



Multnomah Law Enforcement Assisted Diversion (LEAD[®])

Analysis of Jail Use Among Years One & Two Participants

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Table of Contents

LEAD® Program Background	Page 3
Analysis Methodology	Page 3
Evaluation Questions.....	Page 3
Data Sources.....	Page 3
Participant Demographics.....	Page 4
Analysis Period.....	Page 8
Key Findings	Page 8
Detailed Results - Engaged and Non-Engaged Participant Recidivism Comparison	
Comparison by Study Group.....	Page 9
Comparison by Gender.....	Page 10
Comparison by Race.....	Page 11
Comparison by Age.....	Page 12
Comparison by Referral Type.....	Page 13
Detailed Results - Recidivism by LEAD® Case Management Component	
Participant Needs.....	Page 14
Participant and Staff Contacts.....	Page 17
Detailed Results - Additional Analyses	
Frequent Utilizers.....	Page 19
Year One Analysis and Year Two Analysis Results Comparison	Page 21
Limitations & Future Directions	Page 23
Appendix - Term Definitions	Page 24

LEAD[®] Background

Multnomah County has devised several strategies designed to create a fairer and more effective local justice system. One such strategy is LEAD[®], inspired by the program in Seattle. Launched in March 2017, Multnomah County's Law Enforcement Assisted Diversion (LEAD[®]) is a pre-booking, harm-reduction diversion program designed to support individuals with behavioral health needs by redirecting people engaged in low-level drug activity to services and resources instead of jail and prosecution. Participation in LEAD[®] is voluntary, and participant recruitment targets select areas in the high pedestrian traffic zone in downtown Portland and the industrial inner east side. Participant referral occurs two ways: 1) as an alternative to arrest (arrest referral) or 2) initiated by personnel who identify individuals perceived to be at high risk of future arrest and/or are seeking assistance (social contact referral).

LEAD[®] is a harm reduction model, which means that participants are not penalized or denied services if they do not achieve abstinence. The overall goal of the model is to reduce the harm done to themselves and to the surrounding community from drug activity. To achieve this, participants meet with case managers from Central City Concern (CCC) to create individualized service plans, identify needs (e.g., medical, shelter, mental health treatment) and create pathways for support and access to services.

LEAD[®] creates a unique partnership between the public and non-profit sectors. The LEAD[®] operations team is comprised of specially trained officers from the Portland Police Bureau, a deputy district attorney, a public defender, probation officers, and case managers from CCC. Together, this multidisciplinary team works to meet program goals, which broadly include:

- Reduce recidivism rates, defined by new jail bookings, for people engaged in low-level offenses;
- Reduce the harm that drugs cause to the user and the surrounding community; and
- Decrease the number of persons of color charged with Possession of a Controlled Substance (PCS).

The following report provides a second evaluation of Multnomah County's LEAD[®] program, and builds off the analysis conducted on year one participants. Due to limited data availability, this analysis examines jail use (one component of recidivism) among individuals enrolled in LEAD[®] in its first two years of implementation.

Evaluation Methodology

Evaluation Questions

This report will address the following questions:

1. Is LEAD[®] affecting the factors that contribute to racial / ethnic disparities in jail bookings?
2. Are LEAD[®] participants booked less frequently into the Multnomah County Jail in the months after joining the program as compared to prior months?
3. Are LEAD[®] participants booked less frequently into the Multnomah County Jail in the months after joining the program compared to other LEAD[®]-eligible people?
4. Do CCC staff meet LEAD[®] participants' legal, housing, health, and financial needs?
5. Has the amount of LEAD[®] participant engagement with CCC had an impact on jail bookings?

Data Sources

The data utilized in this analysis came from three sources: Multnomah County District Attorney's Office (MCDA); Multnomah County's Decision Support System - Justice (DSS-J) data warehouse; and Central City Concern (CCC). Obtained data elements include: name, age, race, gender of LEAD[®] participants; date, type, location, and outcome of referral; date of, charges associated with, release date, and jail booking release reason; average number of CCC staff contacts by participant; and number and type of needs identified and met by participant.

Participant Demographics

Individuals examined in this analysis include all people *referred* to LEAD® between 3/1/2017 and 2/28/2018 (year one), regardless of the referral outcome, and all people *enrolled* in LEAD® between 3/1/2017 and 2/28/2019 (years one and two). In total, this sample includes 206 people. Among the 206, the majority were Male (63%), White (59%), and between ages 20 and 39 (56%). Table 1 displays aggregate counts and proportions by demographic category. Tables 2A and 2B displays more detailed, cross-demographic counts and proportions.

RACE			AGE				GENDER		
CATEGORY	#	%	CATEGORY	#	%	Cum.%	CATEGORY	#	%
African American	42	20.4%	20-29	47	22.9%	22.9%	Female	72	35.0%
Asian	3	1.5%	30-39	67	32.7%	55.6%	Male	129	62.6%
Native American	11	5.3%	40-49	49	23.9%	79.5%	Other	4	1.9%
White	122	59.2%	50-59	31	15.1%	94.6%	UNK	1	0.5%
Other Race Alone	7	3.4%	60-69	9	4.4%	99.0%			
2 or More Races	14	6.8%	70-79	2	1.0%	100.0%			
UNK	7	3.4%							

MALE														
	20-29		30-39		40-49		50-59		60-69		70-79		TOTALS	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
African American	2	7.4%	6	15.4%	6	20.7%	11	45.8%	4	50.0%	1	100%	30	23.4%
Asian	0	0.0%	1	2.6%	1	3.4%	0	0.0%	0	0.0%	0	0.0%	2	1.6%
Native American	2	7.4%	2	5.1%	1	3.4%	1	4.2%	0	0.0%	0	0.0%	6	4.7%
White	20	74.1%	29	74.4%	18	62.1%	9	37.5%	3	37.5%	0	0.0%	79	61.7%
Other Race Alone	1	3.7%	1	2.6%	1	3.4%	1	4.2%	0	0.0%	0	0.0%	4	3.1%
2 or More Races	1	3.7%	0	0.0%	2	6.9%	0	0.0%	1	12.5%	0	0.0%	4	3.1%
UNK	1	3.7%	0	0.0%	0	0.0%	2	8.3%	0	0.0%	0	0.0%	3	2.3%
TOTALS	27		39		29		24		8		1		128	

FEMALE														
	20-29		30-39		40-49		50-59		60-69		70-79		TOTALS	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
African American	0	0.0%	8	30.8%	1	5.3%	0	0.0%	1	100%	1	0.0%	11	15.3%
Asian	0	0.0%	1	3.8%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	1.4%
Native American	1	5.6%	1	3.8%	3	15.8%	0	0.0%	0	0.0%	0	0.0%	5	6.9%
White	14	77.8%	11	42.3%	10	52.6%	6	85.7%	0	0.0%	0	0.0%	41	56.9%
Other Race Alone	0	0.0%	1	3.8%	2	10.5%	0	0.0%	0	0.0%	0	0.0%	3	4.2%
2 or More Races	3	16.7%	3	11.5%	2	10.5%	1	14.3%	0	0.0%	0	0.0%	9	12.5%
UNK	0	0.0%	1	3.8%	1	5.3%	0	0.0%	0	0.0%	0	0.0%	2	2.8%
TOTALS	18		26		19		7		1		1		72	

The 206 people in the sample group are first separated into two broad categories, then into four smaller study groups: engaged (study groups 1 and 2) and non-engaged (study groups 3 and 4) (see Table 3). The engaged category includes those who enrolled in LEAD® and met with CCC staff at least once; the Non-engaged category includes people that never had contact with CCC staff, regardless of enrollment status. Thus, those in the engaged category, with particular emphasis on study group 1, represent the individuals that are most affected by LEAD® programming and individuals in the non-engaged category represent those that are not. The non-engaged group thereby provides a point of comparison for jail outcomes in the engaged group.

Group	Description	#	%
1	Enrolled in LEAD® and actively engaged as of 5/31/2020	127	61.7
2	Enrolled in LEAD® and no longer active as of 5/31/2020	35	17.0
3	Not enrolled in LEAD® due to person declining to participate	21	10.2
4	Not enrolled in LEAD® due to ineligibility	23	11.2
TOTAL		206	

Table 4 displays an aggregate count of the individuals within the engaged (study groups 1-2) and non-engaged (study groups 3-4) categories by participant age, race, and gender. Table 5 provides a more detailed breakdown of individuals within the engaged and non-engaged categories.

