

Evaluating the Multnomah County Justice Reinvestment Program

Outcomes, Measurement, and Future Evaluations

January 14, 2019



Acknowledgments

Data and Evaluation Sub-Committee

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MCJRP Structure

1. **MCJRP Policy Steering Committee**

- Comprised of voting members of the collaborating agencies
- Responsible for decision-making and direction of the program

2. **MCJRP Operations Sub-Committee**

- Comprised of supervisors and field staff of the participating agencies
- Responsible for identifying operational challenges, implementation of Steering Committee directives, and feedback on MCJRP operations

3. **MCJRP Data and Evaluation Sub-Committee**

- Comprised of analysts from participating agencies
- Responsible for internal reviews of data findings, development of evaluation plans, and the collection and analysis of performance measures of MCJRP initiatives.

MCJRP 101: INTRODUCTION

Multnomah County District
Attorney's Office

Chris Dollar



Purpose of the Program

Justice Reinvestment Initiatives

- Are promoted by the Bureau of Justice Assistance and seek to divert prison usage and devote funding to alternative sentencing options.

1. Reduce costly prison usage

2. Reduce offender recidivism

3. Protect public safety

4. Hold offenders accountable

HB 3194 (2013) – Justice Reinvestment Act:

- Provided a funding mechanism through the Oregon Criminal Justice Commission to support reinvestment efforts
- Gave discretion and local control to counties' programming efforts
- This prompted representatives from the local justice agencies to collaborate on design, implementation, measurement, and maintenance of justice reinvestment
 - → Multnomah County Justice Reinvestment Program

Program Implementation



Presentation Flow

1. Case Outcomes – Oregon Judicial Department
2. Person Outcomes – Department of Community Justice & Multnomah County Sheriff's Office
3. Questions

The background features a large, faint watermark of the seal of the Multnomah County Circuit Court. The seal is circular and contains a central image of a scale of justice. The words "MULTNOMAH COUNTY" are written along the top arc, and "CIRCUIT COURT" along the bottom arc. A ring of stars separates the two text elements.

Case Outcomes

From the Justice Reinvestment Program in
Multnomah County, Oregon

Barbara A. Sharp, Ph.D.
Oregon Judicial Department

Research Questions

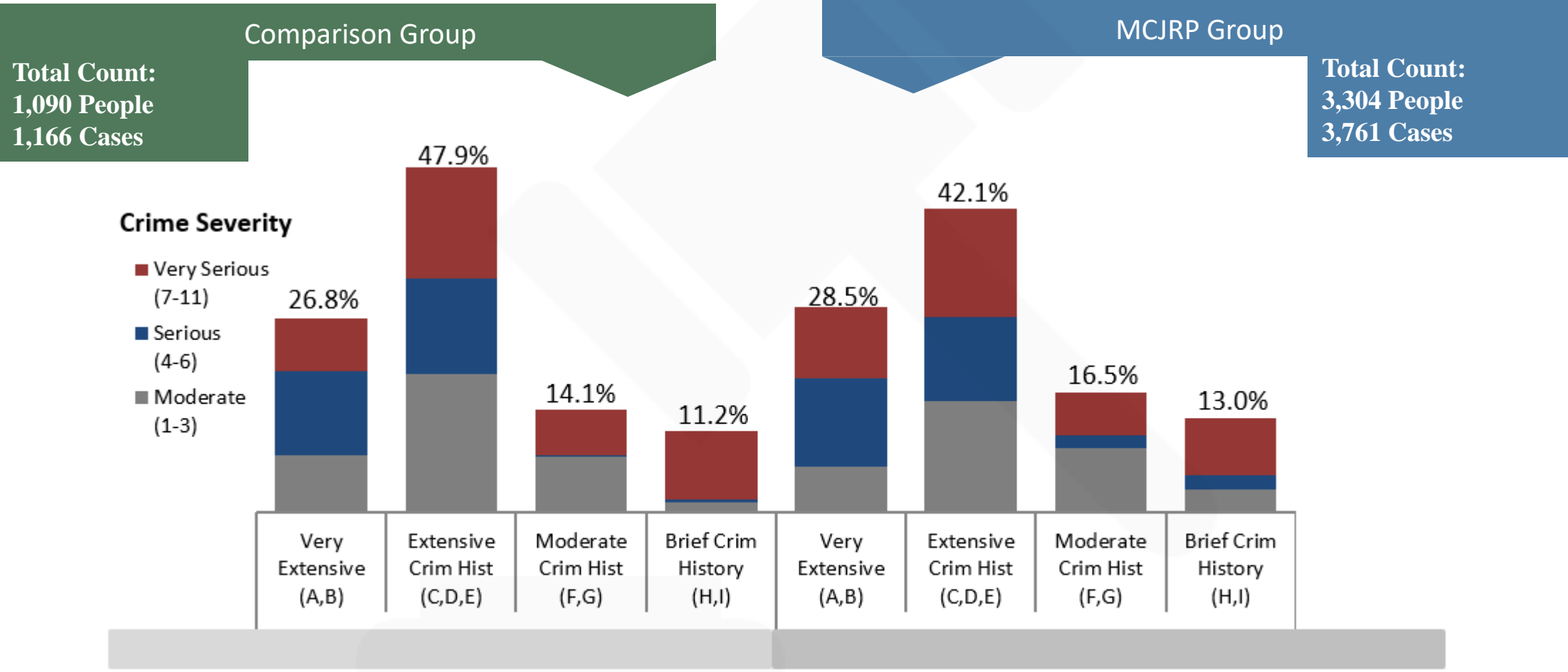
- Focus Area #1 – Sentencing Practices
 - Has MCJRP reduced the use of prison as a sentencing outcome?
- Focus Area #2 – Restitution
 - Has MCJRP improved the rate of payment for restitution?
- Focus Area #3 – Comparison with Treatment Court Outcomes
 - How do the outcomes of MCJRP Supervision Probation compare to the outcomes of Treatment courts?



