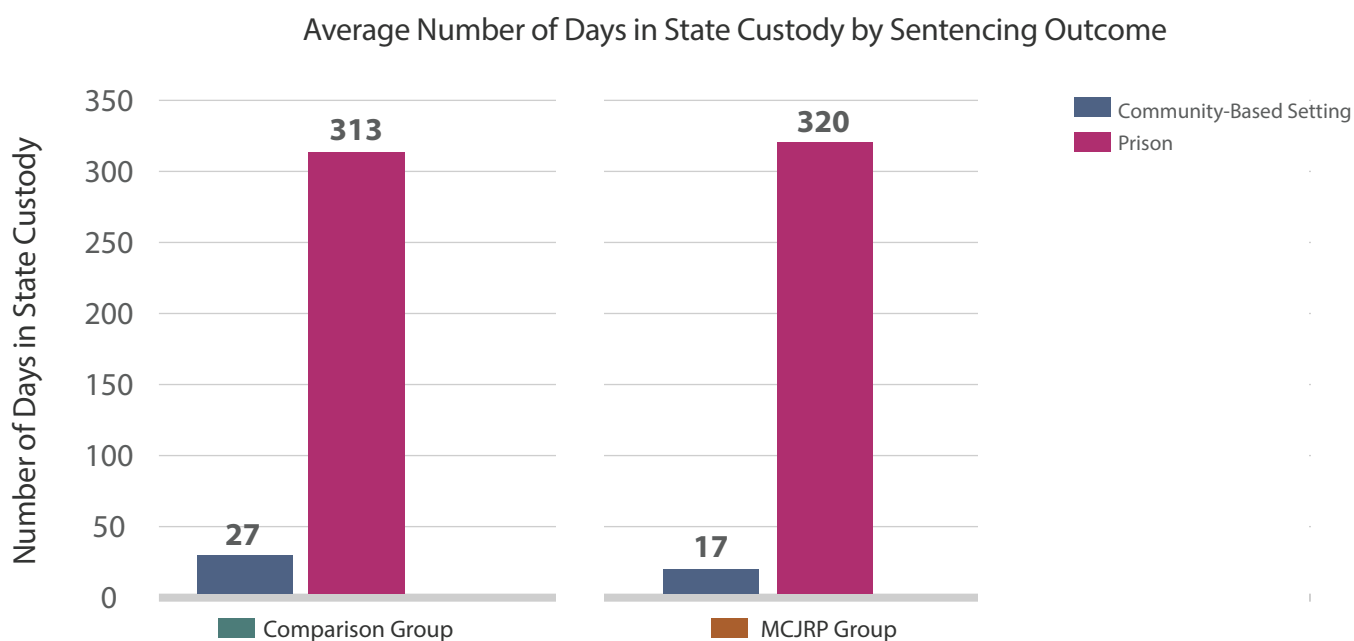


TABLE 4 Sentence Outcomes & Average Number of Offender Days in Custody, by Sentenced Defendant Group

Recidivism Category	Sentencing Outcome	Sentenced Defendants w/MCJRP-Eligible Charges		P-Values*
		Comparison Group (n = 1,087)	MCJRP Group (n = 541)	Significance
Number (%) of Defendants by Initial Sentence Type	Community-Based Setting	48%	72%	0.000
	Prison	52%	27%	
	Other Settings	0%	1%	
Average Number of Days Spent in State Custody within 12 months of sentence date	Community-Based Setting	27	17	0.025
	Prison	313	320	0.387
	Other Settings	N/A**	N/A**	

*Values in green are less than .05 and generally considered to be statistically significant (i.e., relationship of variables is not an attributable result of random chance). Statistical significance increases as a value approaches 0.

**Too few incidents of Other Setting sentences to calculate an average value

MCJRP Offenders Do Not Recidivate at a Higher Rate.

Summary

MCJRP offenders pose no greater risk to the community than offenders who were being sentenced to the community prior to MCJRP implementation. There is no significant difference in the 12-month re-arrest rates or the average number of arrest incidents between MCJRP participants to similar pre-MCJRP offenders with an equal opportunity to reoffend. Similarly, those MCJRP participants on supervision had similar or better recidivism rates than offenders in the comparison group who were supervised on traditional probation or who were released from prison and supervised on post-prison supervision.

How we measured recidivism

Who?

The analyses in this section focused on offenders who were sentenced and supervised in community-based settings and thus had opportunity to recidivate. There are several reference groups in this section:

Group 1:

Offenders who were initially sentenced to a community-based setting. This includes defendants in the comparison group and the MCJRP group who were initially sentenced to traditional probation, specialty court supervision, or intensive supervision.

Group 2:

MCJRP and comparison offenders who began supervision under the Department of Community Justice and had accrued 12 months of follow-up time. This includes MCJRP offenders who began MCJRP intensive probation, comparison group offenders who began traditional probation, and comparison group offenders who were released from prison and then began post-prison supervision.

What?

Offender recidivism was explored through the use of two variables:

Arrest: This refers to all incidents of arrests recorded in Oregon Law Enforcement Data Systems (LEDS) for offenses other than MCJRP-eligible charges. LEDS tracks all arrests in Oregon as long as they have an associated fingerprinting event.

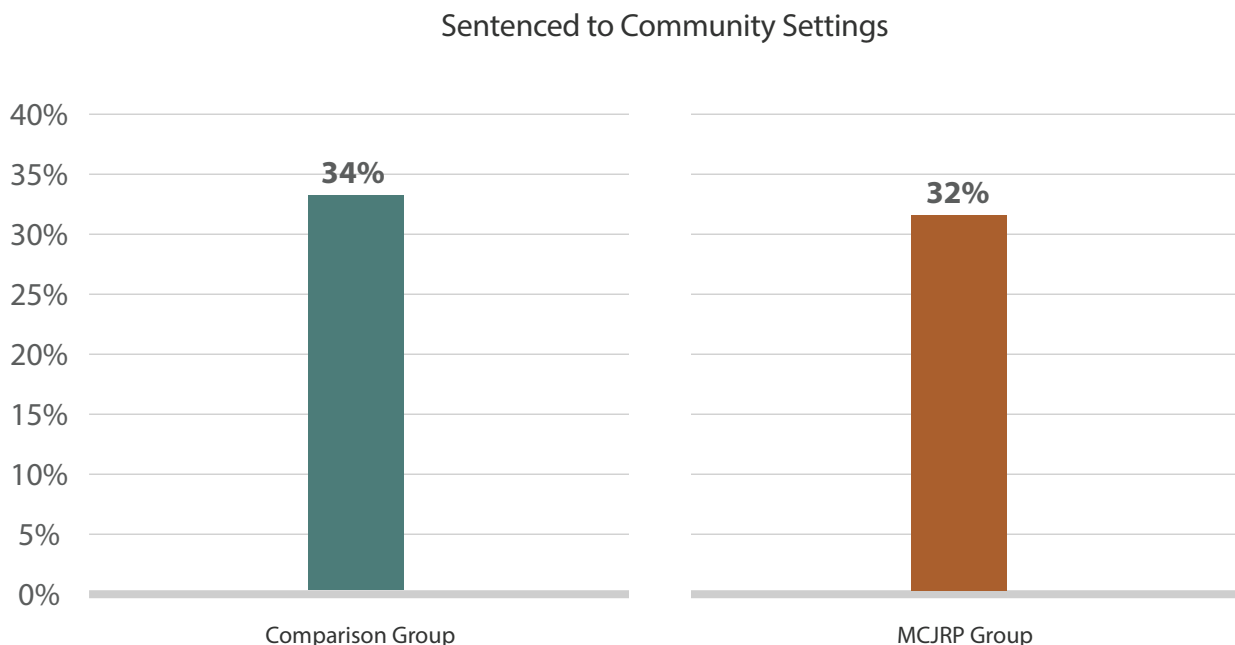
Time to arrest: The average number of days between the sentencing date and the first time an offender is arrested. Averages are calculated only for offenders with at least one arrest during the 12 months following sentencing.

For how long?

Both the MCJRP and comparison group offender histories were followed for 12 months, Group 1 after their initial sentencing date in the community and Group 2 following their supervision start date. Offenders who had not yet accrued 12-months of follow-up time were excluded from the analyses.

Results

FIGURE 8 Comparing 12-Month Recidivism Rates Following an Initial Sentence to a Community Setting¹



¹ This includes defendants sentenced to traditional probation, Specialty Court supervision, and intensive MCJRP supervision.

TABLE 5 Frequency of Post-Sentencing Arrests for Defendant Groups Sentenced to the Community

Recidivism Category	Sentenced Defendants w/MCJRP-Eligible Charges	
	Sentenced to Community Setting	
	Comparison Group (n = 517)	MCJRP Group (n = 390)
% of year spent in State Custody Following sentence date	7%	5%
% arrested in 12 months	34%	32%
Avg. number of arrests in 12 months	.54	.46
Avg. number of days to arrest in 12 months	156	146

FIGURE 9 Comparing Recidivism Trends of Three Different Community Supervision Types: 12 Months Following Supervision Start Date

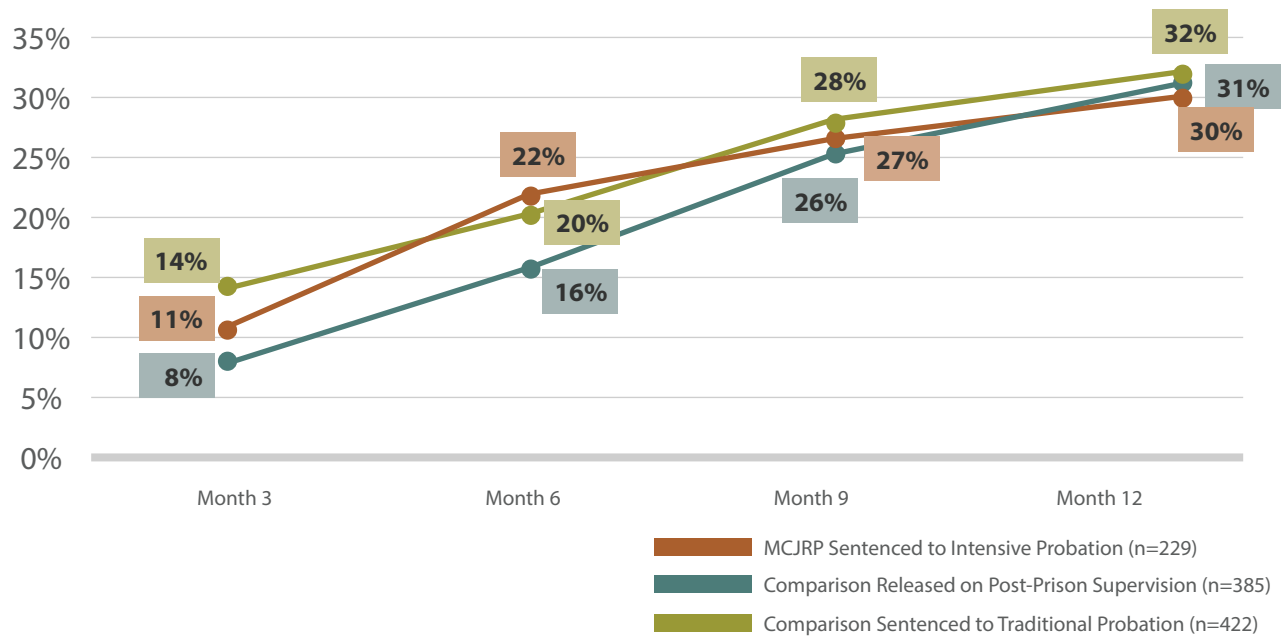


TABLE 6 Frequency of Post-Sentencing Arrests for Defendant Groups Sentenced to Community Supervision

Category	Supervised Offenders w/MCJRP-Eligible Charges		
	DCJ Supervision Types		
	MCJRP Intensive Probation (n=229)	Comparison Group: Traditional Probation (n=422)	Comparison Group: Post-Prison Supervision (n=385)
% of year spent in State Custody Following sentence date	12%	13%	11%
% arrested in 12 months	30%	32%	31%
Ave number of arrests in 12 months	.41	.54	.54
Ave number of days to arrest in 12 months	136	142	178

MCJRP Recidivists Predominantly Commit Non-Violent Crimes

Summary

Thirty-two percent of MCJRP offenders who were initially sentenced to a community setting recidivated within their first year after sentencing.² The vast majority of recidivism charge types were non-violent crimes, most commonly property and alcohol/drug-related offenses. Those who did recidivate were slightly more likely to be male and assessed as high or very high risk. Overall, the majority of recidivists were white but the percentage of black offenders in the recidivist group was significantly higher than in the non-recidivist group. Additionally, MCJRP clients who recidivated were also rated higher, on average, by their Probation/Parole Officers, in the top four criminogenic needs: History of criminal behavior, anti-social patterns, anti-social attitudes and anti-social peers/companions. In other words, those with a higher recidivism risk score did in fact recidivate more often than those at lower risk.

How we measured recidivism

Who?

This analysis focused exclusively on the MCJRP offenders who were initially sentenced to a community setting who did recidivate (n=125) compared to those who did not recidivate (n=265).

What?

Type of offender recidivism was explored through the use of the following variables:

Charge Type: Oregon Revised Statutes codes from LEDS linked to descriptions from the Department of Corrections (DOC) case management system

LS/CMI Domains: A validated actuarial risk and needs assessment instrument used statewide to assess the criminal risk of an individual

Score Grid Crime Serious Ranking: The presumptive grid block for any felony conviction is the intersection of crime seriousness ranking and the criminal history classification.

