



# Multnomah Law Enforcement Assisted Diversion (LEAD<sup>®</sup>)

## Analysis of Jail Use Among Year-One Participants

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**LPSCC**

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# Table of Contents

|   |                |
|---|----------------|
| <b>LEAD® Program Background</b> .....   | <b>Page 3</b>  |
| <b>Analysis Methodology</b> .....   | <b>Page 3</b>  |
| Evaluation Questions.....   | <b>Page 3</b>  |
| Data Sources.....   | <b>Page 4</b>  |
| Participant Demographics.....   | <b>Page 4</b>  |
| Analysis Period.....  | <b>Page 8</b>  |
| <b>Key Findings</b> .....   | <b>Page 8</b>  |
| <b>Detailed Results - Engaged and Non-Engaged Participant Recidivism Comparison</b> |                |
| Comparison by Study Group.....  | <b>Page 10</b> |
| Comparison by Gender.....   | <b>Page 11</b> |
| Comparison by Race.....   | <b>Page 12</b> |
| Comparison by Age.....  | <b>Page 14</b> |
| Comparison by Referral Type.....  | <b>Page 16</b> |
| <b>Detailed Results - Recidivism by LEAD® Case Management Component</b>             |                |
| Participant Drug of Choice.....   | <b>Page 17</b> |
| Participant Needs.....  | <b>Page 20</b> |
| Participant and Staff Contacts.....   | <b>Page 23</b> |
| <b>Limitations &amp; Future Directions</b> .....                                    | <b>Page 25</b> |
| <b>Appendix - Term Definitions</b> .....  | <b>Page 27</b> |

# LEAD<sup>®</sup> Background

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

LEAD<sup>®</sup> is a harm reduction model, which means that participants are engaged and given support, and 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 through 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, treatment) and create pathways for support and access to services.

LEAD<sup>®</sup> creates a unique partnership between the public and non-profit sectors. The LEAD<sup>®</sup> 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 is the first evaluation for Multnomah County's LEAD<sup>®</sup> program. Due to LEAD's recent implementation, and limited data availability, this analysis examines jail use (one component of recidivism) among individuals referred to LEAD<sup>®</sup> in its first year of program implementation.

## Evaluation Methodology

### Evaluation Questions

This report will address the following questions:

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

## Data Sources

The data utilized in this analysis was obtained 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). The data obtained from MCDA includes: name, age, race, gender of LEAD® referrals; and date, type, location, and outcome of referral. Data elements extracted from DSS-J include: name, age, and race, gender of people booked; date of booking; charges associated with the booking; jail release date; and jail release reason. Of note, the data elements extracted from DSS-J were originally collected by and housed in the Multnomah County Sheriff’s Office. Data elements received from CCC include: name, age, race, and gender of LEAD® client; LEAD® case number; average number of staff contacts by participant and date; number and type of needs identified by participant and date; and number and type of identified needs met by participant and date.

## Participant Demographics

Individuals examined in this analysis include all those who’s referral to LEAD® were documented in a program referral sheet. These referral sheets are completed by PPB officers in the field and entered into MCDA’s LEAD® database. Referral data on all persons referred to LEAD® between 3/1/2017 and 2/28/2018 (year one), regardless of the referral outcome, was obtained from MCDA. The obtained data was cleaned (i.e., removed duplicate entries and repeated referrals) revealing 138 referrals in year one. Multnomah County jail activity for each of the 138 referred people was gleaned from the County’s DSS-J data warehouse. Booking data for 12 of the 138 people was unavailable due to insufficient identifying information; as such, booking data on only 126 people was extracted analysis. Among the 126, the majority were Male (68%), White (57%), and between ages 20 and 39 (54%). Aggregate counts and proportions by demographic category for the 126 people can be found in Table 1; more detailed, cross-demographic counts and proportions can be found in Tables 2A&B.

| RACE             |    |       | AGE      |    |       |        | GENDER   |    |       |
|------------------|----|-------|----------|----|-------|--------|----------|----|-------|
| CATEGORY         | #  | %     | CATEGORY | #  | %     | Cum.%  | CATEGORY | #  | %     |
| African American | 30 | 23.8% | 20-29    | 26 | 20.6% | 20.6%  | Female   | 38 | 30.2% |
| Asian            | 2  | 1.6%  | 30-39    | 43 | 34.1% | 54.8%  | Male     | 86 | 68.3% |
| Native American  | 9  | 7.1%  | 40-49    | 26 | 20.6% | 75.4%  | Other    | 1  | 0.8%  |
| White            | 73 | 57.9% | 50-59    | 22 | 17.5% | 92.9%  | UNK      | 1  | 0.8%  |
| Other Race Alone | 2  | 1.6%  | 60-69    | 8  | 6.3%  | 99.2%  |          |    |       |
| 2 or More Races  | 6  | 4.8%  | 70-79    | 1  | 0.8%  | 100.0% |          |    |       |
| UNK              | 4  | 3.2%  |          |    |       |        |          |    |       |

|                  | MALE      |       |           |       |           |       |           |       |          |       |          |      |           |       |
|------------------|-----------|-------|-----------|-------|-----------|-------|-----------|-------|----------|-------|----------|------|-----------|-------|
|                  | 20-29     |       | 30-39     |       | 40-49     |       | 50-59     |       | 60-69    |       | 70-79    |      | TOTALS    |       |
|                  | #         | %     | #         | %     | #         | %     | #         | %     | #        | %     | #        | %    | #         | %     |
| African American | 1         | 6.3%  | 6         | 22.2% | 5         | 31.3% | 7         | 36.8% | 3        | 42.9% | 1        | 100% | 23        | 26.7% |
| Asian            | 0         | 0.0%  | 1         | 3.7%  | 1         | 6.3%  | 0         | 0.0%  | 0        | 0.0%  | 0        | 0.0% | 2         | 2.3%  |
| Native American  | 2         | 12.5% | 1         | 3.7%  | 0         | 0.0%  | 1         | 5.3%  | 0        | 0.0%  | 0        | 0.0% | 4         | 4.7%  |
| White            | 13        | 81.3% | 18        | 66.7% | 9         | 56.3% | 8         | 42.1% | 3        | 42.9% | 0        | 0.0% | 51        | 59.3% |
| Other Race Alone | 0         | 0.0%  | 1         | 3.7%  | 0         | 0.0%  | 1         | 5.3%  | 0        | 0.0%  | 0        | 0.0% | 2         | 2.3%  |
| 2 or More Races  | 0         | 0.0%  | 0         | 0.0%  | 1         | 6.3%  | 0         | 0.0%  | 1        | 14.3% | 0        | 0.0% | 2         | 2.3%  |
| UNK              | 0         | 0.0%  | 0         | 0.0%  | 0         | 0.0%  | 2         | 10.5% | 0        | 0.0%  | 0        | 0.0% | 2         | 2.3%  |
| <b>TOTALS</b>    | <b>16</b> |       | <b>27</b> |       | <b>16</b> |       | <b>19</b> |       | <b>7</b> |       | <b>1</b> |      | <b>86</b> |       |

**Table 2B: Detailed Count - Count and Proportion of LEAD Participants by Age, Gender, and Race**

| FEMALE           |          |       |           |       |           |       |          |      |          |      |          |      |           |       |
|------------------|----------|-------|-----------|-------|-----------|-------|----------|------|----------|------|----------|------|-----------|-------|
|                  | 20-29    |       | 30-39     |       | 40-49     |       | 50-59    |      | 60-69    |      | 70-79    |      | TOTALS    |       |
|                  | #        | %     | #         | %     | #         | %     | #        | %    | #        | %    | #        | %    | #         | %     |
| African American | 0        | 0.0%  | 6         | 40.0% | 0         | 0.0%  | 0        | 0.0% | 1        | 100% | 0        | 0.0% | 7         | 18.4% |
| Asian            | 0        | 0.0%  | 0         | 0.0%  | 0         | 0.0%  | 0        | 0.0% | 0        | 0.0% | 0        | 0.0% | 0         | 0.0%  |
| Native American  | 1        | 11.1% | 1         | 6.7%  | 3         | 30.0% | 0        | 0.0% | 0        | 0.0% | 0        | 0.0% | 5         | 13.2% |
| White            | 7        | 77.8% | 8         | 53.3% | 4         | 40.0% | 3        | 100% | 0        | 0.0% | 0        | 0.0% | 22        | 57.9% |
| Other Race Alone | 0        | 0.0%  | 0         | 0.0%  | 0         | 0.0%  | 0        | 0.0% | 0        | 0.0% | 0        | 0.0% | 0         | 0.0%  |
| 2 or More Races  | 1        | 11.1% | 0         | 0.0%  | 2         | 20.0% | 0        | 0.0% | 0        | 0.0% | 0        | 0.0% | 3         | 7.9%  |
| UNK              | 0        | 0.0%  | 0         | 0.0%  | 1         | 10.0% | 0        | 0.0% | 0        | 0.0% | 0        | 0.0% | 1         | 2.6%  |
| <b>TOTALS</b>    | <b>9</b> |       | <b>15</b> |       | <b>10</b> |       | <b>3</b> |      | <b>1</b> |      | <b>0</b> |      | <b>38</b> |       |

After booking data was obtained, data from CCC was incorporated to assess program enrollment and engagement for each person referred. CCC data indicated that 89 of the 126 people referred were enrolled into LEAD®; however, levels of engagement among those enrolled widely varied. Given the variety, it was determined that each person should be categorized based on program engagement.

The 126 people referred were first separated into two broad categories, then into six smaller study groups: Engaged (study groups 1 and 2) and Non-Engaged (study groups 3, 4, 5, and 6) (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 would be affected by LEAD® programming, and those in the non-engaged category represent those that would not. The non-engaged group thereby provides a natural point of comparison for jail outcomes in the engaged group.

**TABLE 3: Description of Study Groups**

| Group        | Description   | Count      |
|--------------|---|------------|
| 1            | Enrolled in LEAD® and consistently engaged between enrollment and 5/31/2019     | 61         |
| 2            | Enrolled in LEAD® but not consistently engaged between enrollment and 5/31/2019 | 10         |
| 3            | Enrolled in LEAD®, but never engaged due to program ineligibility               | 4          |
| 4            | Enrolled in LEAD®, but never engaged due to not meeting case manager            | 14         |
| 5            | Referred to LEAD®, but declined enrollment                                      | 16         |
| 6            | Referred to LEAD®, but ineligible for program                                   | 21         |
| <b>TOTAL</b> |   | <b>126</b> |

An aggregate count of the individuals within the engaged (study groups 1 and 2) and non-engaged (study groups 3-6) categories by participant age, race, and gender can be found in Table 4. A more detailed breakdown of individuals within the engaged and non-engaged categories can be found in Table 5. When reading Tables 4 and

5, please note that the columns titled “1-2” and “3-6” refer to the engaged and non-engaged categories, respectively.