Methodology

- MCJRP Cases
 - Eligible Cases sentenced between July 2014 through June 30, 2017.
- Comparison Group
 - Cases from 2012-2013 with charges that would have been eligible for MCJRP had the program existed at the time.
- Similarities between Study Groups
 - Demographics – Gender, Age, Race & Ethnicity
 - Legal Characteristics – Crime Type distribution, Primary Charge at issuance

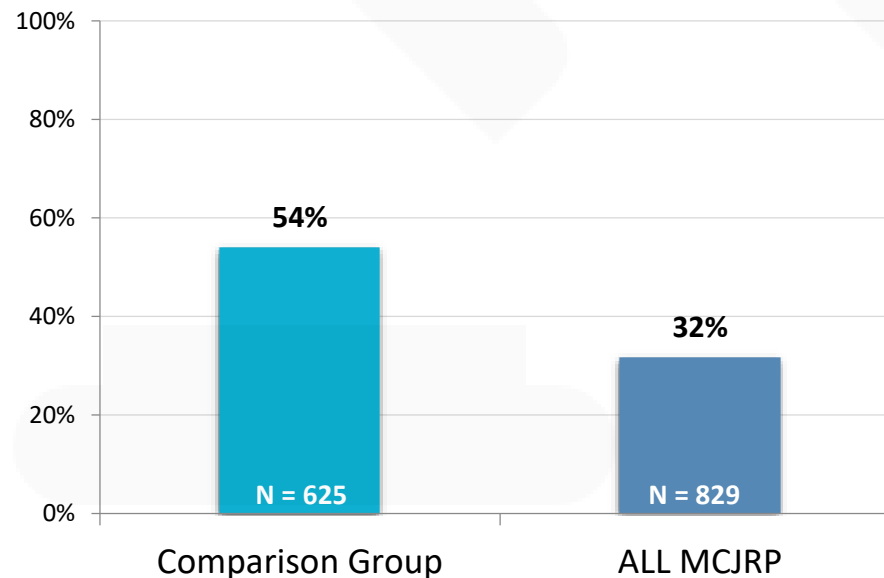
Sentencing Guidelines Grid Score Categories



Findings from the Analysis of Sentencing Outcomes

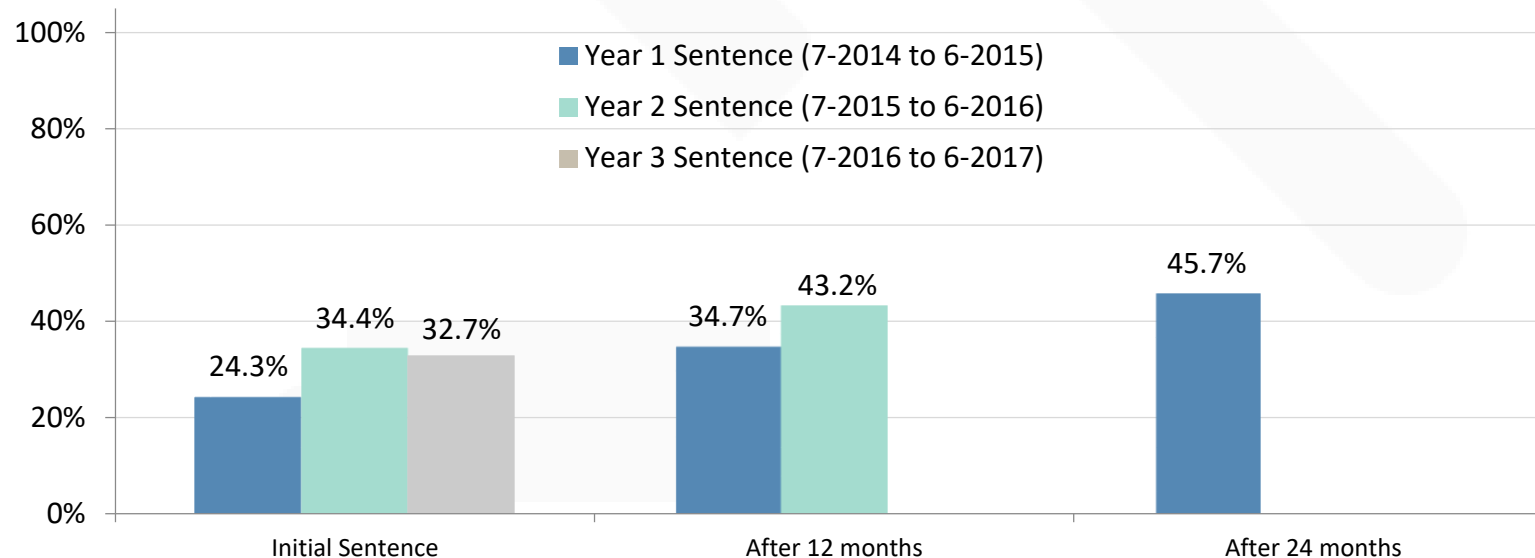


- MCJRP has resulted in significantly lower rates of prison sentences for three straight years.
 - Rate for Comparison Group: 54% of cases sentenced to Prison
 - Rate for MCJRP Years 1-3: 32% of cases sentenced to Prison
- MCJRP Cases are classified into 8 crime type categories.
 - 5 Crime Types have rates of prison sentences less than 30%



Findings from the Analysis of Sentencing Outcomes (cont.)