² This includes defendants sentenced to traditional probation, Specialty Court supervision, and intensive MCJRP supervision.

Gender: Offender gender was obtained from the DA CRIMES database

Race: Offender race was obtained from the DA CRIMES database. Race was classified into the following categories: White; Black; Hispanic; Native American; Asian; and Other. This is often based on the assigned race at previous stages of the criminal justice process

Tier 3: Tier 3 sentences are presumptive prison sentences that, prior to MCJRP, would commonly plea to probation.

For how long?

MCJRP offenders who were initially sentenced to a community-based setting were followed for 12-months following sentencing date.

Results

FIGURE 10 MCJRP Recidivists by Most Frequent Charge Categories

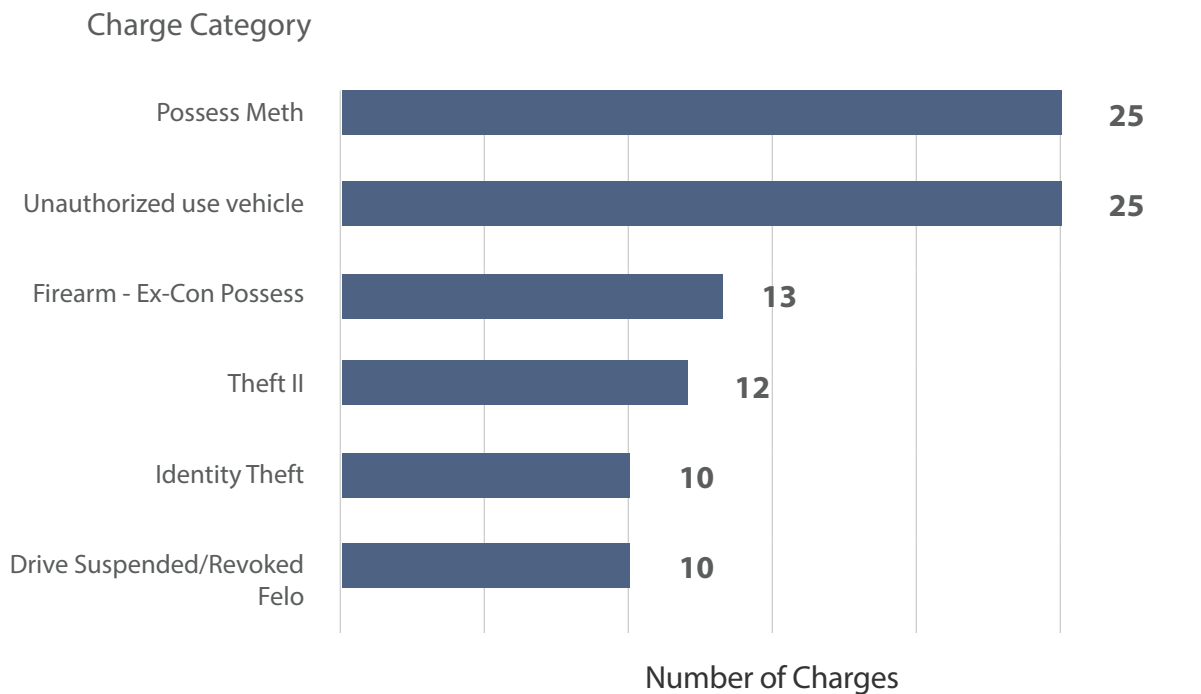


TABLE 7 Statistically Significant Differences in Intake Variables between MCJRP Community-based Offenders Who Did and Did Not Recidivate

Variable Category**	MCJRP Offenders		Significance Value*
	Recidivated (n=125)	Did Not Recidivate (n=265)	
Gender	78% male	69% male	.046
Race	58% white 32% black 10% other	66% white 19% black 15% other	.018
Tier 3	2%	7%	.030
Qualifying Crime Serious Ranking at Sentencing	11-7 (high): 31% 6-4 (mid): 30% 3-1 (low): 37%	11-7 (high): 45% 6-4 (mid): 22% 3-1 (low): 30%	.028
LS/CMI Score OVERALL	28.6	24.9	0.000
LS/CMI Subset Domains			
History	5.3	4.4	0.001
Education	5.8	4.9	0.000
Family	2.1	2.0	0.782
Recreation	1.7	1.7	0.928
Associates	3.4	3.1	0.023
Drug/Alcohol	5.5	5.0	0.029
Attitude	2.3	1.7	0.000
Anti-social	2.4	2.0	0.000

* Values in green are less than .05 and generally considered to be statistically significant (i.e., relationship of variables is not an attributable result of random chance). Statistical significance increases as a value approaches 0.

**Variables that were not found to be significant included: age group, primary charge type and SG (Score Grid) Criminal History.

Monitoring for Racial and Ethnic Disparities

Multnomah County public safety agencies are committed to reducing the overrepresentation of people of color in the criminal justice system. While MCJRP resulted in reductions in prison sentences for all racial and ethnic groups, we found the reductions in prison sentences were not shared equally among communities of color. Further study will be needed to determine what is driving disparity in MCJRP opt-outs and prison sentences. This preliminary analysis provides a benchmark that can guide programmatic change to reduce disparity going forward.

Defendants of color were more likely to opt out of MCJRP

Multnomah County's adult population¹ in 2014 was 76% White and 24% people of color. However, the criminal justice system's makeup does not match that of the community. As Figure 11² shows, the Black population was overrepresented in the comparison group and both MCJRP groups, while there were fewer members of the White and Asian populations as compared to the make-up of the community. The demographic breakdown was different for the opt out group, indicating race is a contributing factor in whether an offender opts out of MCJRP. Specifically, Black and Hispanic defendants were more likely to opt-out than other races.

Since the program began, the number of opt-outs per month has declined significantly (see Figure 12). Of the 74 opt-outs in this reporting timeframe, nearly 90% opted out in the first eight months of the program. Since that time, the average number of opt-outs per month has gone from eight to two. From March 2015 to March 2016 (outside the timeframe for this report), there have been 22 opt-outs, 41% of which were Black and 59% White. Over the same time period, 28% of all MCJRP-eligible cases had a Black defendant, while 72% were White.³

These numbers, while small, suggest that Black and Hispanic defendants may have been more hesitant to engage in MCJRP. If MCJRP improves defendant outcomes, those who opt out will not realize those benefits. Because the program continues to see a higher opt out rate for people of color, it is important to monitor both the disparity going forward and what drives a defendant's decision to opt out.

¹ Source: Puzzanchera, C., Sladky, A., and Kang, W. (2015) "Easy Access to Juvenile Populations: 1990-2014. Online: <http://www.ojjdp.gov/ojstatbb/ezapop/>

² For the comparison, MCJRP, and opt out groups, numbers include only offenders who have been sentenced.

³ Source: MCJRP Quarterly Report, FY16 Q3

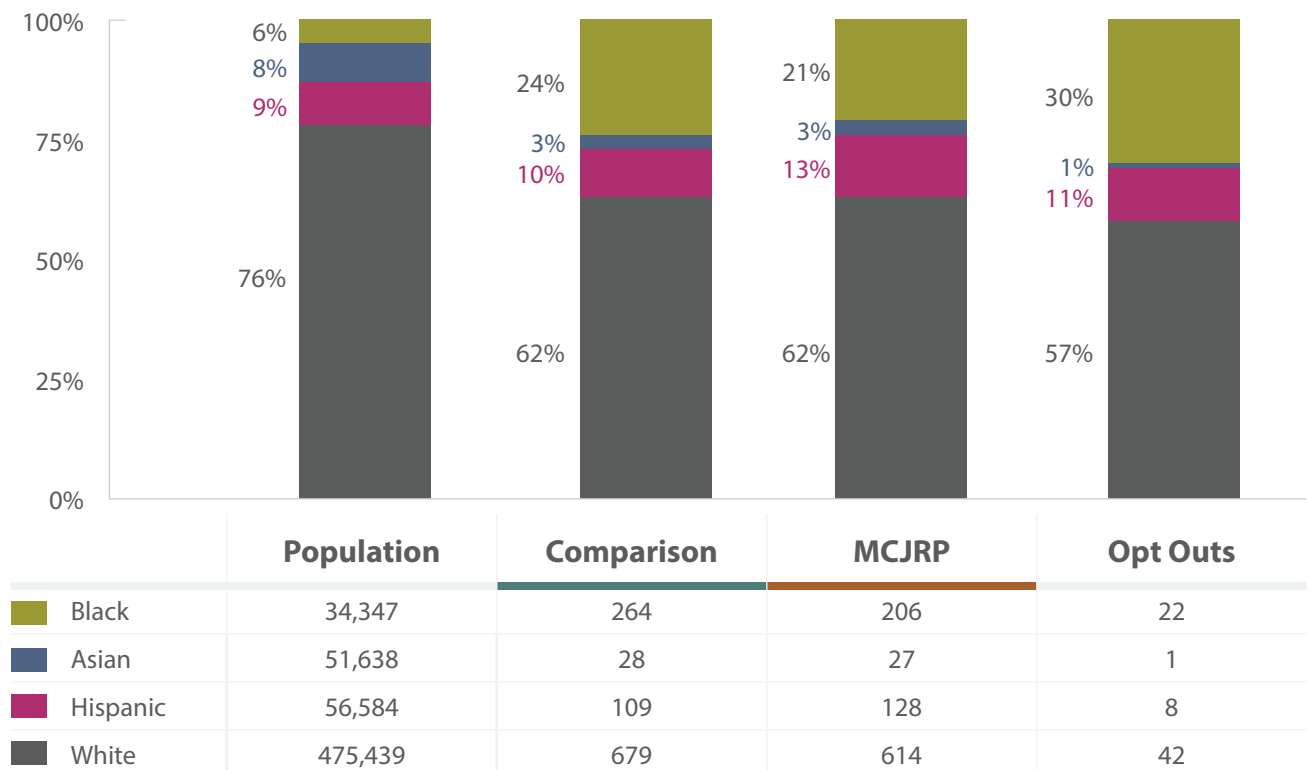
How we measured demographic disparity

One measure of disparity is whether or not the population of program participants matches the population of the community. We compared the Multnomah County population demographics for 2014 to the racial breakdown of all participants in the comparison (n = 1095) and MCJRP groups (n = 1059)⁴. If there was no disparity, there would be roughly the same breakdown in all groups. However, the demographics within the criminal justice system overall did not match the breakdown for the general population. The same was true for MCJRP.

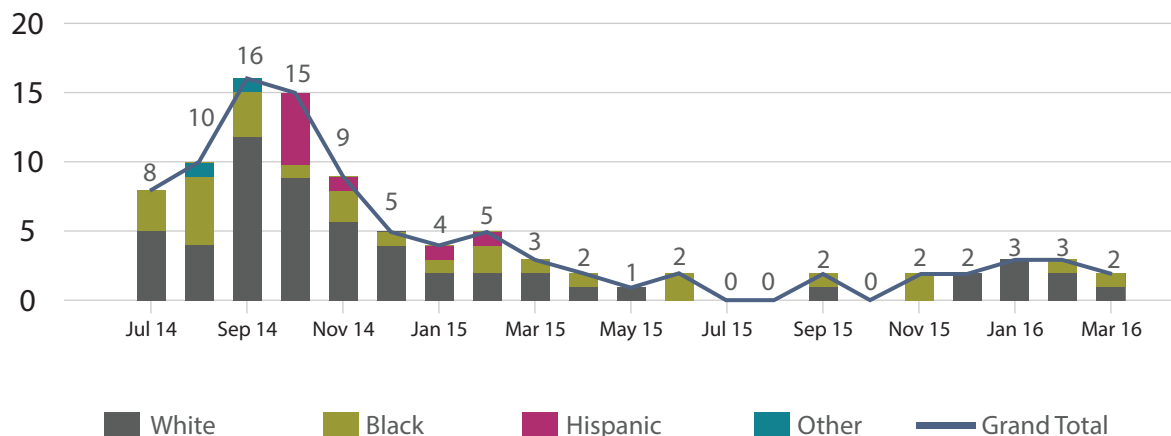
Both the MCJRP population and the comparison group had similar levels of disparity when compared to the Multnomah County population. However, the disparity increased for MCJRP opt-outs, indicating that Black defendants were more likely to opt out of MCJRP.

Results

FIGURE 11 Racial Breakdowns by Group



⁴ Twenty-six records were removed from Figure 11 because we did not have racial data for those offenders. Those 26 records made up 1% or less of the population being studied.

FIGURE 12 MCJRP Opt-Outs by Race (July 2014 - March 2016)

MCJRP has not reduced racial and ethnic disparity in prison sentences

While our analysis showed an across-the-board reduction in the number of prison sentences⁵, we also found that MCJRP did not reduce racial and ethnic disparity in sentences to prison. Specifically, we found Black and Hispanic offenders were more likely than White offenders to receive a prison sentence. In fact, we found a slightly higher level of disparity in the MCJRP group than in the comparison group.

As demonstrated throughout this report, the overall number and percentage of people sentenced to prison has declined as a result of MCJRP. It is also clear that every racial group saw a reduction in the overall rate of offenders sentenced to prison. However, Figure 13 shows that Asian and White offenders saw a larger decrease (61 and 46%, respectively) in the rate of prison sentences than either Hispanic or Black offenders, who saw a 34 and 26% reduction in the rate of prison sentences, respectively. So while MCJRP effectively reduced prison sentences, it was the least beneficial for Black and Hispanic offenders.