**Table 4: Aggregate Count of LEAD Participants by Age, Gender, Race, and Study Category**

| RACE                     |     |     | AGE   |          |     |     | GENDER |          |     |     |       |
|--------------------------|-----|-----|-------|----------|-----|-----|--------|----------|-----|-----|-------|
| Category                 | 1-2 | 3-6 | Total | Category | 1-2 | 3-6 | Total  | Category | 1-2 | 3-6 | Total |
| African American / Black | 17  | 13  | 30    | 20-29    | 13  | 13  | 26     | Female   | 29  | 9   | 36    |
| Asian                    | 0   | 2   | 2     | 30-39    | 26  | 17  | 43     | Male     | 41  | 45  | 86    |
| Native American          | 8   | 1   | 9     | 40-49    | 16  | 10  | 26     | Other    | 1   | 0   | 1     |
| White                    | 38  | 35  | 73    | 50-59    | 12  | 10  | 22     | UNK      | 0   | 1   | 1     |
| Other Race Alone         | 0   | 2   | 2     | 60-69    | 3   | 5   | 8      | TOTALS   | 71  | 55  | 126   |
| 2 or More Races          | 6   | 0   | 6     | 70-79    | 1   | 0   | 1      |          |     |     |       |
| UNK                      | 2   | 2   | 4     | TOTALS   | 71  | 55  | 126    |          |     |     |       |
| TOTALS                   | 71  | 55  | 126   |          |     |     |        |          |     |     |       |

**Table 5: Detailed Count of LEAD Participants by Age, Gender, Race, and Study Category**  
*Known Genders and Races Only*

| MALE             |       |     |       |     |       |     |       |     |       |     |       |     |        |     |
|------------------|-------|-----|-------|-----|-------|-----|-------|-----|-------|-----|-------|-----|--------|-----|
|                  | 20-29 |     | 30-39 |     | 40-49 |     | 50-59 |     | 60-69 |     | 70-79 |     | TOTALS |     |
|                  | 1-2   | 3-6 | 1-2   | 3-6 | 1-2   | 3-6 | 1-2   | 3-6 | 1-2   | 3-6 | 1-2   | 3-6 | 1-2    | 3-6 |
| African American | 0     | 1   | 2     | 4   | 1     | 4   | 5     | 2   | 1     | 2   | 1     | 0   | 10     | 13  |
| Asian            | 0     | 0   | 0     | 1   | 0     | 1   | 0     | 0   | 0     | 0   | 0     | 0   | 0      | 2   |
| Native American  | 2     | 0   | 0     | 1   | 0     | 0   | 1     | 0   | 0     | 0   | 0     | 0   | 3      | 1   |
| White            | 4     | 9   | 12    | 6   | 5     | 4   | 4     | 4   | 0     | 3   | 0     | 0   | 25     | 26  |
| Other Race Alone | 0     | 0   | 0     | 1   | 0     | 0   | 0     | 1   | 0     | 0   | 0     | 0   | 0      | 2   |
| 2 or More Races  | 0     | 0   | 0     | 0   | 1     | 0   | 0     | 0   | 1     | 0   | 0     | 0   | 2      | 0   |
| UNK              | 0     | 0   | 0     | 0   | 0     | 0   | 1     | 1   | 0     | 0   | 0     | 0   | 1      | 1   |
| TOTALS           | 6     | 10  | 14    | 13  | 7     | 9   | 11    | 8   | 2     | 5   | 1     | 0   | 41     | 45  |
|                  | 16    |     | 27    |     | 16    |     | 19    |     | 7     |     | 1     |     | 86     |     |
| FEMALE           |       |     |       |     |       |     |       |     |       |     |       |     |        |     |
|                  | 20-29 |     | 30-39 |     | 40-49 |     | 50-59 |     | 60-69 |     | 70-79 |     | TOTALS |     |
|                  | 1-2   | 3-6 | 1-2   | 3-6 | 1-2   | 3-6 | 1-2   | 3-6 | 1-2   | 3-6 | 1-2   | 3-6 | 1-2    | 3-6 |
| African American | 0     | 0   | 6     | 0   | 0     | 0   | 0     | 0   | 1     | 0   | 0     | 0   | 7      | 0   |
| Asian            | 0     | 0   | 0     | 0   | 0     | 0   | 0     | 0   | 0     | 0   | 0     | 0   | 0      | 0   |
| Native American  | 1     | 0   | 1     | 0   | 3     | 0   | 0     | 0   | 0     | 0   | 0     | 0   | 5      | 0   |
| White            | 5     | 2   | 4     | 4   | 3     | 1   | 1     | 2   | 0     | 0   | 0     | 0   | 13     | 9   |
| Other Race Alone | 0     | 0   | 0     | 0   | 0     | 0   | 0     | 0   | 0     | 0   | 0     | 0   | 0      | 0   |
| 2 or More Races  | 1     | 0   | 0     | 0   | 2     | 0   | 0     | 0   | 0     | 0   | 0     | 0   | 3      | 0   |
| UNK              | 0     | 0   | 0     | 0   | 1     | 0   | 0     | 0   | 0     | 0   | 0     | 0   | 1      | 0   |
| TOTALS           | 7     | 2   | 11    | 4   | 9     | 1   | 1     | 2   | 1     | 0   | 0     | 0   | 29     | 9   |
|                  | 9     |     | 15    |     | 10    |     | 3     |     | 1     |     | 0     |     | 38     |     |



As described previously, people are referred to LEAD® through one of two avenues: 1) as an alternative to arrest (arrest referral) or 2) initiated by officers who identify individuals perceived to be at high risk of future arrest and seeking assistance (social contact referral). The majority of the 86 men referred to LEAD® during the first year of program implementation were referred via arrest encounter (Arr.). Additionally, greater proportions of arrest referrals were observed among men of color. In contrast, the majority of the 38 women referred to LEAD® in year one were referred via social contact encounter (S.C.). Greater proportions of women of color were socially referred to LEAD®, whereas the majority of White women were referred to LEAD® via arrest encounter (See Table 6).

| <b>Table 6: Detailed Count of LEAD Participants by Age, Gender, Race, and Referral Method</b> |       |      |       |      |       |      |       |      |       |      |       |      |        |      |
|---|-------|------|-------|------|-------|------|-------|------|-------|------|-------|------|--------|------|
| <i>Known Genders and Races Only</i>   |       |      |       |      |       |      |       |      |       |      |       |      |        |      |
| <b>MALE</b>   |       |      |       |      |       |      |       |      |       |      |       |      |        |      |
|   | 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. |
| <b>African American</b>   | 1     | 0    | 4     | 2    | 4     | 1    | 3     | 4    | 3     | 0    | 0     | 1    | 15     | 8    |
| <b>Asian</b>  | 0     | 0    | 1     | 0    | 1     | 0    | 0     | 0    | 0     | 0    | 0     | 0    | 2      | 0    |
| <b>Native American</b>  | 0     | 2    | 0     | 1    | 0     | 0    | 1     | 0    | 0     | 0    | 0     | 0    | 1      | 3    |
| <b>White</b>  | 11    | 2    | 13    | 5    | 7     | 2    | 6     | 2    | 3     | 0    | 0     | 0    | 40     | 11   |
| <b>Other Race Alone</b>   | 0     | 0    | 1     | 0    | 0     | 0    | 1     | 0    | 0     | 0    | 0     | 0    | 2      | 0    |
| <b>2 or More Races</b>  | 0     | 0    | 0     | 0    | 1     | 0    | 0     | 0    | 1     | 0    | 0     | 0    | 2      | 0    |
| <b>UNK</b>  | 0     | 0    | 0     | 0    | 0     | 0    | 0     | 2    | 0     | 0    | 0     | 0    | 0      | 2    |
|   | 12    | 4    | 19    | 8    | 13    | 3    | 11    | 8    | 7     | 0    | 0     | 1    | 62     | 24   |
| <b>TOTALS</b>   | 16    |      | 27    |      | 16    |      | 19    |      | 7     |      | 1     |      | 86     |      |
| <b>FEMALE</b>   |       |      |       |      |       |      |       |      |       |      |       |      |        |      |
|   | 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. |
| <b>African American</b>   | 0     | 0    | 1     | 5    | 0     | 0    | 0     | 0    | 1     | 0    | 0     | 0    | 2      | 5    |
| <b>Asian</b>  | 0     | 0    | 0     | 0    | 0     | 0    | 0     | 0    | 0     | 0    | 0     | 0    | 0      | 0    |
| <b>Native American</b>  | 0     | 1    | 0     | 1    | 1     | 2    | 0     | 0    | 0     | 0    | 0     | 0    | 1      | 4    |
| <b>White</b>  | 4     | 3    | 5     | 3    | 0     | 4    | 3     | 0    | 0     | 0    | 0     | 0    | 12     | 10   |
| <b>Other Race Alone</b>   | 0     | 0    | 0     | 0    | 0     | 0    | 0     | 0    | 0     | 0    | 0     | 0    | 0      | 0    |
| <b>2 or More Races</b>  | 0     | 1    | 0     | 0    | 1     | 1    | 0     | 0    | 0     | 0    | 0     | 0    | 1      | 2    |
| <b>UNK</b>  | 0     | 0    | 0     | 0    | 0     | 1    | 0     | 0    | 0     | 0    | 0     | 0    | 0      | 1    |
|   | 4     | 5    | 6     | 9    | 2     | 8    | 3     | 0    | 1     | 0    | 0     | 0    | 16     | 22   |
| <b>TOTALS</b>   | 9     |      | 15    |      | 10    |      | 3     |      | 1     |      | 0     |      | 38     |      |

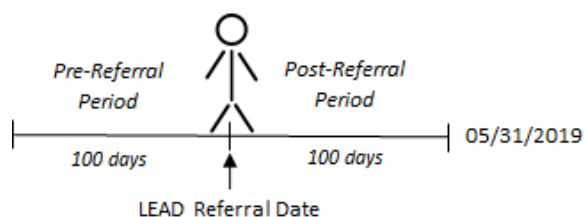
Referral method further varies by study category. The preponderance of people that engaged in LEAD® were referred via social contact (S.C.) (54%), whereas the vast majority of people that did not engage in LEAD® were referred via an arrest encounter (85%). This trend is largely mirrored when examining participants’ race. The majority African Americans that engaged in LEAD® were referred via social contact, whereas the majority of African Americans that did not engage in LEAD® were referred via arrest encounter. In slight contrast, the majority of Whites, regardless of engagement status, were referred via arrest encounter (see Table 7).

**Table 7: Detailed Count of LEAD Participants by Study Group, Referral Method, Gender, & Race**  
*Known Genders and Races Only*

| 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          | 3           | 7    | 0        | 0    | 1        | 2    | 16        | 9    | 0        | 0    | 2         | 0    | 0        | 1    | 22        | 19   |
| Female        | 2           | 5    | 0        | 0    | 1        | 4    | 6         | 7    | 0        | 0    | 1         | 2    | 0        | 1    | 10        | 19   |
|               | 5           | 12   | 0        | 0    | 2        | 6    | 22        | 16   | 0        | 0    | 3         | 2    | 0        | 2    | 32        | 38   |
| <b>TOTALS</b> | <b>17</b>   |      | <b>0</b> |      | <b>8</b> |      | <b>38</b> |      | <b>0</b> |      | <b>5</b>  |      | <b>2</b> |      | <b>70</b> |      |
| NON-ENGAGED   |             |      |          |      |          |      |           |      |          |      |           |      |          |      |           |      |
| Male          | 12          | 1    | 2        | 0    | 0        | 1    | 24        | 2    | 2        | 0    | 0         | 0    | 0        | 1    | 40        | 5    |
| Female        | 0           | 0    | 0        | 0    | 0        | 0    | 6         | 3    | 0        | 0    | 0         | 0    | 0        | 0    | 6         | 3    |
|               | 12          | 1    | 2        | 0    | 0        | 1    | 30        | 5    | 2        | 0    | 0         | 0    | 0        | 1    | 46        | 8    |
| <b>TOTALS</b> | <b>13</b>   |      | <b>2</b> |      | <b>1</b> |      | <b>35</b> |      | <b>2</b> |      | <b>0</b>  |      | <b>1</b> |      | <b>54</b> |      |

## Analysis Period

Data extracted for the 126 people includes all bookings that occurred within two distinct time 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 5/31/2019. The pre-LEAD® period is defined as all bookings that occurred in the days prior to a person’s referral to the program for the number of days equal to that person’s post-LEAD® period. For example, if a person’s post-LEAD® period is 100 days, then the pre-LEAD® period would also be 100 days (*see diagram*).



Bookings in the two time periods were aggregated and measured for difference, both by count and percentage change. Changes in booking frequency were analyzed 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); drug of choice; number of contacts with CCC staff; and needs (identified by client). Finally, the total number of days each person spent in jail was aggregated and assessed for change between time periods. Differences in jail utilization were also examined from the lenses described above.

## Key Findings

Numerous conclusions were drawn from the analysis. 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. Study group 1 (i.e., those enrolled and continuously engaged) showed the greatest decrease in jail use from the pre-referral period to post-referral period.
3. Overall, the amount of time spent in jail for people continuously engaged in LEAD® decreased 43 percent from pre-program referral to post-program referral.