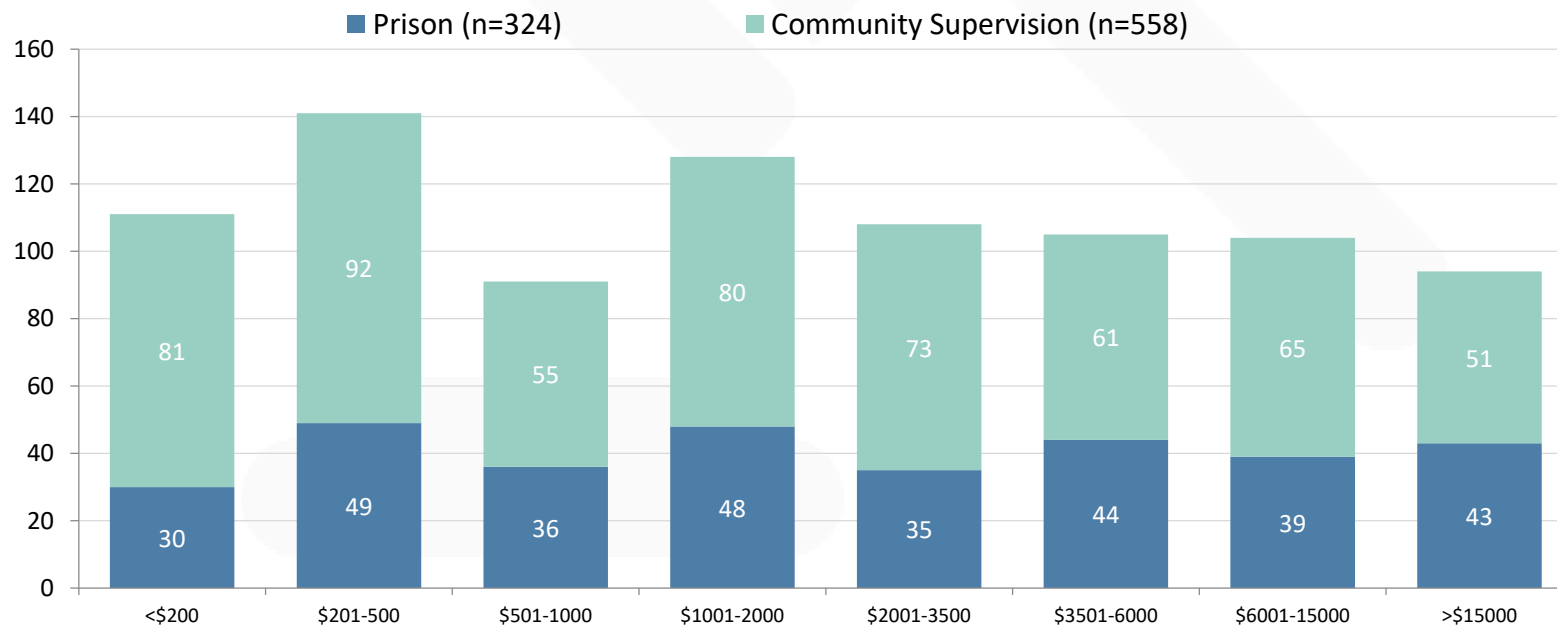
- Decrease in percent of cases sentenced to prison has been evident in cases with defendants of all racial & ethnic backgrounds.
- Average Length of Stay for prison sentences remains the same.
- After following the cases for two years post-sentence to see how many are revoked to prison, the rate is still lower than the rate of the Comparison Group at the time of initial sentencing.



Findings from the Analysis of Restitution Imposed and Paid



- MCJRP Goal: Hold the offender accountable.
- In the first 3 years of MCJRP, 1 in 3 cases have been ordered to pay restitution as part of their sentence.
- The total Restitution ordered on these cases is nearly \$10 million.



Findings from the Analysis of Restitution Imposed and Paid (cont.)

- MCJRP participants sentenced to probation supervision in the community have significantly higher repayment rates compared to those who are sentenced to prison.
 - Those who remained in the community were responsible for 77.5% of all restitution paid on cases in the MCJRP program.
 - Among cases with restitution orders paid in full, 86% had been sentenced to probation supervision in the community.
- As a whole, the majority of restitution remains unpaid in both the MCJRP cases and the Comparison Group cases.