Because White offenders benefitted more from reductions in prison sentences, the relative rate of disparity for Black offenders being sentenced to prison was higher for MCJRP than the comparison group. Among all sentenced offenders in the comparison group, Black⁶ offenders were slightly less likely to receive a prison sentence than White offenders (RRI=0.9). Under MCJRP, however, Black sentenced offenders were slightly more likely to receive a prison

⁵ Based on initial sentence.

⁶ Other racial category numbers were too small to report a calculated RRI. As the MCJRP numbers continue to grow, RRI for other racial categories will be included in future reports.

sentence than White offenders (RRI=1.2), indicating the disparity has actually increased under MCJRP.

At this point, more study is required to both identify which factors (e.g., crime type) are driving the higher disparity in the MCJRP group and what policy decisions can reduce it. See the Future Evaluations section for more information.

How we measured the rate of disparity

Prior research on Multnomah County's criminal justice system as a whole has highlighted significant disparities in the percentage of offenders of color who were sentenced to prison, compared to White offenders⁷. The intent of this analysis was to determine whether the MCJRP sentencing procedures have reduced the disparity in prison sentences for offenders of color, both in terms of overall numbers and in rate of prison sentence reduction for each racial and ethnic group pre and post MCJRP.

As Figure 11 shows, the comparison group and MCJRP population breakdowns were fairly similar, indicating they are comparable. Because they were demographically similar, it is reasonable to test whether MCJRP reduces disparities at sentencing.

The prison sentence rate was calculated by dividing the number of offenders with an initial sentence to prison by the overall number of sentenced offenders in the comparison group (n = 1088) and MCJRP group (n = 872), excluding opt outs. Figure 13 shows that the rate of offenders sentenced to prison pre-MCJRP (52%, representing 569 cases) is larger than the number of MCJRP offenders (31%, representing 271 cases.) This is true across all racial categories. Overall, there was a 41% decrease in the number of prison sentences and a 44% increase in supervision⁸ as a result of MCJRP.

While it is true that all racial groups saw a decrease in the number of prison sentences, Figure 14 breaks down the sentencing rate and shows White offenders remained the least likely to receive a prison sentence and most likely to receive supervision⁹. Conversely, Black and Hispanic offender groups experienced less benefit from reduced prison sentences.

⁷ MacArthur Safety-Justice Challenge. (2015) "Racial and Ethnic Disparities and the Relative Rate Index - Summary of Data in Multnomah County." Online: <http://multco.us/file/48681/download>

⁸ Including traditional probation, MCJRP probation, and specialty court supervision.

⁹ Local control jail sentences are excluded from Figure 15; neither the comparison group nor MCJRP saw more than 1% of cases sentenced to local control.

The raw numbers and percent change demonstrate disparity, while the Relative Rate Index (or RRI) allows for comparisons to be made to a reference group, in this case White offenders, to assess the extent of the disparity. A 1-to-1 RRI would indicate the rate for that community (in this case sentenced offenders by race) is equal to the White population. Values larger than “1” indicate higher representation, while values lower than “1” indicate less representation.

It is important to note that while the RRI can identify disparities and the extent of the disparity, it does not explain why the disparity exists. While it can be illustrative to further parse offenders by other measures, including gender, crime type (e.g., person crimes versus drug crimes), or risk level, for this reporting period there is not a large enough population to conduct that analysis. As with any analysis, in order to draw conclusions the sample size must be large enough to illustrate a pattern. All calculated RRIs in this report are done on populations with 50 or more¹⁰.

Results

FIGURE 13 Reductions in the Percentage of Offenders Sentenced to Prison

Race	Comparison Group Sentenced to Prison (% and #)	MCJRP Sentenced to Prison (% and #)	Percent Change in the Rate of Prison Sentences
Asian	54% (15)	21% (5)	-61%
Black	46% (121)	34% (63)	-26%
Hispanic	69% (74)	45% (44)	-34%
White	52% (352)	28% (156)	-46%
Unknown	50% (7)	33% (3)	-
TOTAL	52% (569)	31% (271)	-41%

¹⁰ This was the threshold agreed upon by the MCJRP data team, and is considered the bare minimum for an approximate estimate. This threshold may not guarantee statistical significance, depending on the magnitude of the difference.

FIGURE 14 Racial Breakdown by Sentence

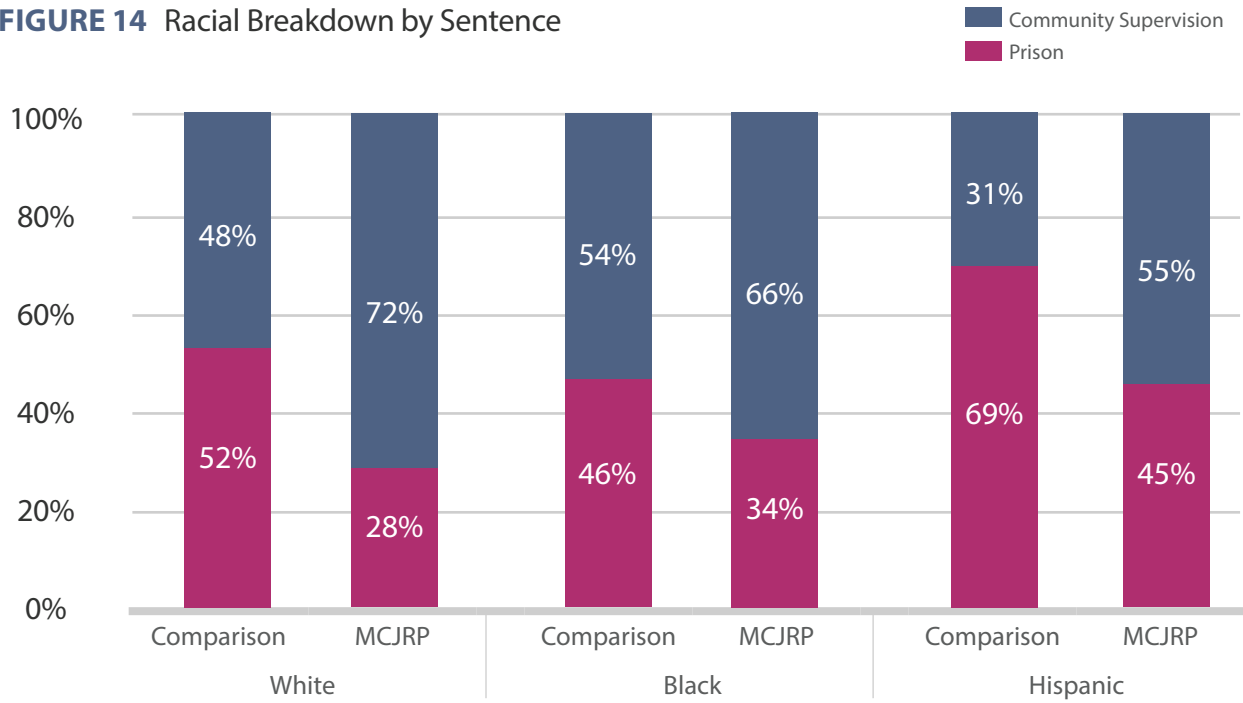
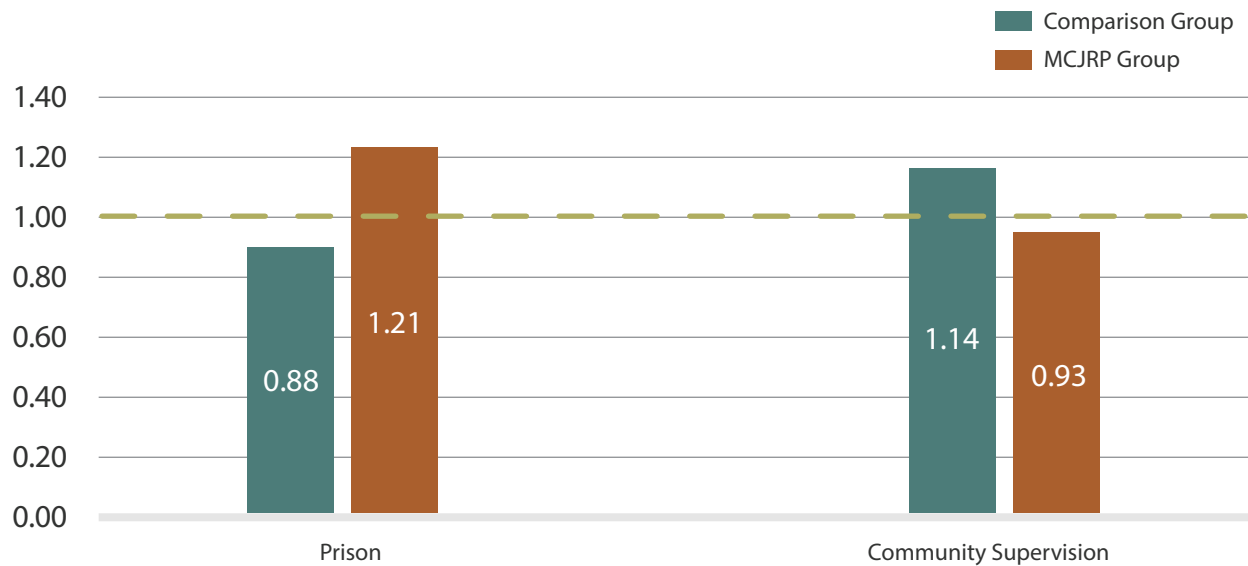


FIGURE 15 RRI for Black Offender Sentences, Compared to White Offenders



Future Evaluations

The overarching questions this report has addressed are whether MCJRP has reduced costly prison usage and the subsequent impact on local recidivism rates and jail usage. To answer these, we relied on data available from the first year of the program and measured outcomes that could reliably be reported during an implementation phase.

As more data becomes available and sample sizes grow larger, and as participants have had more time past the case processing phase, more analyses can be added to further understand the effects of the program. Additionally, future reports will continue to measure other important outcomes to help guide efforts to improve equity, efficiency, and treatment impact.

New directions for future reports may include:

- **Recidivism:** What are the differences in prison usage and arrest rates between our comparison group and MCJRP participants over time? What are the three-year recidivism outcomes for both the comparison and MCJRP treatment groups?
- **Sentencing Outcomes:** What are the long-term impacts of prison versus community-based sentences on the offenders and for public safety?
- **Treatment courts:** Which treatment court programs are the most effective in achieving their respective goals? How do MCJRP participants in treatment court outcomes compare to outcomes for offenders on other types of probation? How is sentencing to the treatment courts related to offender risk levels?
- **Use of Jail Beds:** Is the trend of increased use of jail beds continuing and what factors may be driving it?
- **Interaction of various characteristics among MCJRP participants:** What is the complex relationship between crime types, sentence types and defendant characteristics, and how can we use these complex interactions to predict outcomes among MCJRP participants?

- Racial disparities: Is the higher rate of MCJRP opt-outs among defendants of color continuing? What is driving the increased disparity in prison sentences? Once sample sizes are large enough, disparity analysis will include further demographic breakdowns (e.g., by gender) as well as more information on disparity by crime type.
- Treatment effects: What is the optimal “dosage” of the various treatments among MCJRP participants?
- Impact of MCJRP innovations: What is the impact of the new Treatment Readiness Dorm on substance abuse treatment completion rates and overall participant stability? How do judicial settlement conferences add to participant success?
- Restitution: How does MCJRP participation affect restitution payment?
- Law Enforcement: What kinds of interactions do police have with MCJRP-eligible clients? Does a particular type of interaction with law enforcement influence enrollment in the program?

As more data accumulates and more sophisticated research questions become viable, the Policy Team and the Data Team will collaboratively determine how we might best spend scarce resources on evaluation efforts.