4. Study groups 2-6 had more bookings post-referral. Yet study group 3 still experienced a decrease in overall jail use post-referral.
5. Men engaged in LEAD® experienced a significantly higher reduction in bookings and time in jail than women engaged in LEAD®.
6. Women engaged in LEAD® spend more days in jail than men engaged in LEAD®, regardless of study period.
7. Approximately 58% of all people referred to LEAD® in year one identified as White, and 24% 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.
8. White participants had the most significant decrease in jail use among all race categories.
9. Average number of bookings and jail days per person generally decreased among all people referred to LEAD® from the pre-referral to the post-referral period; the *smallest* decrease was observed among African American/Black participants.
10. Positive booking changes (i.e., less bookings and jail time) occurred throughout the entire age range for study group 1. Positive changes among all other study groups became more pronounced as participant age increased.
11. People consistently engaged and referred to LEAD® via arrest had more bookings in the post-referral period; however, the average number of days spent in jail days decreased post-referral.
12. People consistently engaged and referred to LEAD® via social contact experienced fewer bookings and jail days in the post-referral period.
13. White participants more frequently reported opioids as primary drug of choice whereas African American participants more frequently reported cocaine or methamphetamine as primary drug.
14. Decreases in bookings occurred in study group 1 regardless of primary drug of choice. However, jail days only decreased for those who reported cocaine and opioids as primary drug.
15. People with at least one identified need met had fewer post-referral bookings as opposed to those with no needs met.
16. In general, the more participant needs are met, the less frequently those participants are booked into jail.
17. Meeting medical needs were most associated with *decreased* jail use. *Not* meeting shelter needs were most associated with *increased* jail use.
18. The more CCC staff contact a participant has, the fewer post-referral bookings and days spent in jail.

## Results: Engaged & Non-Engaged Jail Use Comparison

The 126 people referred to LEAD® in year one had a combined 1178 distinct jail bookings during the entire study period resulting in a total 10,743 jail days - for context, this figure constitutes approximately 2.5% of Multnomah County's 2018 total jail capacity. The following results detail changes in LEAD® participants' jail use prior to and following LEAD® referral by examining which participant groups experience fewer or more bookings following LEAD® referral overall, as well as describing changes in their recorded jail days.

## Study Groups

As previously described, 71 (56.3%) of the 126 people referred were engaged in the program; 55 (43.7%) were referred and/or enrolled, but never engaged in LEAD<sup>®</sup> (*reference Tables 3-5*). The engaged group is comprised of two smaller study groups (1 & 2). Study group 1 consists of 61 participants that remained continuously engaged in LEAD<sup>®</sup>, and study group 2 consists of 10 participants that did not remain continuously engaged. Collectively, study group 1 had a 16.2% reduction in jail bookings from the pre-referral to the post-referral period, whereas study group 2 had a 44.7% *increase* in jail bookings. Prior to LEAD<sup>®</sup> referral, each person in study group 1 experienced an average 3.8 bookings; following LEAD<sup>®</sup> referral, the average number of bookings dropped to 3.1. Conversely, each person in study group 2 experienced an average 4.7 bookings pre-LEAD<sup>®</sup>; post-LEAD<sup>®</sup> that average increased to 6.8 bookings (*see Table 8*).

**TABLE 8: Change in Booking Frequency - pre-LEAD<sup>®</sup> referral to post-LEAD<sup>®</sup> referral | All Study Groups**

| BOOKINGS CATEGORY                    | ENROLLED  |           | NOT ENROLLED |           |           |           | TOTALS       |
|--------------------------------------|-----------|-----------|--------------|-----------|-----------|-----------|--------------|
|                                      | Group 1   | Group 2   | Group 3      | Group 4   | Group 5   | Group 6   |              |
| Pre-Referral Bookings (#)            | 229       | 47        | 25           | 55        | 63        | 129       | <b>548</b>   |
| Post-Referral Bookings (#)           | 192       | 68        | 42           | 61        | 127       | 140       | <b>630</b>   |
| Difference (#)                       | 37        | -21       | -17          | -6        | -64       | -11       | <b>-82</b>   |
| Change (%)                           | 16.2%     | 44.7%     | 68.0%        | 10.9%     | 101.6%    | 8.5%      | <b>15.0%</b> |
| <b>TOTAL PEOPLE</b>                  | <b>61</b> | <b>10</b> | <b>4</b>     | <b>14</b> | <b>16</b> | <b>21</b> | <b>126</b>   |
| Person-to-Booking Ratio: <i>Pre</i>  | 3.8       | 4.7       | 6.3          | 3.9       | 3.9       | 6.1       | 4.3          |
| Person-to-Booking Ratio: <i>Post</i> | 3.1       | 6.8       | 10.5         | 4.4       | 7.9       | 6.7       | <b>5.0</b>   |

The 55 people in study groups 3, 4, 5, and 6 constitute the non-engaged category (i.e., those that never engaged in LEAD<sup>®</sup>). All non-engaged study groups experienced increases in jail use from the pre to post-referral periods from 8.5% (study group 6) to 101.6% (study group 5). In addition, study group 3 had the highest person-to-booking ratio in both the pre-referral and post-referral periods than any other study group (6.3 and 10.5, respectively) (*see Table 8*).

Changes in actual number of days in jail by study group partially mirror the above booking results. Decreases in jail days in the post-LEAD<sup>®</sup> referral period were observed among Study Groups 1 and 3 only, whereas increases were observed among study groups 2, 4, 5, and 6. Specifically, from pre to post-referral, jail use decreased 43.5% for study group 1 and 56.6% for study group 3. Jail use increases among the remaining study groups range from 9.4% (study group 6) to 180% (study group 2). As with bookings, study group 3 had the highest pre-referral person-to-jail day ratio (127.8); however, study group 6 had the highest post-referral person-to-jail day ratio (87.8) (*see Table 9*).

In sum, the changes of bookings prior to and following LEAD<sup>®</sup> referral, as well as the changes in actual jail days, indicate that people consistently engaged in LEAD<sup>®</sup> experience a greater reduction in bookings and jail days compared to those that did not engage in LEAD<sup>®</sup>.

**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   | Group 5   | Group 6   |            |
| Pre-Referral Jail Days (#)            | 1790      | 253       | 511         | 382       | 847       | 1684      | 5,467      |
| Post-Referral Jail Days (#)           | 1011      | 710       | 222         | 437       | 1053      | 1843      | 5,276      |
| Difference (#)                        | 779       | -457      | 289         | -55       | -206      | -159      | 191        |
| Change (%)                            | 43.5%     | 180.6%    | 56.6%       | 14.4%     | 24.3%     | 9.4%      | 3.5%       |
| <b>TOTAL PEOPLE</b>                   | <b>61</b> | <b>10</b> | <b>4</b>    | <b>14</b> | <b>16</b> | <b>21</b> | <b>126</b> |
| Person-to-Jail Day Ratio: <i>Pre</i>  | 29.3      | 25.3      | 127.8       | 27.3      | 52.9      | 80.2      | 43.4       |
| Person-to-Jail Day Ratio: <i>Post</i> | 16.6      | 71.0      | 55.5        | 31.2      | 65.8      | 87.8      | 41.9       |

## Gender

Multnomah LEAD® classifies a participant’s gender into three categories: male; female; and other. Of the 126 people referred, 68.8% (86) were men and 30.4% (38) were women; gender data was listed as “other” on one referral and unknown on one referral. 59% of all referred men and 58% of all referred women were White, 26% of all referred men and 18% of all referred women were African American. Half of all referred men, and 65% of all referred women were ages 30-49 (*reference Table 2*). Slightly less than half (48% - 41 of 86) of all men referred to LEAD® became engaged. 35 of the men that engaged did so consistently, 6 did not. Thus, men constitute the preponderance of study groups 1 and 2 (57.4% and 60%, respectively) and the vast majority (81.8%) of study groups 3-6. 76% of all referred women (29 of 38) became engaged in LEAD®; 25 engaged consistently, 4 did not. In total, women constitute 40% of group 1 and group 2, and 16% of all non-engaged groups (*reference Table 5*).

During the study period, the 86 men in this analysis had 860 bookings and the 38 women had 308 bookings. Similar to the overall booking frequency previously described for each study group, men in study group 1 had fewer bookings post-referral, and men in study groups 2-6 had more bookings. Specifically, men in study group 1 had a 28% decrease in jail bookings while men in study group 2 and all non-engaged study groups had a 17.6% and 22.6% increase in bookings, respectively. Similar to their male counterparts, women engaged in LEAD® experienced less bookings post-referral; however, women in study group 1 only experienced a 6.2% decrease in bookings. Additionally, the booking increase experienced by women in study groups 2-6 is far higher than men in those study groups. Men in study group 2 had the highest pre-referral person-to-booking ratio (5.7) whereas women in the non-engaged groups had the highest post-referral person-to-booking ratio (8.6) (*see Table 10*).

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

| BOOKINGS CATEGORY                    | MALE      |          |            | FEMALE    |          |            | TOTALS     |
|--------------------------------------|-----------|----------|------------|-----------|----------|------------|------------|
|                                      | Group 1   | Group 2  | Groups 3-6 | Group 1   | Group 2  | Groups 3-6 |            |
| Pre-Referral Bookings (#)            | 148       | 34       | 239        | 81        | 13       | 33         | 548        |
| Post-Referral Bookings (#)           | 106       | 40       | 293        | 76        | 28       | 77         | 620        |
| Difference (#)                       | 42        | -6       | -54        | 5         | -15      | -44        | -72        |
| Change (%)                           | 28.4%     | 17.6%    | 22.6%      | 6.2%      | 115.4%   | 133.3%     | 13.1%      |
| <b>TOTAL PEOPLE</b>                  | <b>35</b> | <b>6</b> | <b>45</b>  | <b>25</b> | <b>4</b> | <b>9</b>   | <b>124</b> |
| Person-to-Booking Ratio: <i>Pre</i>  | 4.2       | 5.7      | 5.3        | 3.2       | 3.3      | 3.7        | 4.4        |
| Person-to-Booking Ratio: <i>Post</i> | 3.0       | 6.7      | 6.5        | 3.0       | 7.0      | 8.6        | 5.0        |

During the study period, the 86 men spent a total 8330 days in jail (77.5% of all jail days incurred in the 126 person sample), whereas the 38 women in this analysis spent a total 2390 days in jail (22.2% of all jail days incurred in the sample). Change in jail utilization slightly differs from the previously described changes in booking frequency. While the amount of *bookings* decreased only among men in study group 1, changes in amount of *time spent* in jail decreased among men in all study groups; however, the decrease among study group 1 (52.8%) was far higher than study groups 2 and 3-6 (6.5% and 0.3%, respectively). In contrast to men, decreases in jail days among women was only seen in study group 1 (33.6%). Similar to the previously described booking ratios, men in the non-engaged groups collectively possess the highest pre-referral person-to-jail day ratio (71.6), whereas women in study group 2 possess the highest post-referral person-to-jail day ratio (134) (*see Table 11*).