Findings from the Analysis of Treatment Court Outcomes

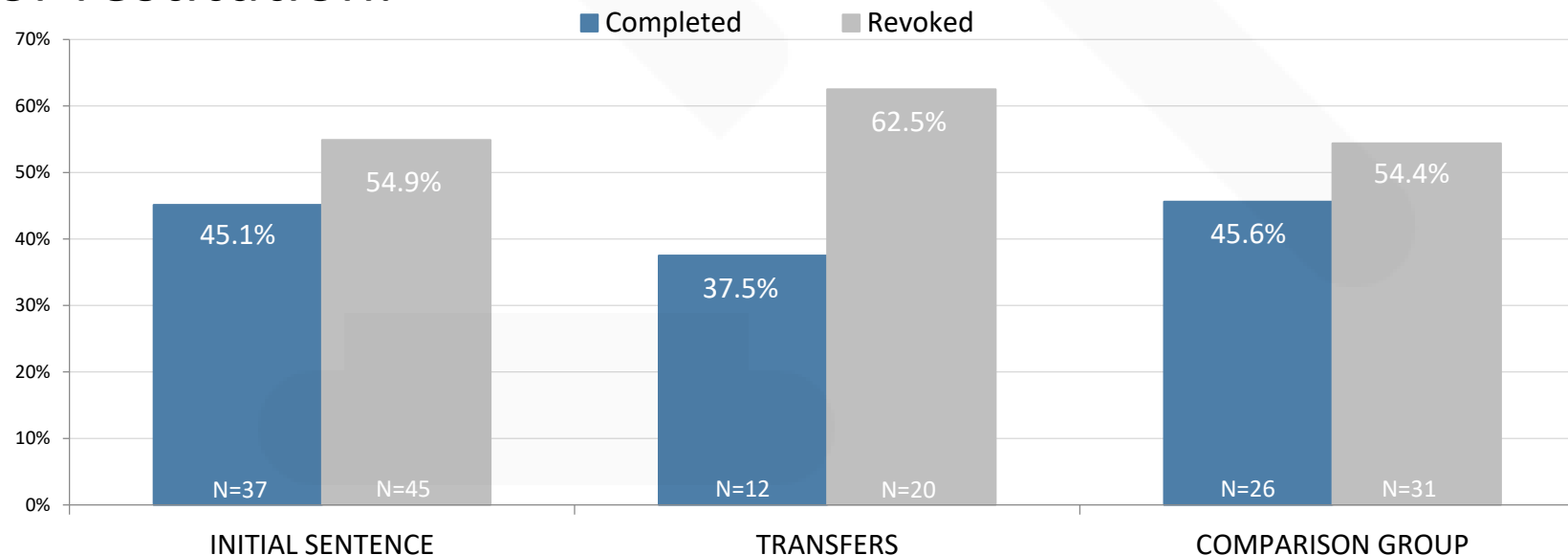


- START Court: “Success Through Accountability, Restitution, and Treatment” program administered by a Judge.
- 3 Study Groups
 - Initial Sentences, Transfer Sentences, Comparison Group Sentences
- Half of START Court clients with MCJRP cases are still active in the treatment program.

Three Study Groups		
START Initial from MCJRP	START Transfer from MCJRP	Comparison Group START
173 cases (160 people)	68 cases (63 people)	67 cases (63 people)

Findings from the Analysis of Treatment Court Outcomes (cont.)

- Completion to Revocation Ratio
 - Very similar for Initial Sentences and Comparison Group
 - Initial Sentences still have many clients in the program so ratio will likely change
 - Transfer Sentences have the highest revocation rates
 - These clients were already “at-risk” of revocation when they began the START program.
- MCJRP Cases sentenced to START Court have the highest payment rate for restitution.



PEOPLE OUTCOMES

Department of Community Justice
Research & Planning

Multnomah County Sheriff's Office
Research & Planning

**Research
& Planning**
Community Justice



PRISON USAGE & RECIDIVISM

Department of Community Justice
Research & Planning

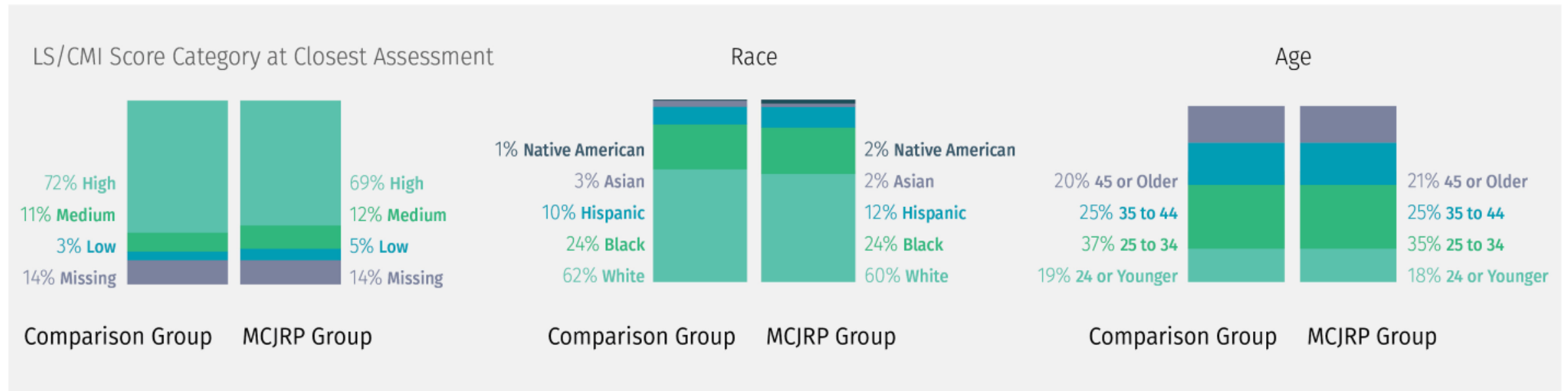
Kimberly Bernard
David Schwager
Theresa Marchetti