Appendix A

MCJRP Chronology of Key Implementation Events

TABLE 8 Event Description

Year	Month	
2013	July	House Bill 3194 signed
2013	August	Agencies signed a letter of intent to participate in the program
2014	July	MCJRP begins
2014	July	First MCJRP-eligible client identified
2014	September	First 120-day supervision started
2014	October	MCJRP partnership with Bridges to Change begins
2014	November	First round of "Listening Sessions" begins (several sessions throughout Nov & Dec)
2014	November	Multnomah County Sheriff's Office detail assigned to MCJRP (deputies permanently assigned)
2014	December	Client "Opt Out" period extended from 21 to 28 days
		Historical reports are introduced
2014	December	First round of "Listening Sessions" concludes
2015	January	Time to provide criminal history reports to clients is restricted to within 15 days
2015	March	First MCJRP milestone ceremony is held
2015	March	Tier 3 supervision initiated (see Appendix J for more information about Tier 3)

2015	March	Judicial Settlement Conferences (JSC) are set at arraignment on indictment
2015	March	Three additional judges are made available to hear JCSs
2015	September	First "JSC Task Force" collaboration
2015	October	Second round of "Listening Sessions" occur (several sessions throughout month)
2015	November	First Safety and Justice Challenge/Relative Race Index report is presented
2016	January	One full time court administrative specialist, dedicated to MCJRP, is hired
2016	February	Department of Community Justice incorporates Google Hangouts video-conferencing in interviewing process
2016	April	MCJRP clients are assigned interview dates, not scheduled
2016	April	Level of Service/Case Management interview scheduling is limited to a window of 42 days
2016	April	Tier 3 ends
2016	May	First victim "Listening Sessions" occur (several sessions throughout month)
2016	May	Treatment Readiness Dorm opens at Multnomah County Inverness Jail
2016	June	Changes in eligibility and client disposition are made to Ballot Measure 11 juveniles
2016	July	Second "JSC Task Force" collaboration (Probation Violation Task Force) begins
2016	July	Multnomah County Inverness Jail limits number of interview rooms for MCJRP to three rooms
2016	July	Department of Community Justice North Office closes - PPOs are relocated to MEAD building
2016	Aug	Phase 1 supervision (i.e., risk-based supervision) initiated

Appendix B

Crimes NOT Eligible for MCJRP

Per the Multnomah County Justice Reinvestment Program Guideline and Policy Manual, the following charges are NOT eligible for the program:

- Aggravated Murder and Murder
- Attempted Aggravated Murder and Attempted Murder
- Manslaughter in the First Degree and Second Degree
- Criminally Negligent Homicide
- Aggravated Vehicular Homicide
- Failure to Perform the Duties of a Driver (Death involved)
- Any other Death involved offense (including Len Bias cases)
- Burglary in the First Degree (Determinant Sentence/Denny Smith only)
- Arson in the First Degree (BM11 Only)
- Assault in the First Degree
- Kidnapping in the First Degree
- Robbery in the First Degree
- Domestic Violence involved Offenses
- Child Victim under age 14
- Sex Crimes/Offenses (including Failure to Register charges)

Appendix C

How MCJRP Offenders Are Supervised

The following is a description of how MCJRP offenders were supervised during the first year of MCJRP implementation.

MCJRP offenders are supervised in a fashion that differs from that of traditional supervision offenders. Differences can be distinguished into four general categories: **case planning**; **contact standards**; **resource access**; **sanctioning**, and **supervision course**.

In contrast to traditional supervision, case planning with MCJRP defendants is timelier as it begins shortly after a defendant has been deemed MCJRP eligible. Eligible defendants are approached by a MCJRP-specific Probation/Parole Officer (PPO) during the Pre-Adjudication process. The PPO conducts a detailed interview designed to assess the defendant's risks and needs. Information collected during this interview process is compiled into a defendant-specific **case plan** which outlines supervision strategies, treatment/service designs, and conditions of supervision based on their individual risks and needs. This case plan is presented during a defendant's judicial settlement conference (JSC), during which it is further tailored to the defendant through a collaborative discussion with the defendant's lawyer, the assigned District Attorney, a MCJRP Judge, a MCJRP Probation/Parole Officer, and whenever possible, a victim representative.

Defendants sentenced to MCJRP intensive supervision have more frequent contact with their PPO than defendants on a traditional supervision caseload. **Contact standards** (i.e., the expectation of how frequently a client and his/her PPO should check-in) require MCJRP defendants to see their PPO at least once a week, as opposed to traditional supervision defendants who are only required to see their PPO at least once a month. MCJRP contact standards have recently been amended to specifically reflect the client's risk level (i.e., higher risk necessitates more frequent contact).

In addition, MCJRP defendants may have more frequent interactions with Law Enforcement Officers as there are specific officers assigned to assist MCJRP PPOs with MCJRP participants. Typically, Law Enforcement support is requested by a MCJRP PPO to assist with transportation

of the defendant and in-field follow-up if a defendant has not been in regular communication. This involvement with Law Enforcement has two advantages: 1) Officers become more actively involved in case planning by sharing information learned about the offender; and 2) Greater contact means greater opportunity for positive rapport with the MCJRP offender as well as the community at large.

MCJRP defendants, like their traditional supervision counterparts, have access to a variety of **community services**. However, MCJRP clients are generally accepted into community services in a shorter interval following sentencing to probation; this is due to MCJRP defendants receiving the case plan built during the pre-adjudication process upon sentencing (traditional supervision defendants have their case plan built following sentencing to probation). Additionally, the community services received by MCJRP defendants are delivered in an enhanced PPO/provider relationship environment. The implementation of MCJRP has resulted in various new county/provider partnerships with clean & sober housing, alcohol & drug treatment, and other out-patient and residential treatment facilities. As such, there is regular collaboration between the MCJRP defendant's PPO, community providers, and other service providers such as counselors or mentors. The collaborative team meets frequently to discuss case plan compliance as well as amendments to case plans, as needed.

Both traditional and MCJRP PPOs follow the same structured **sanctioning** procedures that guide the administration of sanctions designed to ensure swift and certain responses to offender violations. However, in contrast to traditional probation, MCJRP specifies four supervision violations that require an offender to return to court for reassessment of supervision conditions and a determination of appropriate violation response. The four violations are:

- 1) Offender has absconded;
- 2) Offender has willfully failed to pay restitution;
- 3) Offender has committed a new offense; and
- 4) Offender has had contact with his/her victim(s).

Defendants sentenced to MCJRP probation are typically assigned to a MCJRP PPO for the first 120 days of their supervision course. The primary goal for this 120-day period is to design and establish a specially-tailored plan that will enhance the defendant's opportunity to succeed in community supervision and to foster growth and pro-social development post-supervision. Upon completion of the 120-day period, MCJRP defendants are transferred to a MCJRP Transition PPO for the remainder of their **supervision course**; this accomplishment is generally celebrated during a County-hosted Milestone Ceremony.

The primary function of the Transition PPO is to maintain (or amend, as needed) the specially-tailored case plan set in motion during a defendant's first 120 days, and to see it to successful completion. Similar to their MCJRP PPO counterparts, transition PPOs are able to grant defendants the same level of access to community resources. In addition, they maintain regular, consistent, collaborative relationships with treatment/community providers and judicial/law enforcement professionals; MCJRP defendants are therefore likely to have interacted with their Transition PPO before their transfer. The primary distinction between MCJRP PPOs and Transition PPOs is the contact standard: Transition PPOs do not see their defendants as frequently as MCJRP PPOs. However, Transition PPOs often see their defendants more frequently than Traditional PPOs.

Appendix D

Criminal Activity During MCJRP Formation and Implementation

Crime Trends During Implementation

MCJRP derived from Oregon State House Bill 3194 which became an effective law as of July 25, 2013. On July 15, 2014, the first MCJRP-eligible client was identified. On September 4, 2014, the first MCJRP 120-day community supervision cycle was started.

At the time of MCJRP formation and implementation, Multnomah County cities were experiencing significant variations in frequency of criminal activity. Criminal offense count and population data from the Federal Bureau of Investigation's 2010, 2011, 2012, 2013, and 2014 Uniform Crime Reports (UCR) (see Figure 16) indicate that the rate of property crime (i.e., burglary, larceny, motor vehicle theft, and arson) for the cities of Fairview, Gresham, Portland, and Troutdale had steadily increased between 2010 and 2012. Property crime rates decreased among all cities in 2013 followed by another increase in 2014.

The most significant fluctuations in property crime rates were observed in the Cities of Gresham and Fairview:

- Gresham experienced an approximate 11% and 13% increase in property crime rates between 2011-2012 and 2013-2014, respectively;
- Fairview experienced an approximate 20% increase in property crime rates between 2011-2012;
- A similar decrease in property crime rates between 2012-2013.

Of note, the property crime rates for Gresham, Portland, and Troutdale between 2010-2014 exceeds the national property crime averages. However, the national averages include rural as well as metropolitan areas which limit comparability.

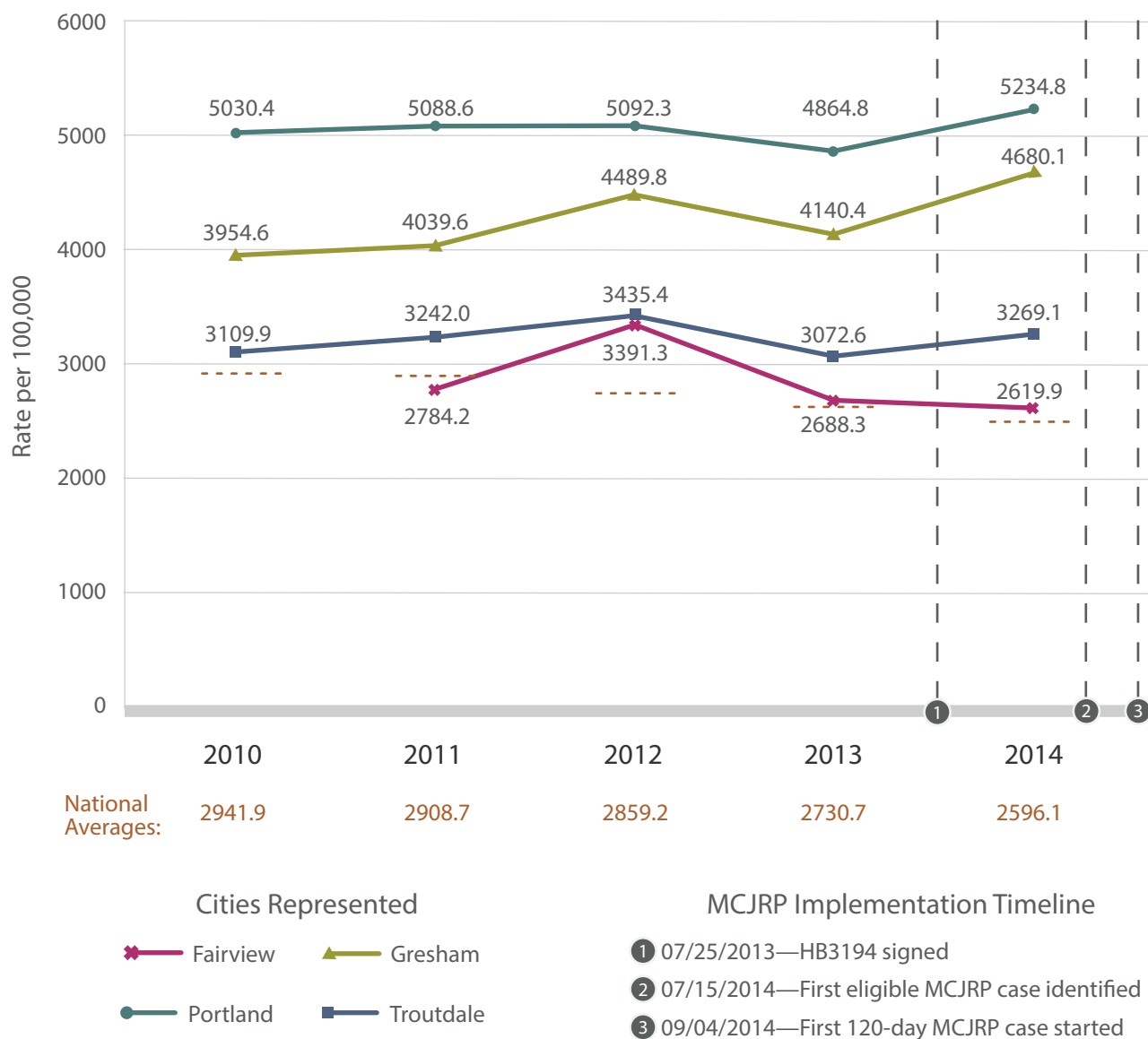
Multnomah County cities were also experiencing fluctuations in the rates of violent crime during the time of MCJRP formation and implementation. Criminal offense count and population data from the FBI's 2010, 2011, 2012, 2013, and 2014 UCRs indicate that the rate of violent crime (i.e., homicide, forcible rape, robbery, and aggravated assault) for this

five-year period increased significantly for the Cities of Gresham and Fairview, decreased for the City of Portland, and fluctuated yearly for the City of Troutdale (see Figure 17). The most significant fluctuations in violent crime rates were observed in the Cities of Fairview, Gresham, and Portland:

- Fairview violent crime rates more than doubled between 2011 and 2014;
- Gresham experienced an approximate 43% increase in violent crime rates between 2011 and 2013;
- Portland experienced an approximate 12% drop in violent crime rates over the five year period.

Of note, the violent crime rates for the Cities of Fairview and Troutdale were significantly less than the FBI's reported national violent crime averages between 2010-2014, whereas the violent crime rates for the Cities of Gresham and Portland exceeded the national violent crime averages for the five-year period.