**TABLE 11: Change in Jail Days - pre-LEAD® referral to post-LEAD® referral**  
*Participants by Gender, Male and Female only*

| JAIL DAY CATEGORY                     | MALE         |             |             | FEMALE       |               |              | TOTALS      |
|---------------------------------------|--------------|-------------|-------------|--------------|---------------|--------------|-------------|
|                                       | Group 1      | Group 2     | Groups 3-6  | Group 1      | Group 2       | Groups 3-6   |             |
| Pre-Referral Jail Days (#)            | 1043         | 186         | 3223        | 747          | 67            | 201          | <b>5467</b> |
| Post-Referral Jail Days (#)           | 492          | 174         | 3212        | 496          | 536           | 343          | <b>5253</b> |
| Difference (#)                        | 551          | 12          | 11          | 251          | -469          | -142         | 214         |
| Change (%)                            | <b>52.8%</b> | <b>6.5%</b> | <b>0.3%</b> | <b>33.6%</b> | <b>700.0%</b> | <b>70.6%</b> | <b>3.9%</b> |
| <b>TOTAL PEOPLE</b>                   | <b>35</b>    | <b>6</b>    | <b>45</b>   | <b>25</b>    | <b>4</b>      | <b>9</b>     | <b>124</b>  |
| Person-to-Jail Day Ratio: <i>Pre</i>  | 29.8         | 31.0        | 71.6        | 29.9         | 16.8          | 22.3         | 44.1        |
| Person-to-Jail Day Ratio: <i>Post</i> | <b>14.1</b>  | <b>29.0</b> | <b>71.4</b> | <b>19.8</b>  | <b>134.0</b>  | <b>38.1</b>  | <b>42.4</b> |

In sum, the gender-specific data also supports the finding that people consistently engaged in LEAD® experience less bookings and less jail time than those that did not engage in LEAD®. However, the decrease appears less pronounced for women participants, particularly among those that did not remain consistently engaged. Further, while experiencing a similar number of bookings on average, women participants spend more days in jail, on average, than their male counterparts; this effect is particularly pronounced in the post-referral period among those women not consistently engaged.

## Race

Multnomah’s LEAD® program classifies a participant’s race into 6 different categories: African American/Black; Asian/Pacific Islander; White; Native American; Some Other Race Alone; and 2 or More Races. White and African Americans constitute the majority of referrals (84%) to LEAD® in year one (59.8% White and 24.6% African American). Per 2018 U.S. Census Bureau data, White and African Americans constitute 74% and 6% of Multnomah County’s population, respectively. The remaining people referred to LEAD® were Native American (7.4%), 2 or More Races (4.9%), Asian (1.6%), and Some Other Race Alone (1.6%). Race data was not available or unknown in four referrals.

African American and White people constitute 77% of the Engaged group, and 87% of the non-engaged group. Further, 18% of study group 1, 60% of study group 2, and 23.6% of all non-engaged groups were people identified as African American, and 59% of study group 1, 20% of study group 2, and 36.6% of all non-engaged groups were people identified as White. People identified as Asian/Pacific Islander, Native American, Some Other Race Alone, and 2 or More Races constitute the remaining 15.6% (17) referred to LEAD® (2, 9, 2, and 6 persons, respectively). None of the (combined) 4 people identified as Asian/Pacific Islander or Some Other Race Alone ever engaged in LEAD®; therefore, a pre/post-referral booking analysis between the study categories was not conducted. Similarly, all six people identified as 2 Or More Races were engaged in the program; as such, pre/post-referral booking comparison between study categories was also not conducted (*reference Table 6*).

**TABLE 12: Change in Booking Frequency - pre-LEAD® referral to post-LEAD® referral**

*Participants by Race\* - Study Groups 1,2, and 3-6*

| BOOKINGS CATEGORY             | AFRICAN AMERICAN |             |             | WHITE        |              |              | NATIVE AMERICAN |              |          | TOTALS       |
|-------------------------------|------------------|-------------|-------------|--------------|--------------|--------------|-----------------|--------------|----------|--------------|
|                               | ENGAGED          |             | NOT         | ENGAGED      |              | NOT          | ENGAGED         |              | NOT      |              |
|                               | G1               | G2          | G3-6        | G1           | G2           | G3-6         | G1              | G2           | G3-6     |              |
| Pre-Referral Bookings (#)     | 58               | 25          | 96          | 120          | 11           | 163          | 31              | 11           | 0        | <b>515</b>   |
| Post-Referral Bookings (#)    | 52               | 52          | 105         | 98           | 2            | 235          | 13              | 14           | 0        | <b>571</b>   |
| Difference (#)                | 6                | -27         | -9          | 22           | 9            | -72          | 18              | -3           | 0        | <b>-56</b>   |
| Change (%)                    | <b>10.3%</b>     | <b>108%</b> | <b>9.4%</b> | <b>18.3%</b> | <b>81.8%</b> | <b>44.2%</b> | <b>58.1%</b>    | <b>27.3%</b> | --       | <b>10.9%</b> |
| <b>TOTAL PEOPLE</b>           | <b>11</b>        | <b>6</b>    | <b>13</b>   | <b>36</b>    | <b>2</b>     | <b>35</b>    | <b>6</b>        | <b>2</b>     | <b>1</b> | <b>112</b>   |
| Person-to-Booking Ratio: Pre  | 5.3              | 4.2         | 7.4         | 3.3          | 5.5          | 4.7          | 5.2             | 5.5          | 0.0      | <b>4.6</b>   |
| Person-to-Booking Ratio: Post | <b>4.7</b>       | <b>8.7</b>  | <b>8.1</b>  | <b>2.7</b>   | <b>1.0</b>   | <b>6.7</b>   | <b>2.2</b>      | <b>7.0</b>   | 0.0      | <b>5.1</b>   |

\*Asian/Pacific Islander, Some Other Race Alone, and 2 or More Races were excluded as there were no participants in both study categories. This chart also does not include four referrals with unknown race.

Throughout the study period, 1086 bookings occurred among the African American, White, and Native American participants. The 73 White participants had 629 bookings (53.4% of all bookings during the study period), the 30 African American participants had 388 bookings (32.9% of all bookings), and the nine Native Americans had 69 bookings (5.9% of all bookings). Booking frequency decreased among all three races in study group 1, with the greatest decrease for Native Americans (58.1%) and the lowest decrease for African Americans (10.3%). Decrease in booking frequency among study group 2 occurred with White participants (81.8% - note only two people in this group), whereas bookings increased for African American and Native American participants (108% and 27.3%, respectively). Finally, bookings increased for non-engaged African American and White participants (9.4% and 44.2%, respectively). The highest pre-referral person-to-booking ratio is seen among African Americans in the non-engaged groups (7.4), and the highest post-referral person-to-booking ratio is seen among African Americans in study group 2. Of note, White participants in of the two engaged groups maintained the lowest person-to-booking ratios in both the pre and post-referral periods (see Table 12).

The 1086 bookings experienced by the African American, White, and Native American participants resulted in a combined 9996 jail days. 3943 days were used by the 30 African American people (36.7% of all jail days during the study period), 5596 were used by the 73 White people (52.1% of all jail days), and 457 were used by the nine Native American people (4.3% of all jail days). Similar to the booking frequency change described above, decreased jail days were measured across all race categories for study group 1, with the largest decrease measured for Native Americans (59.5%) and the smallest for African Americans (32.6%). An increase in jail days occurred for African Americans in study group 2 and Whites in the Non-Engaged groups (678% and 12.6%, respectively). Thus, despite experiencing an increase in bookings between the analysis period, African Americans and Native Americans in study group 2 still experienced a decrease in jail days. The person-to-jail day ratios mirror the booking ratios described above: African Americans in the non-engaged group and study group 2 possess the highest ratio values for the pre-referral and post-referral periods, respectively. In contrast, African Americans in study group 2 possess the lowest pre-referral person-to-jail day ratios; however, Whites in the engaged groups possess the lowest post-referral ratios (see Table 13).

**TABLE 13: Change in Jail Days - pre-LEAD® referral to post-LEAD® referral**  
*Participants by Race\* - Study Groups 1,2, and 3-6*

| JAIL DAY CATEGORY              | AFRICAN AMERICAN |              |              | WHITE        |              |              | NATIVE AMERICAN |              |          | TOTAL        |
|--------------------------------|------------------|--------------|--------------|--------------|--------------|--------------|-----------------|--------------|----------|--------------|
|                                | ENGAGED          |              | NOT          | ENGAGED      |              | NOT          | ENGAGED         |              | NOT      |              |
|                                | G1               | G2           | G3-6         | G1           | G2           | G3-6         | G1              | G2           | G3-6     |              |
| Pre-Referral Jail Days(#)      | 233              | 82           | 1,564        | 1,096        | 106          | 1,813        | 247             | 65           | 0        | <b>5,206</b> |
| Post-Referral Jail Days(#)     | 157              | 638          | 1,269        | 512          | 27           | 2,042        | 100             | 45           | 0        | <b>4,790</b> |
| Difference (#)                 | 76               | -556         | 295          | 584          | 79           | -229         | 147             | 20           | 0        | <b>416</b>   |
| Change (%)                     | <b>32.6%</b>     | <b>678%</b>  | <b>18.9%</b> | <b>53.3%</b> | <b>74.5%</b> | <b>12.6%</b> | <b>59.5%</b>    | <b>30.8%</b> | --       | <b>8.0%</b>  |
| <b>TOTAL PEOPLE</b>            | <b>11</b>        | <b>6</b>     | <b>13</b>    | <b>36</b>    | <b>2</b>     | <b>35</b>    | <b>6</b>        | <b>2</b>     | <b>1</b> | <b>112</b>   |
| Person-to-Jail Day Ratio: Pre  | 21.2             | 13.7         | 120.3        | 30.4         | 53.0         | 51.8         | 41.2            | 32.5         | 0.0      | 46.5         |
| Person-to-Jail Day Ratio: Post | <b>14.3</b>      | <b>106.3</b> | <b>97.6</b>  | <b>14.2</b>  | <b>13.5</b>  | <b>58.3</b>  | <b>16.7</b>     | <b>22.5</b>  | 0.0      | <b>42.8</b>  |

\*Asian/Pacific Islander, Some Other Race Alone, and 2 or More Races were excluded as there were no participants in both study categories. This chart also does not include four referrals with unknown race.

In sum, the race-specific data supports the finding that individuals consistently engaged in LEAD® experience less bookings and less jail time than those that did not engage in LEAD®. However, the effective decrease appears most pronounced for White participants.

## Age

Individuals included in this analysis are also categorized into one of six, 10-year age categories ranging from 20 to 79. The majority (54.8%) of the 126 people referred in year one are between ages 20 and 39. The majority of White people in this sample (63%) are between ages 20 and 39, and the majority of African Americans in this sample are between ages 30 and 49. The vast majority of men (90%) are spread across ages 20-59, whereas the vast majority of women (89%) are concentrated in ages 20-49. Overall, the modal age group is 30-39 (31% of men and 39% of women). Similarly, the modal age group among engaged and non-engaged categories is 30-39 (references Tables 1, 2, and 4).

More than half of people referred to LEAD® in year one range in age from 20 to 39 (20% from ages 20 to 29 and 34% from ages 30 to 39), and people between ages 40-59 constitute 38% of the analysis sample (20% from ages 40 to 49 and 17% from ages 50 to 59). People aged 20 to 29 experienced a combined 682 bookings during the analysis period (226 bookings among age group 20-29; 456 bookings among age group 30-39). People aged 40-59 experienced a combined 434 bookings during the analysis period (200 bookings among age group 40-49; 234 bookings among age group 50-59). Study group 1 experienced a decrease in bookings regardless of age group; the greatest decrease occurred in age group 20-29 (42%). In all other study groups, age appears positively associated with post-referral booking decreases: for example ages 40-49 and 50-59 in study group 2 experienced a decrease in bookings, and in the non-engaged group people only ages 50-59 experienced decrease in jail booking. People ages 30-39 in study group 2 had the lowest pre-referral person-to-booking ratio (3). In the post-referral period, the lowest person-to-booking ratio is found among people ages 20-29 and 40-49 in study group 1 (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       | G3-6      | G1        | G2       | G3-6      | G1        | G2       | G3-6      | G1        | G2       | G3-6      |            |
| Pre-Referral Bookings (#)            | 50        | 0        | 47        | 95        | 12       | 81        | 48        | 12       | 49        | 35        | 19       | 68        | 516        |
| Post-Referral Bookings (#)           | 29        | 11       | 89        | 90        | 25       | 153       | 34        | 5        | 52        | 34        | 18       | 60        | 600        |
| Difference (#)                       | 21        | -11      | -42       | 5         | -13      | -72       | 14        | 7        | -3        | 1         | 1        | 8         | -84        |
| Change (%)                           | 42%       | --       | 89.4%     | 5.3%      | 108.3%   | 88.9%     | 29.2%     | 58.3%    | 6.1%      | 2.9%      | 5.3%     | 11.8%     | 16.3%      |
| <b>TOTAL PEOPLE</b>                  | <b>12</b> | <b>1</b> | <b>13</b> | <b>22</b> | <b>4</b> | <b>17</b> | <b>14</b> | <b>2</b> | <b>10</b> | <b>10</b> | <b>2</b> | <b>10</b> | <b>117</b> |
| Person-to-Booking Ratio: <i>Pre</i>  | 4.2       | 0.0      | 3.6       | 4.3       | 3.0      | 4.8       | 3.4       | 6.0      | 4.9       | 3.5       | 9.5      | 6.8       | 4.4        |
| Person-to-Booking Ratio: <i>Post</i> | 2.4       | 11.0     | 6.8       | 4.1       | 6.3      | 9.0       | 2.4       | 2.5      | 5.2       | 3.4       | 9.0      | 6.0       | 5.1        |