Descriptives of Comparison Group to MCJRP Group

Comparison Group Totals: 1,091 People

MCJRP Group Totals: 2,276 People



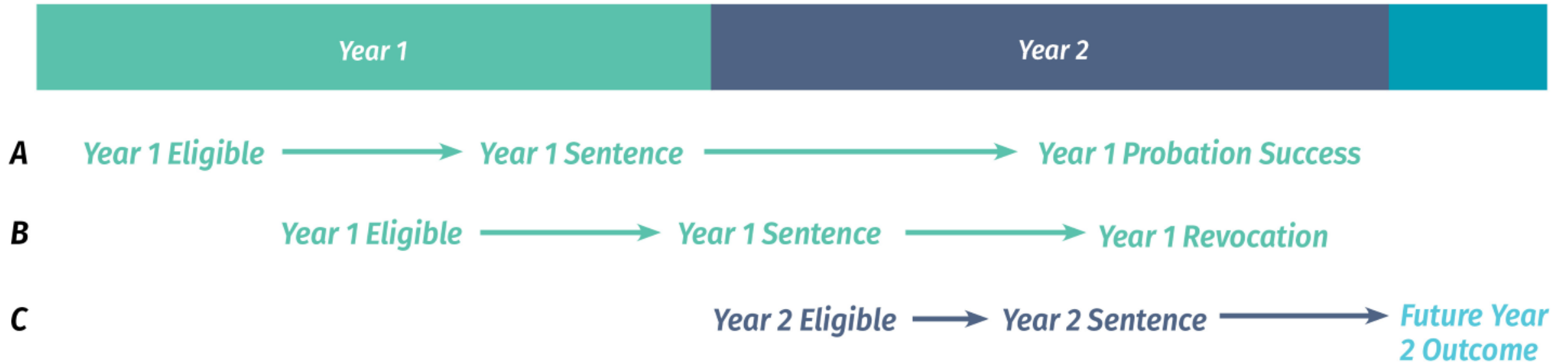
- The MCJRP participants continue to show similarities to the Comparison Group in terms of characteristics, charge type and risk profiles.

Groups for Comparison

- **Comparison Group – Sentenced to Community:** All adults from the comparison group who would have been eligible for MCJRP, their initial sentence was to a community-based setting, and they began DCJ probation (includes traditional probation, START and STOP court). This would not include bench probation
- **MCJRP Group – Sentenced to Community:** All adults who were eligible for MCJRP, went through the MCJRP process, their initial sentence was to a community-based setting, and they began DCJ probation (includes traditional probation, START and STOP court). This would not include bench probation.
- **Comparison Group – Post-Prison Supervision:** This is a special sub-group of the Comparison Group. These are adults who would have been eligible for MCJRP, were sentenced to prison, have been released from a DOC facility and have now started post-prison supervision.
- **MCJRP Probation Supervision:** This is a special sub-group of the MCJRP Group. This includes only those participants who went through the MCJRP process and were initially sentenced to the MCJRP probation supervision program.
- **MCJRP Eligible Non-MCJRP Probation:** This is a special sub-group of the MCJRP Group. This includes only those participants who went through the MCJRP process and were initially sentenced to community supervision other than the MCJRP probation supervision program.

MCJRP Program Timeline: How to Compare Years 1 and 2

By Cohort: All events belong to the year when the person (or case) became eligible. When a person becomes eligible they are tagged as part of that year's cohort, and all future events for that person are attributed to that year regardless of when those future events occur.



Prison Intakes of MCJRP Participants are Below the Rates for the Comparison Group

Percent of Adults with a Prison Intake Following Their Initial Sentence Date

	12 mos	24 mos	% Difference	Sig Level at Yr 1
Comparison Group	58% (N=1,083)	63% (N=1,082)	19.9%	<0.001
MCJRP Combined	38% (N=1,596)	44% (N=591)		
MCJRP Year 1	38% (N=1,010)	44% (N=591)	0.3%	0.76
MCJRP Year 2	38% (N=586)	- (N=0)		

Average Prison Sentence Length among Adults Imprisoned within One Year of Issue Date

	Total Prison Days Imposed Per Year	Ave LOS	Sig Level
Comparison Group	428,754	763 Days (N=562)	0.472
MCJRP Combined	231,901	706 Days (N=657)	
MCJRP Year 1	248,263	709 Days (N=350)	0.877
MCJRP Year 2	215,538	702 Days (N=307)	

Approximately 200 Individuals Avoid Incarceration and are Kept in the Community

DA Primary Charge Categories	Comparison	Total MCJRP	P-Value	MCJRP Year 1	MCJRP Year 2	P-Value
BM57 - Property Offender	68% (N=413)	41% (N=572)	0.000	42% (N=393)	40% (N=179)	0.576
Other Drug	31% (N=206)	28% (N=305)	0.549	29% (N=205)	25% (N=100)	0.498
Other Property	54% (N=114)	32% (N=244)	0.000	31% (N=124)	34% (N=120)	0.583
BM11	75% (N=81)	48% (N=160)	0.000	48% (N=94)	47% (N=66)	0.999
Behavioral	54% (N=67)	33% (N=148)	0.005	30% (N=83)	37% (N=65)	0.476
BM57 - Drug Offender	77% (N=106)	84% (N=67)	0.343	77% (N=44)	96% (N=23)	0.082
Person	45% (N=31)	29% (N=49)	0.151	31% (N=32)	24% (N=17)	0.740
Vehicle	45% (N=65)	22% (N=51)	0.011	26% (N=35)	13% (N=16)	0.469
Total	58% (N=1083)	38% (N=1596)	0.000	38% (N=1010)	38% (N=586)	0.789