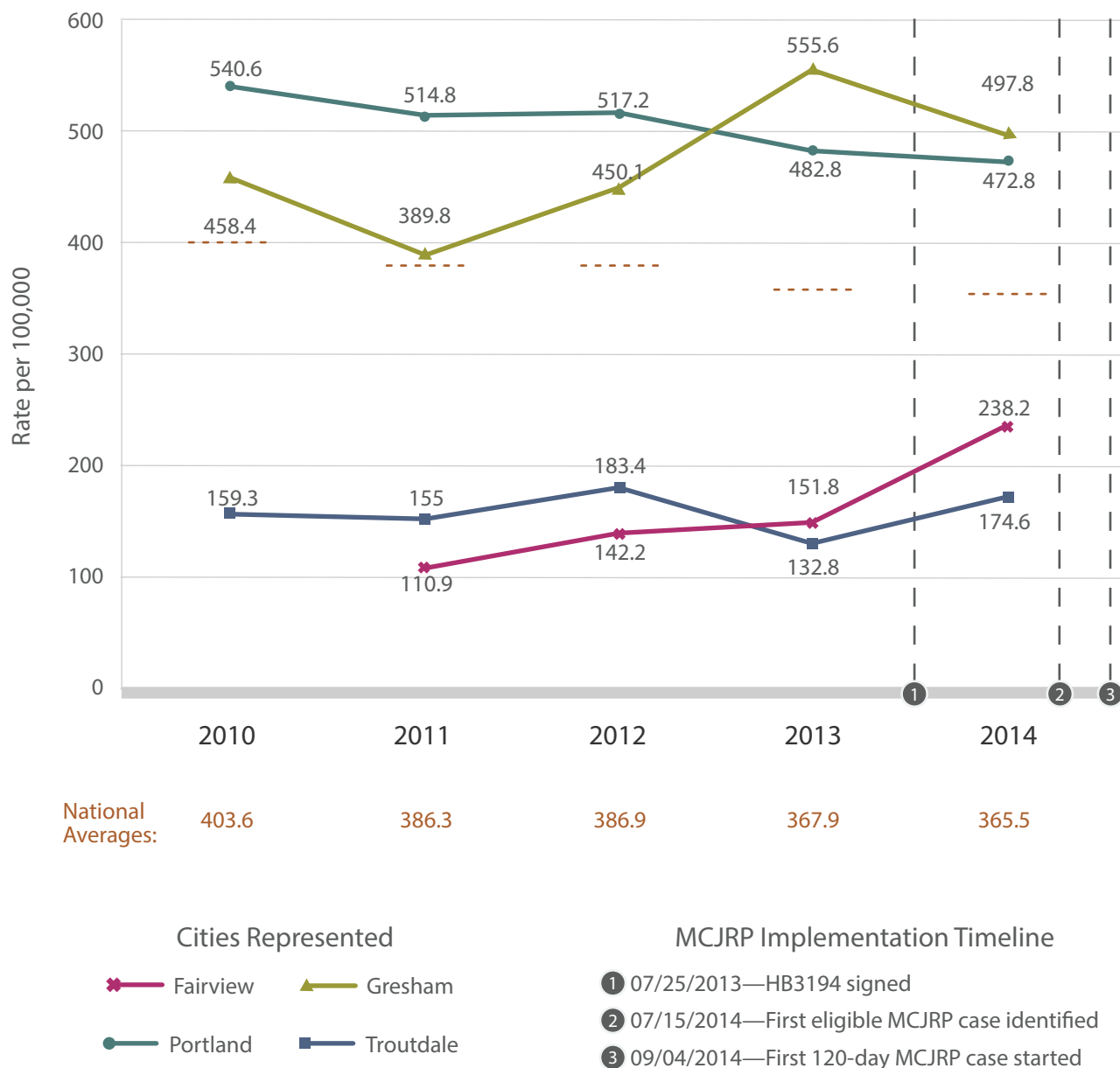
Description of Data

FIGURE 16 Property Crime Offenses Known to Law Enforcement (Rate/100,000), 2010-2014 – Multnomah County, OR

This graphic illustrates property crime trends, by rate per 100,000 persons, for the Cities of Fairview, Gresham, Portland, and Troutdale (represented by color-coated lines), between the years 2010 and 2014. The overall average national property crime rate (per 100,000), as reported by the FBI, is represented by the dotted line.

The FBI collects these data through the Uniform Crime Reporting (UCR) Program. In this program, property crime includes the offenses of burglary, larceny-theft, motor vehicle theft, and arson. The object of the theft-type offenses is the taking of money or property, but there is no force or threat of force against the victims. The property crime category includes arson because the offense involves the destruction of property; however, arson victims may be subjected to force. Because of limited participation and varying collection procedures by local law enforcement agencies, only limited data are available for arson. Arson statistics are included in trend, clearance, and arrest tables throughout Crime in the United States, but they are not included in any estimated volume data. The arson section in this report provides more information on that offense.

FIGURE 17 Violent Crime Offenses Known to Law Enforcement (Rate/100,000), 2010-2014 – Multnomah County, OR



This graphic illustrates violent crime trends, by rate per 100,000 persons, for the Cities of Fairview, Gresham, Portland, and Troutdale (represented by color-coated lines), between the years 2010 and 2014. The overall average national property crime rate (per 100,000), as reported by the FBI, is represented by the dotted line.

In the FBI's Uniform Crime Reporting (UCR) Program, violent crime is composed of four offenses: murder and non-negligent manslaughter, rape, robbery, and aggravated assault. Violent crimes are defined in the UCR Program as those offenses that involve force or threat of force. In 2013, the FBI UCR Program initiated the collection of rape data under a revised definition and removed the term "forcible" from the offense name. The UCR Program now defines rape as follows: Rape (revised definition): Penetration, no matter how slight, of the vagina or anus with any body part or object, or oral penetration by a sex organ of another person, without the consent of the victim. (This includes the offenses of rape, sodomy, and sexual assault with an object as converted from data submitted via the National Incident-Based Reporting System [NIBRS]). Rape, under the previous legacy definition, was defined as: The carnal knowledge of a female forcibly and against her will.

TABLE 9 Count of Property & Violent Crimes in Multnomah County

Offenses Known to Law Enforcement (Count), Multnomah County, OR - by Charge, Type, & City												
DEMOGRAPHICS			VIOLENT CRIME					PROPERTY CRIME				
Year	Jurisdiction	City Population	Homicide*	Forcible Rape***	Robbery	Agg. Assault	Total	Burglary	Larceny	Motor Vehicle Theft	Arson*	Total****
2014	Fairview PD	9,237	0	3	5	14	22	29	181	32		242
2013	Fairview PD	9,225	1	4	2	7	14	24	193	31	4	248
2012	Fairview PD	9,141	0	2	2	9	13	38	230	42	1	310
2011	Fairview PD	9,015	0	4	1	5	10	58	156	37	1	251
2010	Fairview PD	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
DEMOGRAPHICS			VIOLENT CRIME					PROPERTY CRIME				
Year	Jurisdiction	City Population	Homicide*	Forcible Rape***	Robbery	Agg. Assault	Total	Burglary	Larceny	Motor Vehicle Theft	Arson*	Total****
2014	Gresham PD	110,276	2	47	215	285	549	915	3,500	746		5,161
2013	Gresham PD	109,965	5	52	275	279	611	920	3,123	510	26	4,553
2012	Gresham PD	108,202	4	33	207	243	487	886	3,230	742	32	4,858
2011	Gresham PD	106,718	1	31	172	212	416	751	2,943	617	26	4,311
2010	Gresham PD	102,540	7	42	176	245	470	674	2,714	667	33	4,055
DEMOGRAPHICS			VIOLENT CRIME					PROPERTY CRIME				
Year	Jurisdiction	City Population	Homicide*	Forcible Rape***	Robbery	Agg. Assault	Total	Burglary	Larceny	Motor Vehicle Theft	Arson*	Total****
2014	Portland PD	615,672	26	262	847	1,776	2,911	4,146	24,707	3,376		32,229
2013	Portland PD	609,136	14	234	917	1,776	2,941	4,128	22,216	3,289	168	29,633
2012	Portland PD	598,037	20	231	950	1,892	3,093	4,471	22,398	3,585	254	30,454
2011	Portland PD	589,991	20	258	917	1,842	3,037	4,303	22,494	3,225	308	30,022
2010	Portland PD	564,392	22	230	1,005	1,794	3,051	4,120	21,026	3,245	214	28,391
DEMOGRAPHICS			VIOLENT CRIME					PROPERTY CRIME				
Year	Jurisdiction	City Population	Homicide*	Forcible Rape***	Robbery	Agg. Assault	Total	Burglary	Larceny	Motor Vehicle Theft	Arson*	Total****
2014	Troutdale PD	16,610	0	4	10	15	29	85	397	61		543
2013	Troutdale PD	16,566	0	3	9	10	22	64	396	49	5	509
2012	Troutdale PD	16,359	0	9	11	10	30	87	424	51	4	562
2011	Troutdale PD	16,132	1	10	9	5	25	73	409	41	1	523
2010	Troutdale PD	15,692	0	8	7	10	25	87	361	40	4	488
DEMOGRAPHICS			VIOLENT CRIME					PROPERTY CRIME				
Year	Jurisdiction*****		Homicide*	Forcible Rape***	Robbery	Agg. Assault	Total	Burglary	Larceny	Motor Vehicle Theft	Arson*	Total****
2014	MultCo Sheriff's Office		0	6	16	86	108	130	725	49		904
2013	MultCo Sheriff's Office		0	4	9	48	61	75	585	40	0	700
2012	MultCo Sheriff's Office		0	12	3	28	43	134	809	54	1	997
2011	MultCo Sheriff's Office		0	6	4	35	45	111	657	73	3	841
2010	MultCo Sheriff's Office		0	3	21	57	81	120	835	60	2	1,015

Crime data & City population data obtained from Federal Bureau of Investigation (FBI) Uniform Crime Report (UCR)

Multnomah County population data obtained from the U.S. Census Bureau

*Arson counts for 2014 have not yet been released by the FBI

**"Homicide" refers to the UCR classification of Murder and non-negligent manslaughter

***The figures shown in this column for the offense of rape were reported using the legacy UCR definition of rape

****Property Crime totals do NOT include Arson

*****Multnomah County counts do NOT reflect total county totals; they are the number of offenses reported by the Sheriff's Office

TABLE 10 Offenses Known to Law Enforcement (Rate/100,000),
Multnomah County, OR - by Charge, Type, & City

Offenses Known to Law Enforcement (Rate/100,000), Multnomah County, OR - by Charge, Type, & City												
DEMOGRAPHICS			VIOLENT CRIME					PROPERTY CRIME				
Year	Jurisdiction	City Population	Homicide**	Forcible Rape***	Robbery	Agg. Assault	Total	Burglary	Larceny	Motor Vehicle Theft	Arson*	Total****
2014	Fairview PD	9,237	0.0	32.5	54.1	151.6	238.2	314.0	1959.5	346.4	0.0	2619.9
2013	Fairview PD	9,225	10.8	43.4	21.7	75.9	151.8	260.2	2092.1	336.0	43.4	2688.3
2012	Fairview PD	9,141	0.0	21.9	21.9	98.5	142.2	415.7	2516.1	459.5	10.9	3391.3
2011	Fairview PD	9,015	0.0	44.4	11.1	55.5	110.9	643.4	1730.4	410.4	11.1	2784.2
2010	Fairview PD	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Offenses Known to Law Enforcement (Rate/100,000), Multnomah County, OR - by Charge, Type, & City												
DEMOGRAPHICS			VIOLENT CRIME					PROPERTY CRIME				
Year	Jurisdiction	City Population	Homicide**	Forcible Rape***	Robbery	Agg. Assault	Total	Burglary	Larceny	Motor Vehicle Theft	Arson*	Total****
2014	Gresham PD	110,276	1.8	42.6	195.0	258.4	497.8	829.7	3,173.9	676.5	0.0	4,680
2013	Gresham PD	109,965	4.5	47.3	250.1	253.7	555.6	836.6	2,840.0	463.8	23.6	4,140
2012	Gresham PD	108,202	3.7	30.5	191.3	224.6	450.1	818.8	2,985.2	685.8	29.6	4,490
2011	Gresham PD	106,718	0.9	29.0	161.2	198.7	389.8	703.7	2,757.7	578.2	24.4	4,040
2010	Gresham PD	102,540	6.8	41.0	171.6	238.9	458.4	657.3	2,646.8	650.5	32.2	3,955
Offenses Known to Law Enforcement (Rate/100,000), Multnomah County, OR - by Charge, Type, & City												
DEMOGRAPHICS			VIOLENT CRIME					PROPERTY CRIME				
Year	Jurisdiction	City Population	Homicide**	Forcible Rape***	Robbery	Agg. Assault	Total	Burglary	Larceny	Motor Vehicle Theft	Arson*	Total****
2014	Portland PD	615,672	4.2	42.6	137.6	288.5	472.8	673.4	4,013.0	548.3	0.0	5,234.8
2013	Portland PD	609,136	2.3	38.4	150.5	291.6	482.8	677.7	3,647.1	539.9	27.6	4,864.8
2012	Portland PD	598,037	3.3	38.6	158.9	316.4	517.2	747.6	3,745.3	599.5	42.5	5,092.3
2011	Portland PD	589,991	3.4	43.7	155.4	312.2	514.8	729.3	3,812.6	546.6	52.2	5,088.6
2010	Portland PD	564,392	3.9	40.8	178.1	317.9	540.6	730.0	3,725.4	575.0	37.9	5,030.4
Offenses Known to Law Enforcement (Rate/100,000), Multnomah County, OR - by Charge, Type, & City												
DEMOGRAPHICS			VIOLENT CRIME					PROPERTY CRIME				
Year	Jurisdiction	City Population	Homicide**	Forcible Rape***	Robbery	Agg. Assault	Total	Burglary	Larceny	Motor Vehicle Theft	Arson*	Total****
2014	Troutdale PD	16,610	0.0	24.1	60.2	90.3	174.6	511.7	2,390.1	367.2	0.0	3,269.1
2013	Troutdale PD	16,566	0.0	18.1	54.3	60.4	132.8	386.3	2,390.4	295.8	30.2	3,072.6
2012	Troutdale PD	16,359	0.0	55.0	67.2	61.1	183.4	531.8	2,591.8	311.8	24.5	3,435.4
2011	Troutdale PD	16,132	6.2	62.0	55.8	31.0	155.0	452.5	2,535.3	254.2	6.2	3,242.0
2010	Troutdale PD	15,692	0.0	51.0	44.6	63.7	159.3	554.4	2,300.5	254.9	25.5	3,109.9

Crime data & City population data used to derive rates obtained from Federal Bureau of Investigation (FBI) Uniform Crime Report (UCR)
Multnomah County population data obtained from the U.S. Census Bureau

*Arson counts for 2014 have not yet been released by the FBI

**"Homicide" refers to the UCR classification of Murder and non-negligent manslaughter

***The figures shown in this column for the offense of rape were reported using the legacy UCR definition of rape

****Property Crime totals do NOT include Arson

*****Multnomah County crime counts do NOT reflect county totals; but are the number of offenses reported by the Sheriff's Office

Crime rates exceed national average rates

Excerpts from the 2010-2014 Uniform Crime Report Data Collection description and Data Declaration description

In the FBI's Uniform Crime Reporting (UCR) Program, violent crime is composed of four offenses: murder and non-negligent manslaughter, rape, robbery, and aggravated assault. Violent crimes are defined in the UCR Program as those offenses that involve force or threat of force. In 2013, the FBI UCR Program initiated the collection of rape data under a revised definition and removed the term "forcible" from the offense name. The UCR Program now defines rape as follows: Rape (revised definition): Penetration, no matter how slight, of the vagina or anus with any body part or object, or oral penetration by a sex organ of another person, without the consent of the victim. (This includes the offenses of rape, sodomy, and sexual assault with an object as converted from data submitted via the National Incident-Based Reporting System [NIBRS]). Rape, under the previous legacy definition, was defined as: The carnal knowledge of a female forcibly and against her will.