Category	RACE			AGE				GENDER			
	1-2	3-4	Total	Category	1-2	3-4	Total	Category	1-2	3-4	Total
African American/Black	30	12	42 (20.4%)	20-29	38	9	47 (22.9%)	Female	66	6	72 (35.0%)
Asian	1	2	3 (1.5%)	30-39	53	14	67 (32.7%)	Male	92	37	129 (62.6%)
Native American	11	0	11 (5.3%)	40-49	41	8	49 (23.9%)	Other	4	0	4 (1.9%)
White	95	27	122 (59.2%)	50-59	23	8	31 (15.1%)	UNK	0	1	1 (0.5%)
Other Race Alone	5	2	7 (3.4%)	60-69	4	5	9 (4.4%)	TOTALS	162	44	206
2 or More Races	14	0	14 (6.8%)	70-79	2	0	2 (1.0%)				
UNK	6	1	7 (3.4%)	UNK	1	0	1 (0.5%)				
TOTALS	162	44	206	TOTALS	162	44	206				

Table 5: Detailed Count of LEAD Participants by Age, Gender, Race, and Study Category
Engaged (study groups 1-2) and Non-Engaged (study groups 3-4)

MALE														
	20-29		30-39		40-49		50-59		60-69		70-79		TOTALS	
	1-2	3-4	1-2	3-4	1-2	3-4	1-2	3-4	1-2	3-4	1-2	3-4	1-2	3-4
African American	1	1	2	4	2	4	10	1	2	2	1	0	18	12
Asian	0	0	0	1	0	1	0	0	0	0	0	0	0	2
Native American	2	0	2	0	1	0	1	0	0	0	0	0	6	0
White	14	6	24	5	15	3	5	4	0	3	0	0	58	21
Other Race Alone	1	0	0	1	1	0	0	1	0	0	0	0	2	2
2 or More Races	1	0	0	0	2	0	0	0	1	0	0	0	4	0
UNK	1	0	0	0	0	0	2	0	0	0	0	0	3	0
	20	7	28	11	21	8	18	6	3	5	1	0	91	37
TOTALS	27		39		29		24		8		1		128	

FEMALE														
	20-29		30-39		40-49		50-59		60-69		70-79		TOTALS	
	1-2	3-4	1-2	3-4	1-2	3-4	1-2	3-4	1-2	3-4	1-2	3-4	1-2	3-4
African American	0	0	8	0	1	0	0	0	1	0	1	0	11	0
Asian	0	0	1	0	0	0	0	0	0	0	0	0	1	0
Native American	1	0	1	0	3	0	0	0	0	0	0	0	5	0
White	13	1	8	3	10	0	4	2	0	0	0	0	35	6
Other Race Alone	0	0	1	0	2	0	0	0	0	0	0	0	3	0
2 or More Races	3	0	3	0	2	0	1	0	0	0	0	0	9	0
UNK	0	0	1	0	1	0	0	0	0	0	0	0	2	0
	17	1	23	3	19	0	5	2	1	0	1	0	66	6
TOTALS	18		26		19		7		1		1		72	

As described previously, referrals to LEAD® occur through one of two avenues: 1) arrest referral or 2) social contact referral. Referrals for the majority of the men in the sample occurred via arrest encounter (Arr.), particularly among men of color. In contrast, referrals for the majority of the women in the sample were occurred via social contact encounter (S.C.). The preponderance of people that engaged in LEAD® were social contact referrals whereas the vast majority of people that did not engage were arrest encounter referrals. A similar trend occurs among other participants' race. Tables 6 and 7 display additional information pertaining to referral method, study group, and participant demographics.

Table 6: Detailed Count of LEAD Participants by Age, Gender, Race, and Referral Method

Race and Known Genders

MALE	20-29		30-39		40-49		50-59		60-69		70-79		TOTALS	
	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.
African American	1	1	4	2	5	1	6	5	3	1	0	1	19	11
Asian	0	0	1	0	1	0	0	0	0	0	0	0	2	0
Native American	0	2	0	2	0	1	1	0	0	0	0	0	1	5
White	15	5	14	15	10	8	6	3	3	0	0	0	48	31
Other Race Alone	0	1	1	0	0	1	1	0	0	0	0	0	2	2
2 or More Races	0	1	0	0	2	0	0	0	1	0	0	0	3	1
UNK	0	1	0	0	0	0	0	2	0	0	0	0	0	3
	16	11	20	19	18	11	14	10	7	1	0	1	75	53
TOTALS	27		39		29		24		8		1		128	

FEMALE	20-29		30-39		40-49		50-59		60-69		70-79		TOTALS	
	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.
African American	0	0	1	7	0	1	0	0	1	0	0	1	2	9
Asian	0	0	0	1	0	0	0	0	0	0	0	0	0	1
Native American	0	1	0	1	1	2	0	0	0	0	0	0	1	4
White	7	7	5	6	0	10	4	2	0	0	0	0	16	25
Other Race Alone	0	0	0	1	0	2	0	0	0	0	0	0	0	3
2 or More Races	1	2	0	3	1	1	0	1	0	0	0	0	2	7
UNK	0	0	0	1	0	1	0	0	0	0	0	0	0	2
	8	10	6	20	2	17	4	3	1	0	0	1	21	51
TOTALS	18		26		19		7		1		1		72	

Table 7: Detailed Count of LEAD Participants by Study Group, Referral Method, Gender, & Race

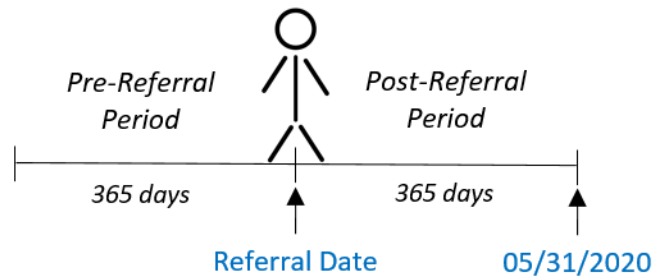
Race and Known Genders

ENGAGED																
	Af. Am./Blk		Asian		Nat. Am.		White		Other		2 or More		Unknown		TOTALS	
	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.
Male	8	10	0	0	1	5	28	31	0	2	3	1	0	3	40	52
Female	2	9	0	1	1	4	10	25	0	3	2	7	0	2	15	51
	10	19	0	1	2	9	38	56	0	5	5	8	0	5	55	103
TOTALS	29		1		11		94		5		13		5		158	

NON-ENGAGED																
	Af. Am./Blk		Asian		Nat. Am.		White		Other		2 or More		Unknown		TOTALS	
	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.	Arr.	S.C.
Male	11	1	2	0	0	0	21	0	2	0	0	0	0	0	36	1
Female	0	0	0	0	0	0	6	0	0	0	0	0	0	0	6	0
	11	1	2	0	0	0	27	0	2	0	0	0	0	0	42	1
TOTALS	12		2		0		27		2		0		0		43	

Analysis Period

Jail data extracted for the sample includes all bookings within two distinct periods: 1) pre-LEAD® referral and 2) post-LEAD® referral. The post-LEAD® period is defined as those bookings that occurred in the days between a person's initial referral to LEAD® and 5/31/2020¹. The pre-LEAD® period is defined as all bookings that occurred in the days prior to a person's program referral for the number of days equal to that person's post-LEAD® period. For example, if a post-LEAD® period is 365 days, then the pre-LEAD® period would also be 365 days (see diagram).



This analysis examines aggregated bookings in the two periods both by count and percentage change. It additionally examines changes in booking frequency from the lenses of several different variables, specifically: study group (i.e., engaged; not engaged); gender; race; age; referral method (i.e., arrest or social contact); number of contacts with CCC staff; and needs (identified by client). The total number of days each person spent in jail is also aggregated and assessed for change between periods. Lastly, this analysis examines differences in jail bookings and days by the lenses described above.

Key Findings

The results illuminated numerous conclusions. Below is a list of the more salient findings:

1. Overall, people consistently engaged in LEAD® have fewer bookings into and spend less time in jail following LEAD® engagement in comparison to those who were referred but did not engage.
2. Overall, jail bookings among people continuously engaged in LEAD® decreased 16.7 percent from pre-program referral to post-program referral, and the amount of jail days decreased 29.5 percent.
3. Increases in post-referral bookings and jail days occurred among the non-engaged group.
4. Men engaged in LEAD® experienced a slightly higher reduction in bookings and time in jail than women engaged in LEAD®.
5. Approximately 60% of all people in this sample identified as White and 20% identified as African American/Black. Per 2018 U.S. Census Bureau data, White and African American/Black people constitute 74% and 6% of the population of Multnomah County, respectively.
6. African American participants had the most significant decrease in jail use among all race categories in the continuously engaged study group.
7. Positive booking changes (i.e., fewer bookings and jail time) increased as participant age increased.
8. People referred via social contact encounter had greater jail booking reductions in comparison to people referred via arrest encounter.

¹ This period includes the first two months of COVID-19 pandemic; during that time, Multnomah County altered many justice-related operations to reduce its jail population.

9. Generally, people with at least one need met had fewer post-referral bookings compared to those with no needs met. Further, the more needs that are met, the greater the reduction in jail bookings.
10. Meeting medical needs was most associated with decreased jail use.
11. The more CCC staff contact a participant has, the fewer post-referral bookings and days spent in jail.
12. One-third of the analysis sample are frequent jail utilizers (FrU). FrUs engaged in LEAD® demonstrated a far higher reduction of jail use in comparison to FrUs not engaged in LEAD®.
13. Results from the year one analysis compared with results from this year two analysis show further decreases in overall jail use among those continuously engaged in LEAD®.

Results: Engaged & Non-Engaged Jail Use Comparison






The 206 people referred to LEAD® in the first two years had a combined 2060 distinct jail bookings during the entire study period resulting in a total 19,422 jail days. The following results detail changes in LEAD® participants' jail use prior to and following LEAD® referral by program engagement status.