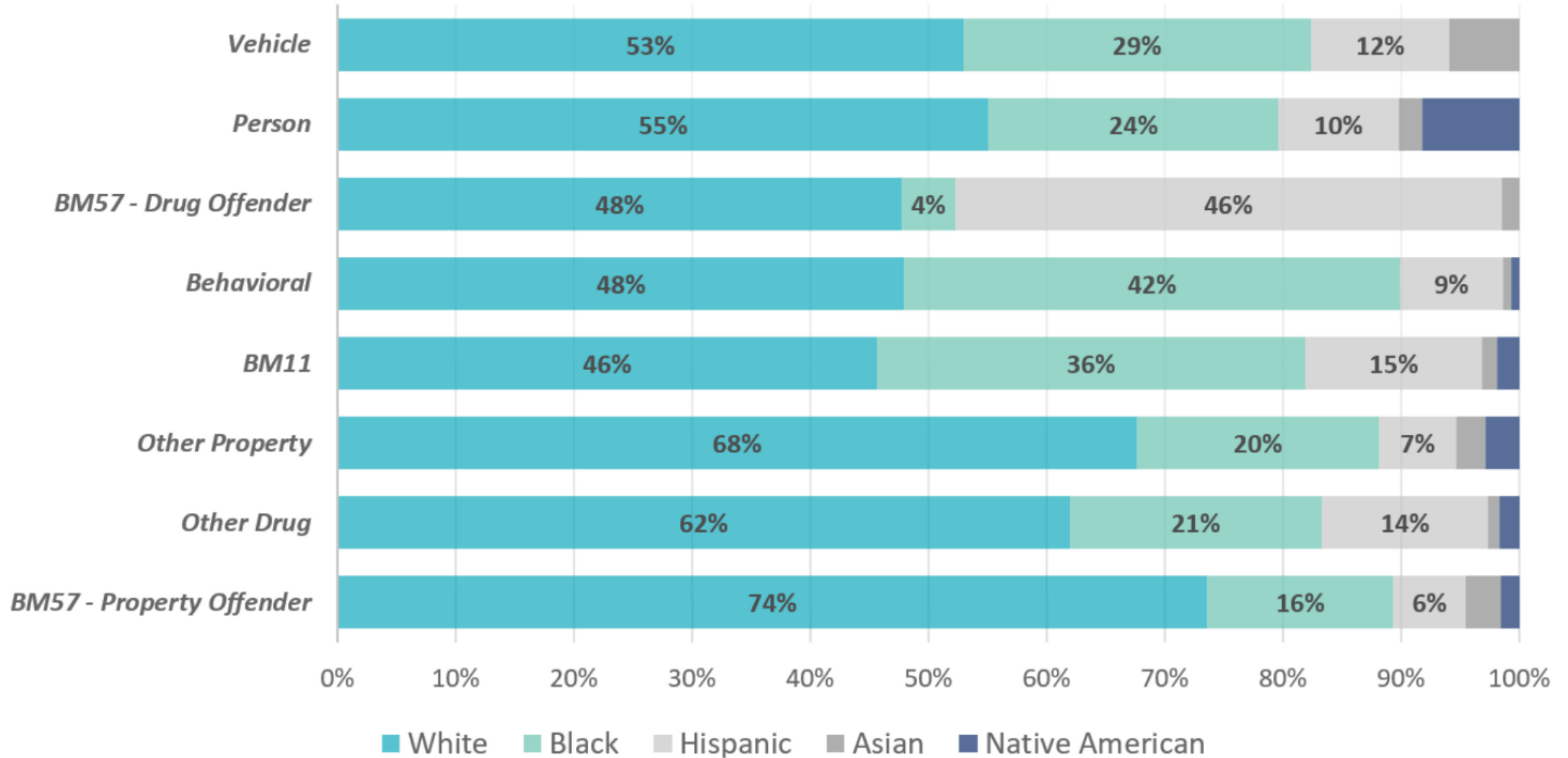
- MCJRP participation has decreased the likelihood of incarceration across all charges except drug charges.
- There are no significant differences between year 1 and year 2 of MCJRP.

Relative Rate Index (Ratio of Prison Rates Between Comparison and MCJRP)

- Out of 100 defendants who would have gone to prison pre-MCJRP, only 66 would go to prison in the MCJRP group

		Total # of Sentenced Adults		# of Adults Imprisoned		RRI	P-Value
		Comparison	MCJRP	Comparison	MCJRP		
		# Within 1 Year of Sentence Date		1083	1596	627	607
Gender	Male	884	1235	535	516	0.69	0.018
	Female	199	361	92	91	0.55	0.018
Race	White	668	1005	400	360	0.60	0.004
	Black	264	355	132	143	0.81	0.005
	Hispanic	109	173	74	83	0.71	0.533
High or Very High in LS/CMI Domain	Alcohol & Drug	586	991	388	398	0.61	0.009
DA Primary Charge Categories	BM57 - Property Offender	413	572	280	237	0.61	0.184
	Other Drug	206	305	63	85	0.91	0.000
	BM57 - Drug Offender	106	67	82	56	1.08	0.002

MCJRP Group Sentenced Adults by Race and Charge Category



No Significant Difference in Recidivism Rates Between Comparison Group and MCJRP at 12 Months

Recidivism Rates for Comparison Group Post-Prisoners

	Comparison Group – Post-Prison Supervision	Comparison Group – Sentenced to Community	MCJRP Group – Sentenced to Community	P-values: Comparison Post-Prison vs Comparison Community	P-values: Comparison Post-Prison vs MCJRP Community
% recidivated 12 mos	29% (N=462)	29% (N=489)	29% (N=1039)	0.889	0.906
% recidivated 24 mos	46% (N=393)	42% (N=488)	36% (N=376)	0.244	0.010

Recidivism Rates for MCJRP Probation Supervision - Measured from supervision start date

	MCJRP Probation Supervision	MCJRP Eligible Non-MCJRP Probationer	P-values: MCJRP Probation vs Non-MCJRP	MCJRP Probation Supervision Year 1	MCJRP Probation Supervision Year 2	P-values: MCJRP Probation Yr 1 vs Yr 2
% recidivated 12 mos	26% (N=736)	36% (N=303)	0.003	25% (N=443)	29% (N=293)	0.184
% recidivated 24 mos	33% (N=246)	44% (N=130)	0.030	33% (N=246)	NA	NA

Pre and Post Comparison of Recidivism Measures - measured as a new LEDS arrest within 12 or 24 months of supervision.