The data used in creating this table were from all city and town law enforcement agencies submitting 12 months of complete offense data for a calendar year. The FBI does not publish arson data unless it is received from either the agency or the state for all 12 months of a calendar year. When an agency's data collection methodology does not comply with national UCR guidelines, the figure(s) for that agency's offense(s) are not included. For the 2014 population estimates used in this graphic, the FBI computed individual rates of growth from one year to the next for every city/town using 2010 decennial population counts and 2011 through 2013 population estimates from the U.S. Census Bureau. Each agency's rates of growth were averaged; that average was then applied and added to its 2013 Census population estimate to derive the agency's 2014 population estimate.

The data presented reflect the Hierarchy Rule, which requires that only the most serious offense in a multiple-offense criminal incident be counted. In descending order of severity, the violent crimes are murder and non-negligent manslaughter, rape, robbery, and aggravated assault, followed by the property crimes of burglary, larceny-theft, and motor vehicle theft. Although arson is also a property crime, the Hierarchy Rule does not apply to the offense of arson. In cases in which arson occurs in conjunction with another violent or property crime, both crimes are reported.

Appendix E

Survival Curves

Survival Curves, also known as a Kaplan-Meier estimators, are broadly defined as a statistical tool that provides a graphic representation of the probability of a subject(s) continuing functionality, or “surviving,” over a period of time. Survival curves are unique in the sense that they account for changes to a sample (i.e., participants) as time progresses. In the medical field, survival curves are often used to predict the likelihood that a patient or patient group will continue to live following a given treatment. For example, a cancer survival curve illustrating mortality post-radiation therapy will often present as a downward sloped curve with numerous “steps” occurring throughout the curve. These steps represent a patient fatality and the curve adjusting its long-term probability assessment to account for the change in population.

In this MCJRP outcomes report, survival curves are used to depict recidivism (i.e., arrest and/or imprisonment for a new crime), over the course of 12 months, for two types of defendant groups:

- 1) Those who were sentenced in the comparison group
- 2) Those who were sentenced in the MCJRP group

These two defendant groups were further subdivided to facilitate a more robust recidivism examination. Each subset was examined from different start and end points. Data from the three subsets input for survival curve analysis is shown below.

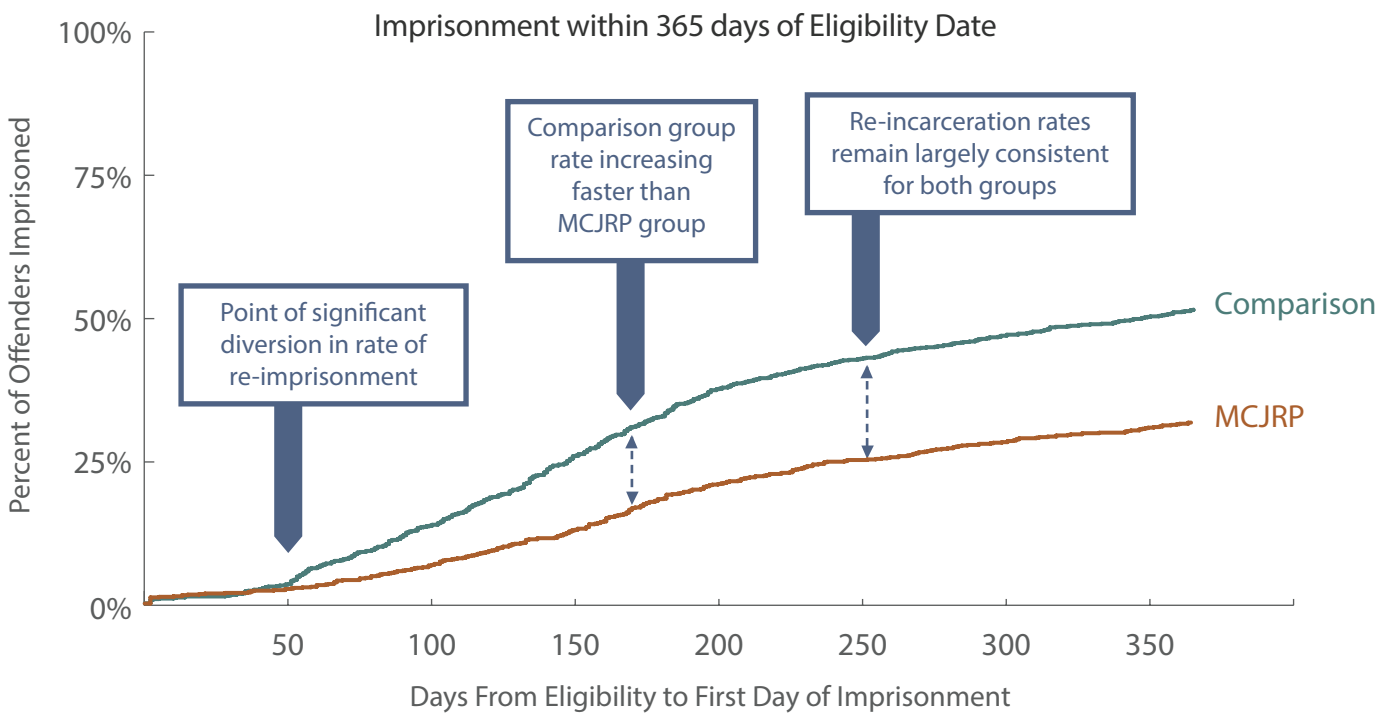
- Subset 1: All MCJRP-eligible defendants
 - Duration: 12 months
 - Start point: Case issue date
 - End point: First day of imprisonment

- Subset 2: Comparison group offenders sentenced to traditional probation and MCJRP offenders sentenced to DCJ MCJRP Supervision
 - Duration: 12 months
 - Start point: Probation start date
 - End point: First day of imprisonment and first LEDS arrest

- Subset 3: Comparison group offenders sentenced and sent to prison, from post-prison start date, and MCJRP offenders sentenced to DCJ MCJRP Supervision
 - Duration: 12 months
 - Start point: Probation start date
 - End point: First day of imprisonment and first LEDS arrest

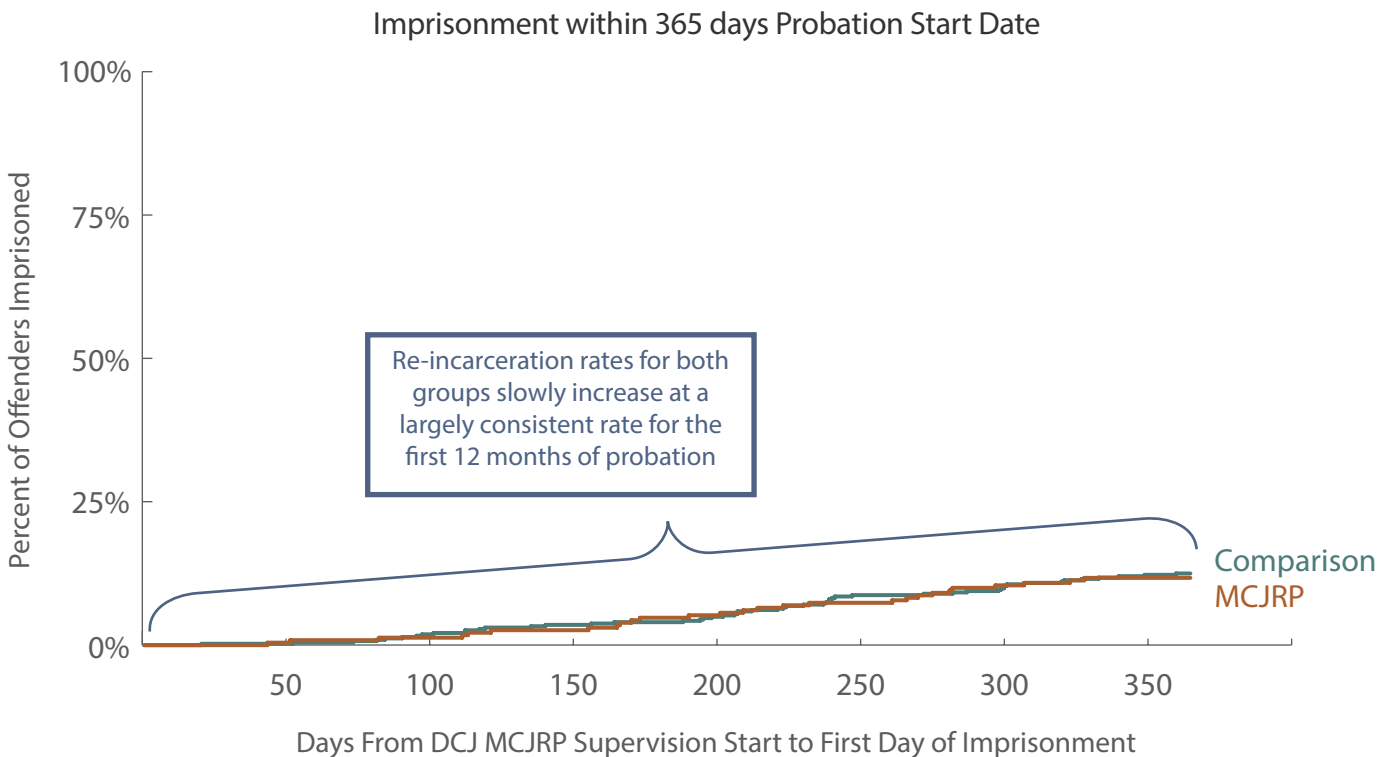
SUBSET 1 SURVIVAL CURVE

All MCJRP-eligible defendants



SUBSET 2 SURVIVAL CURVE

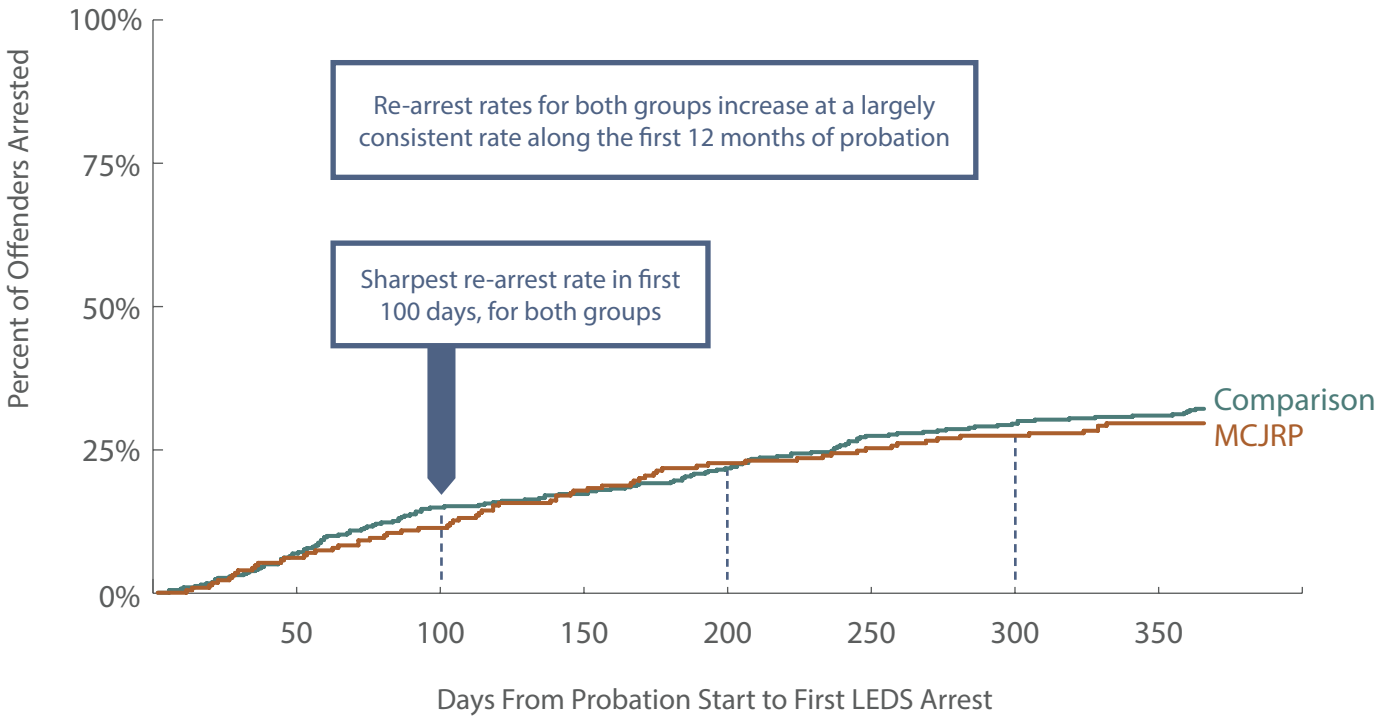
Comparison group offenders sentenced to traditional probation and MCJRP offenders sentenced to DCJ MCJRP Supervision