People ages 20 to 39 spent a combined 6472 days in jail during the analysis period (1415 days among age group 20-29; 5057 days among age group 30-39), and people ages 40-59 spent a combined 3885 days in jail (1910 days among age group 40-49; 1975 days among age group 50-59). The 6472 jail days experienced by ages 20-39 constitute 60% of the total jail days utilized by the entire analysis sample; the 3885 jail days experienced by ages 40-59 constitute 36% of the total jail days utilized by the entire analysis sample. Observed jail use change among the age groups in study group 1 is similar to changes seen in bookings: decreases in jail use occurred among all ages; however, the greatest decrease in jail days occurred among age group 40-49 (59.7%) as opposed to 20-29. In contrast to the booking trends, the only other age group to experience jail day decreases was age group 40-49 (all study groups in that age range). The most significant *increases* in jail use (over 100%) include the non-engaged ages 20-29 (110%) and study group 2 ages 30-39 (481%). Person-to-jail day ratios slightly contrast from the observed person-to-booking ratios. The lowest pre-referral person-to-jail day ratio was 21.6 (for people ages 20-29 in the non-engaged groups), and the highest was 95.1 (for ages 30-39 in the non-engaged groups). Post-referral, the lowest ratio was 14 (for age group 40-49 in study group 2) and the highest was 109 (for age group 30-39 in the non-engaged groups) (*see Table 15*).

**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       | G3-6      | G1        | G2       | G3-6      | G1        | G2       | G3-6      | G1        | G2       | G3-6      |            |
| Pre-Referral Jail Days (#)            | 317       | 0        | 281       | 546       | 92       | 1616      | 613       | 81       | 581       | 314       | 44       | 729       | 5,214      |
| Post-Referral Jail Days (#)           | 183       | 44       | 590       | 418       | 535      | 1850      | 247       | 28       | 360       | 158       | 81       | 649       | 5,143      |
| Difference (#)                        | 134       | -44      | -309      | 128       | -443     | -234      | 366       | 53       | 221       | 156       | -37      | 80        | 71         |
| Change (%)                            | 42.3%     | --       | 110%      | 23.4%     | 481.5%   | 14.5%     | 59.7%     | 65.4%    | 38.0%     | 49.7%     | 84.1%    | 11.0%     | 1.4%       |
| <b>TOTAL PEOPLE</b>                   | <b>12</b> | <b>1</b> | <b>13</b> | <b>22</b> | <b>4</b> | <b>17</b> | <b>14</b> | <b>2</b> | <b>10</b> | <b>10</b> | <b>2</b> | <b>10</b> | <b>117</b> |
| Person-to-Jail Day Ratio: <i>Pre</i>  | 26.4      | 0.0      | 21.6      | 24.8      | 23.0     | 95.1      | 43.8      | 40.5     | 58.1      | 31.4      | 22.0     | 72.9      | 44.6       |
| Person-to-Jail Day Ratio: <i>Post</i> | 15.3      | 44.0     | 45.4      | 19.0      | 134      | 109       | 17.6      | 14.0     | 36.0      | 15.8      | 40.5     | 64.9      | 44.0       |

In sum, the results of the age-based analysis continue to support the finding that people consistently engaged in LEAD® generally experience less bookings and utilize less jail time overall than their non-LEAD® counterparts. Additionally, these results indicate that while positive booking changes (i.e., less bookings and jail time) occurred throughout the entire age spectrum for study group 1, such changes were sometimes more pronounced among older participants. However, it is important to note that some age groups that experienced a decrease in bookings did not necessarily experience a decrease in jail days.

## Referral Type

Referrals to LEAD® generally occur in one of two ways: 1) referrals in the course of an arrest encounter; 2) referrals not in the course of an arrest encounter - also known as “social contact” referrals. The majority of referrals (62.7%) in the first year were arrest referrals. The majority of men (72%) were referred during an arrest encounter whereas the majority of women (57%) were referred during a social contact encounter. The majority of referrals of African American and White people (57% and 71%, respectively) occurred during an arrest encounter. The majority (59%) of those referred via arrest encounter did *not* become engaged in LEAD®, whereas the vast majority (82%) of those referred via social contact became enrolled and engaged in LEAD®. Of further note, the majority of African American people referred via arrest encounter did not become engaged in the program (reference Tables 6 and 7).

During the study period, the 79 people referred during an arrest encounter had 773 total bookings, and the 47 people referred during a social contact encounter had 405 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 (35.7%) - note that only two people in study group 2 were arrested. All other study groups experienced an increase in bookings; the most significant increase occurred among the non-engaged groups (40.6%). In contrast, among those referred via social contact, the only group to experience an increase in bookings was study group 2 (78.8%); study group 1 experienced the most significant decrease in booking at 27%. The lowest pre-referral person-to-booking ratio was for study group 1 arrest referrals (2.3), and the highest was for study group 2 arrest referrals. Post-referral, the lowest person-to-booking ratio was for non-engaged social contact referrals (2.1), and the highest was for non-engaged arrest referrals (7.5) (see Table 16).

| BOOKINGS CATEGORY                    | ARREST      |              |              | SOCIAL CONTACT |              |              | TOTALS       |
|--------------------------------------|-------------|--------------|--------------|----------------|--------------|--------------|--------------|
|                                      | Group 1     | Group 2      | Groups 3-6   | Group 1        | Group 2      | Groups 3-6   |              |
| Pre-Referral Bookings (#)            | 70          | 14           | 251          | 159            | 33           | 21           | <b>548</b>   |
| Post-Referral Bookings (#)           | 76          | 9            | 353          | 116            | 59           | 17           | <b>630</b>   |
| Difference (#)                       | -6          | 5            | -102         | 43             | -26          | 4            | <b>-82</b>   |
| Change (%)                           | <b>8.6%</b> | <b>35.7%</b> | <b>40.6%</b> | <b>27.0%</b>   | <b>78.8%</b> | <b>19.0%</b> | <b>15.0%</b> |
| <b>TOTAL PEOPLE</b>                  | <b>30</b>   | <b>2</b>     | <b>47</b>    | <b>31</b>      | <b>8</b>     | <b>8</b>     | <b>126</b>   |
| Person-to-Booking Ratio: <i>Pre</i>  | 2.3         | 7.0          | 5.3          | 5.1            | 4.1          | 2.6          | 4.3          |
| Person-to-Booking Ratio: <i>Post</i> | <b>2.5</b>  | <b>4.5</b>   | <b>7.5</b>   | <b>3.7</b>     | <b>7.4</b>   | <b>2.1</b>   | <b>5.0</b>   |

The 79 people referred during an arrest encounter spent a total 7640 days in jail throughout the study period (71% of all jail days incurred in the 126 person sample), and the 47 people referred via social contact incurred 3103 jail days. Measured decreases in jail days largely mirror the measured changes in number of bookings (bookings and jail days decreased post-referral for arrested referrals in study group 2 as well as social contact referrals in study groups 1 and non-engaged groups). However, despite demonstrating an 8.6% *increase* in

bookings, arrest referrals in study group 1 also experienced an 8.5% *decrease* in the amount of days spent in jail. In contrast to the person-to-booking ratios, non-engaged arrest referrals possessed the highest pre-referral person-to-jail day ratio (68.4) and social contact study group 2 possessed the highest post-referral ratio (86). Arrest referrals possessed the lowest person-to-jail day ratios for both the pre-referral (study group 1 - 14.6) and post-referral periods (study group 2 - 11) (*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 (#)            | 437       | 126      | 3214       | 1353           | 127      | 210        | <b>5467</b> |
| Post-Referral Jail Days (#)           | 400       | 22       | 3441       | 611            | 688      | 114        | <b>5276</b> |
| Difference (#)                        | 37        | 104      | -227       | 742            | -561     | 96         | <b>191</b>  |
| Change (%)                            | 8.5%      | 82.5%    | 7.1%       | 54.8%          | 441.7%   | 45.7%      | 3.5%        |
| <b>TOTAL PEOPLE</b>                   | <b>30</b> | <b>2</b> | <b>47</b>  | <b>31</b>      | <b>8</b> | <b>8</b>   | <b>126</b>  |
| Person-to-Jail Day Ratio: <i>Pre</i>  | 14.6      | 63.0     | 68.4       | 43.6           | 15.9     | 26.3       | 43.4        |
| Person-to-Jail Day Ratio: <i>Post</i> | 13.3      | 11.0     | 73.2       | 19.7           | 86.0     | 14.3       | 41.9        |

In sum, the referral method data continues to support the finding that people consistently engaged in LEAD® experience less bookings and spend less time in jail than their non-LEAD® counterparts. Although these results indicate that those referred to the program via social contact encounter experienced a significantly greater overall reduction in jail use post-referral in comparison to those referred via arrest encounter, social contact referrals still spent more days in jail, on average, in comparison to the arrest referrals, particularly among those that had engaged in the program.

## Results: Jail Use by Case Management Components

Data pertaining to participant drug of choice, needs, and CCC case manager contact was only available for the 71 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).

### Drug of Choice

During the LEAD® referral process, the person being referred is asked to provide their *current* (active) drug of choice. Responses are classified into four categories: cannabis, cocaine, methamphetamine, and opioids. The most frequently reported primary drug of choice among the 71 enrollees was opioids (46.5%), followed by methamphetamine (33.8%), cocaine (16.9%), and cannabis (2.8%). These reported drug of choice trends are largely mirrored when examined by participant gender, with the exception of cannabis: the two participants that reported this as primary drug were women. Reported drug of choice trends differs by participant race, however. Primary drug of choice among African American men did not include opioids, and were instead concentrated around cocaine (primarily) and methamphetamine. African American women’s primary drug of choice did include opioids, but the majority reported cocaine. White men only reported opioids and methamphetamine as primary drug and the vast majority of those men reported opioids as primary drug. Among White women, however, the number that reported opioids (6) is only slightly higher than those that reported methamphetamine (5). Additionally, only two White women reported cocaine as primary drug (*see Table 18*).