Study Groups

As previously described, the sample consists of four study groups between two larger categories (engaged; not engaged). Over 78% of the sample were engaged in the program, the majority of which were consistently engaged throughout the analysis period (*refer to Table 3*). Collectively, engaged participants experienced a reduction in jail bookings from the pre-referral to the post-referral period (15.6% and 19.5% for study groups 1 and 2, respectively), whereas non-engaged participants experienced an *increase* in jail bookings (88.6% and 0.5% for study groups 3 and 4, respectively) (*see Table 8*).

Changes in actual number of days in jail by study group mirror the above booking results. Decreases in jail days in the post-LEAD® referral period occurred among the engaged groups (20.5% and 24.3% for study groups 1 and 2, respectively) while increases occurred among the non-engaged groups (16.4% and 1.9% for study groups 3 and 4, respectively) (*see Table 9*).

TABLE 8: Change in Booking Frequency - pre-LEAD® referral to post-LEAD® referral | All Study Groups

BOOKINGS CATEGORY	ENGAGED		NOT ENGAGED		TOTALS
	Group 1	Group 2	Group 3	Group 4	
Pre-Referral Bookings (#)	524	205	123	184	1036
Post-Referral Bookings (#)	442	165	232	185	1024
Difference (#)	-82	-40	109	1	-12
Change (%)	 15.6%	 19.5%	 88.6%	 0.5%	 1.2%
TOTAL PEOPLE	127	35	21	23	206

The changes in bookings prior to and following LEAD® referral, as well as the changes in actual jail days, indicate that people engaged in LEAD® are more positively impacted (i.e., reduced jail use) in comparison to those that did not engage in LEAD®.

TABLE 9: Change in Jail Days - pre-LEAD® referral to post-LEAD® referral | All Study Groups

JAIL DAY CATEGORY	ENGAGED		NOT ENGAGED		TOTALS
	Group 1	Group 2	Group 3	Group 4	
Pre-Referral Jail Days (#)	3801	1882	1762	2865	10,310
Post-Referral Jail Days (#)	2378	1629	2204	2901	9,112
Difference (#)	-1423	-253	442	36	-1,198
Change (%)	↓ 20.5%	↓ 24.3%	↑ 16.4%	↑ 1.9%	↓ 11.6%
TOTAL PEOPLE	127	35	21	23	206

Gender

Multnomah LEAD® classifies a participant’s gender into three categories: male; female; and other. During the study period, the 129 men in the sample had 1455 bookings and the 72 women had 577 bookings. Similar to the overall booking frequency previously described for each study group, men in the engaged groups had fewer bookings post-referral and men in the non-engaged groups had more bookings. Similar to their male counterparts, women engaged in LEAD® experienced fewer bookings post-referral in comparison to women that did not engage. Notably, there are only six women in the non-engaged category (see Table 10).

During the study period, the 129 men spent a total 15214 days in jail whereas the 72 women in the sample spent a total 4140 days in jail. Change in jail days slightly differs from the previously described changes in booking frequency. While the amount of days increased among men and women in the non-engaged groups, jail days also increased for women in study group 2 (see Table 11).

TABLE 10: Change in Booking Frequency - pre-LEAD® referral to post-LEAD® referral
Participants by Gender, Male and Female only

BOOKING CATEGORY	MALE			FEMALE			TOTALS
	Group 1	Group 2	Groups 3-4	Group 1	Group 2	Groups 3-4	
Pre-Referral Bookings (#)	321	155	272	198	50	35	1031
Post-Referral Bookings (#)	258	120	329	168	38	88	1001
Difference (#)	-63	-35	57	-30	-12	53	-30
Change (%)	↓ 19.6%	↓ 22.6%	↑ 21.0%	↓ 15.2%	↓ 24.0%	↑ 151.4%	↓ 2.9%
TOTAL PEOPLE	69	23	37	55	11	6	201

TABLE 11: Change in Jail Days - pre-LEAD® referral to post-LEAD® referral | Male and Female only

JAIL DAY CATEGORY	MALE			FEMALE			TOTALS
	Group 1	Group 2	Groups 3-4	Group 1	Group 2	Groups 3-4	
Pre-Referral Jail Days (#)	2341	1364	4398	1439	518	229	10289
Post-Referral Jail Days (#)	1403	986	4722	942	629	383	9065
Difference (#)	-938	-378	324	-497	111	154	-1224
Change (%)	↓ 40.1%	↓ 27.7%	↑ 7.4%	↓ 34.5%	↑ 21.4%	↑ 67.2%	↓ 11.9%
TOTAL PEOPLE	69	23	37	55	11	6	201

The gender-specific data supports the finding that people engaged in LEAD® experience less jail interaction than those that did not engage in LEAD®. While this decrease appears less pronounced for women participants, particularly among those that did not remain consistently engaged, women appear to have less overall jail interaction than their male counterparts.

Race

Multnomah’s LEAD® program classifies a participant’s race into six different categories: African American/Black; Asian/Pacific Islander; White; Native American; Some Other Race Alone; and 2 or More Races. The remainder of this section only examines African American and White participants as the remaining race categories each represent between one and seven percent of the total sample (*reference Table 4*).

Throughout the study period, 1685 bookings occurred among the African American and White participants. The 122 White participants had 1100 bookings and the 42 African American participants had 585 bookings. Booking frequency decreased between both races in study group 1 (31.6% and 15.5% for African Americans and Whites, respectively). Decrease in booking frequency among study group 2 occurred with White participants only (58%). Bookings increased for both non-engaged groups (10% and 40.2% for African American and White, respectively) (*See Table 12*).

TABLE 12: Change in Booking Frequency - pre-LEAD® referral to post-LEAD® referral | Participants by Race*

BOOKINGS CATEGORY	AFRICAN AMERICAN			WHITE			TOTALS
	ENGAGED		NOT	ENGAGED		NOT	
	G1	G2	G3-4	G1	G2	G3-4	
Pre-Referral Bookings (#)	114	56	120	278	119	174	861
Post-Referral Bookings (#)	78	85	132	235	50	244	824
Difference (#)	-36	29	12	-43	-69	70	-37
Change (%)	↓ 31.6%	↑ 51.8%	↑ 10.0%	↓ 15.5%	↓ 58.0%	↑ 40.2%	↓ 4.3%
TOTAL PEOPLE	22	8	12	75	20	27	164

*Asian/Pacific Islander, Native American, Some Other Race Alone, and 2 or More Races were not included. This chart also does not include four referrals with unknown race.

TABLE 13: Change in Jail Days - pre-LEAD® referral to post-LEAD® referral | Participants by Race*

JAIL DAY CATEGORY	AFRICAN AMERICAN			WHITE			TOTAL
	ENGAGED		NOT	ENGAGED		NOT	
	G1	G2	G3-4	G1	G2	G3-4	
Pre-Referral Jail Days(#)	807	420	2,427	2,108	1,051	2,153	8,966
Post-Referral Jail Days(#)	224	1,009	1,985	1,516	346	2,846	7,926
Difference (#)	-583	589	-442	-592	-705	693	-1,040
Change (%)	↓ 72.2%	↑ 140.2%	↓ 18.2%	↓ 28.1%	↓ 67.1%	↑ 32.2%	↓ 11.6%
TOTAL PEOPLE	22	8	12	75	20	27	164

*Asian/Pacific Islander, Native American, Some Other Race Alone, and 2 or More Races were not included. This chart also does not include four referrals with unknown race.

African American and White participants experienced a combined 16,892 jail days. The 42 African American participants used 6,872 days and the 122 White people used 10,020. Measured jail days are similar to the booking frequency change described above; (decreased in jail days across both race categories for study group

1), with the largest decrease measured for African Americans (72.2%). In addition, however, non-engaged African Americans also experienced a decrease in jail days. Increases in jail days occurred among African Americans in study group 2 (140.2%) and Whites in the non-engaged groups (32.2%) (See Table 13).

The race-specific data supports the finding that individuals engaged in LEAD® experience fewer bookings and less jail time than those not engaged in LEAD®. However, the decrease is not present for consistently engaged African Americans. This finding therefore indicates that the positive effects are greatest among individuals consistently engaged in LEAD®. It should also be noted that the number of bookings and jail days relative to participant race indicates that African Americans are booked more frequently and spend more time in jail in comparison to White participants.

Age

This analysis categorizes the sample into one of six, 10-year age categories ranging from 20 to 79; however, the vast majority of the analysis sample range in age from 20 to 59. People aged 20-29, 30-39, 40-49, and 50-59 experienced a combined 418, 810, 344, and 392 bookings, respectively, during the analysis period. Through all age and study groups, age appears positively associated with post-referral booking decreases (see Table 14).