SUBSET 2 SURVIVAL CURVE

Comparison group offenders sentenced to traditional probation and MCJRP offenders sentenced to DCJ MCJRP Supervision

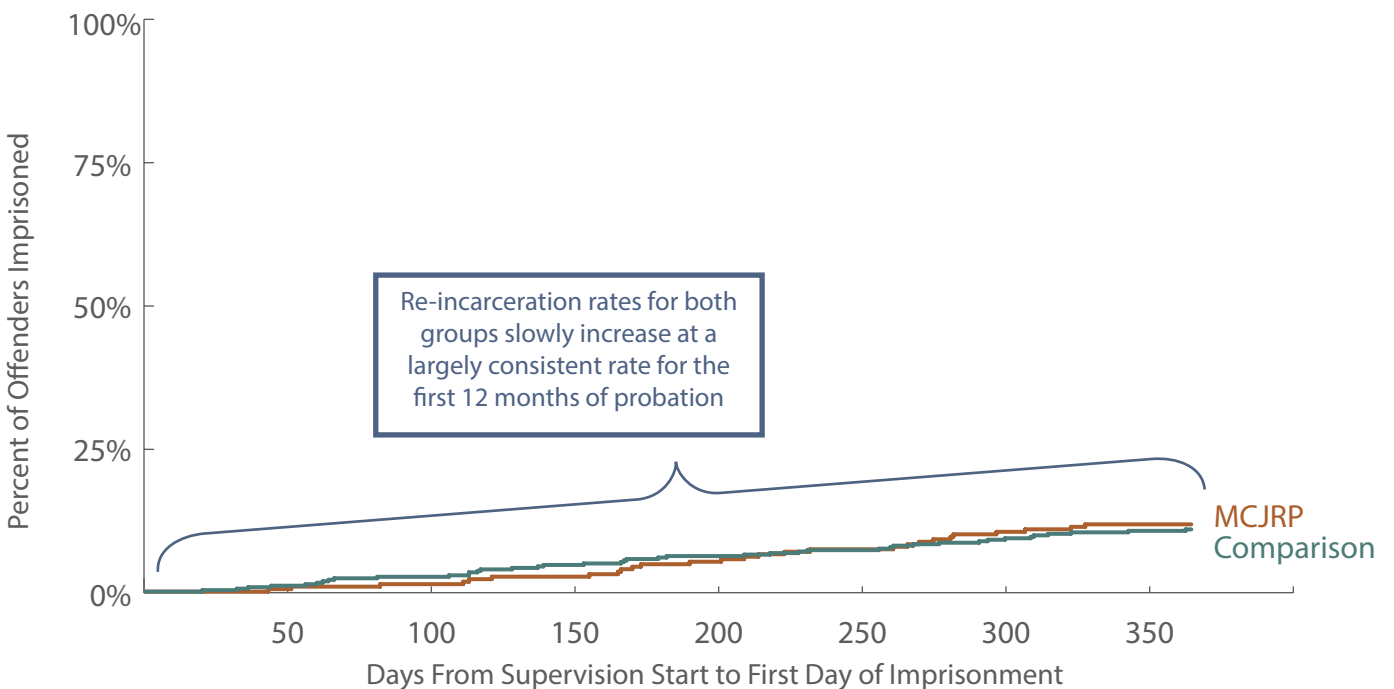
LEDS-registered arrest within 365 days of DCJ MCJRP Supervision Start Date



SUBSET 3 SURVIVAL CURVE

Comparison group offenders sentenced and sent to prison, from post-prison start date, and MCJRP offenders sentenced to DCJ MCJRP Supervision

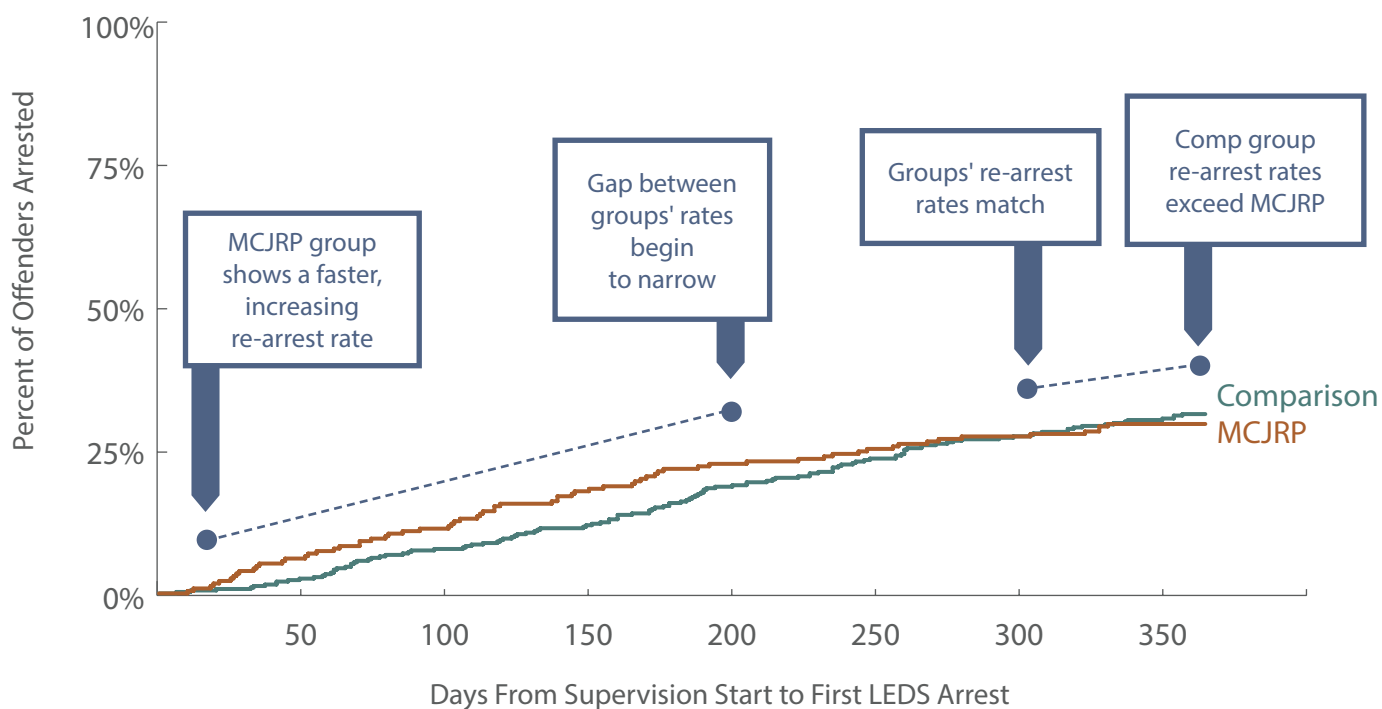
Imprisonment within 365 days Probation Start Date



SUBSET 3 SURVIVAL CURVE

Comparison group offenders sentenced and sent to prison, from post-prison start date, and MCJRP offenders sentenced to DCJ MCJRP Supervision

LEDS-registered arrest within 365 days of Probation Start Date



Appendix F

Collecting Race and Ethnicity Data at Multnomah County

The racial and ethnic groupings in this report are consistent with other county reports on racial and ethnic disparities, including the Safety-Justice Challenge’s Racial and Ethnic Disparities and the Relative Rate Index report and the Multnomah County Health Department’s 2014 Report Card. The groupings are shown in Figure 18.

FIGURE 18

Grouping	Included in Grouping	Source Data Grouping
White	Non-Latino White	White
Hispanic	Hispanic and/or Latino	Hispanic
Asian	Non-Latino Asian and/or Pacific Islander	Asian, Vietnamese
Black	Non- Latino Black and/or African American	Black
Other	Non-Latino American Indian and/or Alaska Native	Native American, Indian

While current criminal justice data collection can align with these groupings, they are not the same terms or groupings currently used in county data. The source data for offender race in this report uses the groupings White, Black, Hispanic, Asian, and Native American. (Figure 18 also shows how these categories are included throughout this report.) Ethnicity data is not collected separately from race and there is currently no category for some racial groupings. It is unclear how people who identify as Middle Eastern, (sub continental) Indian, or multiracial descent are represented.

Offender race is most often determined by the arresting officer (not as the offender self-identifies), and subsequent criminal justice agencies often use the race written on the arrest report. However, sometimes the agency will assign their own race (still based on their perceptions, not self-identification), leading to inconsistent races for the same offender in different criminal justice data systems.

The current race data collected by Multnomah County, while not perfect, is sufficiently reliable to draw some conclusions with regard to racial and ethnic disparity.

Appendix G

Description of Outcome Measures

The following table summarizes the outcome measures analyzed in this report and links them to the data source where the information originated. MCJRP is a multi-agency collaborative requiring the sharing and linking of public safety variables across jurisdiction.

TABLE 11

Data Source	Variable Name	Description
LEDS	Arrest	LEDS tracks arrests if and only if they have an associated fingerprinting event.
	Time to Arrest	The number of days between the start of the outcome window and the first time an individual is arrested. Averages are calculated only for offenders with at least one arrest during the outcome window.

Data Source	Variable Name	Description
SWIS	Booking	The process of entering an individual into the jail system for any reason. This process may result in an immediate release from custody, so a booking does not guarantee any actual jail bed days are used.
	Jail Bed Day	One jail bed day represents one day spent in jail by one offender for any reason. Jail bed days are only counted when an offender is assigned to a dorm and does not include those who were immediately released.
DOC	% Imprisoned	The percent of individuals who were ever in prison at any point during the outcome window.
	Prison Sentence Length	The estimated judicial sentence length of all charges in the first new conviction that occurs during the outcome window. Actual amount of time spent in prison is likely to be significantly less, due to time off for good behavior and other such programs.
		Averages are calculated only for offenders with at least one new prison sentence during the outcome window
	Treatment Referral	Counts any official referral by PPOs to DCJ-funded services, both internal and external, that are recorded in DOC. Offenders do receive additional services not logged in DOC. Data tracking does not distinguish integrated services separately such dual diagnosis treatment.

Data Source	Variable Name	Description
DOC cont.	Probation Start Date	The first day after sentencing where an individual is on community supervision, not in jail, and not in prison.
	Post-Prison Start Date	We start by finding the first day an individual sentenced to prison actually serves in prison after their sentence date. The post-prison start date is the first day after that where the individual is on community supervision.
	Abscond	An event where the PPO issues an abscond warrant for an offender in response to a lack of contact with the supervising officer for an extended period of time.
	Revocations	Occurs when a probation sentence is ended early due to infractions, and the probationer receives a prison sentence as a result. This does count cases where the prison time received from the revocation is redundant (e.g., the probationer was already in prison due to the committal of a new crime). This does not count cases where a probation sentence is ended early due to infractions but the probationer receives a punishment less severe than prison (e.g., jail time).
CRIMES	Issue Date	Date the District Attorney's Office officially issues charges against an offender. The alternative would be the DA's Office declining to issue, or rejecting, a case.
	Offender Race	Offenders are categorized into race groupings including White, Black, Hispanic, Native American, Asian, and Other. Often based on the assigned race at previous stages of the criminal justice process (e.g., the race written on the arresting officer's report or in the booking information). For more information on race data collection, see page 75.

Data Source	Variable Name	Description
MCJRP SmartSheet	Opt Out Date	The date when a MCJRP eligible defendant registers their desire to not participate in the MCJRP program.
	Opt Back In Date	The date when a MCJRP eligible defendant who had previously registered their desire to not participate in the MCJRP program registers their desire to participate in the MCJRP program after all.
	Assessment Date	The date when the MCJRP pretrial assessment report is delivered to the court.
Odyssey	Initial Sentence	Based on what is written in the original judgment or Uniform Criminal Judgment (UCJ).
	Sentence Date	The date when the sentencing hearing is held.

Appendix H

Similarities and Differences Between MCJRP and Comparison Group Defendants

All of the outcomes in this report are provided in the context of a comparison group. Once the pre and post MCJRP samples were established, descriptives were run to determine if the groups were appropriately similar at their qualifying case issue date. The samples were compared on demographic characteristics as well as pre-program measures that MCJRP would ideally intend to impact (such as such as number of arrests, convictions, and severity of offenses). Figure 19 displays the results of the findings.