	Comparison Group – Sentenced to Community	MCJRP Group – Sentenced to Community	P-values: Comparison Community vs MCJRP Community
% Arrested within 12 mos.	29% (N=489)	29% (N=1039)	0.949
% Arrested within 24 mos.	42% (N=488)	36% (N=376)	0.123
Avg Number of Days to first arrest of those arrested within 12 months	138.1 (N=489)	133.5 (N=1039)	0.646
Avg Number of Days to first arrest of those arrested within 24 months	258.6 (N=488)	203.8 (N=376)	0.014
Avg Number Arrests within 12 mos.	0.41 (N=489)	0.40 (N=1039)	0.825
Avg Number Arrests within 24 mos.	0.73 (N=488)	0.63 (N=376)	0.203

No Significant Difference in Revocation Rates Between Comparison Group and MCJRP Group at 12 or 24 Months

Percent of Probationers Revoked to Prison - Measured from supervision start date

	Comparison Group – Sentenced to Community	MCJRP Group – Sentenced to Community	P-values: Comparison Community vs MCJRP Community	MCJRP Group – Year 1 Community	MCJRP Group – Year 2 Community	P-values: MCJRP Year 1 vs Year 2
% Revoked within 12 mos.	12% (N=489)	13% (N=1039)	.746	12% (N=658)	15% (N=381)	.126
% Revoked within 24 mos.	21% (N=488)	24% (N=376)	.251	24% (N=376)	NA	NA
Avg number of days to revocation of those revoked within 12 months	217.7 (N=489)	205.5 (N=1039)	.366	209 (N=658)	200.9 (N=381)	.593
Avg number of days to revocation of those revoked within 24 months	336.5 (N=488)	368.6 (N=376)	.212	368.6 (N=376)	NA	NA

PEOPLE OUTCOMES

Multnomah County Sheriff's Office
Research & Planning

Jon Harms-Mahlandt
Wendy Lin-Kelly



Key Findings

During their first two years of community supervision, individuals on MCJRP probation are less likely to be booked into jail, and have fewer total bookings, than similar comparators.

Among individuals on MCJRP probation, those who recidivate are more likely to be male and more likely to be black than those who do not recidivate.

FIGURE 3. | Comparing 12-Month Booking Recidivism Rates Following Supervision Start