TABLE 14: Change in Booking Frequency - pre-LEAD® referral to post-LEAD® referral
Program Participants , Ages 20-29, 30-39, 40-49, and 50-59

BOOKING CATEGORY	20-29			30-39			40-49			50-59			TOTAL
	ENGAGED		NOT	ENGAGED		NOT	ENGAGED		NOT	ENGAGED		NOT	
	G1	G2	G3-4	G1	G2	G3-4	G1	G2	G3-4	G1	G2	G3-4	
Pre-Referral Bookings (#)	114	40	25	200	87	97	107	23	62	97	50	68	970
Post-Referral Bookings (#)	115	38	86	172	59	195	84	10	58	67	49	61	994
Difference (#)	1	-2	61	-28	-28	98	-23	-13	-4	-30	-1	-7	24
Change (%)	0.9%	5.0%	244%	14%	32.2%	101%	21.5%	56.5%	6.5%	30.9%	2%	10.3%	2.5%
TOTAL PEOPLE	32	6	9	39	14	14	32	9	8	18	5	8	194

TABLE 15: Change in Booking Frequency - pre-LEAD® referral to post-LEAD® referral
Program Participants , Ages 20-29, 30-39, 40-49, and 50-59

JAIL DAY CATEGORY	20-29			30-39			40-49			50-59			TOTAL
	ENGAGED		NOT	ENGAGED		NOT	ENGAGED		NOT	ENGAGED		NOT	
	G1	G2	G3-4	G1	G2	G3-4	G1	G2	G3-4	G1	G2	G3-4	
Pre-Referral Jail Days(#)	636	310	209	1,477	754	1,896	884	400	1,036	801	382	756	9,541
Post-Referral Jail Days(#)	728	215	1,078	861	739	2,581	505	259	678	280	394	662	8,980
Difference(#)	92	-95	869	-616	-15	685	-379	-141	-358	-521	12	-94	-561
Change (%)	14.5%	30.6%	415%	41.7%	2%	36%	42.9%	35.3%	34.6%	65%	3.1%	12.4%	5.9%
TOTAL PEOPLE	32	6	9	39	14	14	32	9	8	18	5	8	194

People aged 20-29, 30-39, 40-49, and 50-59 spent a combined 3,176, 8,308, 3,762, and 3,275 jail days, respectively, during the analysis period. Notably, the jail days experienced by ages 30-39 constitute 43% of the total jail days utilized by the entire analysis sample. Jail day change among the age groups is nearly identical to the changes described in bookings: decrease in post-referral jail days appear positively associated with age, and participants aged 20-29 had the most significant increases in jail days (see Table 15).

The results of the age-based analysis continue to support the finding that people engaged in LEAD® generally experience fewer bookings and utilize less jail time overall than their non-engaged counterparts. Additionally, these results indicate that while positive booking changes (i.e., fewer bookings and less jail time) occurred throughout the entire age spectrum for people engaged in LEAD®, changes were more pronounced the older a participant became.

Referral Type

Referrals to LEAD® occur in one of two ways: 1) arrest encounter; 2) social contact referrals. Most of the sample was referred/entered (52.4%) via social contact. During the study period, the 98 people referred during an arrest encounter had 1169 total bookings, and the 108 people referred during a social contact encounter had 891 total bookings. Booking frequency post-program referral varies significantly by referral method. Among those arrested, only those in study group 2 experienced a decrease in post-referral bookings (31.8%) - note that only eight people in study group 2 were arrested. Additionally, the percent increase in bookings for study group 1 was less than 1%. Among those referred via social contact, the only group to experience an increase in bookings were the non-engaged groups (50%); study group 1 experienced the most significant *decrease* in booking at 22.4% (see Table 16).

TABLE 16: Change in Booking Frequency - pre-LEAD® referral to post-LEAD® referral | Referral Method

BOOKINGS CATEGORY	ARREST			SOCIAL CONTACT			TOTALS
	Group 1	Group 2	Groups 3-4	Group 1	Group 2	Groups 3-4	
Pre-Referral Bookings (#)	153	85	305	371	120	2	1036
Post-Referral Bookings (#)	154	58	414	288	107	3	1024
Difference (#)	1	-27	109	-83	-13	1	-12
Change (%)	↑ 0.7%	↓ 31.8%	↑ 35.7%	↓ 22.4%	↓ 10.8%	↑ 50.0%	↓ 1.2%
TOTAL PEOPLE	47	8	43	80	27	1	206

The 98 people referred during an arrest encounter spent a total 12,851 days in jail throughout the study period and the 108 people referred via social contact spent a total 6,571 days in jail. Measured decreases in jail days largely mirror the measured changes in number of bookings. However, despite demonstrating a less than 1% *increase* in bookings, arrest referrals in study group 1 experienced a 6.6% *decrease* in jail days (see Table 17).

TABLE 17: Change in Jail Days - pre-LEAD® referral to post-LEAD® referral | Participants by Referral Method

JAIL DAY CATEGORY	ARREST			SOCIAL CONTACT			TOTALS
	Group 1	Group 2	Groups 3-6	Group 1	Group 2	Groups 3-6	
Pre-Referral Jail Days (#)	1149	488	4626	2652	1394	1	10310
Post-Referral Jail Days (#)	1073	453	5062	1305	1176	43	9112
Difference (#)	-76	-35	436	-1347	-218	42	-1198
Change (%)	↓ 6.6%	↓ 7.2%	↑ 9.4%	↓ 50.8%	↓ 15.6%	↑ 4200.0%	↓ 11.6%
TOTAL PEOPLE	47	8	43	80	27	1	206

The referral method data continues to support the finding that people engaged in LEAD® experience fewer bookings and spend less time in jail than their non-engaged counterparts. Additionally, these results indicate that those referred to the program via social contact encounter experienced a greater overall reduction in jail

use post-referral in comparison to those referred via arrest encounter. It should also be noted that the number of bookings and jail days relative to participant referral method indicates that those arrested are booked more frequently and spend more time in jail in comparison to those referred via social contact.

Results: Jail Use by Case Management Components

Data pertaining to participant needs and CCC case manager contact was only available for the 162 people that engaged in LEAD®. As such, the remainder of this analysis will not feature an engaged group to non-engaged group comparison. Rather, the following data will assess the potential effect of CCC programming on participant post referral bookings between those continuously and non-continuously engaged in LEAD® (i.e. study groups 1 and 2).

Participant Needs

One of the components of successful engagement in LEAD® is identifying and meeting participants’ needs. In regular practice, needs are recorded in CCC’s electronic case management system (CMS) when raised by a participant or otherwise identified by the participant’s case manager. When needs are met, data pertaining to the need type and satisfaction date is also recorded in CCC’s CMS. The following data details the total number of needs identified (and met), by type, for all LEAD® participants in the second year.

BOOKING CATEGORY	MALE													
	BENEFITS		EMPL		LEGAL		MEDICAL		MH		SHELTER		TOTALS	
	G1	G2	G1	G2	G1	G2	G1	G2	G1	G2	G1	G2	G1	G2
African American / Black	1	0	1	0	5	2	3	2	0	1	4	4	14	9
Asian	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Native American	0	0	0	0	0	1	2	1	0	0	1	1	3	3
White	6	0	2	0	12	0	12	1	4	0	18	2	54	3
Other Race Alone	0	0	0	0	1	0	0	0	0	0	0	0	1	0
2 or More Races	1	0	0	0	1	0	1	0	0	0	2	0	5	0
UNK	0	0	0	0	0	0	0	0	0	1	1	0	1	1
TOTALS	8	0	3	0	19	3	18	4	4	2	26	7	78	16
BOOKING CATEGORY	FEMALE													
	BENEFITS		EMPL		LEGAL		MEDICAL		MH		SHELTER		TOTALS	
	G1	G2	G1	G2	G1	G2	G1	G2	G1	G2	G1	G2	G1	G2
African American / Black	1	1	0	0	2	1	2	2	1	0	3	1	9	5
Asian	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Native American	2	0	0	0	2	1	1	1	0	1	1	1	6	4
White	3	0	1	0	7	0	9	2	8	0	11	1	39	3
Other Race Alone	0	0	0	0	1	0	1	0	0	0	0	0	2	0
2 or More Races	3	0	0	0	4	0	4	0	1	0	3	0	15	0
UNK	1	0	0	0	1	0	0	0	1	0	2	0	5	0
TOTALS	10	1	1	0	17	2	17	5	11	1	20	3	76	12

Six participant needs categories are defined in the data: benefits; employment; legal; medical; mental health; and shelter. Needs most frequently identified by participants and met by CCC Case Managers, in descending order, are: shelter; medical; legal; mental health; benefits; and employment. Needs met between gender and race categories can be found in Table 18. The majority of all LEAD® participants (53%) had at least one need met. More specifically, 53.3% of men and 56% of women had at least one need met, 63.3% of all African American participants and 46% of White participants had at least one need met, and 56.5% of all study group 1 and 47.1% of study group 2 had at least one need met (see Table 19).