**Table 18: Detailed Count of LEAD Participants by Drug of Choice, Gender, Race, and Study Group**

| MALE                     |          |    |          |    |           |    |           |    |           |    |
|--------------------------|----------|----|----------|----|-----------|----|-----------|----|-----------|----|
|                          | CANNABIS |    | COCAINE  |    | METH      |    | OPIOIDS   |    | TOTALS    |    |
|                          | G1       | G2 | G1       | G2 | G1        | G2 | G1        | G2 | G1        | G2 |
| African American / Black | 0        | 0  | 5        | 2  | 2         | 1  | 0         | 0  | 7         | 3  |
| Asian                    | 0        | 0  | 0        | 0  | 0         | 0  | 0         | 0  | 0         | 0  |
| Native American          | 0        | 0  | 0        | 0  | 0         | 1  | 2         | 0  | 2         | 1  |
| White                    | 0        | 0  | 0        | 0  | 7         | 1  | 16        | 1  | 23        | 2  |
| Other Race Alone         | 0        | 0  | 0        | 0  | 0         | 0  | 0         | 0  | 0         | 0  |
| 2 or More Races          | 0        | 0  | 0        | 0  | 1         | 0  | 1         | 0  | 2         | 0  |
| UNK                      | 0        | 0  | 0        | 0  | 1         | 0  | 0         | 0  | 1         | 0  |
|                          | 0        | 0  | 5        | 2  | 11        | 3  | 19        | 1  | 35        | 6  |
| <b>TOTALS</b>            | <b>0</b> |    | <b>7</b> |    | <b>14</b> |    | <b>20</b> |    | <b>41</b> |    |

| FEMALE                   |          |    |          |    |           |    |           |    |           |    |
|--------------------------|----------|----|----------|----|-----------|----|-----------|----|-----------|----|
|                          | CANNABIS |    | COCAINE  |    | METH      |    | OPIOIDS   |    | TOTALS    |    |
|                          | G1       | G2 | G1       | G2 | G1        | G2 | G1        | G2 | G1        | G2 |
| African American / Black | 0        | 1  | 3        | 0  | 0         | 1  | 1         | 1  | 4         | 3  |
| Asian                    | 0        | 0  | 0        | 0  | 0         | 0  | 0         | 0  | 0         | 0  |
| Native American          | 0        | 0  | 0        | 0  | 2         | 0  | 2         | 1  | 4         | 1  |
| White                    | 0        | 0  | 2        | 0  | 5         | 0  | 6         | 0  | 13        | 0  |
| Other Race Alone         | 0        | 0  | 0        | 0  | 0         | 0  | 0         | 0  | 0         | 0  |
| 2 or More Races          | 1        | 0  | 0        | 0  | 1         | 0  | 1         | 0  | 3         | 0  |
| UNK                      | 0        | 0  | 0        | 0  | 1         | 0  | 0         | 0  | 1         | 0  |
|                          | 1        | 1  | 5        | 0  | 9         | 1  | 10        | 2  | 25        | 4  |
| <b>TOTALS</b>            | <b>2</b> |    | <b>5</b> |    | <b>10</b> |    | <b>12</b> |    | <b>29</b> |    |

A total of 536 bookings occurred among the 71 LEAD® enrollees. Four bookings occurred among the two people that reported cannabis, 130 bookings among the 12 that reported cocaine, 215 bookings among the 24 that reported methamphetamine, and 187 bookings among the 33 that reported opioids as primary drug of choice. Booking frequency decreases among both study groups and all four primary drugs of choice with the exception of people in study group 2 that reported methamphetamine as primary drug of choice (153% increase). People that reported opioids as primary drug experienced the greatest decrease in bookings: 23.4% among study group 1 and 38.5% for study group 2. Note that only three people in study group 2 reported opioids as primary drug of choice. People in study group 1 who reported opioids as primary drugs possessed the lowest person-to-booking ratio in both the pre-referral (3.1) and post-referral (2.4) periods. People in study group 2 who reported cocaine as primary drug of choice possessed the highest person-to-booking ratio in the pre-referral period (9.0), and people in study group 2 that reported methamphetamine as primary drug had the highest post-referral ratio (9.5). It should be noted there were less than 5 people in both of the previously described criteria (see Table 19).

**TABLE 19: Change in Booking Frequency - pre-LEAD® referral to post-LEAD® referral**  
*Program Participants by Primary Drug of Choice*

| BOOKING CATEGORY                     | CANNABIS |            | COCAINE   |          | METH      |            | OPIOIDS   |          | TOTAL      |
|--------------------------------------|----------|------------|-----------|----------|-----------|------------|-----------|----------|------------|
|                                      | G1       | G2         | G1        | G2       | G1        | G2         | G1        | G2       |            |
| Pre-Referral Bookings (#)            | 0        | 0          | 48        | 19       | 87        | 15         | 94        | 13       | <b>276</b> |
| Post-Referral Bookings (#)           | 0        | 4          | 45        | 18       | 75        | 38         | 72        | 8        | <b>260</b> |
| Difference (#)                       | 0        | -4         | 3         | 1        | 12        | -23        | 22        | 5        | <b>16</b>  |
| Change (%)                           | --       | --         | 6.3%      | 5.3%     | 13.8%     | 153.3%     | 23.4%     | 38.5%    | 5.8%       |
| <b>TOTAL PEOPLE</b>                  | <b>1</b> | <b>1</b>   | <b>10</b> | <b>2</b> | <b>20</b> | <b>4</b>   | <b>30</b> | <b>3</b> | <b>71</b>  |
| Person-to-Booking Ratio: <i>Pre</i>  | 0.0      | 0.0        | 4.8       | 9.5      | 4.4       | 3.8        | 3.1       | 4.3      | <b>3.9</b> |
| Person-to-Booking Ratio: <i>Post</i> | 0.0      | <b>4.0</b> | 4.5       | 9.0      | 3.8       | <b>9.5</b> | 2.4       | 2.7      | <b>3.7</b> |

Total jail days utilized among the LEAD® enrollees - based on primary drug of choice - are: 52 days (cannabis); 462 days (cocaine); 1321 days (methamphetamine); and 1929 days (opioids). In slight contrast to the booking trends described above, only those in study group 1 that reported cocaine and opioids as primary drug experienced a decrease in jail days post-program referral (42.5% and 66.8%, respectively). The most significant increase occurred among people in study group 2 who reported opioids as primary drug (380.5%); note that only three people fit this criteria. Similar to bookings, people in study group 1 who reported cocaine as primary drug have the lowest pre-referral person-to-jail day ratio (21.4); the post-referral ratio (12.3) for this subgroup is only marginally higher than people in study group 1 that reported opioids as primary drug (12.1). People that reported opioids as primary drugs possessed the highest person-to-booking ratio pre and post-referral (36.4 among study group 1 and 131.3 among study group 2, respectively) (*see Table 20*).

**TABLE 20: Change in Jail Day Frequency - pre-LEAD® referral to post-LEAD® referral**  
*Program Participants by Primary Drug of Choice*

| JAIL DAY CATEGORY                     | CANNABIS |             | COCAINE   |          | METH      |          | OPIOIDS   |          | TOTAL       |
|---------------------------------------|----------|-------------|-----------|----------|-----------|----------|-----------|----------|-------------|
|                                       | G1       | G2          | G1        | G2       | G1        | G2       | G1        | G2       |             |
| Pre-Referral Jail Days (#)            | 0        | 0           | 214       | 44       | 485       | 127      | 1091      | 82       | <b>2043</b> |
| Post-Referral Jail Days (#)           | 0        | 52          | 123       | 81       | 526       | 183      | 362       | 394      | <b>1721</b> |
| Difference (#)                        | 0        | -52         | 91        | -37      | -41       | -56      | 729       | -312     | <b>322</b>  |
| Change (%)                            | --       | --          | 42.5%     | 84.1%    | 8.5%      | 44.1%    | 66.8%     | 380.5%   | 15.8%       |
| <b>TOTAL PEOPLE</b>                   | <b>1</b> | <b>1</b>    | <b>10</b> | <b>2</b> | <b>20</b> | <b>4</b> | <b>30</b> | <b>3</b> | <b>71</b>   |
| Person-to-Jail Day Ratio: <i>Pre</i>  | 0.0      | 0.0         | 21.4      | 22.0     | 24.3      | 31.8     | 36.4      | 27.3     | <b>28.8</b> |
| Person-to-Jail Day Ratio: <i>Post</i> | 0.0      | <b>52.0</b> | 12.3      | 40.5     | 26.3      | 45.8     | 12.1      | 131.3    | <b>24.2</b> |

In sum, the primary drug of choice data continues to support the finding that people consistently engaged in LEAD® generally experience less bookings and utilize less jail time overall than their non-LEAD® counterparts. These results also highlight the changes in booking frequency relative to changes in amount of days spent in jail; specifically, despite cocaine and methamphetamine users in this sample are booked into jail more frequently than the opioid users in this sample, those who use opioids are spending more time in jail, on average. Further research into the other drug treatment programs available in Multnomah County would be necessary to address this finding.

## Participant Needs

One of the components of successful engagement in LEAD® is identifying and meeting participants' needs. In regular practice, needs that have been raised by a participant, or otherwise identified by the participant's case manager, are recorded in CCC's electronic case management system (CMS). 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 first year.

LEAD® participant needs are broadly categorized into six categories: 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 (28% of all met needs); Medical (28%); Legal (24.4%); Mental Health (9.1%); Benefits (8.7%); and Employment (1.8%). Needs met among men follow the previously described fulfillment trends; however, needs met among women slightly differ: while shelter was the most frequently met need among women, legal needs, as opposed to medical needs, were the second most frequently met need. In other words, the needs sought and met by men (and White men in particular) are concentrated around shelter and medical needs, whereas needs sought and met by women are dispersed among legal, medical, mental health, and shelter needs. In slight contrast, needs sought by both African American men and women were dispersed among legal, medical, and shelter needs (*see Tables 21A and 21B*).

| 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 | 0        | 0        | 1        | 0        | 3         | 2        | 3         | 2        | 0        | 1        | 3         | 2        | 10        | 7        |
| Asian                    | 0        | 0        | 0        | 0        | 0         | 0        | 0         | 0        | 0        | 0        | 0         | 0        | 0         | 0        |
| Native American          | 0        | 0        | 0        | 0        | 1         | 1        | 2         | 0        | 0        | 0        | 0         | 1        | 3         | 2        |
| White                    | 6        | 0        | 2        | 0        | 6         | 0        | 10        | 0        | 2        | 0        | 12        | 0        | 38        | 0        |
| Other Race Alone         | 0        | 0        | 0        | 0        | 0         | 0        | 0         | 0        | 0        | 0        | 0         | 0        | 0         | 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        | 0        | 1         | 0        | 1         | 0        |
| <b>TOTALS</b>            | <b>7</b> | <b>0</b> | <b>3</b> | <b>0</b> | <b>11</b> | <b>3</b> | <b>16</b> | <b>2</b> | <b>2</b> | <b>1</b> | <b>18</b> | <b>3</b> | <b>57</b> | <b>9</b> |
|                          | 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        | 0         | 2        | 0        | 0        | 3         | 1        | 6         | 5        |
| Asian                    | 0        | 0        | 0        | 0        | 0         | 0        | 0         | 0        | 0        | 0        | 0         | 0        | 0         | 0        |
| Native American          | 2        | 0        | 0        | 0        | 2         | 1        | 2         | 1        | 0        | 1        | 1         | 1        | 7         | 4        |
| White                    | 2        | 0        | 1        | 0        | 4         | 0        | 4         | 0        | 4        | 0        | 5         | 0        | 20        | 0        |
| Other Race Alone         | 0        | 0        | 0        | 0        | 0         | 0        | 0         | 0        | 0        | 0        | 0         | 0        | 0         | 0        |
| 2 or More Races          | 1        | 0        | 0        | 0        | 2         | 0        | 2         | 0        | 0        | 0        | 2         | 0        | 7         | 0        |
| UNK                      | 0        | 0        | 0        | 0        | 0         | 0        | 0         | 0        | 0        | 0        | 0         | 0        | 0         | 0        |
| <b>TOTALS</b>            | <b>6</b> | <b>1</b> | <b>1</b> | <b>0</b> | <b>10</b> | <b>2</b> | <b>8</b>  | <b>3</b> | <b>4</b> | <b>1</b> | <b>11</b> | <b>2</b> | <b>40</b> | <b>9</b> |