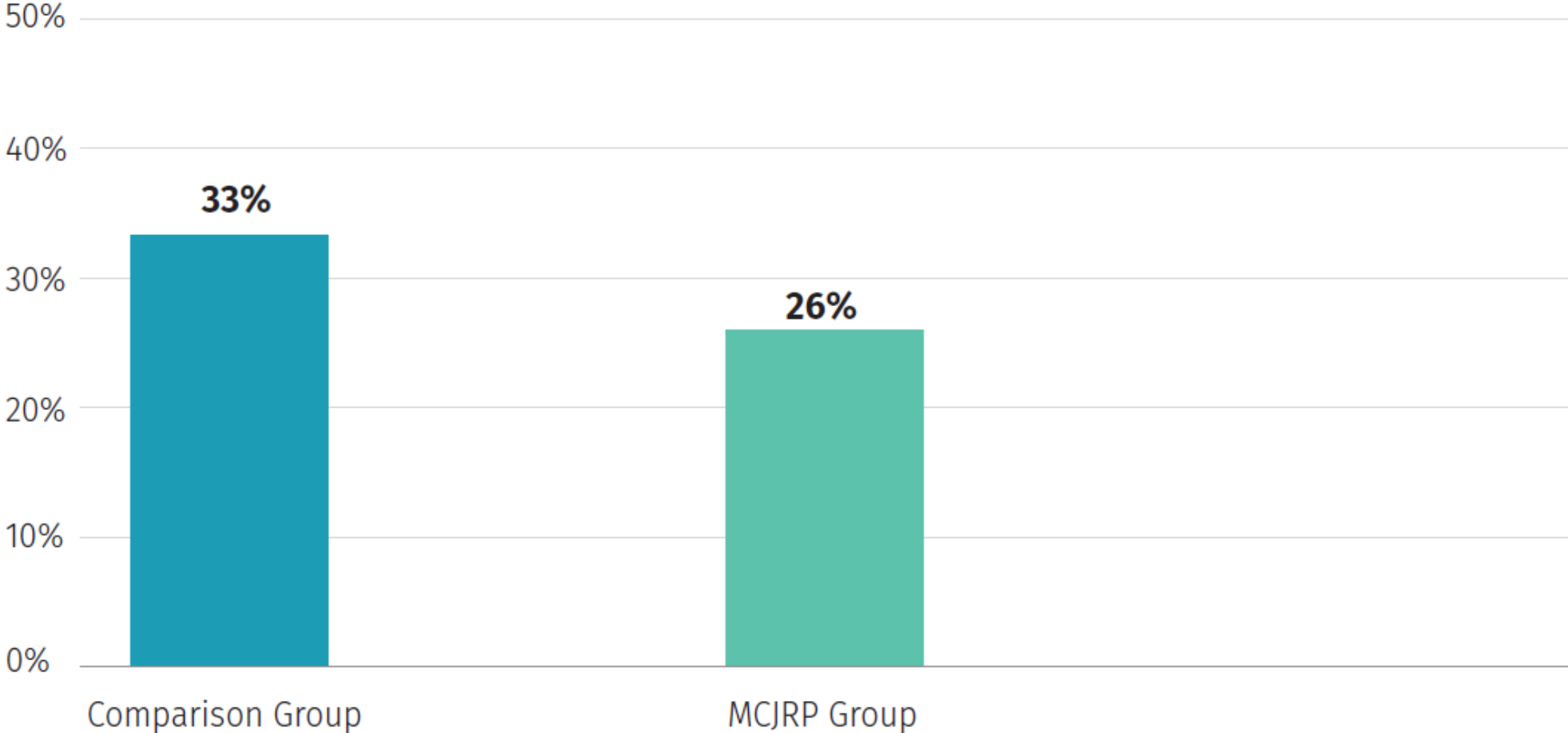


FIGURE 4. | Comparing 24-Month Booking Recidivism Rates Following Supervision Start

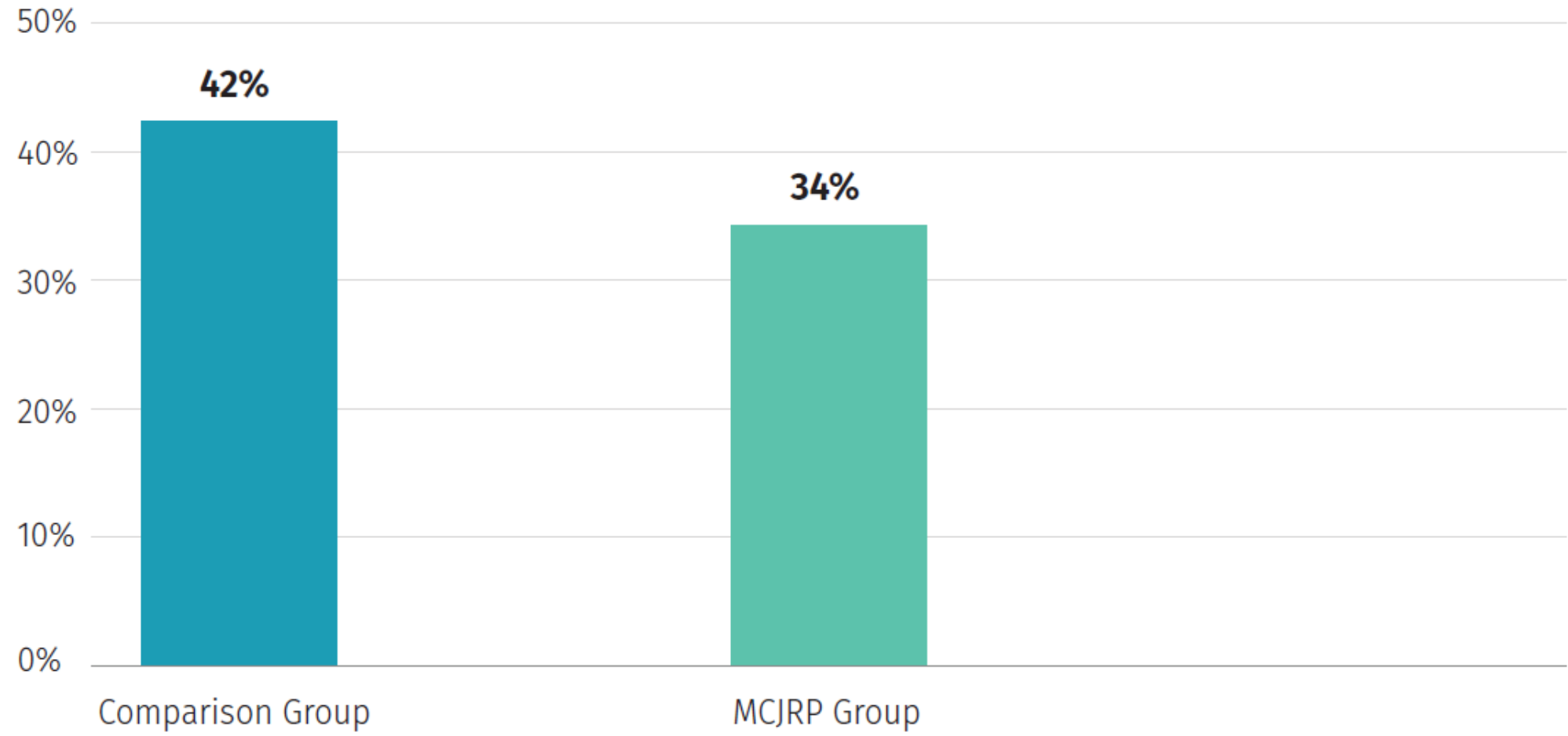


TABLE 56. | Demographics and Statistically Significant Differences in Post-Supervision Bookings on New Charges for MCJRP Participants Who Did and Did Not Recidivate

Demographic Category	MCJRP Probation Participants		P-Value
	Recidivated 12 month: n=192 24 month: n=83	Did Not Recidivate 12 month: n=544 24 month: n=163	
Gender: 12 Month Group	82% male	69% male	.001
Gender: 24 Month Group	82% male	67% male	.012
Race: 12 Month Group	.55% white 30% black 15% other	67% white 20% black 13% other	.002
Race: 24 Month Group	49% white 35% black 16% other	66% white 17% black 17% other	.001

Questions?