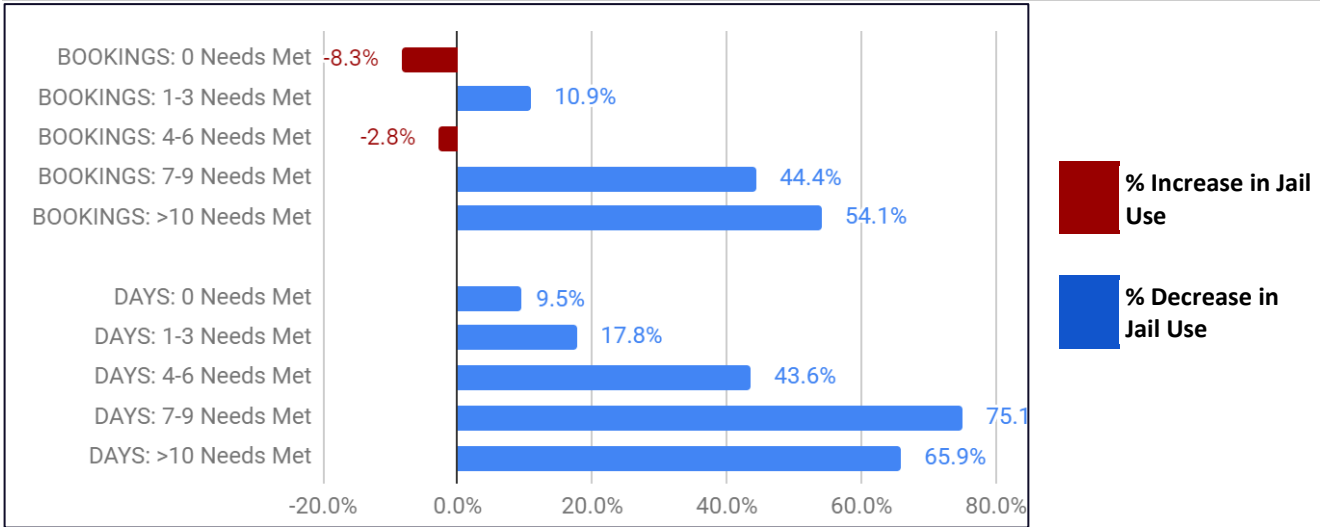
Table 19: Detailed Count of LEAD Participants by Need Count, Gender, Race, and Study Group
All Needs, Known Gender and Known Races Only

	MALE				FEMALE				TOTALS	
	0 NEEDS		>1 NEEDS		0 NEEDS		>1 NEEDS			
	G1	G2	G1	G2	G1	G2	G1	G2	G1	G2
African American / Black	6	0	7	5	3	1	5	2	21	8
Asian	0	0	0	0	1	0	0	0	1	0
Native American	1	1	2	2	1	0	3	1	7	4
White	20	11	25	3	15	4	14	2	74	20
Other Race Alone	1	0	1	0	0	1	2	0	4	1
2 or More Races	2	0	2	0	3	0	6	0	13	0
UNK	1	0	1	1	0	0	2	0	4	1
	31	12	38	11	23	6	32	5	124	34
TOTALS	43		49		29		37		158	

Need data for study group 1 indicates that the number of needs met is positively associated with a decrease in overall jail use. Chart 1 displays study group 1 participants into number of needs met categories (0; 1-3; 4-6; 7-9; and >10) and demonstrates that, in general, the more needs are met, the generally greater the decrease in bookings. Jail day frequency trends mirror the booking frequency changes described above; however, a decrease in jail days occurred regardless if a need was met or not.

Charts 2 and 3 display changes in jail bookings and jail days, respectively, by number and type of needs met. It should be noted that these findings are not mutually exclusive; for example, the people that had at least one shelter need met may have had needs other than shelter met during the analysis period. These graphics further indicate that participants having their needs met experience greater decreases in jail activity. People that had at least one medical need met, overall, experienced the most significant decrease in jail use (39.7% booking and 64.9% jail day decrease). Although the meeting of at least one of the six needs is associated with a decrease in jail use, the opposite is not necessarily true. In other words, the absence of meeting certain needs is not always associated with an increase in jail use. Only those people that had a medical need identified and not met experienced a small increase in jail bookings as compared to their pre-referral period. Additionally, people with mental health or employment needs not met experienced a nearly equal or even higher reduction of jail bookings and days in jail, respectively.

Chart 1: Change in Booking & Jail Day Frequency - pre-LEAD® referral to post-LEAD® referral
Program Participants by Needs Met Count - STUDY GROUP 1 ONLY



These needs results continue to support the finding that engaging in LEAD® can result in a decrease in overall jail use. Additionally, these results indicate that having more needs met will result in decreased jail use. These findings should be considered in the context of changes to housing, mental health, and criminal justice policies in Portland and Multnomah County in the past several years. Recent policies designed to divert individuals experiencing mental health crises and homelessness from jail may have had an impact on these results, and the data to account for those factors was not included in this analysis.

Chart 2: Change in Booking Frequency - pre-LEAD® referral to post-LEAD® referral
Program Participants by Needs Met Count and Need Category - STUDY GROUP 1 ONLY

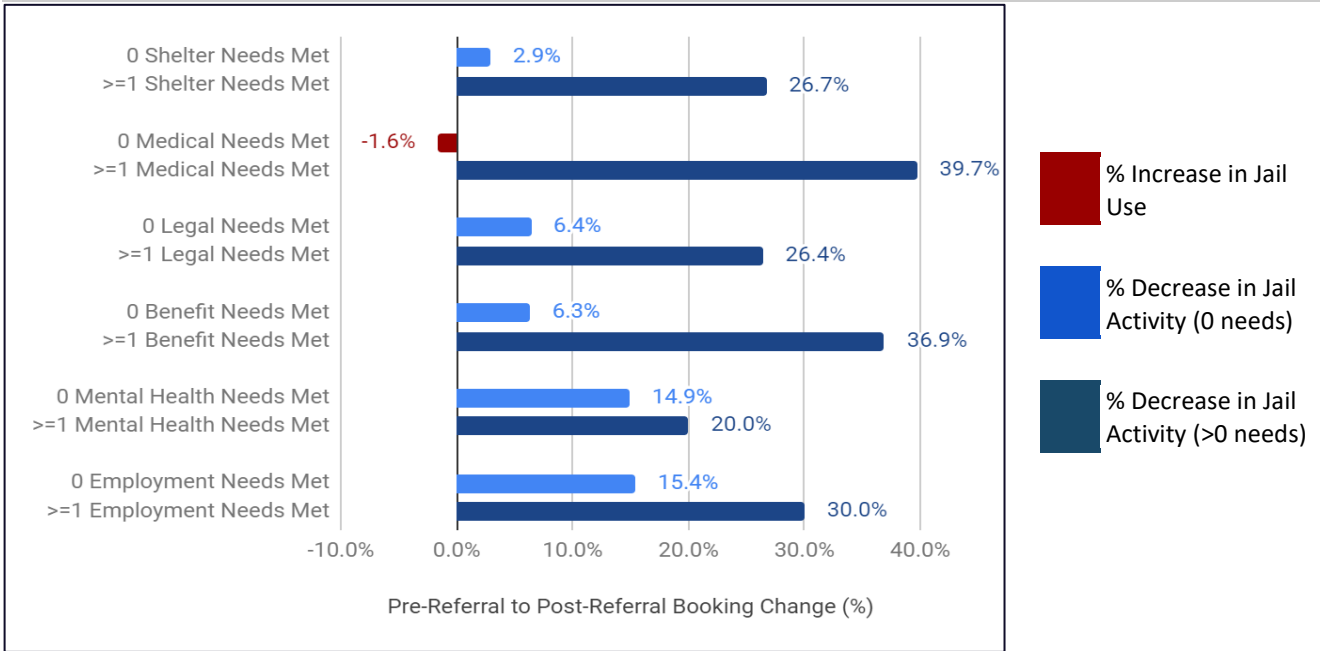
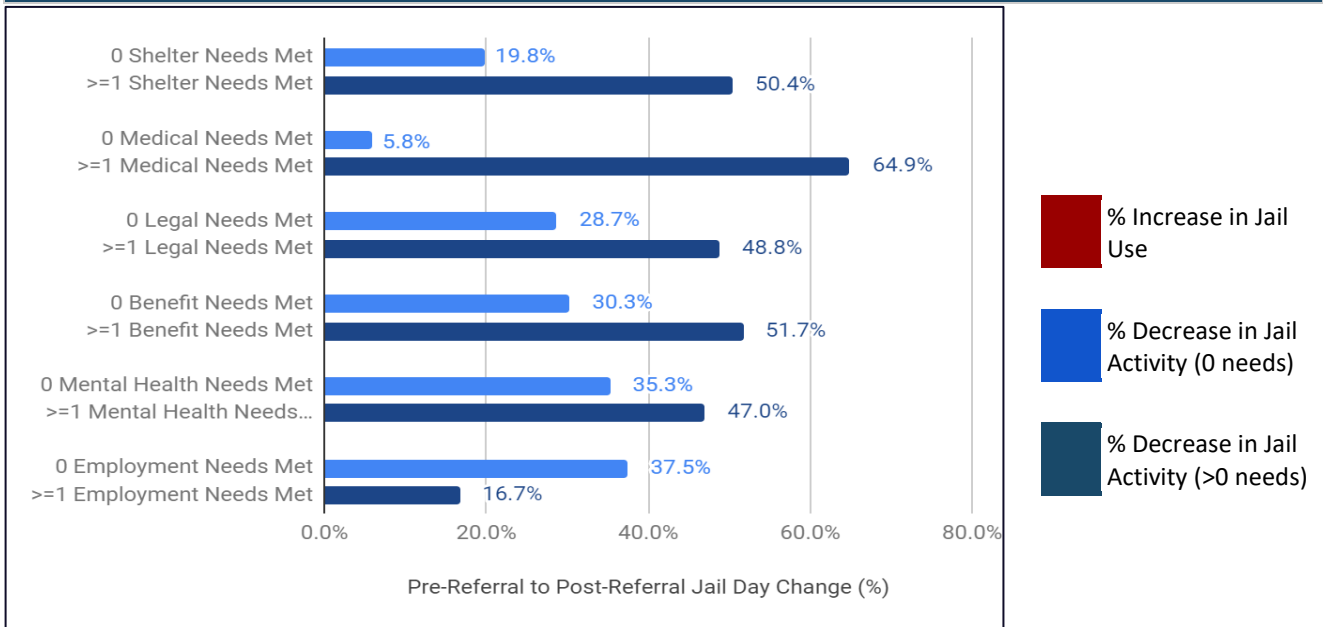


Chart 3: Change in Jail Days - pre-LEAD® referral to post-LEAD® referral
Program Participants by Needs Met Count and Need Category - STUDY GROUP 1 ONLY



Staff Contacts

Similar to participant needs, CCC’s database records the number of contacts with participants. For the purposes of this analysis, average monthly contact values were classified into five categories (0 contacts; 1-30 contacts; 31-60 contacts; 61-90 contacts; >90 contacts) and examined in the context of booking frequency and number of days in jail between the pre and post-referral period.