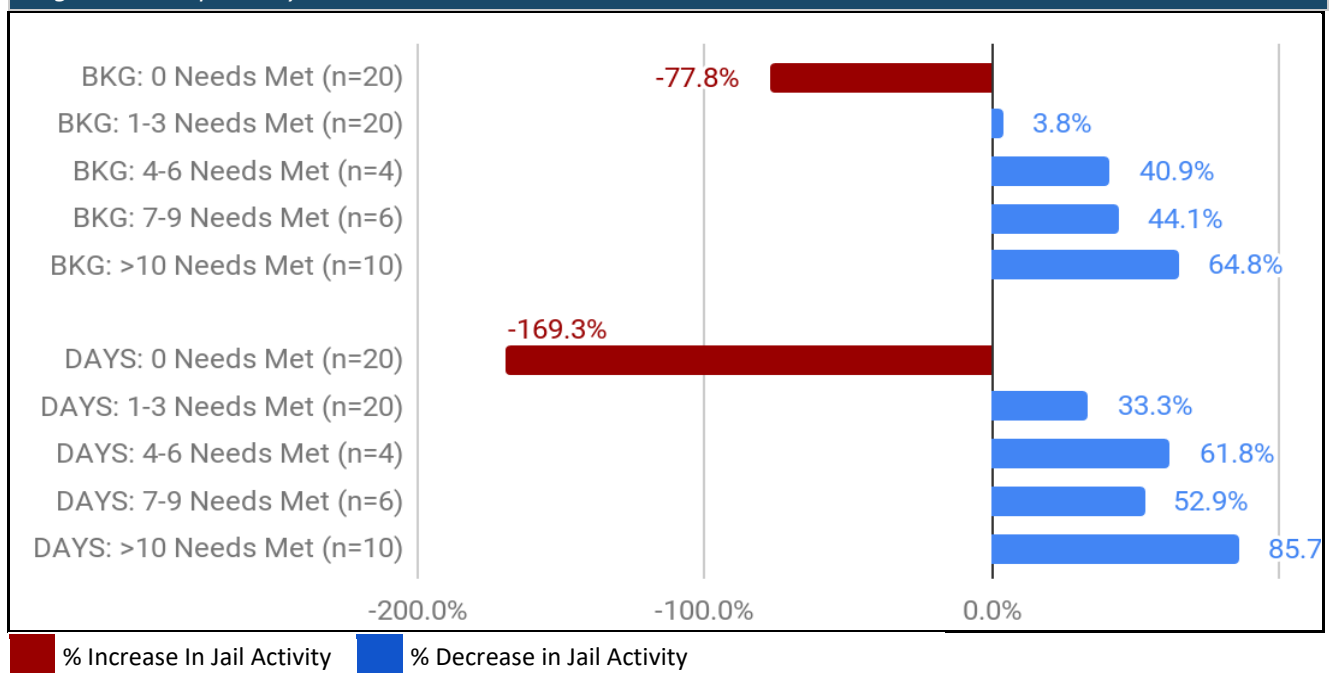
The majority of all LEAD® participants (65%) had at least one need met. More specifically, 70.7% of men and 58.6% of women had at least one need met, 76.5% of all African American participants and 52.6% of White participants had at least one need met, and 60% of all study group 1 and 70% of study group 2 had at least one need met (see Table 22).

**Table 22: 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 | 2         | 0  | 5         | 3  | 1         | 1  | 3         | 2  | 11        | 6  |
| Asian                    | 0         | 0  | 0         | 0  | 0         | 0  | 0         | 0  | 0         | 0  |
| Native American          | 0         | 0  | 2         | 1  | 1         | 0  | 3         | 1  | 6         | 2  |
| White                    | 8         | 2  | 15        | 0  | 8         | 0  | 5         | 0  | 36        | 2  |
| Other Race Alone         | 0         | 0  | 0         | 0  | 0         | 0  | 0         | 0  | 0         | 0  |
| 2 or More Races          | 0         | 0  | 2         | 0  | 0         | 0  | 3         | 0  | 5         | 0  |
| UNK                      | 0         | 0  | 1         | 0  | 1         | 0  | 0         | 0  | 2         | 0  |
|                          | 10        | 2  | 25        | 4  | 11        | 1  | 14        | 3  | 60        | 10 |
| <b>TOTALS</b>            | <b>12</b> |    | <b>29</b> |    | <b>12</b> |    | <b>17</b> |    | <b>70</b> |    |

Need data for study group 1 indicates that the number of needs is positively associated with a decrease in overall jail use. Categorizing participants into number of needs met categories (0; 1-3; 4-6; 7-9; and >10), reveals that participants with zero needs met is the only need category to experience an increase in jail use (77.8% and 169.3% increase in post-referral bookings and jail days, respectively). Further, the more needs are met, the generally greater the decrease in bookings. Jail day frequency trends mirror the booking frequency changes described above; however, the proportion of jail day decreases is slightly less linear (see Chart 1).

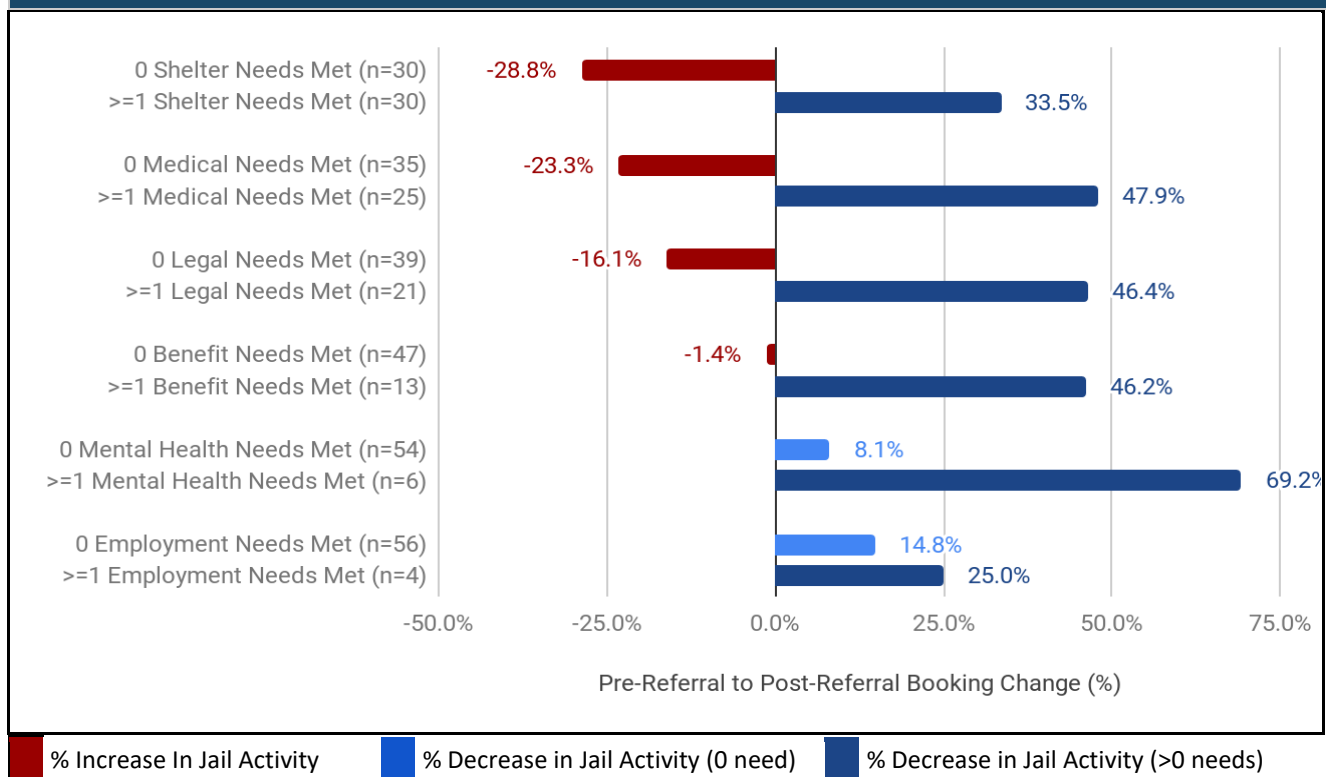
**Chart 1: Change in Booking & Jail Day Frequency - pre-LEAD® referral to post-LEAD® referral**  
*Program Participants by Needs Met Count - STUDY GROUP 1 ONLY*



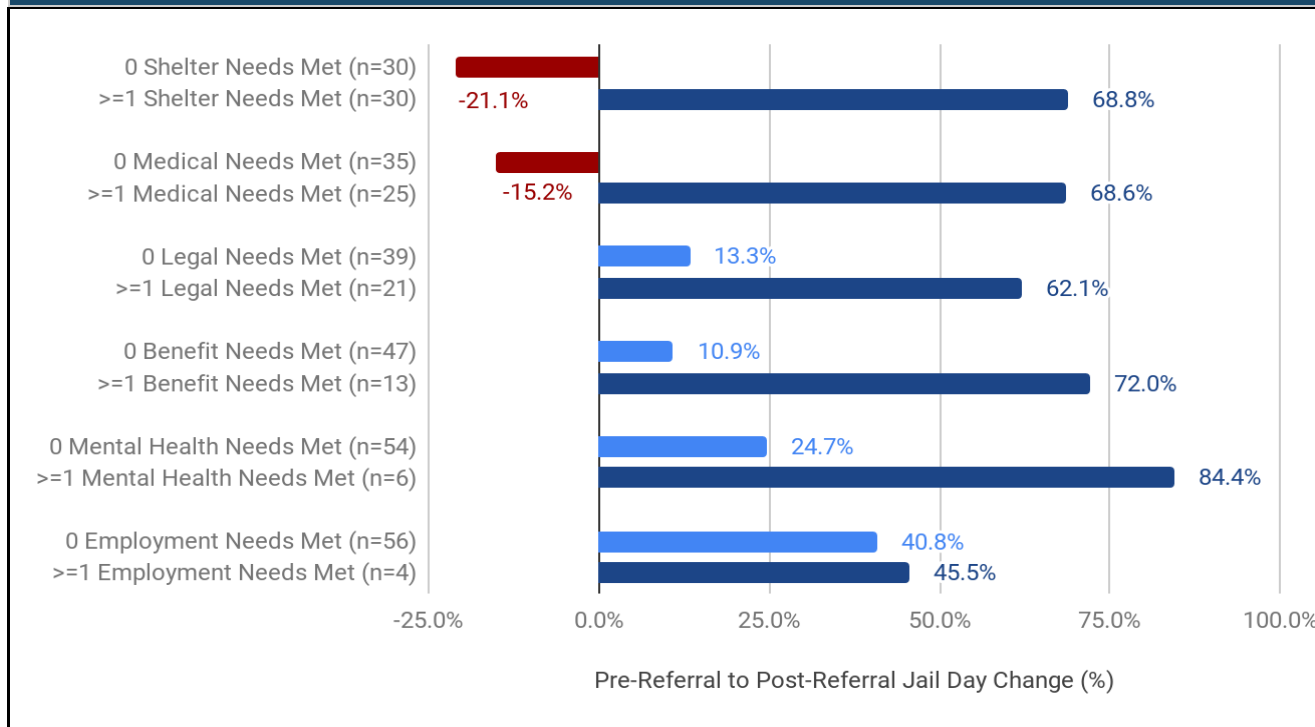
The data indicates that people in study group 1 with any one type the six needs *met* had an associated decrease in jail use. People that had at least one mental health needs met, overall, experienced the most significant decrease in jail use (69.2% booking and 84.4% jail day decrease) - although only six people in study group 1 had a mental health need met. Of the people with at least one met benefit, people with legal and medical needs experienced a 46% to 47% decrease in bookings and 62% to 72% decrease in jail days in the post-referral period. People with at least one shelter need met experienced a 33.5% decrease in bookings and 68% decrease in jail days (*see Chart 2*). It should be noted that these findings are not mutually exclusive; for example, the 30 people that had at least one shelter need met may have had needs other than shelter met during the analysis period. In contrast to study group 1, people in study group 2 generally experienced booking *increases* among all met need categories with the exception of mental health.

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. People in study group 1 that did not have any met shelter, medical, legal, or benefit needs experienced an increase in jail bookings in the post-referral period (28.8%, 23.3%, 16.1%, and 1.4%, respectively). Conversely, people that did not have any mental health or employment needs met still experienced a *decrease* in jail bookings (8.1% and 14.8%, respectively) (*see Chart 2*).