Overall, the groups were found to be very similar. While there were a handful of statistically significant differences found (i.e., gender, primary charge type and average number of previous bookings), those differences were not determined to have practical significance and did not warrant further post-hoc statistical controls for pre-existing differences.

FIGURE 19

Descriptives of Pre-MCJRP Comparison Group to MCJRP Group



FIGURE 19 CONT.

Descriptives of Pre-MCJRP Comparison Group to MCJRP Group cont.

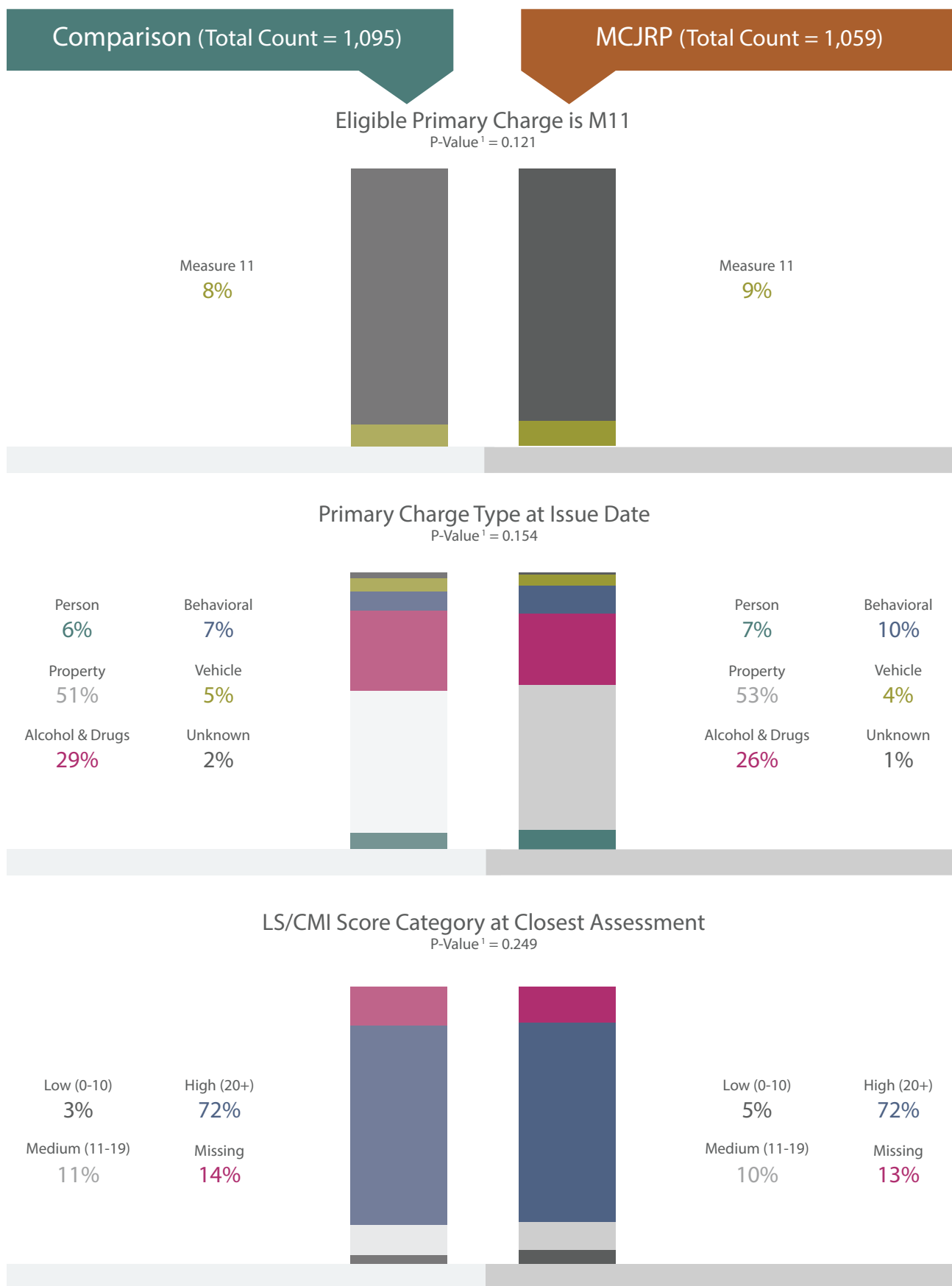
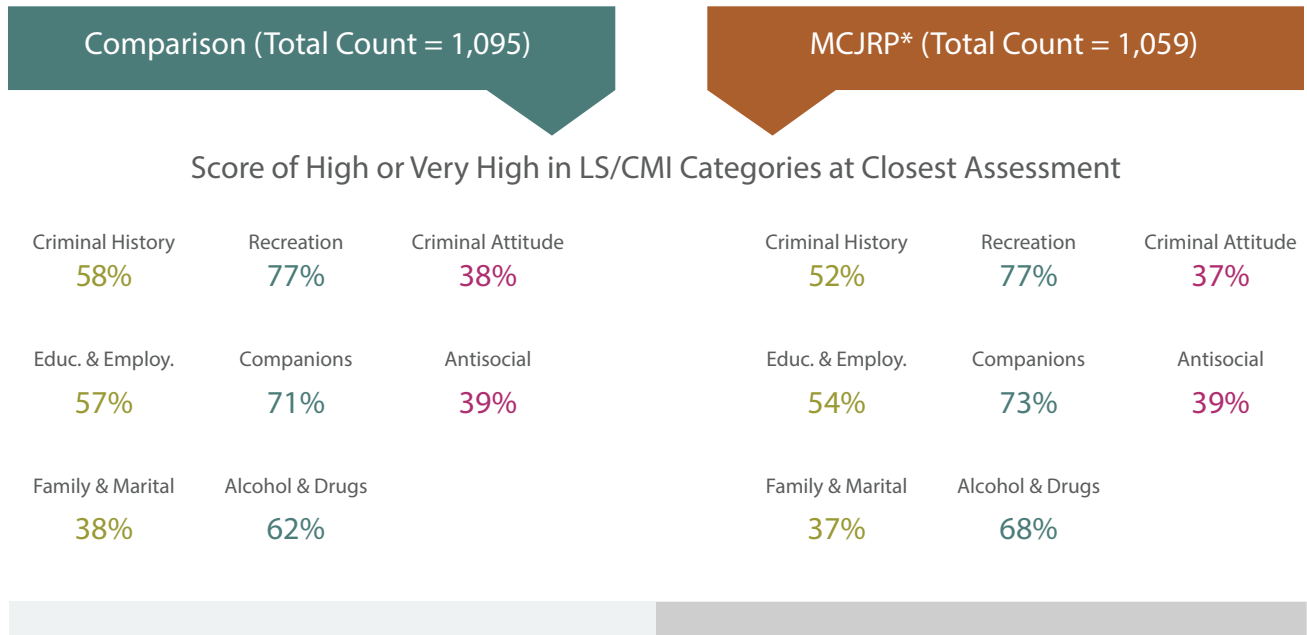


FIGURE 19 CONT.

Descriptives of Pre-MCJRP Comparison Group to MCJRP Group cont.



	Comparison	MCJRP
Average Days Out of Custody in Year Before Issue Date ² P-Value ¹ = 0.385	329	332
Average Fingerprinted Arrests in Year Before Issue Date ² P-Value ¹ = 0.092	0.69	0.78
Average Bookings in Year Before Issue Date ² P-Value ¹ = 0.030	1.40	1.63

¹ P-Values calculated using Chi-Square tests for any difference in distribution, except Days Out of Custody, Fingerprinted Arrests, and Bookings which use bootstrap tests. Results will change if different testing procedures or category cut-offs are used.

² To account for differences in business practices around the MCJRP eligibility event, the year before eligibility date is calculated as the time window from 13 months before exact eligibility date to 1 month before exact eligibility date.

Appendix I

Detailed Methodology Summary

Overview

This study used administrative data in a quasi-experimental design using pre-post MCJRP implementation samples. The total MCJRP sample size was 1059 and was composed of participants who were found eligible for the program with an issue date between 7/1/14 and 6/30/15. All MCJRP defendants had presumptive prison court cases that were determined by the DA to be MCJRP eligible and had over 12 months of possible prison exposure.

We then compared these MCJRP participants to 1095 comparison group members who were identified with eligible cases issued between 7/1/12 and 6/30/13. Comparison group members were selected on the criteria that these defendants would have been eligible for the MCJRP program had it been in existence at the time. The selection dates for the comparison group allowed for at least a 1-year follow-up period with no overlap in the MCJRP recruitment or outcome window. This 12-month follow-up period allowed for modest outcome tracking while reducing the opportunity for other large-scale system changes to occur and effect the interpretability of the comparisons.

This study took an “intent to treat” approach—all defendants found eligible during the MCJRP recruitment window were retained in the study, regardless of whether the defendant opted out of the program or was eventually unsuccessful in supervision or treatment. This approach likely results in more conservative findings but is more consistent with the goals of large-scale system change.

Formation of the Comparison Group

The comparison group was derived from case information found in CRIMES, the District Attorney’s Office database system. Each of the 4,470 felony cases issued during Fiscal Year 2013 and disposed as of November 2015 was examined to discover if the defendant would have been eligible for the county’s Justice Reinvestment process at issuance. The results of an exhaustive search produced 1,171 cases that would have been eligible for MCJRP, had the program (as it is now configured) been in place at the time the cases were issued.

The DA file was then de-duplicated at the case level to reflect the first case in the study eligibility year. This process mirrors the methodology of de-duplicating cases in the MCJRP sample. This resulted in a final sample size of 1095 members.

There were 38 defendants who had multiple cases that placed them in both the comparison and MCJRP groups. Consistent with an intent-to-treat methodology used in applied settings, these defendants were kept in both groups. The decision to include these offenders in both groups was re-examined at multiple points in the analysis and was found to have no significant impact on the interpretation of results.

Study Sampling

Both the pre and post samples used in this study were of adequate size and with minimal cross-over between the two groups. Likewise, the evaluation was further strengthened by the program and comparison groups being highly similar in observable pre-program characteristics. After eligibility was established, there was no attrition to either the comparison or MCJRP group. For example, MCJRP eligible clients who “opted out” were still retained in the eligibility group consistent with intent-to-treat models.

Administrative Data

Additional strengths of this preliminary evaluation come from the multitude of administrative data sources that were accessed and linked as part of this study. Multnomah County is unique among most jurisdictions in maintaining a County-level public safety data warehouse that links an offender’s court, prosecution and jail records. These links were further augmented by merging files from the Department of Corrections and the Office of State Police arrest records. Many jurisdictions do not have the data infrastructure that enables the tracking of an offender across different agencies and decision points.

While data availability remains an argued strength of this evaluation design and report, it should be noted that administrative data is largely maintained for operations tracking and is not designed for research studies. However, these limitations impact both the comparison and MCJRP groups equally.

These challenges were managed by having a panel of data analysts representing the different of systems of record hold responsibility for the review, reconciliation of data inconsistencies, and data analysis. This allowed those most familiar with the business processes that feed into the administrative datasets to develop consistent and transparent approaches to data cleaning. As a result, data reconciliations often increased data validity as well as reliability as intended.

Appendix J

Description of MCJRP Tier 3 Procedures

All MCJRP eligible cases carry a presumptive prison sentence due to the nature of the charges alone or of charges in combination with a defendant's criminal history. Historically, in an effort to resolve presumptive prison cases without going to trial, the District Attorney's Office has been willing to negotiate with criminal defense by offering a downward departure from the presumptive sentence: either a downward durational departure in prison sentence or a downward dispositional departure from prison to a suspended sentence served locally under the supervision of the Department of Community Justice. To achieve MCJRP's goal of sending fewer people to prison, the District Attorney's office expanded the types of charges it would consider for departure sentences. A pre-adjudication risk assessment and a JSC help inform whether or not an offender can be supervised in the community.

Prior to MCJRP, certain presumptive prison cases typically received a probationary plea offer from the state. For these cases, the defense bar raised an issue related to the additional time the assessment process took to reach a similar resolution. In response to these concerns, in March, 2015, the MCJRP Steering Committee created a separate process called "Tier 3". This process expedited resolution for certain cases the DA's Office determined would usually be resolved with a probationary sentence. The process allowed defendants the opportunity to change their pleas to guilty and to begin a suspended prison sentence in the community before the risk assessment was administered. Tier 3 eligible defendants had a limited JSC at which a PO was present to inform the defendant about MCJRP supervision requirements and where to report to begin probation. The LS/CMI risk assessment was ordered as a condition of probation.

While the Tier 3 process did indeed expedite the process, unforeseen issues arose. The lack of a pre-adjudication risk assessment interview resulted in missed opportunities for rapport building between defendants and POs. Additionally, the lack of information about defendants' Risks/Needs and supervision history did not allow DCJ to have a supervision plan in place at the time of sentencing. The lack of a full length judicial settlement conference resulted in a missed opportunity for defendants' sense of procedural fairness and for judges to help craft a probation plan that would increase the chances of successful supervision in the community.

For all of these reasons, the Steering Committee voted to discontinue the Tier 3 process in April 2016. The decision was based on review of a year's worth of information which tended to indicate the expedited process diminished successful outcomes for offenders. Outcomes for the people whose cases were processed as Tier 3 are included in the overall outcomes analyses for MCJRP participants.