The vast majority of participants (93.7%) had at least one contact with a case manager. Those that had no contact were all in study group 1 and were mostly White men. Between one and 30 contacts occurred for the majority (61%) of the sample. Tables 20A and 20B breaks down the number of contacts by participant gender, race, and study group.

Table 20A: Detailed Count of LEAD Participants by Contact Count, Gender, Race, and Study Group

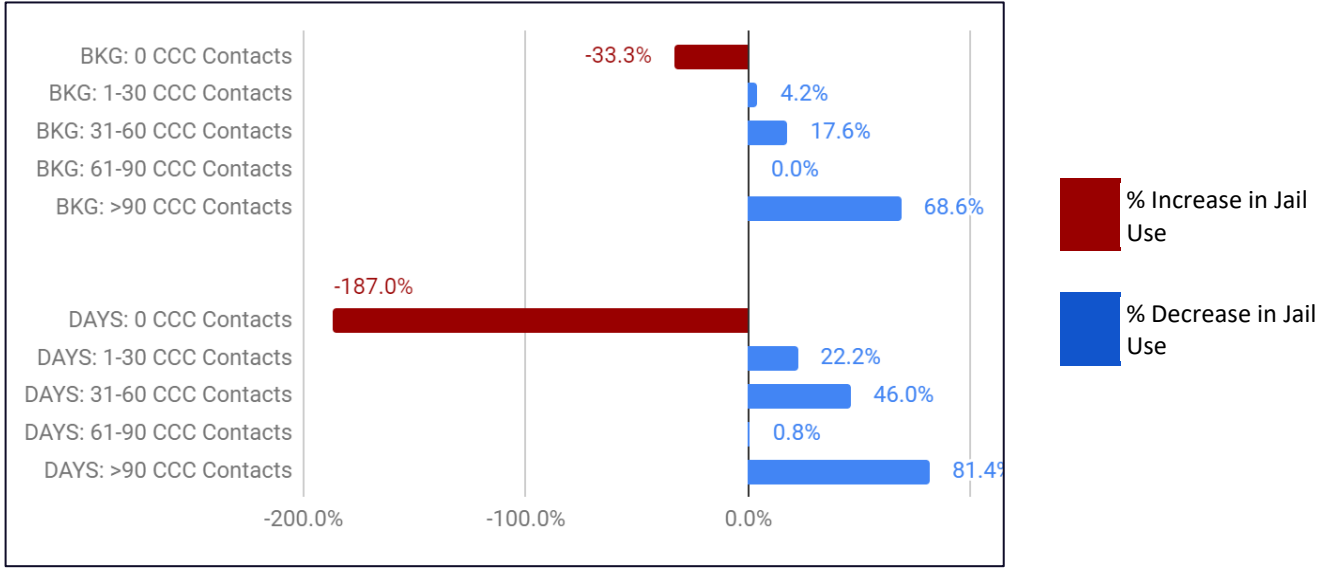
MALE												
	0 Contacts		1-30 Contacts		31-60 Contacts		61-90 Contacts		>90 Contacts		TOTALS	
	G1	G2	G1	G2	G1	G2	G1	G2	G1	G2	G1	G2
African American / Black	0	0	8	3	5	2	0	0	0	0	13	5
Asian	0	0	0	0	0	0	0	0	0	0	0	0
Native American	0	0	2	2	1	0	0	1	0	0	3	3
White	4	2	29	10	6	2	3	0	3	0	45	14
Other Race Alone	0	0	2	0	0	0	0	0	0	0	2	0
2 or More Races	0	0	3	0	0	0	1	0	0	0	4	0
UNK	1	0	0	1	1	0	0	0	0	0	2	1
TOTALS	5	2	44	16	13	4	4	1	3	0	69	23
	7		60		17		5		3		92	

Table 20B: Detailed Count of LEAD Participants by Contact Count, Gender, Race, and Study Group

FEMALE												
	0 Contacts		1-30 Contact		31-60 Contact		61-90 Contact		>90 Contacts		TOTALS	
	G1.	G2	G1.	G2	G1.	G2	G1.	G2	G1.	G2	G1.	G2
African American / Black	0	0	4	2	3	1	1	0	0	0	8	3
Asian	1	0	0	0	0	0	0	0	0	0	1	0
Native American	0	0	2	0	0	0	1	0	1	1	4	1
White	1	1	16	5	8	0	1	0	3	0	29	6
Other Race Alone	0	0	1	1	0	0	1	0	0	0	2	1
2 or More Races	0	0	5	0	2	0	1	0	1	0	9	0
UNK	0	0	1	0	1	0	0	0	0	0	2	0
	2	1	29	8	14	1	5	0	5	1	55	11
TOTALS	3		37		15		5		6		66	

Similar to the pattern observed in participant needs, amount of staff contacts among study group 1 are generally positively associated with fewer bookings in the post-referral period. In other words, as the average number of staff contacts increases, fewer bookings occur. People with no staff contacts experienced a 33% and 187% increase in post-referral bookings and jail days, respectively. Conversely, people at least one contact experienced a decrease in jail use (see Chart 4).

CHART 4: Change in Booking Frequency - pre-LEAD® Referral to post-LEAD® Referral
Count of Staff Contacts - STUDY GROUP 1 ONLY



The contact data supports the finding that engagement in LEAD® will likely result in decreased jail utilization via increased involvement with case managers. The results further indicate that participants with greater case manager contact experience a more substantial reduction in jail bookings. Given most participants have 1 to 30 contacts with case managers, LEAD® participants could potentially benefit from case managers increasing engagement efforts.

Results: Additional Analyses

Frequent Jail Utilizers

The following section focuses on participants identified as frequent jail utilizers (FrU). For the purposes of this analysis, a frequent jail utilizer refers to a person with a 3:1 booking-to-calendar year ratio (e.g., 3 bookings within one year; 6 bookings within two years; 9 bookings within three years; etc.). 76 (36.9%) of the 206 people in the sample fall within this definition. 34% of people in the engaged group were identified as FrU as compared to 47.7% of those in the non-engaged group. Tables 21 and 22 breakdown additional information about FrU by race, age, and gender. Percent values in the tables indicate percent of the total for each category (e.g., eight [66.7%] of the 12 African American people that were not engaged were FrU) (*reference Table 4*).

CATEGORY	ENGAGED		NOT ENGAGED		TOTALS	
	FrU	% of Category	FrU	% of Category	FrU	% of Category
African American/Black	9	30.0%	8	66.7%	17	40.5%
Asian	0	0.0%	0	0.0%	0	0.0%
Native American	3	27.3%	0	0.0%	3	27.3%
White	30	31.6%	11	40.7%	41	33.6%
Other Race Alone	1	20.0%	2	100.0%	3	42.9%
2 or More Races	10	71.4%	0	0.0%	10	71.4%
UNK	2	33.3%	0	0.0%	2	28.6%
TOTALS	55	34.0%	21	47.7%	76	36.9%

RACE CATEGORY	ENGAGED		NOT ENGAGED		TOTALS	
	FrU	% of Category	FrU	% of Category	FrU	% of Category
20-29	13	34.2%	3	33.3%	16	34.0%
30-39	25	47.2%	9	64.3%	34	50.7%
40-49	8	19.5%	4	50.0%	12	24.5%
50-59	9	39.1%	4	50.0%	13	41.9%
60-69	0	0.0%	1	20.0%	1	11.1%
TOTALS	55	34.0%	21	47.7%	76	36.9%
GENDER CATEGORY	ENGAGED		NOT ENGAGED		TOTALS	
	FrU	% of Category	FrU	% of Category	FrU	% of Category
Male	19	28.8%	5	83.3%	24	33.3%
Female	33	35.9%	16	43.2%	49	38.0%
Other	3	75.0%	0	0.0%	3	75.0%
TOTALS	55	34.0%	21	47.7%	76	36.9%

Charts 5 and 6 display jail bookings among FrUs by study category and month relative to an individuals' referral date. Month 1 is the first 30 days following referral; each subsequent or prior 30-day segment is considered a one-month period. Data is aggregated out to 12 months *prior to* and 26 months *following* referral.