**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**



Similar to booking frequency, different needs had different impacts on post-referral jail days depending on whether or not the need was met. Specifically, people that did not have any shelter or medical needs met experienced a 21.1% and 15.2% increase in jail days in the post-referral period, respectively. Conversely, the absence of met legal, benefit, mental health, and employment needs did not result in an increase in post-referral jail days; rather, those individuals experienced a 10% (0 benefits needs) to 40% (0 employment needs) decrease in jail days. As described previously, those with at least one shelter, medical, or legal need met experienced a 62% to 68% decrease in jail days post-program referral, and those with benefit and mental health needs experienced a 72% and 84.4% decrease in jail days post-referral, respectively. Again of note, only six people in study group 1 had a mental health need met (*see Chart 3*).

In sum, these needs results continue to support the finding that people who remain continuously engaged in LEAD® experience a decrease in overall jail use in comparison to those that do not remain continuously engaged. Additionally, these results indicate that having more needs met will result in decrease jail use, but that needs should be met based on an individual’s specific needs. For example, the data indicates that meeting medical needs will have the greatest impact on *reducing* jail use, but the inability to meet shelter needs will have the greatest impact on *increasing* jail use. Further, the finding that jail use is lowered among people who have their shelter and mental health needs met 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. Lastly, all results up to this point suggest that more comprehensive services may be necessary for women within this target population.

## Staff Contacts

Similar to participant needs, Central City Concern’s (CCC) Case Managers electronically record the number of contacts with participants. Data from CCC provided the average number of times a participant has been contacted by CCC case managers each month. For the purposes of this analysis, average monthly contact values - through the entirety of a participants’ LEAD® engagement period - was 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.

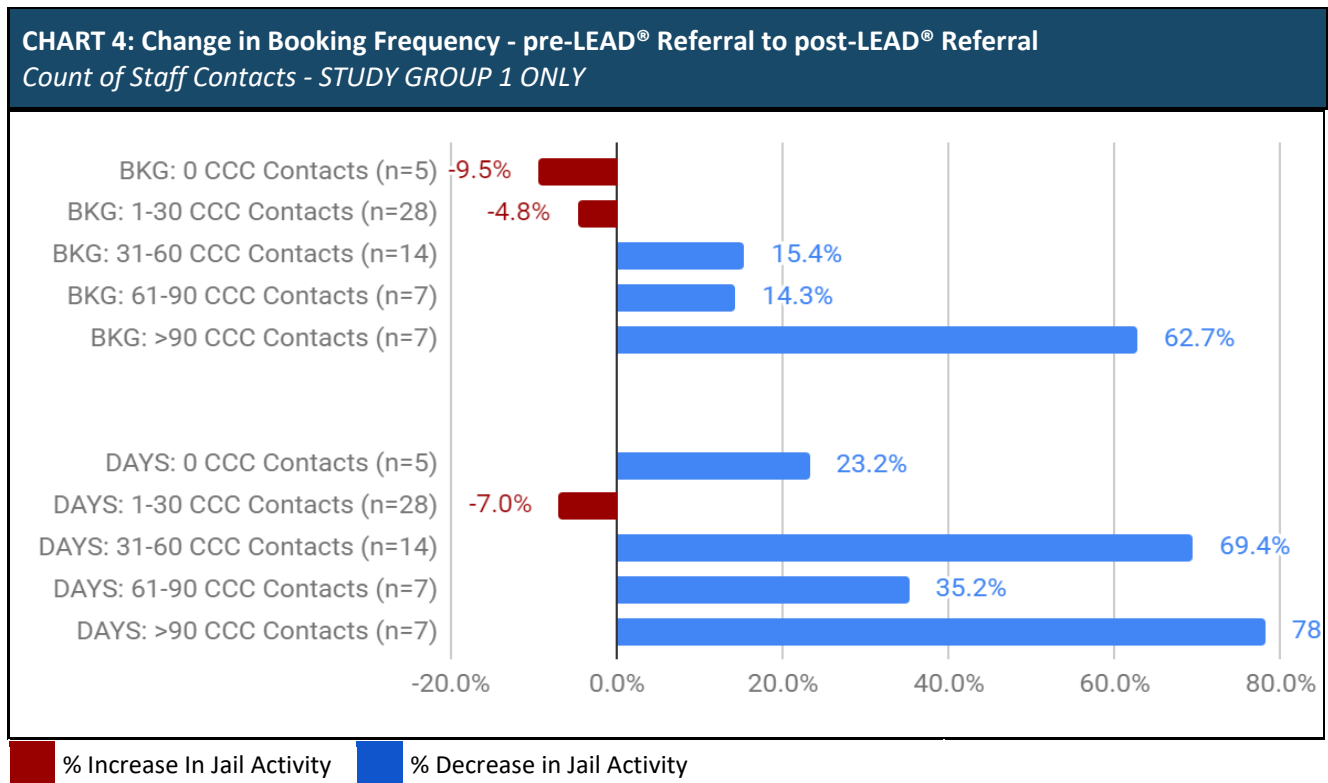
The vast majority of participants (92.9%) had at least one contact with a case manager. Those that had no contact were all in study group 1 and were mostly White men. 42.9% of all participants had between 1 and 30 contacts through the analysis period, 24.3% had 31-60 contacts, and 11.4% had 61-90 and >90 contacts. Men follow this same contact trend (i.e., the most frequent contact category is 1-30 followed by 31-60); however, women do not follow the same trend. While the most frequent contact category for women is still 1-30, the second most frequent category is >90. White participants, regardless of gender, most frequently have between 1 and 30 contacts with case managers. Among all African American participants however, the number of people with 1-30 and 31-60 contacts is equal (see Table 23).

**Table 23: Detailed Count of LEAD Participants by Contact Count, Gender, Race, and Referral Method**  
*Known Genders and Races Only*

| 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  | 4             | 1  | 3              | 2  | 0              | 0  | 0            | 0  | 7         | 3  |
| Asian                    | 0          | 0  | 0             | 0  | 0              | 0  | 0              | 0  | 0            | 0  | 0         | 0  |
| Native American          | 0          | 0  | 2             | 0  | 0              | 0  | 0              | 1  | 0            | 0  | 2         | 1  |
| White                    | 3          | 0  | 10            | 1  | 5              | 1  | 3              | 0  | 2            | 0  | 23        | 2  |
| Other Race Alone         | 0          | 0  | 0             | 0  | 0              | 0  | 0              | 0  | 0            | 0  | 0         | 0  |
| 2 or More Races          | 0          | 0  | 1             | 0  | 0              | 0  | 1              | 0  | 0            | 0  | 2         | 0  |
| UNK                      | 0          | 0  | 0             | 0  | 1              | 0  | 0              | 0  | 0            | 0  | 1         | 0  |
|                          | 3          | 0  | 17            | 2  | 9              | 3  | 4              | 1  | 2            | 0  | 35        | 6  |
| <b>TOTALS</b>            | <b>3</b>   |    | <b>19</b>     |    | <b>12</b>      |    | <b>5</b>       |    | <b>2</b>     |    | <b>41</b> |    |
| 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  | 1             | 2  | 2              | 1  | 1              | 0  | 0            | 0  | 4         | 3  |
| Asian                    | 0          | 0  | 0             | 0  | 0              | 0  | 0              | 0  | 0            | 0  | 0         | 0  |
| Native American          | 1          | 0  | 1             | 0  | 0              | 0  | 1              | 0  | 1            | 1  | 4         | 1  |
| White                    | 1          | 0  | 7             | 0  | 1              | 0  | 1              | 0  | 3            | 0  | 13        | 0  |
| Other Race Alone         | 0          | 0  | 0             | 0  | 0              | 0  | 0              | 0  | 0            | 0  | 0         | 0  |
| 2 or More Races          | 0          | 0  | 1             | 0  | 1              | 0  | 0              | 0  | 1            | 0  | 3         | 0  |
| UNK                      | 0          | 0  | 1             | 0  | 0              | 0  | 0              | 0  | 0            | 0  | 1         | 0  |
|                          | 2          | 0  | 11            | 2  | 4              | 1  | 3              | 0  | 5            | 1  | 25        | 4  |
| <b>TOTALS</b>            | <b>2</b>   |    | <b>13</b>     |    | <b>5</b>       |    | <b>3</b>       |    | <b>6</b>     |    | <b>29</b> |    |

Similar to the pattern observed in participant needs, amount of staff contact 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 9.5% increase in bookings in the post-referral period; however, people with 1 to 30 contacts also experienced an increase in bookings (4.8%). Conversely, people with 31 to 60, 61 to 90, and more than 90 contacts experienced 15.4%,

14.3%, and 62.7% *decreases* in jail bookings post-referral. In contrast to booking frequency, change in the number of jail days post-referral does not follow the same trend. Only those with 1-30 staff contacts experienced an increase in post-referral jail days (7%), all other contact categories demonstrated a decrease in post-referral jail days. Those with more than 90 contacts experienced the largest decrease in jail days post-referral (78%) followed by 31-60 contacts (69.4%) then 61-90 contacts (35.2%) (see Chart 4).



In sum, the contact data supports the finding that consistent engagement in LEAD® will likely result in decreased jail utilization. Additionally, increased involvement with case managers appears to be associated with decreased jail use. The results further indicate that participants require more substantial contact in order to reduce jail use. Given that most participants have between 1 and 30 contacts with case managers, it could be inferred that LEAD® participants could potentially benefit from case managers increasing their outreach efforts.

## Limitations and Future Directions

There are several gaps in this analysis that will be addressed in future evaluations of LEAD®. 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 program in the first year of implementation. This decision was made to allow each participant to have at least one full year of enrollment. To increase the overall sample size, future updates to this analysis will include those enrolled in the first and subsequent years.

Second, this analysis primarily focuses on LEAD’s goal to reduce recidivism; specifically, whether or not LEAD® has impacted 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 the next evaluation of Multnomah LEAD® will 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, the next analysis will consider the relationship, if any, between dates in which bookings occur, participants are encountered by CCC staff, and needs are met.

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 and when that data becomes available.

Fourth, LEAD® impact on the incidence of drug-related crimes in the LEAD® engagement zone in comparison with Multnomah County's other primary drug-diversion program (Treatment First) is also not addressed in this analysis. As of this report, a full evaluation of the impact of Treatment First is being conducted by a multidisciplinary evaluation team facilitated by the Multnomah County District Attorney's Office, and the results of that analysis will be considered in future LEAD® evaluations as a method of program comparison.

Finally, this analysis, while informative, does not get at the core of the harm-reduction components of LEAD®. To address this gap, a qualitative evaluation will be conducted. Examples of qualitative measures in that analysis will likely include: LEAD® impact on local businesses and community members; LEAD® impact on communication between systems partners; and participants' perceived change in their own efficacy and social network. It is expected that the conclusions for these qualitative measures will be obtained through the analysis of surveys administered to LEAD® participants, community members and business entities within the LEAD® engagement area, as well as through interviews of key LEAD® stakeholders such as LEAD® police officers; Central City Concern Case Managers; LEAD® participants, and policy/community groups.

## Closing

In closing, the results of this analysis of Multnomah County's LEAD® program supports the assertion that consistent engagement in LEAD® reduces jail bookings and the length of time spent in jail. Additionally, these results support the notion that LEAD® participants do 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

- Booking:** Any instance in which a person goes through the process to be booked into the jail.
- Case Status:** 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. Case status designations are tracked by Central City Concern.
- Enrolled:** Persons who were referred to the LEAD® program, were accepted by CCC, and were assigned to a case manager.
- Ethnicity:** Defined as Hispanic or Non-Hispanic.
- Gender:** Defined as male, female, or other.
- Initial Contact:** 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.
- Jail Release:** Description of where/why a person in custody was released; for example: Released on Recognizance, Bail; release to other jurisdiction; time served.
- Need:** 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.
- Participant:** Refers to a person enrolled and at some point engaged in LEAD®.
- Primary Drug:** 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.
- Race:** Defined as African American/Black, Asian American, Caucasian/White, Native American, 2 or more races, or Some other race alone.
- Referral (Ref):** Documented recommendation made from a LEAD® officer to a person in the field to enroll in the LEAD® program.
- Ref. Type:** 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.
- Ref. Outcome:** Categorical description of the outcome of a referral to enter LEAD® (e.g., Eligible; Ineligible; Accepted; Declined).