CHART 5: Aggregated Booking Counts – Engaged Frequent Utilizers vs Non-Engaged Frequent Utilizers
12 months pre-LEAD® Referral to 26 months post-LEAD® Referral

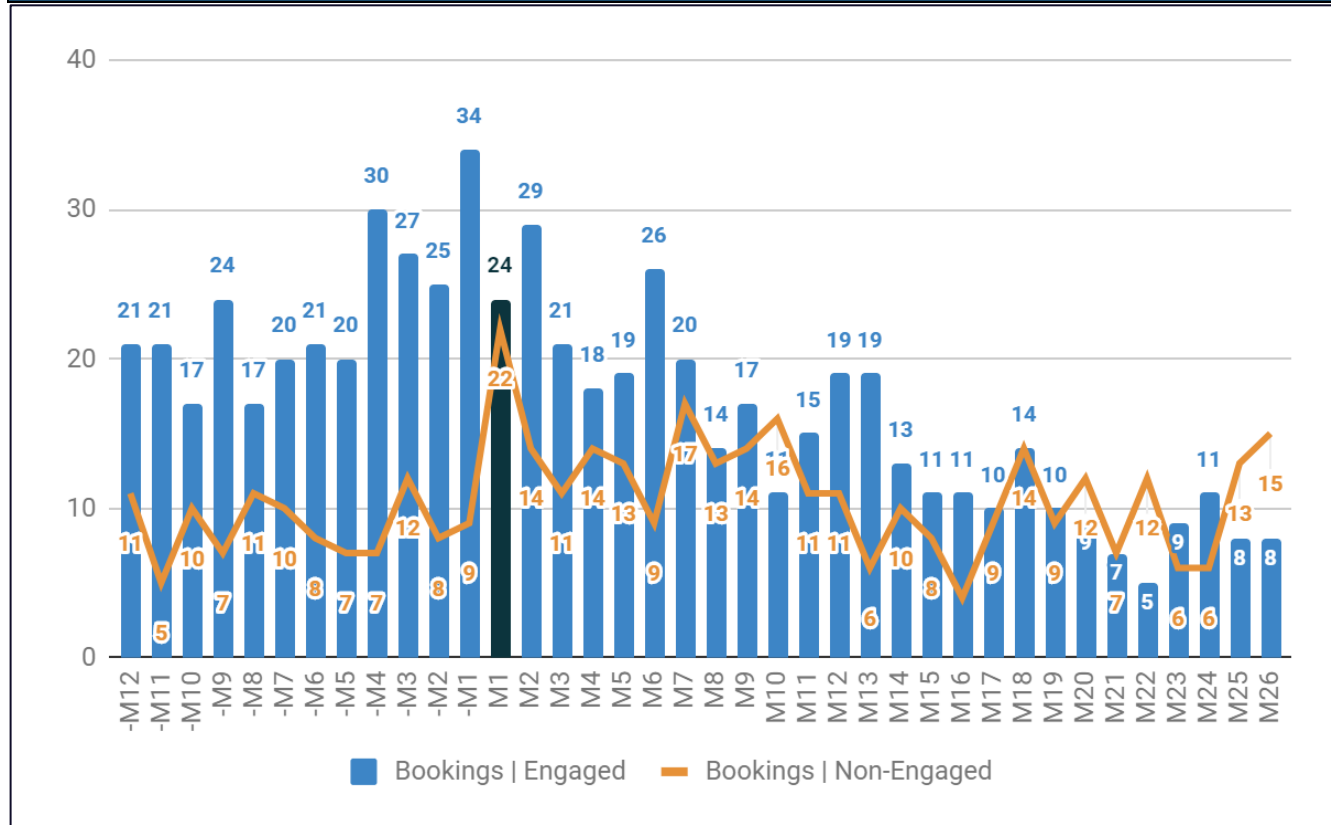
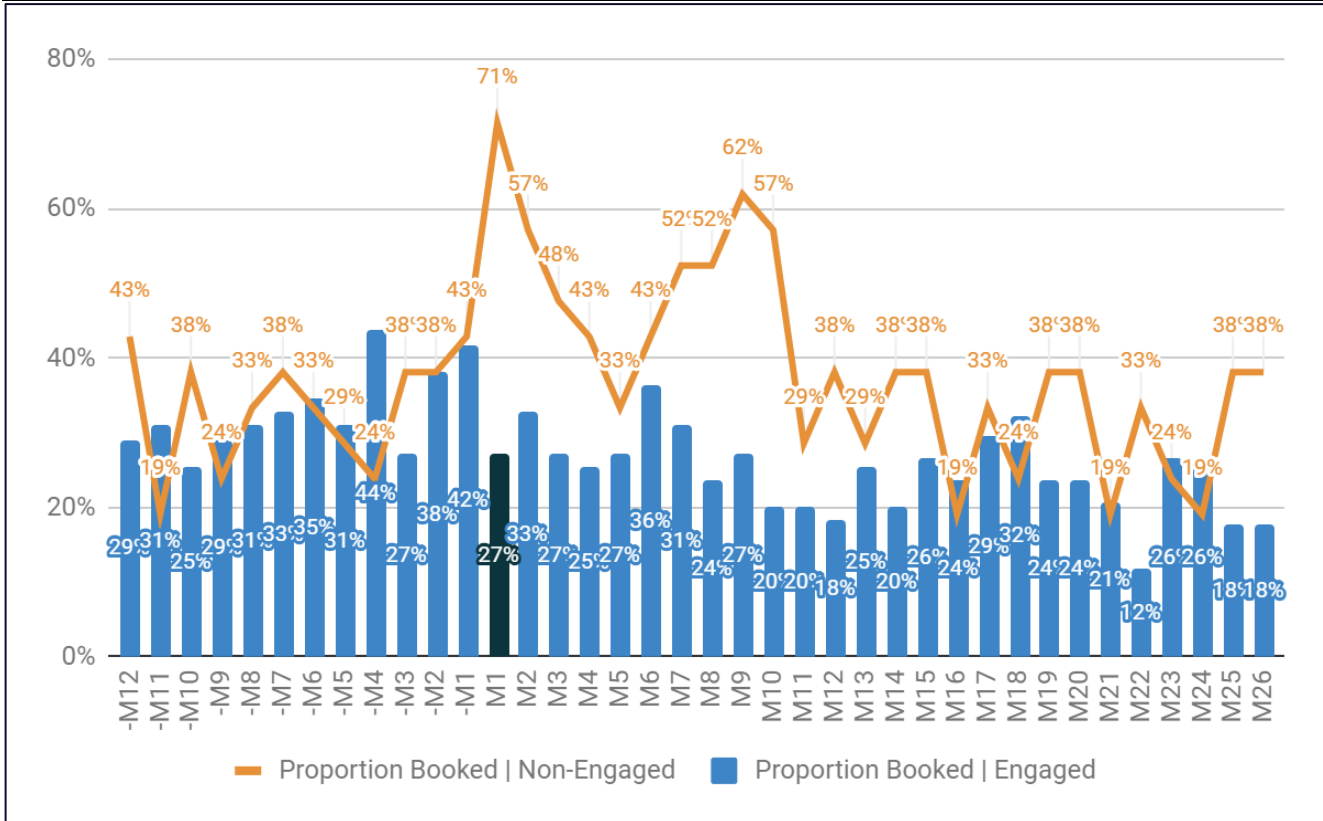


Chart 5 specifically displays the aggregation of all bookings experienced by the study participants in any given month relative to their referral date (e.g., in their first post-referral month, the 55 FrUs engaged in LEAD® experienced a combined 24 bookings, and the 21 FrUs not engaged in LEAD® experienced a combined 22 bookings in their first post-referral month). Chart 6 specifically displays the proportion of all people within each study category that were booked during a given month (e.g., 27% of the 55 FrUs engaged in LEAD® were booked during their first post-referral month, and 71% of the 21 FrUs not engaged in LEAD® were booked during their post-referral first month). Both graphics indicate an increase in frequency and proportion of booking in the 12 months leading to program enrollment. However, post-referral, people engaged in LEAD® experienced a steady decrease in frequency and proportion of jail booking post-referral whereas people not engaged in LEAD® experienced a generally decreasing proportion – but overall volatile – change in booking proportion as well as an increase in overall booking frequency.

**CHART 6: Proportion of People Booked - Engaged Frequent Utilizers vs Non-Engaged Frequent Utilizers
12 months pre-LEAD® Referral to 26 months post-LEAD® Referral**



The frequent utilizer data supports the finding that engagement in LEAD® will likely result in decreased jail utilization. The results further indicate that participants’ jail use appears to spike around month 12 and month 23; this could show a need for more regular progress check-ins among longer-term program participants.

Year One and Year Two Comparison

This analysis expands on the first Multnomah LEAD® jail use report. That report, released in February 2020, analyzes jail use among *all individuals referred* to LEAD® in the first calendar year of implementation. This report expands on that work by additionally including individuals that *entered* into LEAD® during the second year of implementation.

Table 23 provides a detailed comparison between the year one analysis sample and the year two analysis sample. This report also expands the jail booking examination period for individuals referred during year one (the booking analysis period was, at minimum, 15 months for the year one sample and is now 26 months for the combined year one and two sample). Note that yellow values in the “Year 2 Evaluation % of sample” column indicate that the percentage is lower than measured for the year one sample and a teal value indicate the value is higher than that measured for the year one sample.

Table 24 displays the percent change in jail bookings between both samples from the pre-referral period and the post-referral period. Note that yellow values indicate a percent *increase* in jail bookings and teal values indicate a *decrease* in bookings (e.g., in year one, engaged African Americans experienced a 25.3% increase in jail bookings; by year two they experienced a 4.1% decrease in jail bookings).

CATEGORY	Year 1 Evaluation		Year 2 Evaluation		Year 1 to 2 Change	
	Count	% of Sample	Count	% of Sample	# Change	% Change
African American	30	23.8%	42	20.4%	12	40%
Asian	2	1.6%	3	1.5%	1	50%
Native American	9	7.1%	11	5.3%	2	22%
White	73	57.9%	122	59.2%	49	67%
Other Race Alone	2	1.6%	7	3.4%	5	250%
2 or More Races	6	4.8%	14	6.8%	8	133%
20-29	26	20.6%	47	22.9%	21	81%
30-39	43	34.1%	67	32.7%	24	56%
40-49	26	20.6%	49	23.9%	23	88%
50-59	22	17.5%	31	15.1%	9	41%
60-69	8	6.3%	9	4.4%	1	13%
70-79	1	0.8%	2	1.0%	1	100%
Female	38	30.2%	72	35.0%	34	89%
Male	86	68.3%	129	62.6%	43	50%
Other	1	0.8%	4	1.9%	3	300%
Arrest	78	61.9%	96	46.6%	18	23%
Social Contact	46	36.5%	104	50.5%	58	126%
0 Needs Met	24	18.0%	72	35.0%	48	200%
1 or More Needs Met	46	36.5%	86	41.7%	40	87%
0 CCC Contacts	5	7.1%	10	4.9%	5	100%
1 or More CCC Contacts	65	51.6%	148	71.8%	83	128%
TOTALS	126*		206*		80	63%

*Total values represent the entire sample size from the perspective analyses and are not summations of count columns

CATEGORY	ENGAGED			NOT ENGAGED		
	Year 1*	Year 2**	1-2 Change	Year 1*	Year 2**	1-2 Change
African American	25.3%	4.1%	Improvement	9.4%	10.0%	Decline
Native American	35.7%	23.7%	Decline	--	--	--
White	23.7%	28.2%	Improvement	44.2%	40.2%	Improvement
2 or More Races	12.5%	9.4%	Improvement	--	--	--
20-29	20.0%	0.6%	Decline	89.4%	244.0%	Decline
30-39	7.8%	19.5%	Improvement	88.9%	101.0%	Decline
40-49	35.0%	27.6%	Decline	6.1%	6.5%	Improvement
50-59	3.7%	21.1%	Improvement	11.8%	10.3%	Decline
Female	10.6%	20.6%	Improvement	133.3%	151.4%	--
Male	19.8%	16.9%	Decline	22.6%	21.0%	Improvement
Arrest	1.2%	10.9%	Improvement	40.6%	35.7%	Improvement
Social Contact	8.9%	19.6%	Improvement	19.0%	50.0%	Decline
0 Needs Met	38.4%	11.6%	Improvement	--	--	--
1 or More Needs Met	16.1%	18.9%	Improvement	--	--	--
0 CCC Contacts	9.5%	167%	Decline	--	--	--
1 or More CCC Contacts	7.1%	18.3%	Improvement	--	--	--
TOTALS	126	206		126	206	

*Includes bookings among all people in the year 1 sample for at least 15 months prior to and following LEAD® referral

**Includes bookings among all people in the year 2 sample for at least 26 months prior to and following LEAD® referral

The year one to year two comparison data further supports that that engagement in LEAD® will likely result in decreased jail utilization. Additionally, these data indicate that sustained, long-term engagement in LEAD® may

result in a continued decline in jail bookings. Specifically, increases in jail bookings occurred among half of the year one engaged categories; however, nearly all categories were showing a decrease in jail bookings by year two. In contrast, most non-engaged categories in both the year one and year two samples demonstrated increases in jail bookings.

Limitations and Future Directions

There are several gaps in this analysis. First, this analysis has a small sample size. The small size is due to the decision to limit this analysis to those enrolled in the first two years of implementation. This decision allows each participant to have at least two full years of post-enrollment booking data. Future updates to this analysis will include those enrolled in the first two and beyond.

Second, this analysis primarily focuses on LEAD's goal to reduce recidivism; specifically, whether or not LEAD® has influenced occurrence of jail bookings, and if those bookings coincide with the reported participant interactions with Central City Concern case managers and/or the completing/satisfying an identified need. This analysis does not take into account facets of LEAD's other goals, particularly, decreasing the number of people of color prosecuted for Possession of a Controlled substance (PCS). Variables to be included in future evaluation of Multnomah LEAD® should include charges associated with bookings, with specific emphasis on drug-related charges, and whether or not any charges were prosecuted by the Multnomah County District Attorney's Office. Additionally, future analyses should consider the relationship, if any, among booking dates, case manager contacts, and met needs.

Third, this analysis does not factor LEAD® impact on crime/disorder calls for service in the LEAD® engagement zone. Data collaboration between the Portland Police Bureau and the Multnomah County Local Public Safety Coordinating Council will be required for future iterations of this analysis to address this gap. This data will be included in future evaluations of Multnomah LEAD® if that data becomes available.

Fourth, this analysis does not address the impact on the incidence of drug-related crimes in the LEAD® engagement zone in with the setting of Multnomah County's other drug-diversion program (Treatment First). As of this report, a multidisciplinary evaluation team facilitated by the Multnomah County District Attorney's Office is conducting a full evaluation of the impact of Treatment First. Future LEAD® evaluations will include those results as a method of program comparison.

Finally, this analysis, while informative, does not get at the core of the harm-reduction components of LEAD®. A qualitative evaluation should be conducted to address this gap. Examples of qualitative measures in that analysis should include: LEAD® impact on businesses and community members; impact on communication between systems partners; and participants' perceived change in their own efficacy. Surveys administered to LEAD® participants, community and business members within the LEAD® engagement area, as well as through interviews of key LEAD® stakeholders such as LEAD®-trained police officers; Central City Concern Case Managers; LEAD® program participants, and policy/community groups could address these gaps.

Closing

In closing, the results of this analysis of Multnomah County's LEAD® program supports the assertion that engagement in LEAD® reduces jail bookings and the length of time spent in jail. Additionally, these results support the notion that LEAD® participants meet their legal, housing, and health needs, and that meeting those needs, in concert with CCC staff dosage, is having a positive impact on reducing jail bookings. While the overall impact of LEAD® is generally positive, the results of this analysis suggests it may be beneficial to examine the efficacy of implementing additional gender and race-specific focus into future programming.

APPENDIX – Term Definitions

<u>Booking:</u>	Any instance in which a person goes through the process to be booked into the jail.
<u>Case Status:</u>	Classified as “Active” or “Inactive.” Active is the designation for LEAD® participants who are actively engaging in LEAD®. Inactive refers to persons who are no longer actively engaging in LEAD. Central City Concern tracks case status designations.
<u>Enrolled:</u>	People referred to the LEAD® program and accepted by CCC, and met with a case manager.
<u>Ethnicity:</u>	Defined as Hispanic or Non-Hispanic.
<u>FrU:</u>	Frequent Jail Utilizer – categorized as someone that has a 3:1 booking to calendar year ratio
<u>Gender:</u>	Defined as male, female, or other.
<u>Initial Contact:</u>	Refers to the location where the Law Enforcement Officer made the initial referral to Central City Concern. Officers trained to make LEAD® referrals are currently operating in the following areas/neighborhoods: Downtown; Lloyd District; Old Town; Pearl District; Inner Eastside; and the Portland Waterfront.
<u>Jail Release:</u>	Description of where/why a release of a person in custody occurred; for example: Released on Recognizance, Bail; release to other jurisdiction; time served.
<u>Need:</u>	Categorization of a self-identified by the program participant or identified by the participant’s case manager. Categories include: Benefits; Employment; Legal; Medical; Mental Health; and Shelter.
<u>Participant:</u>	Refers to a person enrolled and at some point engaged in LEAD®.
<u>Primary Drug:</u>	Refers to an enrollee’s primary drug of choice as self-reported during the initial referral into LEAD®. Options include: Cannabis; Methamphetamine; Cocaine; and Opioids.
<u>Race:</u>	Defined as African American/Black, Asian American, Caucasian/White, Native American, 2 or more races, or Some other race alone.
<u>Referral (Ref):</u>	Documented recommendation made from a LEAD® officer to a person in the field to enroll in the LEAD® program.
<u>Ref. Type:</u>	Classified as “Arrest” or “Social Contact.” Arrests refer to situations in which a LEAD® Law Enforcement Officer refers a person to LEAD® after responding to a report of that person engaging in arrestable criminal activity. Social Contact refers to situations where a LEAD® Law Enforcement officer refers a person to LEAD® in the absence of responding to a report of that person engaging in arrestable criminal activity.
<u>Ref. Outcome:</u>	Categorical description of the outcome of a referral to enter LEAD® (e.g., Eligible; Ineligible; Accepted; Declined).